

**The European Union Instrument for Pre-accession Assistance**

# **Evaluation of IPA Cross Border Co-operation Programmes 2007-2013**

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## **Final Evaluation Report**

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## LIST OF ABBREVIATIONS AND ACRONYMS

<b>AIR</b>	Annual implementation report
<b>ARD</b>	Croatian Agency for Regional Development
<b>AL</b>	Albania
<b>BA</b>	Bosnia and Herzegovina
<b>BiH</b>	Bosnia and Herzegovina
<b>CBC</b>	Cross-Border Cooperation
<b>CBIB</b>	Cross-Border Institution Building
<b>CSO</b>	Civil Society Organisation
<b>CfP</b>	Call for Proposals
<b>CRIS</b>	Common External Relations Information System
<b>DG</b>	Directorate General
<b>EAR</b>	European Agency for Reconstruction
<b>EC</b>	European Commission
<b>EQ</b>	Evaluation Question
<b>ENI</b>	European Neighbourhood Instrument
<b>ERDF</b>	European Regional Development Funds
<b>ESIF</b>	European Structural and Investment Funds
<b>EUD</b>	European Union Delegation
<b>EU</b>	European Union
<b>HR</b>	Croatia
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>ISG</b>	Inter-Service Steering Group
<b>JMC</b>	Joint Monitoring Committee
<b>JSC</b>	Joint Steering Committee
<b>JTS</b>	Joint Technical Secretariat
<b>ME</b>	Montenegro
<b>M&amp;E</b>	Monitoring and evaluation
<b>MK</b>	Former Yugoslav Republic of Macedonia
<b>NEAR</b>	European Neighbourhood Policy and Enlargement Negotiations
<b>NGO</b>	Non-governmental Organisation
<b>NIPAC</b>	National IPA Coordinator
<b>OS</b>	Operating Structures
<b>OVI</b>	Objectively verifiable indicator
<b>ROM</b>	Results-oriented Monitoring
<b>REGIO</b>	Regional and Urban Policy
<b>RS</b>	Serbia
<b>SO</b>	Specific objective
<b>SWG</b>	Regional Rural Development Standing Working Group
<b>ToR</b>	Terms of Reference
<b>XK</b>	Kosovo* <sup>1</sup>

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<sup>1</sup> This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

# 1. ABSTRACT

## **Evaluation of IPA Cross Border Co-operation Programmes 2007-2013**

This evaluation examines the performance of the Instrument of Pre-accession Assistance 2007-2013 (IPA I) in financing cross-border cooperation (CBC) among the 7 countries of the Western Balkans through 11 programmes with a total EU allocation of almost €100 million. The objective is to draw lessons for the implementation of the 2014-2020 programmes (IPA II). The assessment was based on seven criteria (relevance, effectiveness, efficiency, impact, sustainability, coherence and value added), framed as 27 evaluation questions. The report finds the CBC programmes emphasised sustainable socio-economic development, reflecting well the challenges faced by border communities. However, the wide scope of funding priorities and project selection, and weak synergies with other initiatives, diluted the effect of the programmes. It is not feasible to measure rigorously the combined programme outcomes and impact in the absence of effective monitoring and reporting systems. As a pioneering initiative, however, CBC under IPA I helped promote good neighbourly relations between the participating countries and contributed to the socio-economic development of border areas, which would not have happened without EU support. The report concludes with 40 recommendations for the immediate to medium term, covering programme management, technical assistance and the performance framework, and planning for CBC in 2021-2027.

## **Évaluation des programmes de coopération transfrontalière IPA 2007-2013**

Cette évaluation examine la performance de l'Instrument d'Aide de Préadhésion 2007-2013 (IAP I) dans le financement de la coopération transfrontalière entre 7 pays des Balkans occidentaux. Couvrant 11 programmes d'une valeur totale de près de 100 millions d'euros, l'évaluation visait à tirer des enseignements utiles pour la mise en œuvre des programmes 2014-2020 (IPA II). L'évaluation comprenait 27 questions portant sur sept critères (pertinence, efficacité, efficience, impact, durabilité, cohérence et valeur ajoutée). Le rapport conclut que les programmes transfrontaliers ont correctement mis l'accent sur le développement socio-économique durable, reflétant les défis auxquels font face les populations et les collectivités des régions frontalières. Cependant, le large éventail des priorités de financement et des projets sélectionnés, ainsi que les faibles synergies avec d'autres initiatives, ont dilué l'effet des programmes. En l'absence de systèmes efficaces de suivi et d'évaluation, il est également impossible de mesurer rigoureusement les résultats et les impacts combinés des programmes. Toutefois, en tant qu'initiative novatrice, la coopération transfrontalière a aidé à promouvoir les relations de bon voisinage entre les pays participants et a contribué au développement socio-économique des zones frontalières, ce qui n'aurait pas été le cas sans le soutien de l'UE. Le rapport comprend 40 recommandations à court et à moyen terme couvrant la gestion des programmes, l'assistance technique, le cadre de performance et la programmation de la coopération transfrontalière pour 2021-2027.

## 2. INTRODUCTION

### 2.1. Objectives of the evaluation

In line with the ToR, the objectives of the evaluation are:

- to assess whether the IPA CBC programmes 2007-2013 have achieved or are achieving their planned objectives, in terms of their impact, effectiveness, efficiency, sustainability and EU added value;
- to identify the type of outcomes the programmes have obtained/are obtaining to build to the extent possible a baseline for the future programmes;
- to take stock of the lessons learned and provide recommendations for the improvement of the programming and implementation of IPA II CBC programmes; and
- to support building adequate performance indicators to monitor the progress of the new programmes and aggregate data at the level of IPA territorial cooperation.

The outputs of the evaluation will be used to improve the capacity of the IPA II CBC Programmes to achieve their objectives, among others with regard to the possibility *“of upscaling the Programmes in the coming years, improving the efficiency of the programme, improving the design of the programmes with special emphasis on monitoring and evaluation, further improving the visibility of the programmes, extending the duration of grant contracts, establishing long-term partnerships and introducing operating grants”*.

### 2.2. Scope of the evaluation

The evaluation covers the following IPA CBC programmes as follows:

CBC Programme	Allocations 2007-2003	Allocations 2014-2020	Code ISO
<b>Albania-Montenegro</b>	€ 10,553,000	€ 11,900,000	<b>AL-ME</b>
<b>Albania-Kosovo*</b>	€ 4,800,000	€ 8,400,000	<b>AL-XK</b>
<b>Bosnia and Herzegovina-Montenegro</b>	€ 7,900,000	€ 8,400,000	<b>BA-ME</b>
<b>Croatia-Bosnia and Herzegovina</b>	€ 14,000,000	-	<b>HR-BA</b>
<b>Croatia-Montenegro</b>	€ 6,500,000	-	<b>HR-ME</b>
<b>Croatia-Serbia</b>	€ 13,000,000	-	<b>HR-RS</b>
<b>Montenegro-Kosovo*</b>	€ 4,800,000	€ 8,400,000	<b>ME-XK</b>
<b>Former Yugoslav Republic of Macedonia-Albania</b>	€ 14,000,000	€ 11,900,000	<b>MK-AL</b>
<b>Former Yugoslav Republic of Macedonia-Kosovo*</b>	€ 3,600,000	€ 8,400,000	<b>MK-XK</b>
<b>Serbia- Bosnia and Herzegovina</b>	€ 12,800,000	€ 14,000,000	<b>RS-BA</b>
<b>Serbia-Montenegro</b>	€ 8,100,000	€ 8,400,000	<b>RS-ME</b>
<b>Total</b>	<b>€ 100,053,000</b>	<b>€ 79,800,000</b>	

In this context, the following tasks are included within the scope of the evaluation:

- assessment of the performance of IPA CBC programmes 2007-2013 between Western Balkans countries;
- assessment of the quality of design of IPA II CBC programmes and recommendations for improvement; and
- Identification of lessons learned and recommendations for the setting-up of a performance framework for IPA II CBC programmes.

## 3. APPROACH AND METHODOLOGY

### 3.1. Evaluation methodology

The evaluation was carried out in line with the evaluation methodology defined in the DG ELARG Evaluation Guide<sup>2</sup>. In this context, the programmes were evaluated against the five criteria endorsed by the OECD-DAC - *relevance, efficiency, effectiveness, impact, sustainability* and the additional EU criteria of *complementary, consistency* and *added-value*. Detailed evaluation questions were developed and validated at the Inception Phase (see Inception Report).

In accordance with the ToR, the evaluation process was carried out through four phases: 1) Inception phase 2) Desk Phase, 3) Field Phase and 4) Synthesis Phase. [Annex 1](#) shows the duration and milestones of each phase.

### 3.2. Problems encountered

#### 3.2.1. Change of Evaluation Team & gaps in desk and field phases' outputs

The evaluation was started by a five-member evaluation team. The Interim Report having been rejected twice by the EC on the ground of insufficient analysis carried out during the desk and field phases, a new evaluation team was appointed on 10 October 2016. It was agreed that the new team would redraft the Interim Report from scratch instead of trying to improve it. Given major gaps in the desk and field phases' outputs, the new Team was obliged to conduct a new round of desk analysis and hold additional interviews with project beneficiaries to make up for the lack or incompleteness of some field reports. In addition, the new team has interrogated all available information, including project data, programme and project websites, and contacted CBIB+ and some OS for further insights. As a result, the team is confident that the information and data used for this evaluation are sufficiently reliable and comprehensive to justify the analyses and conclusions presented in this report.

#### 3.2.2. Scarcity of monitoring and evaluation data

As argued across this Report, the lack of proper monitoring and evaluation systems is a major weakness of IPA 2007-2013 CBC. Unless information about projects is collected during implementation from the outset through reliable indicators of achievement, and aggregated at programme level, it is near impossible for evaluators to measure with any accuracy the performance of individual programmes and the cumulated results across the entire CBC. This is even more so given that very few programme/country-level evaluations seem to have been carried out over the period.

In the absence of effective monitoring and evaluation systems at project and programme levels, the evaluation of results and impacts across so many programmes and so many countries would require much more substantial time and resources than those afforded to this assignment<sup>3</sup>. These issues are discussed further in our replies to EQ12 and EQ15.

#### 3.2.3. Contracting and disbursement figures

The first evaluation team created a project database which included a total of 329 entries. The data was originating from programme tables compiled by each EUD<sup>4</sup> supplemented by information from Operating Structures in each country. It turned out that this project database was missing

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<sup>2</sup> [http://ec.europa.eu/europeaid/how/evaluation/index\\_en.htm](http://ec.europa.eu/europeaid/how/evaluation/index_en.htm)

<sup>3</sup> As argued in the answer to EQ4, while the project sample is useful to illustrate findings, it is too small to yield statistically significant information at programme level, let alone for the entire cross-border cooperation in the Western Balkans. This would have required a much larger sample of projects. However, it was not in the scope of this evaluation to conduct such an in-depth statistical evaluation.

<sup>4</sup> The latter were handed over to the evaluation team at the kick-off meeting.

disbursement figures, not up-to-date and in some cases contained mistakes<sup>5</sup>. In order to obtain a more reliable set of data, the new evaluation team requested CRIS extracts from DG NEAR for all contracts funded under the 11 CBC programmes<sup>6</sup>. It proved impossible to obtain a single list of contracted/disbursed amounts from CRIS for all projects funded under the eleven CBC programmes. Instead, responsible Desk Managers in DG NEAR had to retrieve data separately for each of the financing decisions.

In addition, the team also obtained the latest figures from the Croatian Agency for Regional Development (ARD)<sup>7</sup>. The evaluation team integrated CRIS and ARD figures into the project database originally compiled by the previous team. The latter is presented not by contract but by project i.e. with two contracts per project<sup>8</sup> and contains information about project objectives not available from CRIS extracts.

Unfortunately, it turned out that CRIS extracts did not always provide contracted amounts. The reason is that CRIS extracts include a “planned amount” which corresponds either to a contracted amount for contracts which are ongoing (with the amount still to be paid against the contract indicated in “balance”) or to a paid amount for contracts which are ended and de-committed. In the latter case, the initial contracted amount cannot be seen from the extracts and should be retrieved separately from the system contract -by-per contract.

To overcome this problem, the evaluation team used CRIS figures for ongoing contracts<sup>9</sup> but reverted to the figures available from the database compiled by EUDs in case of closed contracts.

There were also gaps in CRIS data. Some projects indicated in EUD tables were not always found in CRIS<sup>10</sup>. For some programmes, contracting figures for technical assistance exceeded the allocation per country. It was possible to rectify these anomalies only with the support from the responsible EUDs<sup>11</sup>.

The compilation of project data consumed a lot of the team resources. Without this effort, however, it would have been impossible to present a complete overview of CBC - not only per programme but for the whole of IPA CBC – in terms of contracting and disbursement as presented in Section 4 of this Report.

Irrespective of this evaluation, up-to-date contracting and disbursement figures per programme, country or the entire CBC ought to be available at any point in time and at the click of a button through an effective management and information system. The availability of this information is essential for analysis and evaluation purposes.

The data used by the evaluation team is provided in Annex 40 (separate excel file).

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<sup>5</sup> The final database contains 393 entries

<sup>6</sup> It proved impossible to obtain a single list of contracted/disbursed amounts from CRIS for all projects funded under the eleven CBC programmes. Instead, responsible Desk Managers in DG NEAR had to retrieve data separately for each contract across eleven financing decisions. The CRIS extracts from the financing decisions were obtained between 21 and 26 October 2016

<sup>7</sup> Contracts with Croatian partners are recorded in the database of the Croatian Agency for Regional Development, the Contracting Authority for Croatia under the decentralised management system. All other countries recorded their contract in the EU CRIS database.

<sup>8</sup> This was specifically requested by DG NEAR since this information is not readily available from CRIS.

<sup>9</sup> since in this case the “planned” amount available in the CRIS extracts corresponds to the contract value

<sup>10</sup> An email was sent to the EC on November 1, 2016 summarising the gaps identified.

<sup>11</sup> Not all EUDs sent the requested data.



## 4. OVERVIEW OF CBC PROGRAMMES 2007-2013

### 4.1. Overall overview

#### 4.1.1. Reconstructed intervention logic of IPA 2007-2013 CBC

As in the EU itself, with its own territorial cooperation under ERDF, the rationale for implementing CBC programmes in the Western Balkans under IPA is primarily connected with regional development and social cohesion, in particular, the desire to break the isolation of border areas and turn borders into opportunities rather than obstacles for development. The need for cross-border cooperation is even more pronounced in the Western Balkans given the legacies of the recent wars and the continuous distrust of the Western Balkan nations towards each other, which is often most acute in the border areas. From this perspective, CBC programmes play an important role in overcoming past divisions and renewing former links and networks severed by the collapse of Yugoslavia. The enlargement of the EU is another important motivation for CBC in the Western Balkans. CBC is conceived as an instrument for promoting greater cooperation among neighbouring countries and contributing towards their integration into the EU. CBC can also help mitigate tensions and negative impacts which might arise in the region as a result of the different paces of EU integration - with Croatia's accession to the bloc in 2013, the new EU external border cuts even deeper through the region.

The intervention logic of the IPA cross-border cooperation under IPA 2007-2013 can be derived from the programmes adopted for the period. In line with the IPA regulation, CBC intends to promote good neighbourly relations, and foster stability, security and prosperity in the Western Balkans, and encourage the harmonious, balanced and sustainable development of all countries concerned. To reach this overall objective, CBC programmes concentrate on four outcomes to be achieved with EU funding, in line with the IPA implementing regulation<sup>12</sup>: border areas experience sustainable socio-economic development; common challenges are successfully addressed through joint responses; borders are better managed and more secure; and contacts and links among people and institutions across the border are intensified. Support is targeted at areas which can contribute to these outcomes e.g. SME development, tourism promotion, environmental protection, cultural exchanges, community development etc. The reconstructed intervention logic is summarised in the chart overleaf.

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<sup>12</sup> Commission Regulation (EC) No 718/2007 of 12 June 2007 implementing Council Regulation (EC) No 1085/2006 establishing an instrument for pre-accession assistance (IPA)  
<http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02007R0718-20130526>

## RATIONALE FOR EU ENGAGEMENT

- Reduce the isolation and unlock the growth potential of border areas in Western Balkans
- Mitigate tensions and negative impacts stemming from the different paces in EU integration
- Address the lack of trust and generally negative attitudes towards the citizens of neighbouring countries and overcome divisions from past conflicts in the region

### Inputs

#### **Financial resources:**

- ✓ IPA 2007-2013 allocation for CBC in Western Balkans: €100m

#### **Human resources:**

- ✓ Operating Structures in 7 partner countries
- ✓ Joint management bodies
- ✓ EU Delegations
- ✓ HQ- DG NEAR

### Activities

#### *Programming*

- ✓ Drafting of CBC programmes and negotiation with EC for their adoption

#### *Implementation of CBC projects in the field of:*

- ✓ SME development
- ✓ Tourism promotion
- ✓ Rural livelihoods
- ✓ Transport and border-crossing infrastructure
- ✓ Education, skills development and capacity building
- ✓ Natural and cultural heritage preservation
- ✓ Environmental protection and awareness
- ✓ Cultural, social and sport

### Outputs

- ✓ SMEs are more competitive
- ✓ Tourism potential is developed
- ✓ Rural livelihoods are strengthened
- ✓ Transport and border-crossing infrastructure is upgraded
- ✓ People are better skilled
- ✓ Local governance is strengthened
- ✓ Natural and cultural heritage is better preserved
- ✓ Environment is better protected and environmental awareness is raised
- ✓ Local actors involved in genuine cross-border projects
- ✓ Social needs are better addressed

### Outcomes

- ✓ Border areas experience sustainable socio-economic development
- ✓ Common challenges (environment, natural and cultural heritage, public health, etc.) are addressed effectively
- ✓ Borders are efficiently managed and secured
- ✓ Mutual understanding is enhanced and past divisions are overcome
- ✓ New cross-border links are forged between people /institutions
- ✓ Citizens are more active and engaged

### Impact

- ✓ Improved neighbourly relations in Western Balkans
- ✓ Enhanced stability, security and prosperity of partner countries
- ✓ Harmonious, balanced and sustainable development

### ASSUMPTIONS

- Sufficient administrative and management capacity in partner countries and EUDs
- Management and control systems are in place in partner countries
- Stable political and economic environment
- Readiness of local actors to participate in CBC

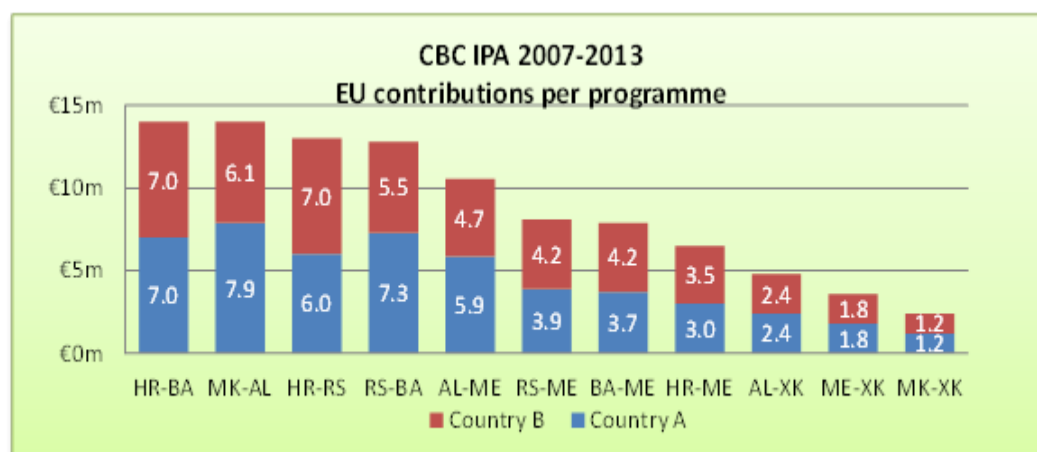
#### 4.1.2. Programme areas

In total, the programmes covered 2,991 km of borders between the participating countries. On average, programmes eligible and adjacent areas<sup>13</sup> represented 35% of the total surface area of participating countries covering 36% of their total populations. There were wide variations, however: for example, the programme area of CBC BA-ME covered 74% of Montenegro and 41% of Bosnia and Herzegovina. The programme area of CBC MK-XK covered 60% of Kosovo\* with 90% of its total population. By contrast, the programme area of CBC HR-RS covered only 12% of Croatia and 15% of Serbia with 19% and 13% of their respective populations. The focus of CBC appears to be less strong in smaller countries, as evidenced by the size and coverage of programme areas in relation to their total surface area and population (See [Annex 2](#)).

The definition of programme areas was the result of negotiations between the participating countries and the European Commission in the early days of the programming cycle.

#### 4.1.3. Programme allocations

CBC programmes were funded 85% by the EU and 15% by the recipient countries (including funding from beneficiaries and national funding). The total EU allocation across the 11 CBC programmes amounted to € 97,653,000. The total national co-financing amounted to € 17,620,424. Given that allocations were made per country and not per border area, not all programmes had balanced budgets on both sides of the border<sup>14</sup>. This was a result of decisions taken during the programming phase with some countries deciding to allocate more/less funds to specific borders. 10% of the EU allocation for each country was earmarked for technical assistance. Programme allocations are detailed in [Annex 3](#).



*Country A corresponds to the first part of the programme's acronym, country B to the second part*

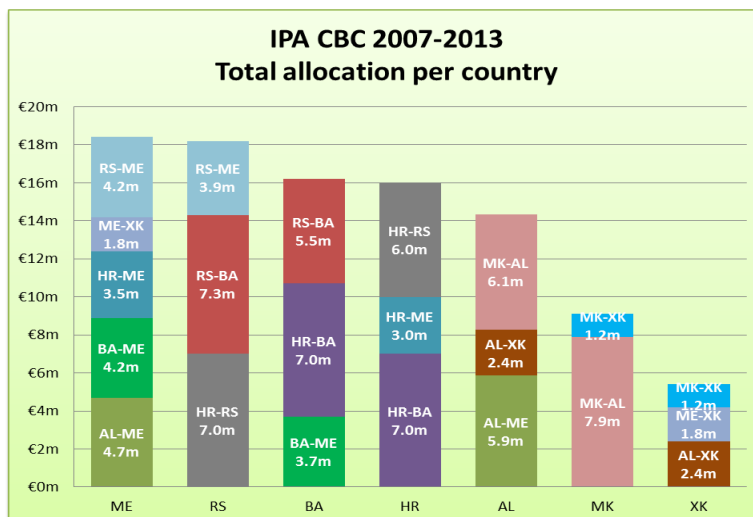
#### 4.1.4. Country allocations

Montenegro was the largest recipient of EU funding under IPA 2007-2013 CBC being involved in 5 different programmes, as shown in the chart below (see [Annex 6](#) for detailed figures). It should be noted, however, that some countries were having access to large IPA funding under CBC with EU Member States<sup>15</sup>, which is not within the scope of this evaluation.

<sup>13</sup> Programme areas are made up of "eligible" and "adjacent" regions as defined by Articles 88 and 97 of the IPA Implementing Regulation. All the projects activities must be implemented in these regions. According to IPA Implementing Regulation, activities implemented in adjacent area can be financed with 20% of available IPA funds.

<sup>14</sup> This was the case for CBC Programmes MK-AL, RS-BA, AL-ME, BA-ME, HR-ME.

<sup>15</sup> e.g. Croatia (HU-HR, SI-HR, Adriatic) and Serbia (HU-RS, RO-RS, BG-RS)

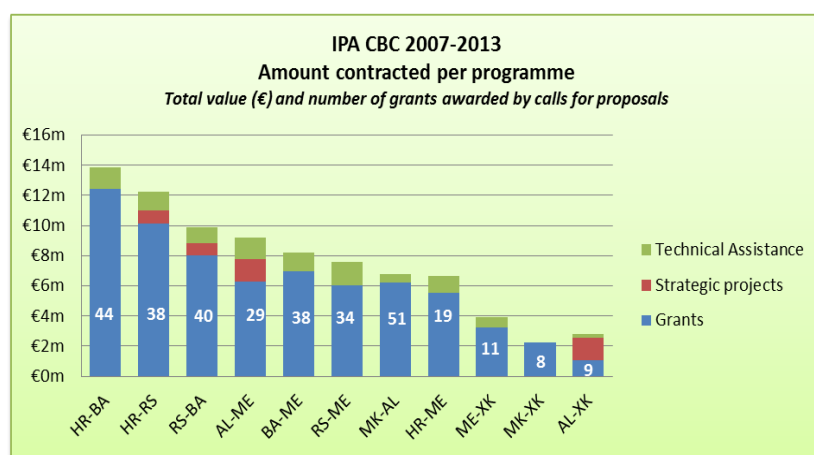


#### 4.1.5. Objectives, priorities and measures

The overall and specific objectives are very similar across the 11 CBC programmes, which all aim to address economic, social and environmental needs of eligible areas through cross-border cooperation. Likewise, programme priorities are comparable from one programme to another and, being broadly defined, encompass the whole range of support eligible under the IPA implementing regulation<sup>16</sup>. At the level of measures, the focus varies from one programme to another, but within four broad sectors: Economic development (ED), Social development (SD), Environmental protection (EP) and People-to-people (PP).

Some measures combined two or more sectors. There is no measure focused exclusively on social development, social issues being mostly addressed through people-to-people measures. In addition to people-to-people measures, social development appears only into two “mixed” measures: CBC AL-XK (*M1.1 Economic, **Social** and Environmental Sustainable Development*) and CBC MK-XK (*M1.1: Sustainable economic, **social**, environmental development*). However, no social development projects were funded under these two measures. The coverage of programme measures across the four sectors is summarised in [Annex 9](#) with the emphasis of each measure, when it exists, indicated in the last column.

Overall and specific objectives of the 11 programmes are presented in [Annex 9](#) and [Annex 12](#) respectively, while priorities and measures are summarised in [Annex 13](#).



<sup>16</sup> This is the more so given that participating countries could only include two priority axes per programme, one of which was the technical assistance Priority Axis common to all programmes.

#### 4.1.6. Contracting and disbursement

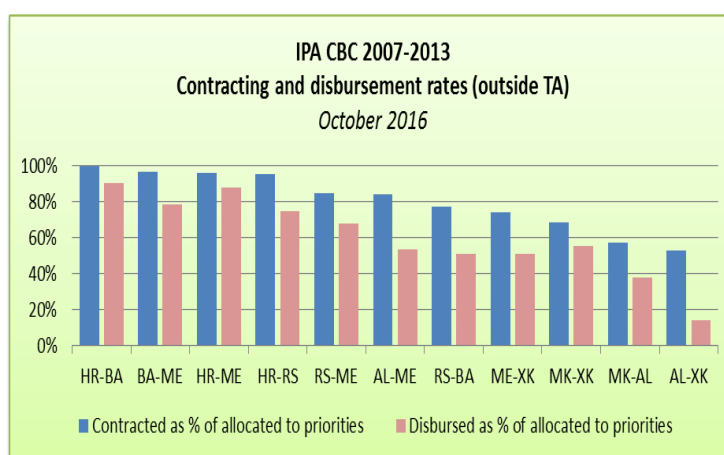
##### a) Contracting

According to figures from CRIS and the database from the Croatian Agency for Regional Development, a total amount of € 84.8m was contracted across the 11 programmes by October 2016, out of which 321 projects were awarded through calls for proposals for a total amount of €69.9m, 12 strategic projects awarded directly for a total amount of €4.5m and €10.6m for the technical assistance<sup>17</sup> awarded directly to operating structures.

Outside technical assistance, the overall contracting rate represented 82.4% of the total CBC allocation to priorities (€90m) in October 2016. **Annex 5** provides a statistical overview of each type of contracts (grants, strategic and technical assistance) under each programme.

##### b) Disbursement for projects (not including TA)

By October 2016, €56.1m had been disbursed across the 11 programmes. The overall disbursement rate represented 62.4% of the total allocations to priorities (€90m).



Low contracting rates observed for some programmes are due to the de-commitment of unused allocations<sup>18</sup>. In the case of MK-AL, the programme forfeited the allocations for 2012 and 2013<sup>19</sup> after having been unable to contract a significant portion of the IPA 2007 allocation (€1.7m). High contracting rates are recorded for many programmes as shown in the chart below. It should be noted that the final contracting and disbursement rates will be higher still, since not all contracts were signed and/or fully disbursed by 31 October 2016, the cut-off date for this report<sup>20</sup>.

##### c) Contracting and disbursement rates per programme and country (not including TA)

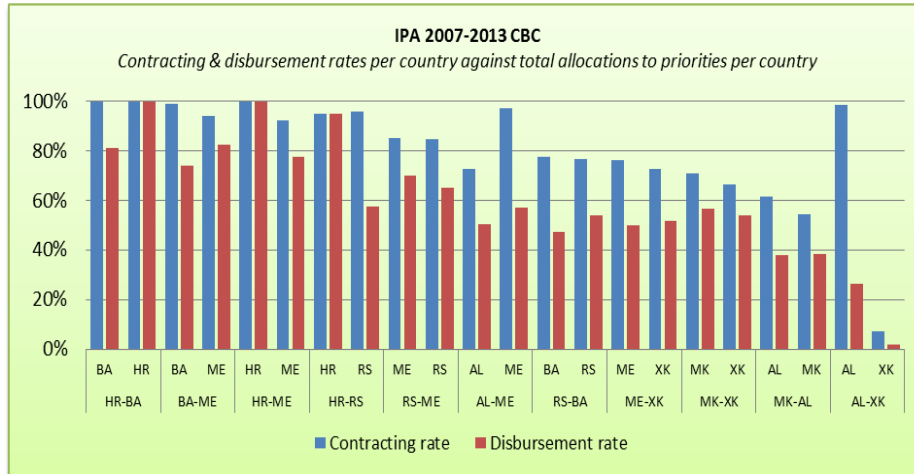
The chart below shows the same information broken down per country.

<sup>17</sup> This amount does not include the total allocation for TA (€10.m). As explained in section 3.3.3, TA figures from CRIS do not seem to match allocations in the case of technical assistance. All contracting and disbursement rates below relate to grants and strategic projects awarded and do not include funding from TA priorities.

<sup>18</sup> i.e. not all the allocation is contracted by the deadline.

<sup>19</sup> The funds were transferred to IPA I component.

<sup>20</sup> The contracting deadline for the IPA 2013 allocation is end of 2016. There are two additional years for disbursement.



A detailed breakdown of contracting and disbursement figures per programme and per country is presented in [Annex 5](#) and in [Annex 6](#) respectively. Contracting and disbursement rates per programme are presented in [Annex 8](#). Further analysis of contracting and disbursement figures is presented in our reply to EQ16.

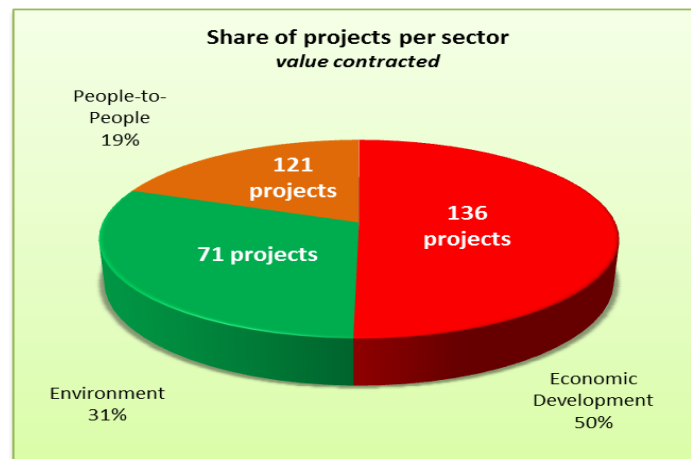
#### 4.1.7. Strategic projects

In total, 12 projects were selected as strategic projects for a total value of € 4.5m<sup>21</sup>. [Annex 9](#) shows the strategic projects funded per programme together with contracting and disbursement amounts.

#### 4.2. Sector analysis

Based on their objectives and description, projects have been assigned to one of the three project sectors, i.e. economic development, environment protection and people-to-people<sup>22</sup>.

Looking at contracting data for 2007-2013, the largest recipients of CBC were economic development (50% of total CBC funding<sup>23</sup>), followed by environment (31%) and people-to-people (19%)<sup>24</sup>. As can be seen from the chart below, people-to-people grants were of a smaller value.



The sectors above have been broken down into a number of related thematic areas in order to sharpen the analysis and capture the range of projects funded under IPA 2007-2013 CBC (see [Annex 35](#)). It should be remarked that there is a certain amount of overlap across sectors and thematic areas, in

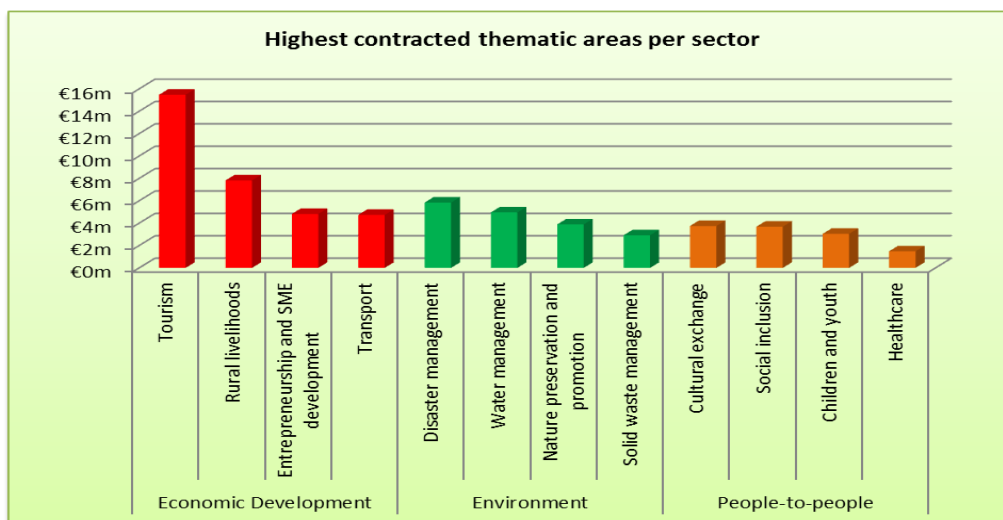
<sup>21</sup> Information available in October 2016

<sup>22</sup> As explained above, the social development sector is overlapping with people-to-people.

<sup>23</sup> allocations to grants and strategic projects

<sup>24</sup> including social development projects (9.5% of total CBC funding)

some cases projects fall under several headings. The decision to assign a project to a given sector/area was made on the basis of the project's dominant theme suggested by its objectives and description.



#### 4.2.1. Economic development

**136 projects** were funded under economic development measures for a total value of **€37.3m**. **Tourism development** dominates the sector with 58 projects representing almost 42% of the amount contracted for the sector. **Rural livelihoods** come second in terms of contracted value (€8m) and number of projects (28). **Transport** covers 16 projects (with 5 strategic projects either roads or border crossing points) for a total value of €4.7m. Surprisingly, the sector also includes two healthcare projects, two social inclusion projects and two nature preservation projects which seem outside the scope of the measures under which they were funded<sup>25</sup>.

#### 4.2.2. Environment

**76 projects** were funded under environment protection measures for a total value of **€22.5m**. The **Disaster management** tops the ranking with 12 projects amounting to €5.8m followed by **water management** (17 projects, €4.9m) and **nature preservation and promotion** (14 projects, €3.9m). The remaining environment projects deal with solid waste management, renewable energy and awareness raising (33 projects, €7.6m).

#### 4.2.3. People-to-people

**121 projects** were funded under people-to-people measures for a total amount of **€14.3m**. **Culture exchange** (29 projects, 27.1%) represented 27% of the total in terms of value followed by **social inclusion** (29 projects, 25.8%), **children and youth** projects (27 projects, 21.5%) and **healthcare projects** (13 projects, 10.5%).

### 4.3. Overview per programme (not including TA)<sup>26</sup>

#### 4.3.1. CBC Albania-Montenegro

**31 projects** were funded under the programme for a total value of **€7.9m**. **Economic development** projects represented 65% of the total (€5.2m) including seven projects in the **tourism** sector for €1.9m

<sup>25</sup> M1.1 Economic development and tourism promotion (CBC BA-ME) and M1.1 Economic development (CBC HR-RS) for the nature preservation projects and M1.1 Improving the productivity and competitiveness of the area's economic, rural and environmental resources for the healthcare (CBC RS-ME) and social inclusion (CBC RS-BA) projects.

<sup>26</sup> See [Annex 17](#) for detailed figures

and seven **transport** projects (€2.5m). **Environment** and **people-to-people** projects accounted for 23% (€1.8m, 8 projects) and 11% (€0.1m, 7 projects) respectively of the total amount contracted.

#### 4.3.2. CBC Albania-Kosovo

**11 projects** were funded under the programme for a total value of **€2.2m**. **Economic development** projects represented 84% of the total (€1.9m) including four transport projects (€1.6m). **People-to-people** and **environment** projects accounted for 10% (€0.3m, 4 projects) and 6% (€0.1m, 1 project) respectively of the total amount contracted.

#### 4.3.3. CBC Bosnia and Herzegovina and Montenegro

**38 projects** were funded under the programme for a total value of **€6.8m**. **Economic development** projects represented 53% of the total (€3.6m) including 11 tourism projects (€2m) and three rural livelihoods projects (€1.3m). **People-to-people** and **environment** projects accounted for 32% (€2.2m, 19 projects) and 15% (€1m, 4 projects) respectively of the total amount contracted.

#### 4.3.4. CBC Croatia-Bosnia and Herzegovina

**44 projects** were funded under the programme for a total value of **€12.6m**. **Economic development** projects represented 62% of the total (€7.7m) including 12 tourism projects (€4m) and seven entrepreneurship and SME development projects (€2.6m). **Environment** and **people-to-people** projects accounted for 28% (€3.5m, 18 projects) and 11% (€1.4m, 12 projects) respectively of the total amount contracted.

#### 4.3.5. CBC Croatia-Montenegro

**19 projects** were funded under the programme for a total value of €5.6m. **Economic development** projects represented 53% of the total (€2.9m) including eight tourism projects (€2.5m) and one IT and connectivity project (€0.4m). **Environment** and **people-to-people** projects accounted for 37% (€2m, 6 projects) and 10% (€0.5m, 4 projects) respectively of the total amount contracted.

#### 4.3.6. CBC Croatia-Serbia

**40 projects** were funded under the programme for a total value of **€11.1m**. **Environment** accounted for 50% of the total amount contracted (€5.6m, 13 projects) including 1 strategic project (0.9m)<sup>27</sup>. **Economic development** projects represented 34% of the total (€3.8m, 13 projects) including seven rural livelihoods projects (€2.1m) and two education and training projects (€0.8m). **People-to-people** accounted for 15% of the total amount contracted (€1.7m, 14 projects).

#### 4.3.7. CBC Montenegro-Kosovo\*

**11 projects** were funded under the programme for a total value of **€3.2m**. **Economic development** projects represented 72% of the total (€2.3m) including five tourism projects (€1.5m). **Environment** and **people-to-people** projects accounted for 23% (€0.7m, 2 projects) and 6% (€0.2m, 1 project) respectively of the total amount contracted.

#### 4.3.8. Macedonia-Albania

**51 projects** were funded under the programme for a total value of **€7.3m**. **Economic development** projects represented 44% of the total (€3.2m) including six tourism projects (€1.2m) and six entrepreneurship and SME development projects (€1m). **Environment** and **people-to-people** projects accounted for 34% (€2.4m, 15 projects) and 22% (€1.6m, 18 projects) respectively of the total amount contracted.

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<sup>27</sup> Strengthening capacity of the Serbian and Croatian authorities responsible for managing unexploded ordnance (uxo) and mines



#### 4.3.9. Macedonia-Kosovo\*

Nine **projects** were funded under the programme for a total value of **€3.5m**. **People-to-people** projects represented 48% of the total (€1m). **Economic development** and **environment** projects accounted for 40% (€1m, 4 projects) and 12% (€0.3m, 1 project) respectively of the total amount contracted.

#### 4.3.10. Serbia-Bosnia and Herzegovina

**45 projects** were funded under the programme for a total value of €8.8m. **Economic development** projects represented 38% of the total (€3.4m) including three tourism projects (€0.6m) and four rural livelihoods projects (€0.9m). **Environment** and **people-to-people** projects accounted for 33% (€2.9m, 10 projects) and 29% (€2.6m, 19 projects) respectively of the total amount contracted.

#### 4.3.11. Serbia-Montenegro

**34 projects** were funded under the programme for a total value of **€6.2m**. **Economic development** projects represented 34% of the total (€2.1m) including three tourism and three rural development projects (2m). **Environment** and **people-to-people** projects accounted for 33% (€2m, 7 projects) and 33% (€2m, 19 projects) respectively of the total amount contracted.

## 5. PERFORMANCE ASSESSMENT OF CBC PROGRAMMES 2007-2013

EQ 1. *What is the strategic framework of IPA CBC and how effectively have priorities/needs of the concerned border areas been translated into programming of assistance, based on the priorities identified in strategies and programming documents?*

**Summary findings:** The strategic framework of IPA CBC for the period 2007-2013 was laid down in the IPA Implementing Regulation for CBC implementation, which sets four EU objectives for the CBC under IPA. Overall, programmes demonstrate an informed programming process within this overall CBC strategic framework. However, there were very few programmed activities regarding security of borders (the 3<sup>rd</sup> CBC objective) and none tackling organised crime (an element of the 2<sup>nd</sup> CBC objective). The situation analysis in the programming documentation proved realistic in terms of what is achievable in the border regions but resulted in a wide range of measures, activities and identified beneficiaries under the various programmes. A limited but more focused selection of final programmed measures/activities would have enhanced all 11 CBC programmes. All the priorities and measures did prove relevant to the needs of the border areas and overall CBC objectives, but resulted in a dilution of project funding.

The strategic framework of IPA CBC for the period 2007-2013 was laid down in the IPA Implementing Regulation for CBC implementation. The overall goal of CBC 2007-2013 was to *promote good neighbourly relations, fostering stability, security and prosperity in the mutual interest of all countries concerned, and of encouraging their harmonious, balanced and sustainable development*<sup>28</sup>. Within this overall goal, participating countries were invited to cooperate under four broad objectives<sup>29</sup>:

- promote sustainable economic and social development in the border areas;
- work together to address common challenges in fields such as environment, natural and cultural heritage, public health and the prevention of and fight against organised crime;
- ensure efficient and secure borders;
- promote joint small scale actions involving local actors from the border regions

<sup>28</sup> Art.9, EU Regulation 1085/2006

<sup>29</sup> Art.36.2, EU Regulation 718/2007

This section examines how the situational analysis informed the overall programming process and the selection of priorities and measures in the border areas. In general, the programming documents for the 11 CBC programmes were **relevant** to the identified CBC objectives and consistent with the requirements of the IPA Implementing Regulation. There were, however, programming gaps in border security (3rd objective) and combatting organised crime (an element of the 2nd objective). This is perhaps to be expected, as border management and the fight against crime are predominantly (inter)national competences, which require substantial resources much greater than the CBC envelope was likely to allow. Instead, the programming process targeted economic, environmental and social development needs of border areas through cross-border cooperation. There was a strong emphasis on socio-economic development as the main instrument to foster cross-border stability and enhance neighbourly relations.

All reviewed programming documents provided an informed description of the eligible areas (demography, geography, infrastructure, economy, environment, industry, human resources, education, culture), and identified major regional disparities/challenges which were linked to the wider EU CBC objectives above.

**Annex 18** provides an overview for each of the 11 bilateral CBC programmes for the period 2007-2013. The overview focuses on identified weaknesses in the SWOT situational analysis and the link between programmed priorities/measures, and the needs of the eligible areas, in line with the overall CBC objectives.

Across all 11 bilateral CBC programmes, the socio-economic description and analysis of all the eligible areas identified very similar challenges/needs facing the border regions, namely;

- Depopulation and de-ruralisation;
- Inadequate infrastructure (transport, water, waste, business enabling);
- High unemployment including long term and youth unemployment;
- Low agriculture/ agri-food productivity;
- Weak business environment and business support systems;
- Weak education/labour and business linkages;
- Low awareness of environmental sustainability;
- Social marginalisation of groups, youth, elderly, and ethnic minorities;
- Lack of business scale (micro-businesses), and access to business finance;
- Limited market (national/international) marketing opportunities.

The programming needs analysis for all areas recognised the potential of CBC networks to help address these challenges and programmed measures to facilitate appropriate CBC projects.

- The MK-XK situational analysis identified the strong presence of rural and grass-roots CSOs in the border region as a means to support socio-economic development. The programme's measure 1.1 "*Sustainable economic, social and environmental development*", programmed activities that would foster cooperation between CSOs and municipalities in the areas of environmental protection, economic development and the organisation of cultural events.
- The ME-XK programme identified the limited processing capacities of agriculture producers in the border region as a major issue for the sector. As a result, activities to support cross-border networks between farmers and processors with a view to increasing production capacities was programmed within measure 1.2 '*Sustainable economic development*'.
- The MK-AL programme identified the lack of people or institutional cross-border networks in the northern part of the region which contributed to social marginalisation in the area, particularly youth. The programme's measure 1.3 '*Social cohesion and cultural exchange through people-to-people and institution-to-institution actions*' was programmed to support cross border social integration of unemployed, rural youth, and females by encouraged joint educational activities and NGO linkages.

Tourism and the sustainable exploitation of natural resources was the common economic opportunity identified across all the border regions. This reflected the peripheral locational characteristics of the eligible areas and the lack of significant industrial opportunities linked to natural resources/agriculture. The cross-border cooperation activities proposed in the programmes were re-active to weaknesses identified in the respective SWOTs. The major gap identified in all programming documents was the lack of adequate infrastructure in the border areas, particularly transport, and the absence of central government intervention to address this deficit.

As a potential remedy, the RS-BA programme (under measure 1.1. *'Improving the productivity and competitiveness of the areas' economic, rural and environmental resources*) programmed support for CBC networks in lobbying national governments to increase infrastructure investment in the border areas.

The economic relationship between protecting the environment and the development of tourism also proved a common point of focus throughout the programming documentation.

- The AL-ME programming documentation identified the importance of natural resources in terms of: - *"...life quality and economic benefits of the population in the area through putting these resources in the function of the tourism sector development objective. However, the whole area is facing environmental problems in terms of safeguard and preservation"*.
- Under measure 1.2 *'Environment protection and promotion'* (AL-ME programme) support for the implementation of national joint agreements for the conservation of Shkodra/Skadar Lake basin was programmed.
- The HR-BA programme included activities to encourage joint cross- border initiatives that would contribute to the preservation and protection of the environment and natural diversity.
- Likewise, the environmental management of the National Park in Kosovo and the National Park in Shar Planina on the Macedonian side was programmed as a support activity under the MK-XK programme.

The fall-out from privatisation of formerly state-owned plants was widely identified, in the various programme situation analyses, as a major contributing factor to de-population and long term unemployment in the border areas. The cross-border economic support emphasis of the programmes was on building up local businesses via cross-border SME networks, rather than programmed activities to attract external investment. Programmed measures were directed towards supporting access to SME finance, increasing use of technology by local businesses, expanding market access and improving labour skills in the border areas. Migration to larger urban centres was identified as a common reason why business enterprises suffered from skilled labour shortage in the border regions.

- To address this labour need, the HR-RS CBC programme foresaw activities to support *'cross-border labour mobility events and services'* while BA-ME CBC programme envisaged activities supporting *"cross-border traineeship initiatives"* to increase the supply of skilled labour.
- Business networking was a popular activity featuring across all the CBC programmes to address the micro size of businesses in the border regions.
- The BA-ME CBC programme included support activities for the development of *'business networks and know-how transfer mechanisms mainly in the tourism and agricultural sectors'*, the Croatia-BiH CBC programme supported *'networking of SMEs and the establishment of cross-border business clusters'* while the MK-AL CBC programme supported activities to facilitate cross-border business partnerships.

Social and cultural development was strongly linked in the situation analysis of the programming documentation to economic and environmental support measures. This was particularly evident in support to the tourism and agricultural sectors.

- For example, AL-XK CBC programmed cross-border exchanges and networking activities in sports, tournaments and culture to support tourism development.
- The HR-RS CBC programme included joint community- building initiatives with an emphasis on inter-ethnic cooperation and preservation of cultural heritage to facilitate cross-border tourism links.
- The AL-ME CBC programme under measure 1.3 *'Enhancing social cohesion through people-to-people actions'* envisaged cross-border cultural exchange as a means to increase dialogue and identify new development opportunities.

In conclusion, the situation analysis in the programming documentation proved realistic in terms of what is achievable in the border regions with the available resources and programme parameters. Due to their peripheral locations from major urban centres, lack of national investment, poor transport infrastructure and falling populations, the eligible areas cannot readily attract major external investors as a solution to economic restructuring and high levels of unemployment. Therefore, the programming emphasis was on supporting local businesses based on local competitive advantages (tourism, nature, agri-businesses) and increasing business opportunities via business cross-border business networks and partnerships. (This was important due to the micro size of businesses in the border areas)

The situation analysis and programming process did result in a wide range of activities per measure and identified beneficiaries under the various programmes. As CBC 2007-2013 was the first such tool in the area, there may have been a desire to extend coverage to as wide a range of beneficiaries as possible. A more focused design of final programmed measures/activities would have enhanced all 11 CBC programmes. As such, by default all the priorities and measures were relevant to the needs of the border areas and overall CBC objectives, particularly in promoting sustainable socio-economic development in the border areas and facilitating joint actions to address common challenges.

**EQ 2. *To what extent have the (original) objectives of IPA CBC programmes proven to have been appropriate for the needs of the communities in the border areas? To what extent did the CBC projects prove relevant to address those needs?***

**Summary finding:** The original objectives of the IPA CBC programmes proved appropriate to the needs of the communities in the border areas as identified in the situation analyses of the programmes. The main emphasis is on sustainable economic development, reflecting the many socio-economic challenges facing the border areas in this respect. However, the programme objectives are strongly determined by the EU objectives for CBC, rather than the actual situation analysis. This has led to a very broad range of priorities and measures. Programmes attempted to address as many needs as possible under the CBC objectives. Within the programmes, the projects themselves appear largely relevant to addressing community needs per se, but many lacked a specific cross-border dimension in their design (with regards to their implementation, this is considered under 'effectiveness').

The programming objectives were dominated by support to sustainable economic development in the border regions. This is no surprise. The negative economic legacy of the break-up of Yugoslavia and the 1990s conflict had never been effectively addressed by central governments in the border regions. This negative situation was further compounded by the 2008 financial crisis that saw the introduction of harsh budget austerity measures in all of the partner countries. These austerity budgets have starved the border areas of much-needed public investment to facilitate economic restructuring and improve the business environment. The result was border economies with high unemployment levels, de-population, de-ruralisation, and underfunded infrastructure resources.

To illustrate this domination of economic development as a programming theme, the cross-border economy in the HR-RS CBC programme was described as '*under-performing and deteriorating*' as a result of '*the region's marginalisation and low level of investments*'. The identified barriers to economic recovery included '*the poor state of the road and rail infrastructure, an obsolete industrial base, and unskilled workforce*'. The programme identified the importance of cross-border cooperation between business support groups '*...to work towards achieving a more advantageous business climate, and in developing a tourism support network to stimulate the growth of this sector, would have significant cross-border impact, and benefit both communities*'. The programme's objective of '*establishing cross border synergies between business and trade support organisations to promote joint cooperative initiatives*' directly addressed this identified need.

After sustainable economic development, - the preservation and protection of natural resources in the border regions was the next most important need identified. Many of the objectives integrated economic development and natural resource environmental sustainability.

For example, one of the BA-ME CBC programme's objectives was to '*promote sustainable development of the border area so as to stimulate the economy and reduce the relative isolation*'. Tourism development linked to

sustainable development of natural resources was a common theme of both the economic development and environment objectives.

People-to-people actions and the promotion of good neighbourly relations were also seen as vehicles for facilitating cross-border socio-economic development.

An example of people-to-people objective is the MK-AL CBC programme's objective of '*promoting socio-economic cohesion between communities living in the bordering regions by encouraging inter-municipal cooperation and developing partnerships and networking between CSOs, professional organisations (i.e. Chambers of Commerce, entrepreneurs and farmers' organisations) and educational institutions*'.

While programming objectives also supported good neighbourly relations to address the historical legacy of conflict in the region, such as the RS-BA CBC programme's objective of '*strengthening cross-border people-to-people interaction to reinforce cultural and sporting links and to jointly participate in activities of common interest*', the primary focus of programming documentation was to promote economic development and address the serious challenges of unemployment and de-population. In effect, economic re-vitalisation of the border areas forms the basis of good neighbourly relations.

For example, the MK-XK CBC programme stated that '*while border economic relations are strong they are largely based on transactions of foreign goods and only marginally on local products. It is necessary to increase common understanding of the cross-border region's economic opportunities and potentials for improving the socio-economic situation for the population of the area*'.

The HR-BA CBC programme acknowledged that relations between the communities was difficult in the past and have improved but the '*peripherality of the programme area has been reinforced by the decline in cross-border activities and revitalising the economy through joint-cross border actions is the overall objective of the programme*'.

Finally, the HR-RS CBC programme underlined the weakness of the border economy as '*the key factor in determining the quality of people's lives in the programme area*'. The programme supports the creation of a '*common economic space*' across the programme area to exploit cross border economic opportunities'.

In hindsight, the programming process would have been more effective if sustainable economic development had been identified as the overall objective of the CBC component. Ideally, specific economic sectors with strategic importance in the Western Balkans border areas should have been prioritised from the start to provide even greater focus such as tourism or agri-food, linked to national support programmes and other funding sources. This would have served to maximise the impact of available funding by concentrating resources to greatest need, and support employment generation through cross-border economic revival. The range of funding priorities under the CBC projects has resulted in a wide dissipation of funding with projects that face high sustainability risks due to the socio-economic challenges facing the border regions, particularly de-population.

### **EQ 3. To what extent are CBC programmes and projects coherent and complementary with other support in the border areas (IPA national, EU Member States, other donors etc.)?**

**Summary finding:** The majority of CBC programmes identified the importance of coherence with other support projects in the programming documentation. However, actual details on complementarities or coordination were limited. There was little evidence of complementarities with other sources of support at the project level. Joint Monitoring Committees focused on internal coherence between CBC projects and not with other funded actions. This was due to the narrow focus on priorities/measures, the absence of local/regional coordinating mechanisms tasked with checking synergies and lack of vision by joint management structures to maximise the benefits of CBC to leverage other funding sources.

Coherence and coordination of available funding in the border areas is very important because of the needs of the eligible areas and the lack of historical investment. Coordination of multi-lateral, bi-lateral and central government funding requires strong leadership at the national level and implementation at the local/regional level. It is the responsibility of the CBC Operating Structures (OS) in the partner countries to ensure efficient programming and implementation of the CBC programme in accordance

with Article 91 IPA Implementing Regulation. The Joint Monitoring Committee (JMC) with the support of the Joint Technical Secretariat (JTS) is tasked with implementation and monitoring of CBC projects.

Overall, evidence of CBC coherence with other sources of support in the border areas was weak. There were references in the programming documentation to national strategies in terms of policy coherence.

For example, the HR-BA CBC programme stated that the operational programme was in line with Croatia's main national strategies including '*...draft National Strategy for Regional Development, Pre-Accession Economic Programme 2006-2008 etc.) and the Government Programme 2003-2007 which states that the development of border regions is one of the highest national priorities given that 18 out of 21 counties have external borders*'.

In the main, the CBC programmes were positioned as stand-alone actions with a strong emphasis on project selection and implementation under the requirements of the IPA Implementing Regulation. In the Croatia–Montenegro CBC programme, there was only a brief reference to the importance of consultation about the programme's objectives with other actors/institutions.

In the HR-BA CBC programme, there was no reference to coherence with other projects or institutional actors, while the Serbia-Montenegro CBC programme just referenced relevant national strategies in both partner countries in terms of coordination.

There were some exceptions to this weak programming coordination. The CBC programmes that elaborated complementarities with other IPA funded projects as well as bilateral projects at the programming level included the following:

- The MK-AL CBC programme linked the operational programme to the Regional Development Operational Programmes funded under IPA component III (sustainable water and waste management systems) and the Rural Development Programme under IPA component V with the complementary measure of support to sustainable rural development.
- The ME-XK CBC programme identified complementarities with the Rural Development Programme (IPA component V) and the similar measures of strengthening collective organisations of farmers and food processors to address production capacities. The programme also identified the complementarity with other donor projects. These included a regional development programme focusing on mountain tourism funded by the Austrian Development Association (ADA), support to the development of tourism in the Prokletije and Skadar Lake National Parks funded by GIZ, and as well as World Bank support to environmental protection of the Skadar Lake region.
- The RS-BA CBC programme identified complementary links with the relevant local environmental plans in the border areas prepared under Serbia's National Environmental Plan, which was funded by the World Bank.
- The MK-XK CBC programme identified a direct complementarity with the Rural Development Programme 2007-2013 (IPA component V) in terms of the CBC programme participating in measure 2.2 of the IPARD programme, "Leader approach (Preparation and implementation of local rural development strategies)" by providing financial opportunities to Local Action Groups in both countries.

However, these potential synergies identified at the programming stage were not translated into actual project selection and subsequent project implementation. There was no evidence of CBC projects building on an earlier activity supported by other funded sources or a parallel project that complemented CBC project objectives. There was a particular absence of potential links with national programmes funded by international financing institutions (IFIs) in terms of rural infrastructure connectivity, as well as donor funded projects supporting implementation of national SME strategies, rural and regional development and environmental sustainability.

It does seem that the energies and focus of the JMCs were directed to ensuring that the project selection fulfilled specific priorities and measures of the CBC programmes, in line with the IPA regulation. There was less emphasis by the JMCs on how the impact of the CBC projects could be expanded and made sustainable through linkages with other funding sources.

This situation may have been addressed if there was a stronger requirement for all EU/multilateral and bilateral projects (operational and planned at the time of programming) in the eligible areas to be published on the programme websites and updated regularly so that CBC programme stakeholders

could readily identify other funding opportunities. To improve coherence, additional points could be allocated in the evaluation grids of calls for proposals that facilitated synergies with other funding sources, particularly in terms of outcome sustainability. This would also allow a longer-term vision for the CBC projects by partners, while drawing in other funding sources.

**EQ 4. To what extent have CBC programmes achieved/are achieving their main objectives? In addition to the planned results are there any unexpected results?**

**Summary finding:** In the absence of an effective monitoring system (enabling the aggregation of project data for entire programmes) and given the lack of individual programme evaluations, it is not possible to measure accurately the results of programmes. However, existing external monitoring/evaluation reports and the project sample show that there are many examples of successful projects delivering worthwhile outputs and results. It can therefore be safely argued that all programmes have achieved *some* results in fostering economic development, addressing environmental issues and intensifying contacts across the border. Hence, the programmes appear to have achieved their own objectives to some degree (rather than the totality of CBC objectives in the IPA regulations), but the extent is not possible to gauge due to insufficient performance data.

Given deficiencies in the programme performance frameworks, it is not possible to measure accurately the results of programmes. As shown in EQ12, results of measures were not explicitly formulated in the programmes and indicators of achievement corresponded mostly to outputs. Similar flaws were observed at project level i.e. logframes, more often than not, confused outputs with results. Data collected by JTS and Operating Structures during implementation yielded very little information about achieved results. This was true at project level but even more so at programme level with Operating Structures struggling to make sense of their monitoring data in order to assess the combined results of their projects. These difficulties were well illustrated by the annual implementation reports for 2015, which included annexes showing quantitative analyses of key indicators related to objectives and expected results. All the data collected consisting of outputs, the reports actually did not quantify the results of measures, nor did they measure the impact of the programme at objective level. Given that there were no common indicators, even output data cannot be aggregated to get an overall picture for the entire CBC component.

The only way to measure programme results at this stage would be to evaluate a large sample of projects from each programme and to infer the programme effectiveness from the outcomes of this assessment. Given the resources for this evaluation, it was only possible to visit 19 out of 333 projects funded under CBC 2007-2013. While these visits provided worthwhile examples of results reached by projects, the size of the sample is too modest to yield statistically significant information at programme level, let alone for the entire cross-border cooperation in the Western Balkans.

The fact that it is not possible to measure with any accuracy the results at programme level does not mean obviously that programmes have been ineffective. There is substantial evidence of effectiveness at project level which can be garnered from monitoring/evaluation reports or interviews with managing authorities and project beneficiaries. It can therefore be safely argued that all programmes included many successful projects, whose results contributed to the socio-economic development of border areas in line with programmes objectives.

Under the RS-ME CBC programme, the project *'Through Geographic Information System: Towards Better Cross-Border Flood Risk Management in the Lim River Basin'* established a Geographical Information System (GIS), with spatial terrain models and systematized flood data. The project developed strong cross border relations between national Water Directorates and Water Management companies due to the high relevancy of flood risk for both border communities. For Goran Puzović, Director of a Serbian Public Water Management Company the project has *"contributed to the exchange of experiences and knowledge between the two countries, identified all aspects of water management in the border region and technologically modernized the cooperation in water management and data collection and processing. The Geo-Portal for the Lim river basin, is one of the most important results of the project, will help future work"*.

Under the RS-ME CBC programme, the project *'Culture and Tourism for Better Partnership'* created close working relations between the Tourism Organisations of Zlatibor and Plužine. The specific goal of the project was to improve the tourism product portfolio by exploiting cultural legacies and improving tourism management capacities. The church of St. Peter in Bijelo Polje which was built in the 12th century and protected by UNESCO was re-habilitated. The project also supported information dissemination and promotion of the historical heritage of the area in local and national media. Despite valuable results on both sides of the border, common activities by project beneficiaries had stopped at the time of the field visit illustrating the difficulty of maintaining partnership alive after project completion. .

The AL-ME CBC project *'Supporting the Trans-Boundary Biosphere Reserve of Lake Skadar/Shkodra Area through a Participatory Approach'* contributed to the protection of the biodiversity of the area by creating partnerships and implementing trans-boundary protection activities. The project set up a standing working group of environmental protection actors and provided environmental training/capacity building and an integrated report designating a biosphere reserve. With the data gathered by the project, the cross-border partners are preparing an application to UNESCO for world natural heritage site status.

**EQ 5. *What have been the (quantitative and qualitative) effects of CBC programmes in the concerned border areas?***

**Summary finding:** Quantitative and qualitative effects of CBC programmes have occurred but cannot be measured with any precision due to the lack of proper monitoring and evaluation frameworks. Moreover, the lack of indicators common to all programmes makes it difficult to aggregate the limited data collected at programme level to measure overall CBC performance.

Shortcomings in the monitoring and evaluation systems and the quasi-absence of evaluation reports at programme level made it impossible to measure the effects of individual programmes with any accuracy, whether these effects are measured as outputs, results or impacts<sup>30</sup>.

Moreover, the lack of indicators of achievement common to all programmes has meant that it is not possible to collect similar data allowing for comparisons between programmes, let alone the measurement of programme-wide effects for the entire CBC in the Western Balkans. These issues are further examined in the answer to EQ12.

Again, the fact that effects cannot be quantified at programme level does not mean that programmes did not produce any. There is evidence at project level of programmes delivering significant outcomes and impacts. The evaluation showcases some of them in the answers to EQ4 (output and result levels), EQ13 and EQ15 (impact level).

**EQ 6. *What factors influenced the achievements observed? To what extent did different factors influence the achievements observed?***

**Summary finding:** Factors with a major influence on the performance of projects and consequently of programmes include *1. before implementation:* project design, partner search, training and capacity building and selection/contract award process; *2. during implementation:* beneficiaries' capacities, contract management and administration, secondary procurement and support and advice from JTS; *3. after implementation:* financial resources and support from local authorities. Project performance always reflects the combined influence of these factors.

The performance of CBC projects (and ultimately of programmes) is the result of a combination of factors exerting their influence at different stages of the project cycle i.e. before, during and after

<sup>30</sup> At output level an effect is, for example, the number of people trained; at result level, the new skills acquired; at impact level, the number of jobs created.



implementation. Among these factors, the following ones appear particularly significant based on the feedback from applicants, beneficiaries and management authorities<sup>31</sup>:

### *1. Before implementation*

The success of a CBC project lays, first of all, in its design and the strength of its partnership. This does not only mean a well-drafted proposal with clear objectives, results and activities, but also a genuine commitment from both applicants and partners with a shared understanding and ownership of planned activities and expected results. One issue here is that it is easier for assessors to score the former than the latter. Well-drafted proposals do not always make good projects, unfortunately, particularly when there is a weak partnership and limited commitment from applicants. .

Information sessions, training and capacity building activities organised by the JTSs and their antennas prior to the call for proposals are a crucial part of programme implementation. The fact that the participation in call for proposals has been constantly rising throughout the period suggests that the JTSs have been fulfilling an important role in this regard (see also reply to EQ9). However, the demand for training and support remains high in the border areas as expressed by respondents to our survey, particularly in more remote regions. One of the continuing challenges of CBC management is to increase the participation in calls for proposals by reaching out to these categories of potential applicants having a high interest in CBC but lacking the required knowledge, skills and capacities for applying. The issue is to tailor assistance better to the needs of less experienced applicants in order to raise further the rate of quality applications per call for proposals. In this perspective, it might be useful to explore new ways for generating projects within the upcoming calls for proposals under 2014-2020.

Regarding partnership building, both CBIB+ and JTSs were instrumental in bringing together partners from both sides of the border, particularly through partner search events. The latter were not introduced immediately in every country but once they were, they greatly facilitated and strengthened project preparation and are still viewed by beneficiaries as an essential prerequisite for CBC.

Other aspects linked to the capacities of beneficiaries are examined in our replies to EQ9 and EQ11 below.

Another factor influencing the performance of CBC projects is related to the selection and contract award process. As shown in our reply to EQ10, the protracted procedures for evaluating and contracting projects, resulting from the complex institutional arrangements required for CBC under IPA 2007-2013<sup>32</sup>, has undeniably contributed to the low efficiency (and effectiveness) of some projects.

### *2. During implementation*

The capacities of beneficiaries are decisive to ensure that activities are implemented in line with the proposal and bring out the expected results within the agreed timeframe. These aspects are also examined in our reply to EQ9.

Discrepancies in interpreting rules and procedures between contracting authorities were at times the source of confusion and work for beneficiaries. However, progress has been made across all programmes over the period with respect to project management by beneficiaries. Not only did the latter strengthen their management skills but JTSs became more experienced in providing advice and guidance. JTSs contributed to the successful completion of activities, in particular through training on contract administration, programme rules and EU PRAG, and ad hoc advice and support during procurement and the preparation of narrative and financial progress reports. Overall, beneficiaries highly valued the support from the JTS, considering very important the ability to contact at any moment somebody with whom to discuss implementation and contractual issues. Whenever JTS or antennas were not fully operational, for example under the MK-XK programme, implementation was

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<sup>31</sup> The latter was collected either through the surveys and interviews carried out during this evaluation or from CBIB+ ex post monitoring of the projects implemented under 2007-2013 IPA I Cross-Border Programme, November 2015.

<sup>32</sup> In particular, the fact that there were two contracting authorities per project. This issue has been addressed under IPA II.

disrupted, with applicants insufficiently prepared for calls for proposals or unable to prepare quality progress reports.

Given the complexity of EU rules and procedures, JTS and their antennas are centre pieces in the management set-up of CBC programmes. In this context, they should be viewed primarily as helpdesks offering assistance and guidance to potential applicants and beneficiaries, prior to and in the course of implementation (as opposed to being just the secretariat of the Operating Structure), and should continue to receive adequate funding and support to fulfil these important tasks. There is a case to be made to increase the JTSs' involvement with project applicants/beneficiaries in the border areas, in particular in advance of the calls for proposals to help generate more quality projects with high cross-border contents.

### *3. After implementation*

The availability of financial resources is a major factor behind the sustainability of activities and results beyond project duration. As evidenced by many projects, the performance of CBC is on average very low in this regard. In too few cases, beneficiaries developed a clear exit strategy including the identification of means for continuing activities without the support from the EU. Successful projects from this point of view are those managing to enlist the support from local authorities at a very early stage (even at project design) with a view to integrating project results into policies and access funding under local budgets. Too often, however, sustainability plans indicated in the project proposals remained a dead letter.

#### **EQ 7. *To what extent were CBC calls for proposals appropriately designed for the selection of good quality projects (including appropriate grant size and duration)?***

**Summary finding:** CBC calls for proposals were well designed with guidelines for applicants giving clear instructions to applicants about the criteria and requirements to be fulfilled. However, the overall impact of calls for proposals was diminished by the wide scope of measures. The cross-border dimension of projects was not given sufficient prominence in the guidelines for applicants. As a result, calls for proposals did not generate projects with the highest cross-border contents and value. The Operating Structures did not pay sufficient attention to this aspect too when selecting projects. Moreover, some beneficiaries clearly needed hand-holding support in developing their (good) project concepts into (good) grant applications, which even the best-crafted guidelines for applicants cannot provide, and/or help with the language requirements (which specified English).

All Operating Structures followed the PRAG requirements when putting together the application packages for the calls for proposals. Guidelines for applicants gave clear instructions to applicants on how to apply. As a result, a majority of projects submitted were relevant to the objectives of the calls for proposals and met the formal requirements set out by the calls.

The following shortcomings were identified regarding the parameters of calls for proposals as set out in the guidelines for applicants (see [Annex 27](#) for an overview of the latter).

1. The guidelines almost always included all programme measures. The calls for proposals, therefore, did not introduce any degree of focus compared to the programmes. Instead of selecting a few well-circumscribed themes, the guidelines for applicants consisted of the same open-ended priorities identified in the programmes. This made it easier for applicants to submit relevant projects but diluted the impact of the calls and ultimately of the programmes themselves.
2. Some programmes specified very low thresholds for the minimum grant size in the guidelines for applicants e.g. €10,000 for people-to-people actions under the 1<sup>st</sup> CfP HR-ME. While this was probably justified in the early days of programme implementation, it resulted in many small grants being funded, increasing the transaction costs and overburdening the capacities of Operating Structures and EUDs. It should be noted, however, that the thresholds were

raised for the most recent calls<sup>33</sup> – see overview of grant sizes in [Annex 27](#). The average grant size over the entire period was approximately €100,000.

3. The guidelines for applicants did not lay out strict requirements regarding the cross-border contents of projects. There was no definition of what is meant by effective cross-border cooperation. The guidelines did not set high demands either for the cross-border aspect of projects, requesting only from applicants to submit proposals in line with article 95 of the IPA IR<sup>34</sup>. Therefore, from the start, the cross-border element was considered as just one of the eligibility criteria among others (and not the most difficult one to fulfil), rather than being the main prerequisite for projects as it should have been.
4. The cross-border dimension of project proposals was not given sufficient weight in the evaluation grids of the guidelines for applicants. Table 1 Evaluation grid below shows as an example the different approaches adopted for scoring the criteria across three programmes. In most cases, Operating Structures used the standard PRAG grid which does not have any reference to cross-border cooperation. Therefore, the potential of projects for cross-border impact was not scored at all, except indirectly through the relevance of the project to the priorities and measures of the call for proposals (e.g. 1<sup>st</sup> call MK-XK). This easy-going approach regarding the cross-border dimension of projects at selection stage explains why so few of them eventually delivered high cross-border impact (i.e. the projects were not selected primarily for their cross-border cooperation potential).

**Table 1 Evaluation grid – Assessment of cross-border impact**

PROG	Call	Section of the Grid	Evaluation question	Score out of 100
BA-ME	1	1.2 Relevance to priorities and measures	Will the project contribute to the development and strengthening of cross-border connections with the aim of promoting good neighbourly relation?	Section 1.2 has three sub-questions with a total maximum score of 5x2
	1	Standard PRAG grid - No explicit criterion		
MK-XK	2	Relevance 2.4 & 2.5 Methodology 3.3	2.4 Does the proposal involve <b>genuine cross-border cooperation</b> (at least one of the following: joint development, joint staffing, joint implementation, joint financing)? Proposals with more than one form of cooperation and convincing cross-border partnership (joint development, joint financing, joint staffing and joint implementation) will receive higher score.	5x2
AL-ME			2.5 Are the activities proposed likely to have a clear <b>cross-border</b> benefit?	5
			3.3. How well is the cross-border partnership organised?	5

5. There was a lack of monitoring and evaluation framework in the guidelines for applicants. Although some programmes included an annex with indicators to be filled in by applicants<sup>35</sup>, none of the guidelines made any reference to the indicators of achievement of the programme. There was in fact no information about the results and targets to be achieved at

<sup>33</sup> With the highest ceiling reaching €0.6m under the 3d call HR-RS.

<sup>34</sup> Article 95, IPA IR: 'Operations selected for cross-border programmes shall include final beneficiaries from at least two participating countries which shall cooperate in at least one of the following ways for each operation: joint development, joint implementation, joint staffing and joint financing'.

<sup>35</sup> This is the case, for example, of Serbian and Croatian programmes. However, as discussed in our reply to EQ12, these indicators only measure outputs.

the level of each call for proposals. These shortcomings in the guidelines for applicants had implications for the monitoring activities of both beneficiaries and management authorities. These aspects are discussed in our reply to EQ12.

**EQ 8. To what extent were selected projects adequately designed to deliver cross-border benefits and what could be improved in the next programming period?**

**Summary finding:** As they were designed, CBC projects funded under IPA 2007-2013 delivered cross-border benefits at output and outcome levels but rarely at impact level. A truly cross-border dimension was often missing at the design stage even for the most successful projects i.e. only a minority of projects resulted in intensified cross-border links and long-term partnerships. Enhancing cross-border impacts requires better-focused calls for proposals, more stringent conditions on cross-border contents of projects and more weight given to these issues at the selection stage.

In its most basic form, cross-border cooperation consists of similar activities implemented separately by partners on both sides of the border in order to address a common issue e.g. cleaning up river banks, refurbishing kindergartens, etc. They are the so-called mirror projects, which represents the lowest possible level of cross-border cooperation. In this case, cross-border benefits are limited to the contacts which partners established among themselves (and which may or may not endure in the long-term) and the exchange of experience about activities and results taking place in the course of the project.

In contrast, high impact cross-border projects deliver benefits at every level of the intervention logic: they involve activities (outputs) jointly planned and implemented by partners with a view to achieving common results (outcomes) and leading to sustainable forms of partnerships beyond the immediate objectives of the project (impact).

Projects funded under IPA 2007-2013 achieved varying degrees of cross-border impacts. While all the respondents to our surveys acknowledged the benefits which resulted from the projects implemented under CBC, it was generally remarked that projects with *high* cross-border value were a minority. According to the programme evaluation and monitoring reports that were available to this evaluation (see [Annex 38](#)), the cross-border impact of projects was usually modest. This does not mean that projects had no impact at all. Many projects, in fact, made decisive contributions in addressing *local* development needs, as shown in our reply to EQ15. Given the scarcity of funding available to border areas, the impact of cross-border projects in terms of local development was often considerable. However, the cross-border dimension was often missing even for the most successful projects i.e. only *a few* projects resulted in intensified cross-border links and long-term partnerships and/or the permanent removal of cross-border obstacles. Implementing local development initiatives in border areas, however valuable these can be, but without or with little cross-border impact, cannot justify the complex and costly institutional arrangements required for CBC.

This calls for much more stringent conditions on cross-border aspects of projects during calls for proposals. First and foremost, this means selecting priorities and defining measures which lend themselves to a high level of cross-border activities, focusing on issues where there is a genuine and well-identified need for cross-border cooperation e.g. flood prevention. Guidelines for applicants should put more emphasis on the cross-border contents of projects and outline the cross-border impact expected from the call i.e. in terms of sustainable cross-border links and partnerships, removal of cross-border obstacles and stimulation of the cross-border economy. Applicants should be required to provide more information and evidences about the cross-border nature of their project and the impact it will have in bringing together the two sides of the border. These aspects should be given much more weight in the evaluation grid as already discussed in EQ7. Likewise, assessors should be trained in recognising projects with high cross-border potential and understanding the ingredients that projects need to combine to that effect.

**EQ 9. To what extent do beneficiaries have the necessary capacity (technical, financial and administrative) to promote and implement CBC projects?**

**Summary finding:** Capacities for preparing and implementing CBC projects varied from beneficiary to beneficiary. Overall, NGOs were better equipped technically, financially and administratively than municipalities and other categories of beneficiaries explaining the higher share of projects involving civil society organisations. Overall, beneficiaries became more knowledgeable and skilful in managing projects over the seven-year period, a significant result, particularly in the perspective of future territorial cooperation, which would not have happened without CBC calls for proposals. However, participation in CBC remains a challenge, especially in less favoured communities. This argues in favour of continued support for border areas with project preparation and implementation.

As explained already in our reply to EQ6, **applying for CBC** remains a challenge for applicants and partners alike. The skills required for preparing an application package to EU standards are in short supply in border areas, in particular the ability to fill in forms in the English language<sup>36</sup>. Many organisations have therefore recourse to consultancy services to help them with these tasks. While this support is often valuable and to a certain extent inevitable, it has the drawback of disconnecting applicants from their project and may even displace funding from less endowed applicants who cannot afford such assistance and, as a consequence, do not obtain scores sufficiently high to get through the selection process.

Observations made during the field visits confirmed that beneficiaries who submitted proposals drafted by external consultants without their involvement were often at a loss during implementation, in some cases even struggling to understand the goals and activities of their project. Such examples were found in all programmes, but the phenomenon was particularly visible under the HR-ME CBC programme where many proposals were drafted by private consultants<sup>37</sup>.

A lack of management capacities was also responsible for difficulties with the fulfilment of administration and contractual duties during project implementation. Looking at progress reports, many indicators point to low efficiency for a great number of projects<sup>38</sup> e.g. high number of budget addenda, no-cost contract extensions, issues with monitoring and financial reports submitted to JTSs, issues with co-financing and pre-financing<sup>39</sup> and the ever-recurring issue of secondary procurement.

Co-financing was a significant problem across all programmes. JTS antennas under BA-ME CBC programme reported that a significant number of approved projects faced difficulties in securing co-financing in line with their contract.

The main weaknesses highlighted by JTS and antennas during our interviews with them, and corroborated by the surveys, are connected to narrative and financial reporting. Beneficiaries struggled in particular with sections related to results and progress towards overall objectives. Financial reporting was also an issue with many beneficiaries, who faced difficulties with filling in excel tables. These difficulties were often overcome thanks to training sessions and coaching by the JTS. As already mentioned in our reply to EQ6, the different approaches and interpretation of rules from one country to another have created additional problems for beneficiaries<sup>40</sup>.

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<sup>36</sup> English is a big obstacle for local communities and local authorities. One of the feedbacks from the field mission to Albania was that many potential applicants in rural and mountainous areas were deterred by the mandatory use of English for applying.

<sup>37</sup> The latter mainly from Croatia where the consultancy market was more developed

<sup>38</sup> Lack of efficiency during implementation often originates in design flaws e.g. costs and duration of activities underestimated in the project proposal, lack of market research regarding secondary procurement, etc. It should be noted that low efficiency projects are not necessarily ineffective.

<sup>39</sup> Given that the last tranche of the grant is released by the EC after approval of the Final Report, it is necessary for grant beneficiaries to pre-finance costs in the last months of implementation out of their own funds.

<sup>40</sup> For example, under the HR-BA CBC programme regarding financial reporting

**Secondary procurement** represents maybe the biggest challenge for any recipient of EU funds including under CBC. Overall, beneficiaries were required to follow PRAG procurement rules instead of using their own national procurement laws<sup>41</sup>. This meant using tender templates and procedures often unsuited to local conditions with, as a consequence, low interest of local providers in taking part in tenders<sup>42</sup> and slow progress with the delivery of services, supplies and works under the projects<sup>43</sup>. The introduction of procurement plans under the guidance of some JTSs helped focus beneficiaries on this crucial aspect of project implementation.

The overall lack of project preparation and implementation capacities in border areas explains the important role played by civil society in project implementation. Out of 584 beneficiaries that were applicants across the 11 programmes, 263 (or 45%) were NGOs. While all grant projects under the AL-XK CBC programme were awarded to NGOs, the share of civil society organisations among beneficiaries was also high in other CBC programmes<sup>44</sup>. The proportion dropped in countries where the public administration was more developed<sup>45</sup>. As evidenced by our field visits and surveys, the higher participation of civil society across all programmes can be explained by their stronger management capacities compared to the public sector<sup>46</sup>, in particular with regards to fundraising, project preparation, networking and mobilisation. This is due to the fact that NGOs have accumulated significant experience in the management of EU-funded projects over the years, in particular through civil society development programmes.

Given that they are mostly based in larger towns / cities and can rely on their networks and experience of EU projects, NGOs were more successful in tapping CBC funds than organisation located in less favoured areas. The evaluation sample provides two examples of such NGOs with considerable experiences of EU funding and other donors<sup>47</sup>.

By contrast, small rural areas with no or limited civil society structures and weak administrations experienced greater difficulty in mobilising the financial and human resources necessary for participating in CBC. The paradox is that these remote areas, where development needs are the most acute - and therefore the impact of support potentially high - are among the most eager to engage into CBC, but are often unable to do so because of a lack of capacities and insufficient access to support during the project preparation phase.

Evidence from the field visits shows that public institutions had generally a lower level of capacity to prepare and implement projects. An example of this is the project '*Development of Tourist Itinerary for the Cross-border region between BiH and Montenegro*', the lead beneficiary of which was the Chamber of Commerce of Canton Sarajevo. This project was rated very low on all evaluation criteria and the main reasons for this were staffing shortages in the Chamber as well as management changes.

Notwithstanding the issues highlighted in the previous paragraphs, according to the majority of our respondents and interviewees the capacity of beneficiaries in applying for and managing CBC grants has markedly improved over the period according to the majority of our respondents and interviewees. An indicator of this is the rise in applications received per call for proposals and the number of projects rejected at stages 1 (administrative check) and 2 (concept note) of the evaluation process. Under the HR-ME CBC programme, for example, the number of proposals submitted rose from 24 under the 1<sup>st</sup> call to 49 project applications under the 2<sup>nd</sup> call.

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<sup>41</sup> This was not always the case e.g. in BiH and ME some projects were allowed to apply national procurement rules for lower amounts.

<sup>42</sup> The English language requirement was an important barrier again.

<sup>43</sup> Most of the no-cost extensions of contracts were related to slow procurement.

<sup>44</sup> 76% in CBC MK-AL, 50% in CBC AL-ME, 44% in CBC ME-XK, 44% in CBC RS-BA but only 15% in CBC HR-ME.

<sup>45</sup> 43% in Bosnia and Herzegovina, 41% in Montenegro, 36% in Serbia, and 26% in Croatia.

<sup>46</sup> Local authorities came in second position in terms of participation in CBC projects. In total, 142 (or 24%) of all project beneficiaries were local governments. The highest level of municipal participation is recorded in Croatia (31% of project beneficiaries in all CBC programmes) and Serbia (28%) while the lowest level of participation is recorded in Albania (13%) and the former Yugoslav Republic of Macedonia (17%).

<sup>47</sup> OKC and CRPC implementing respectively "*Volunteering for Cross - Border Local Community Development*" and "*Moving towards successful public participation in the Sava river basin water management*" under CBC HR-BA.

**EQ 10. To what extent has the project selection and contracting process affected timely implementation? Were procedures and structures adequate at joint level (e.g. Joint Monitoring Committees-JMC, JTS) and national level (National IPA Coordinators, Operating Structures, EU Delegation) for achieving programme and project objectives?**

**Summary finding:** The setting up of complex management and control structures required for cross-border cooperation is no little achievement on the part of beneficiary countries. Together with the joint programming process, the joint management structures brought closer the administrations of participating countries promoting reconciliation and cooperation while building their capacities in view of the Structural Funds, particularly in countries that went through the accreditation process linked to the conferral of management powers. While they should be praised for committing resources and staff in order to comply with the demands of the IPA Regulation, however in practice, implementation through joint structures proved to be cumbersome and time-consuming, affecting the efficiency of projects with sometimes consequences for results and impact.

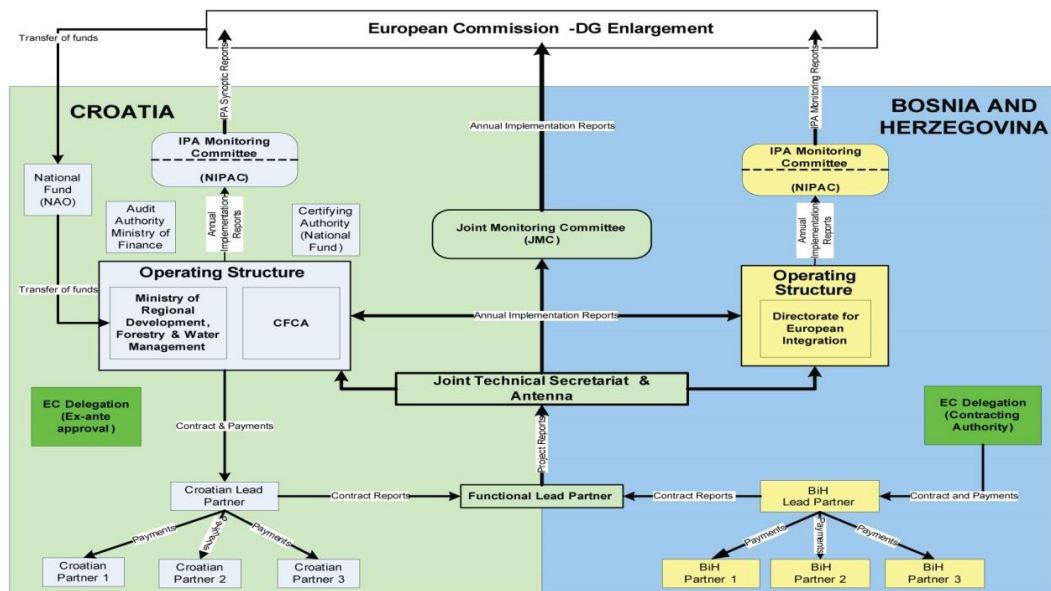
The set-up of Operating Structures, Joint Monitoring Committees and Joint Technical Secretariats and antennas in line with the IPA Implementing Regulation is a major achievement of beneficiary countries, no less remarkable than the fact that it was conducted partly in parallel with the programming process in the course of 2007 and 2008<sup>48</sup>. Nine programmes were able to launch their first call for proposals in the last quarter of 2009 after the approval of guidelines for applicants by the JMC and the EUD (see [Annex 23](#)).

The implementation of programmes rested on a complex institutional set up with two Operating Structures, two contracting authorities and two applicants per project - one of which acted as Functional Lead Partner with reporting duties towards the JTS and the Contracting Authority. The Figure below shows the institutional set-up for the HR-BA CBC programme<sup>49</sup>. The other programmes under this evaluation had a similar set-up except that the Contracting Authority was always the EUD (unlike Croatia in the chart below).

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<sup>48</sup> In the case of Croatia, the preparations for IPA 2007-2013 CBC were even more demanding as the country applied for the conferral of management powers from the EC (granted in November 2008), which allowed the implementation of the entire CBC component under the decentralised management system i.e. with no direct involvement of the EUD, Croatia having taken responsibility for all implementation tasks.

<sup>49</sup> The figure represents the institutional set-up in early 2009. The functions of the Contracting Authority in Croatia were later taken over from the CFCA by the Agency for Regional Development.



**Institutional set-up CBC HR-BA**

The JMC was the key body in the implementation of the IPA CBC programmes. It approved the guidelines for applicants prepared by the JTSs on behalf of the Operating Structures. The JMC was also responsible for selecting projects based on the scoring carried out by independent assessors under the supervision of JTSs. During implementation, the JMC reviewed the progress of the programme towards its targets and examined the results of implementation as presented in the annual implementation report prepared by the Operating Structures. In all countries except Croatia, the EUD, in addition to being the Contracting Authority, was also performing ex-ante controls at each step of the selection and contract award processes.

The complexity of institutional and contractual arrangements proved to be the source of many problems during implementation, starting with a very slow evaluation process of calls for proposals despite the fact that most programmes required applicants to submit concept notes and full applications at the same time i.e. reducing the number of evaluation steps from four to three<sup>50</sup>. The transition to decentralised implementation was also responsible in some cases for slow selection process, as illustrated by the delay with the 3rd CfP under the RS-ME programme caused by the cancellation of the conferral of management powers for both Montenegro and Serbia. This delay directly affected the organisation and implementation of the JMC and JSC meetings and the contracting of the new grants during the reporting period.

As shown in [Annex 23](#), the evaluation process usually lasted a year and sometimes much more. Out of the six calls launched in 2009, no contract was signed before the end of 2010. Assessments were carried out by external assessors under the supervision of JTSs. According to the OS, the number of assessors was adequate in relation to the number of project proposals received. No delay occurred from the recruitment of assessors who were always mobilised before the submission deadline of calls for proposals. However, the need to secure ex-ante approval of evaluation reports at each step from the JMC and the EUD<sup>51</sup> was extremely time-consuming, as shown in Table 2 below for the first call for proposals under CBC BA-ME. The timelines of other evaluations are given in [Annex 23](#).

**Table 2 Evaluation of First call for proposals BA-ME**

<i>Call launched on 09/07/09</i> <i>Deadline for submission 18/11/09</i> <i>Assessors recruited in October 2009</i>	<b>JTS meetings</b>	<b>Approval Evaluation Report</b>	
		<b>JMC</b>	<b>Contracting Authority</b>

<sup>50</sup> According to PRAG, the evaluation process consists of 4 steps: 1) Opening and Administrative Check, 2) Evaluation of Concept Note, 3) Evaluation of Full Application 4) Eligibility Check

<sup>51</sup> Ex-ante approvals from the EUD were waived in Croatia after full conferral of management powers was granted to the Croatian Operating Structure by the EC.



<b>Opening and Administration Check</b>	03/12/09 15/02/09 15/01/10 26/01/10	16/02/10	15/03/10
<b>Evaluation of Full Application</b>	30/03/10 8-10/04/10 17-18/06/10	28/06/10	22/07/10
<b>Eligibility Check</b>	18/08/10 13/06/10	-	28/09/10

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Another three to four months was required for signing contracts with the selected beneficiaries (December 2010-January 2011).

In some programmes, the contracting of cross-border applicants took place at different paces. As a result, the implementation of activities was not always synchronised on both sides of the border which contributed to reduce the cross-border value of projects since not all activities could be implemented jointly.

The length of the evaluation process meant that in some cases the implementation time of projects was curtailed compared to the original plan, in order to fit within the execution period of financial decisions. The fact that such a long time elapsed between the design of projects and their implementation created sometimes problems, in particular when it was not possible to adjust activities and/or revise timetables to adapt to changed conditions and environment. Looking at data from our survey and fieldwork, there is a clear consensus among beneficiaries and management that the decision-making process under CBC 2007-2013 was too slow and that this affected the performance of projects and programmes.

**EQ 11. *To what extent has Technical Assistance (programme and regional level) supported the implementation of the CBC programmes? To what extent has CBIB+ increased the capacity of the authorities to manage CBC programmes (through regional coordination, harmonisation, exchange and transfer of good practice)?***

**Summary finding:** The Technical Assistance budget available under each programme was crucial for the smooth functioning of CBC management structures. The performance of JTSs and their antennas was highly rated among project beneficiaries who relied on them on a day-to-day basis to fulfil their management duties in line with EU requirements. The Operating Structures and JTSs also valued the support from CBIB which helped coordinate approaches across programmes and facilitated exchanges of experience and networking. However, there were also complaints about the generic nature of CBIB assistance. While it undoubtedly helped programmes to work more efficiently under IPA 2007-2013, CBIB+ needs to recalibrate its support in the new period to address the specific challenges of IPA II.

There were three forms of technical assistance under IPA 2007-2013 CBC: 1. Technical assistance budget under CBC programmes; 2. Technical assistance provided by management structures towards applicants and beneficiaries; 3. Technical assistance provided by CBIB<sup>52</sup> towards management structures.

#### *1. Technical assistance budget under CBC programmes*

Operating structures have been using the TA budget lines indicated in their programmes to finance the JTSs and antennas, cover operational expenditures of management structures (travels, meetings of

<sup>52</sup> There were two rounds of CBIB projects. Under the first round (2006-2012), CBIB provided technical assistance both to grant applicants/beneficiaries and management structures. Under the second round (since 2013), CBIB+'s support is aimed at only at management structures. In addition, some countries benefited from their own dedicated technical assistance programme funded out of the IPA National Programme e.g. Croatia, Serbia, Kosovo\*.

JMC etc.) and carry out promotional and publicity activities at programme level. Given national budgetary constraints, it is very unlikely that participating countries could have handled the costs of programme administration in line with the requirements of the IPA Regulations without this dedicated amount in the programme budget.

## *2. Technical assistance from management structures towards applicants and beneficiaries*

The beneficiaries survey reveals a high rate of satisfaction with the level of support provided across the programmes by the management structures (see [Annex 30](#))<sup>53</sup>. Technical assistance from JTSs was highly appreciated both by potential applicants and grant beneficiaries. JTSs and their antennas were proactive in providing advice and support on project design and implementation through workshops, information sessions and hands-on coaching. Training and information sessions were seen as very important and well managed. Beneficiaries interviewed during the field missions considered information sessions organised prior to calls for proposals extremely valuable, not only to learn about the application process, but as a means to find partners and discuss project preparation with other applicants.

Beneficiaries from small communities and first time applicants relied a great deal on JTS support to implement their project on a daily basis and highly valued the guidance received through training, monitoring missions and day-to-day communication with antennas.

Advice and support from financial officers in Operating Structures were also considered very important by respondents to the survey taking into account the challenges connected with financial reporting (as discussed in EQ9). Almost half of the respondents (49%) to our survey of JTS and OS considered that capacities of beneficiaries have improved over the period.

## *3. Technical assistance for management structures*

Support from CBIB/CBIB+ was generally considered positive, encouraging programme structures to review and improve their work and management practices while facilitating the exchange of experience across programmes. The CBIB's role was particularly significant during the programming cycle, which it facilitated through capacity building, coordination of approaches, interpretation and dissemination of EC rules and exchange of best practices<sup>54</sup>. In addition, CBIB/CBIB+ has been lending support on an ad-hoc basis to various working groups tasked with programming and the preparation of manuals and rules of procedures required for the management of CBC. CBIB+ continued this effort by coordinating and ensuring consistency of approaches during the implementation of CBC 2007-2013<sup>55</sup>. In this respect, respondents highly valued the regional forums organised by CBIB+ which allowed fruitful exchanges of views and experiences on implementation issues across the 11 programmes.

On the downside, interviewees and survey respondents considered that CBIB/CBIB+'s approach was often too generic and not sufficiently focused on the specific needs of each country and/or programme. There were also complaints about the lack of needs assessments prior to training with, as result, training sessions not always pitched at the right level of knowledge and expertise among participants (see [Annex 28](#) for an overview of training delivered by CBIB+). From this point of view, short workshops on specific management issues allowing for peer-to-peer sharing of experience would have suited better the needs of more experienced staff than week-long training sessions covering a wide range of topics.

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<sup>53</sup> The highest rates of satisfaction were recorded in MK and AL with approximately 64% of respondents declaring that the level of technical assistance was very adequate. On the opposite scale, 20% of respondents in BA declared that it was not adequate at all (60%, however, finding it adequate).

<sup>54</sup> The first CBIB project provided assistance with the programming of IPA 2007-2013 CBC for all countries in Western Balkans except Croatia (which had its own TA contract). CBIB+ facilitated the transition to IPA II and accompanied the programming cycle of IPA 2014-2020 CBC.

<sup>55</sup> While preparing the way for the new generation of programmes under IPA II

While it undoubtedly helped programmes to work more efficiently, the potential of CBIB+ to be the resource centre for CBC programmes in the Western Balkans has not yet been fully exploited. This is not entirely the fault of CBIB+. There is some resistance across programmes to share automatically information with CBIB (this is the case for example regarding strategic projects) and to adopt best practices proposed by the technical assistance, in particular when the latter requires more demanding approaches as in the case with monitoring and evaluation<sup>56</sup>.

Having accompanied the growth of CBC programmes and successfully consolidated the capacities of management structures during critical stages of the implementation of CBC 2007-2013, it is time for CBIB+ to recalibrate its assistance in order to address the specific challenges connected with IPA II. In this regard, future technical assistance efforts should be on strengthening the capacities of management structures in three priority areas (see also our reply to EQ17): 1. Strengthening of the performance framework and improvement of monitoring and evaluation practices 2. Capitalisation of project/programme results; and 3. Linkages to national policies and other donors' interventions.

**EQ 12. *To what extent are the monitoring systems functioning at regular intervals and capable of collecting data, detecting problems and issues? Are the targets realistic? Are indicators appropriately designed to measure implementation progress in relation to the baseline situation and effectiveness?***

**Summary finding:** Monitoring systems proved ineffective both at project and programme level. Major weaknesses with programme performance frameworks and the monitoring of indicators have been observed across the 11 programmes. Consequently, the progress and performance of programmes (and projects to a lesser extent) could not be measured with any accuracy beyond output level, reducing considerably the ability of management authorities to take corrective actions, steer the programme towards its objectives and enhance results and impacts. Shortcomings in monitoring systems are reducing the added-value of monitoring and evaluation activities. Operating Structures rarely perceive the benefits from effective M&E, which also explains why little has been done during implementation to address shortcomings.

Overall, the lack of effective monitoring and evaluation systems is the greatest weakness of IPA 2007-2013 CBC in the Western Balkans. This section identifies shortcomings at both design and implementation stages.

*a) Shortcomings at design stage*

The performance frameworks set out in the programmes are inadequate with no exception. Looking at a few programme intervention logics, shortcomings with both the intervention logic and the indicators of achievement can easily be identified as shown in Annex 14.

*b) Shortcomings at implementation stage*

Guidelines for applicants did not define the monitoring framework which grant beneficiaries could refer to when developing and implementing their project. Without such a framework, it is hard to establish a link between indicators in the programmes to those proposed in project logframes, the applicants being basically given a free rein with regards to the criteria on the basis of which the performance of their project is judged. The lack of relationships between programme and project indicators also means that management authorities are not sure that the projects selected will enable them to achieve programme targets since they are not able to measure in advance the contribution of projects to these targets.

Looking at individual projects funded under CBC, similar deficiencies are observed with regards to project logframes. Intervention logics of projects are often weak, OVIs are rarely SMART and often

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<sup>56</sup> A good example of this is the recent guidance package prepared by CBIB+ for the new calls for proposals under IPA 2014-2020. Only 1 programme so far has been following its instructions (BA-ME).

expressed at the wrong level (i.e. results are measured through outputs), logframes do not relate to the targets set in the programmes.

There was no attempt at strengthening project logframes before the start of implementation to establish a firm basis for monitoring and evaluation activities at project level. As a consequence, results and impacts of projects have not been properly monitored during implementation, not because of a lack of monitoring activities on the part of beneficiaries and management authorities, but simply due to shortcomings at design stage.

Although Operating Structures were aware of the shortcomings in the monitoring and evaluations frameworks, little has been done to address them in the course of programme implementation. Many OS are in fact sceptical about the need for more effective monitoring and evaluations systems. Setting clear indicators and targets to measure programme performance is often perceived as reducing funding opportunities and programme flexibility and potentially risky by OS.

Unsurprisingly in this context, it proved impossible for Operating Structures to rely on their monitoring systems to measure results and impacts at programme level. The lack of standard indicators common to all projects prevented the OS from aggregating data easily to get the overall picture for the programme. For example, through a common result indicator ‘number of overnight stays in the area’, it would be possible to quantify the results of measures linked to tourism development across the 11 programmes. Likewise, results of environmental protection measures can only be captured for the entire CBC component if a common menu of indicators is defined for this type of measure in the programmes e.g. % of inhabitants with access to water supply, volume of solid waste collected per year, etc. Without standardised indicators across programmes, it is impossible to measure the overall effects of cross-border cooperation.

In practice, the only project data aggregated at programme level were outputs. This information is available in the annual implementation reports from the Operating Structures albeit only for the period covered by the reports, but there is no overview of results achieved by the programme in the reports<sup>57</sup>. Annual implementation reports actually do not include a section on programmes outcomes and impacts.

There was an attempt in the last reporting period (2015) to measure the performance of individual programmes by aggregating data collected during the seven-year implementation period. However, again, this was done exclusively at output level and in most cases using a different set of indicators from the ones mentioned in the original programmes with no baselines and original targets mentioned, meaning that the value calculated for the indicator cannot be put into perspective. As an illustration of this, Table 3 below shows indicators of achievement used to calculate results of tourism-related measures in three annual implementation reports. A first remark is that these indicators are actually measuring outputs and not results. In addition, since none of them are common to all three programmes, it is impossible to measure the combined outputs achieved. As can be seen from [Annex 16](#), each programme defined its own list of indicators in isolation from other programmes and without defining common indicators across measures. As a result, a total of 342 output indicators were defined across the 11 programmes. Since common indicators have not been defined, the information collected by means of these indicators cannot be aggregated to measure the combined effects of measures and/or programmes.

**Table 3 Example of indicators (result level) annual implementation reports 2015**

<b>RS-ME</b>	<ul style="list-style-type: none"><li>• 10 projects dedicated to cross-border business &amp; tourism cooperation (target relates to at least 35% of funds contracted per call)</li><li>• 10 institutions/organisations developed at least 4 common touristic offers from the eligible area</li></ul>
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<sup>57</sup> Some annual implementation reports include information about outcome indicators (e.g. MK-AL) but these indicators are in fact measuring outputs in their great majority.

<b>HR-ME</b>	<ul style="list-style-type: none"> <li>• Number of new tourist products developed or certified</li> <li>• Number of cross-border tourism zones established</li> </ul>
<b>MK-XK</b>	<ul style="list-style-type: none"> <li>• Number of facilities enabling efficient border management, communication, services, tourism, trade and transport in the eligible area</li> <li>• Number of joint cultural events and activities aiming at promoting and protecting cultural and historical heritage</li> </ul>

**EQ 13. *To what extent have the CBC programmes helped create good neighbourly relations between the participating countries and between local populations living in the border area? How is this displayed? Have the programmes led to improved/ new cross-border links between national, regional and local authorities of the participating beneficiary countries?***

**Summary finding:** Despite the fact that many projects were missing a true cross-border dimension and therefore rarely resulted in sustainable partnerships and cross-border links beyond implementation, there are examples in each programme of projects that succeeded in strengthening cross-border ties among people and institutions in a sustainable way, contributing to mutual understanding and a shared commitment to the future of the border area. In that sense, CBC programmes helped participating countries overcome past divisions and restore confidence and stability in border areas.

As for any other impact, it is not possible to measure accurately the extent to which CBC programmes helped create good neighbourly relations in the absence of a functioning monitoring and evaluation systems (see replies to EQ12 and EQ15). As argued also in our reply to EQ7, the cross-border dimension of projects was secondary during both the call for proposals and the selection process. As a result, many CBC projects funded under IPA 2007-2013 had weak or no cross-border dimension i.e. they involved only superficial cooperation during implementation and neither promoted good neighbourly relations among people on both sides of the border, nor resulted in sustainable partnerships or cross-border links (see our reply to EQ8). This is typical of the so-called mirror projects, of which there are many across all programmes. One example is the reconstruction of water systems in Novi Pazar (RS) and Berane (ME)<sup>58</sup>. While the project delivered tangible benefits for the local populations, it did not bring any added value in terms of good neighbourly relations, as practically no exchange took place between the two communities during and after the project.

Overall, however, respondents to our surveys rated rather positively the impact of CBC on good neighbourly relations with 60.5% of JTS/OS staff and 62.5% of CBC beneficiaries considering that CBC had tremendously promoted good neighbourly relations<sup>59</sup>.

This reflects their perception that many contacts have been generated between the two sides of the border thanks to CBC projects, which is an undeniable fact if one looks only at the project lifetime. JTSs also observed that attendance to info-days had constantly been rising over the period with many former CBC partners renewing their cooperation on the occasion. The assessments from JTS/OS and CBC beneficiaries, however, probably gave too little weight to the intensity and sustainability of links created through CBC (see our reply to EQ18).

There are, however, examples of projects under each programme that made significant contributions to good neighbourly relations.

A showcase project in this regard is the CBC RS-ME 'Cross-border Flood Protection and Rescue', which strengthened the capacities of emergency response teams from Serbia and Montenegro through the organisation of joint training and field exercises. The project had tangible and visible results showing to the local populations how rescue services can work together for the general good of the border region. The project impact

<sup>58</sup> "Strengthening of Economic Development through Sustainable Management of Water Resources" (BA-ME)

<sup>59</sup> 35% thought that CBC activities promoted good neighbourly relations quite a bit and 2.3% only a little bit

was clear when both teams cooperated during flood evacuations during the 2014 floods in Serbia just one month after the project ended<sup>60</sup>.

Among the projects visited during the field visits, good neighbourly relations have been promoted to varying degree.

- The CBC HR-BA project '*Volunteering for Cross - Border Local Community Development*' relating to Youth Volunteer centres cooperation and exchange brought multiple positive effects in the neighbouring communities of Bosnia and Herzegovina and Croatia. Exchange of best practices in structuring youth voluntarism was useful and disseminating new approaches on both sides of the border.
- The CBC AL-ME project '*Cross Border by Book*', with maybe a less visible impact, contributed nonetheless to improving neighbourly relations. The project was about the translation and promotion of Albanian and Montenegrin contemporary authors in both countries. The project generated interest (as evidenced by the sales of books) and helped shift perceptions about the neighbouring country's culture. One participant observed that the populations of the border area "are so close but never got to know each other".
- A change of mind-set was also attained through the AL-ME project '*Supporting the proposed Trans-boundary Biosphere Reserve of Lake Skadar/Shkodra area through a participatory approach*' with the local institutions understanding the need for joint approaches to environmental protection and tourism promotion.

Some beneficiaries of HR-ME CBC programme met during the field visits claimed that the number of cross border trips in border areas (for tourism, shopping etc.) had significantly increased as a result of CBC, stimulating not only the economy but also neighbourhood relations. However, this could not be confirmed by this evaluation.

#### EQ 14. *To what extent have CBC programmes increased the visibility of EU support in the eligible regions?*

**Summary finding:** The CBC programmes have generated strong EU visibility in the eligible areas particularly due to the unique nature of support for cross border activities. In the absence of the CBC programme, local stakeholders would be unaware of the EU and how the EU supports local development activities. Some beneficiaries were very pro-active in promoting EU visibility. EU visibility of the CBC programmes could have been further enhanced if the Operating Structures provided more details about the funded projects on the programme website but also on social media to inform/update beneficiaries and stakeholders.

The CBC programmes have had a very positive impact with increasing visibility of EU support in the local eligible areas. This is due to the uniqueness of CBC programmes in promoting cross border activities but more so the commitment by programme and project partners in respecting EU visibility and communication requirements during the programming process, calls for proposals and grant scheme implementation to date.

Visibility of EU support was organised via brochures, flyers, press conferences, press releases and various promotional events/actions with high visibility of the EU CBC logo. EU support visibility was also evident with local media spots, radio interviews as well as on-line communication (Facebook).

The desk review of available CBC documentation and field observations highlighted the proactive role of beneficiaries in promoting their projects and thus raising visibility of EU support in the local areas, as well as nationally. The AL-XK projects in particular were very active in promoting EU visibility with widespread promotional coverage of the EU financial contribution and the overall goals of CBC with over 700 promotional booklets produced and 1,000 plus publicity notebooks.

- Examples of high EU support visibility include the RS-ME PARHS project '*Preventive Actions in the Reproductive Health Sector*' which created very high publicity. The specific objective of the project was to enable better access and raise awareness about available preventive examinations in five Health Centres for the early detection of breast and cervical cancer amongst females, by conducting up to 1000 check-ups in the

<sup>60</sup> Rescue teams from Niksic and Berane in Montenegro (20 people) worked for 2-3 days on rescue missions in Serbia using boats and other equipment supplied by the project. This "story" was mentioned on the EU Delegation website in Serbia and on the IPA | CBC RS-ME website. The EU Delegation in Serbia called the project an example of "best practice"

five target municipalities.<sup>61</sup> The project included a health awareness public information campaign which afforded high EU support visibility, as well as training for health practitioners and the supply of health diagnostic equipment.

- The RS-BA project '*International Lim Biathlon Priboj-Rudo*' also proved a very high publicity project with local and regional media activity engaged in all implementation steps of the project. The project aimed to improve communication and cooperation between local communities and organisations in Priboj-Rudo cross-border area by reviving and upgrading the 'International Lim Biathlon' event which was traditionally held annually in August. The main activity of the Biathlon was rafting on the Lim River, and safety equipment rafting boats, helmets, life vests, oars and rescue boats were funded by the project with high EU logo visibility. As well as supporting cross-border communication and tourism, the project also supported river and river bank cleaning with equipment purchased by the project which received strong media attention.<sup>62</sup>
- Another example of high EU support visibility was the BA-ME '*Cross-border Fire Protection*' which increased the capacities and capabilities of the beneficiary municipalities in fire-fighting and prevention - a major identified threat in the areas during the summer months.<sup>63</sup> Project activities included cross-border training events and demonstration exercises, which again attracted strong local media attention. The project publicity and information campaign on prevention of and protection from fire included publications, lectures and workshops in local communities, primary and secondary schools, all contributing to EU support visibility. Finally, the project also purchased fire-fighting equipment for the beneficiaries including safety equipment and backpack fire-fighting pumps. The equipment was presented to the beneficiaries with an accompanying press conference attended by the Director General of the Directorate for Emergency Management of the Ministry of Interior of Montenegro and the Assistant Minister for Protection and Rescue of the Ministry of Security of BiH, as well as the EU Delegation.

Finally, the overall visibility of the CBC programmes would have been further enhanced if the Operating Structures had provided more details about projects on the programme website, but also through social media to inform/update beneficiaries and stakeholders. This should include actual impacts of CBC programmes, so that local communities can be informed how CBC projects are addressing the needs of the areas. To ensure transparency as well as visibility, the programme website should include results of calls for proposals, how many applications were received, how many were rejected and the details on the selection process<sup>64</sup>. The information on the project websites is limited to the selected projects. Results of calls for proposals and related statistics are not published immediately. There is hardly any information about strategic projects on programme websites.

Lack of publicity and transparency can undermine commitment to the programme and EU- funded actions. Visibility is not just about logos and flags but also providing information on how projects were selected and informing citizens in the eligible areas on how funds were spent, to increase further the profile of the programmes and build commitment by stakeholders for future initiatives.

**EQ 15. *To what extent can CBC impacts be measured across all programmes? How can this be improved? Did the expected impacts materialise? Did CBC activities result in any additional or unexpected impacts (negative or positive)?***

**Summary finding:** Despite many evidences of successful and worthwhile projects, it is not possible to paint an accurate picture of what the programmes have really achieved in terms of their objectives and the extent of their contribution to good neighbourly relations and stability, security and prosperity

<sup>61</sup> The project was implemented in partnership with the Ministry of Health of Montenegro, Health Center Niksic, Health Centre Berane, Health Center Pljevlja, Health Center Raska, Serbia, Regional Development Agency of Sandzak- SEDA and Health Center Novi Pazar. The five target municipalities were Niksic, Pljevlja, Berane, Novi Pazar and Raska

<sup>62</sup> The project partners included Project partners: the Tourism Organisation Priboj, Serbia and the Municipal Development Agency Rudo, BiH

<sup>63</sup> Montenegrin beneficiary municipalities - Niksic, Pluzine, Savnik, Zabljak and Pljevlja. BiH beneficiary municipalities - Mostar, Jablanica, Konjic, Ravno, Stolac, Cajnice, Gacko, Bileca, Foca and Trebinje

<sup>64</sup> The information on the project websites is limited to the selected projects. Results of calls for proposals and related statistics are not published immediately.

in the Western Balkans. Programme evaluations, which could have compensated the lack of performance data collected through monitoring, have only been carried out for a few programmes.

The lack of effective monitoring system at project and programme level makes it impossible to measure the performance of programmes. As already mentioned in the answer to EQ12, impact indicators for assessing the programmes' achievements against original objectives have not been defined. Given that the impact of individual projects has rarely been measured either and that common programme indicators were missing, the programmes monitoring systems yielded no reliable information about the combined impact of projects.

Evaluations conducted at programme level would have allowed the drawing of conclusions regarding the results and impacts of CBC across the seven participating countries. Unfortunately, programme evaluations have been carried out only for a minority of programmes and at different stages of implementation. Moreover, programme evaluations are often looked at only one side of the border, which makes it difficult to understand the true impact of CBC projects. In any event, carrying out such evaluations without an effective monitoring system in place (see EQ12) would represent a major challenge, requiring both resources and time to make up for the lack of reliable monitoring information and the deficiencies in the performance framework i.e. collecting and analysing data about project outputs, outcomes and impacts, which should normally be monitored by project beneficiaries and management authorities in the first place.

Deprived of monitoring and evaluation data, the Operating Structures were unable to report about the impact of programmes at any point in time. In these conditions, it is not surprising that annual implementation reports did not even include a section on programme impact<sup>65</sup>.

At project level, the impact is often undermined by a lack of sustainability.

For example, the RS-ME project '*Preventive Actions in the Reproductive Health Sector*' that supported better access and awareness about available preventive examinations in five Health Centres in target cross border municipalities did not have a follow-up plan how to integrate the project outcomes in the overall national health strategies, how to fund future awareness raising or how to maintain equipment supplied by the project.

The RS-BA project '*Eko Centar Prijepolje- Cajnice*' had the overall objective of exchanging of experiences and knowledge between young people on biodiversity and environmental protection. The project selected 32 young biologists from each country to participate in joint training. However, according to monitoring reports, there was a lack of clarity about the final income of the project and insufficient consideration paid to the sustainability of the two research centres established thanks to the EU grant. As a result, no impact was expected from the project.

There are, however, projects which delivered high impact across within all 11 programmes.

Under the HR-BA programme, the project '*STONE*', not only delivered valuable results in line with its objective but fostered genuine and lasting cooperation between partners. The project contributed to the economic development of the border area by revitalising traditional stone masonry skills and promoting the exploitation and processing of stone as a business activity. Close cooperation was established between two vocational schools in Croatia and Bosnia and Herzegovina with exchanges of students and development of joint curricula which was delivered to the staff of local companies. Activities and results were promoted locally and internationally, raising the profile of both schools.

The CBC BA-ME project '*Establishing Via Dinarica – a Preface to Regional Cooperation Platform*' is another good example<sup>66</sup>. The project aimed to enhance tourism and stimulate rural development between two national parks. One of the key results of the project was a cross-border Via Dinarica hiking trail connecting the two parks. The project was followed up by further support from USAID and UNDP in Bosnia and Herzegovina, which recognised the development potential in extending the hiking trail, first across Bosnia and Herzegovina and later throughout the Western Balkans, creating a 1,930km mega-trail linking Slovenia, Croatia, Bosnia and Herzegovina, Serbia,

<sup>65</sup> AIR sometimes reviewed the impact of individual projects but never of the entire programme

<sup>66</sup> The project was part of the sample selected for this evaluation



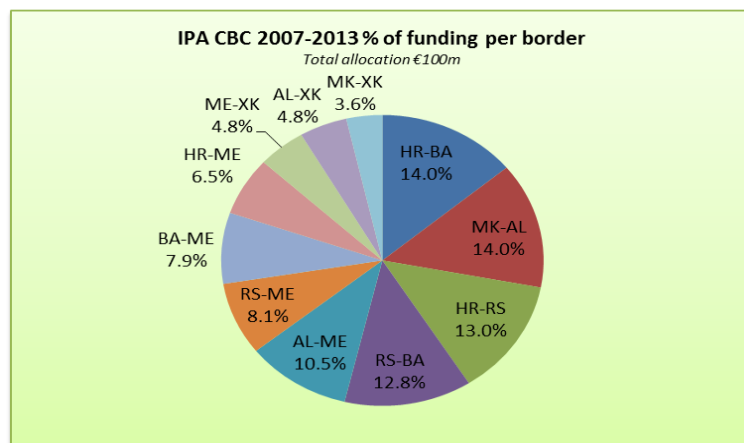
Montenegro, Kosovo\*, the Former Yugoslav Republic of Macedonia and Albania. In 2014, the Outside Magazine, one of the most prestigious travel and adventure magazine, awarded the Via Dinarica trail with the travel award for the best new trail in the World. In 2016 the Active Traveller Magazine included Via Dinarica trail among the best 10 walking and hiking adventures in the world.

Other high impact projects are presented under EQ13 e.g. CBC RS-ME “Cross-border Flood Protection and Rescue”.

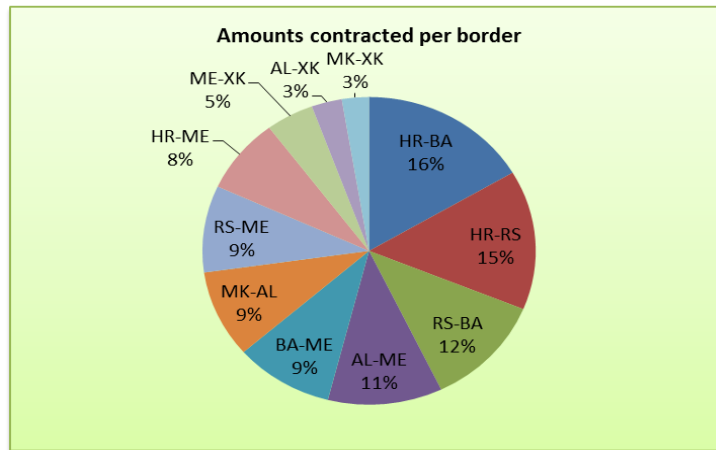
**EQ 16. Which border areas and sectors benefited most from CBC interventions and why? How can CBC interventions be improved to achieve the most impact in the most effective manner in the border area considering their characteristics and limited resources?**

**Summary finding:** The fact that programme allocations are based on country populations and did not take into account the length of the border, nor the population living there meant that programme areas with shorter borders benefited more from CBC - in terms of funding - proportionally to others. The number of borders also explained why some countries were more advantaged than others in terms of CBC resources. However, benefits from CBC were mostly maximised through the performance of each programme and individual country in absorbing the funds available to them, as evidenced by contracting and disbursement rates. Looking at sectors, tourism and environment were the two sectors which clearly benefitted most from the programmes, accounting together for 21% and 30% respectively of the total contracted amount outside TA.

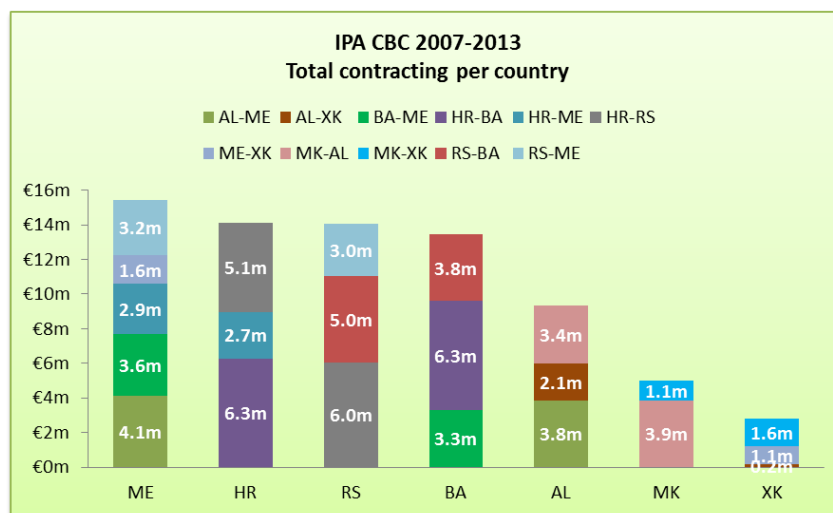
In terms of funding, the largest recipients of EU funding are the border areas between Croatia and Bosnia and Herzegovina, and between the Former Yugoslav Republic of Macedonia and Albania, as shown in the chart below.



Looking at contracted amounts, the picture is different with MK-AL CBC programme receiving a much smaller share of EU funding amount given low contracting rates and loss of allocations (see above section 4.1.6).



Looking at level of amounts contracted per country, Croatia contracted higher amounts than Bosnia and Herzegovina and Serbia despite receiving lower allocations (see section 4.1.4 for comparing with country allocations).



As shown in [Annex 1](#), programme areas are often overlapping. As a result, some border areas have benefitted from several programmes at the same time. For example, the city of Podgorica is eligible under four of the five Montenegrin programmes. Almost the entire territory of Kosovo\* is covered through its three programmes<sup>67</sup>.

Montenegro was the largest recipient of CBC funding under IPA 2007-2013. Contracting and disbursement figures, however, reveal that some programmes performed better than others in absorbing funds. From this point of view, the best programmes were HR-BA and BA-ME with a contracting and disbursement rates of 99.8% and 96.3% (outside TA) respectively and the worst ones are MK-AL and AL-XK with a contracting and disbursement rates of 57.4% and 52.8% (outside TA) respectively.

Looking at individual countries, Croatia recorded the best performance in disbursing the funds available to them, as shown in section 4.1.6. From this point of view, proportionally larger allocations awarded to smaller countries may have caused some capacity overload with management authorities, explaining the underperformance in absorbing funds observed for the MK-AL or AL-XK programmes, although lower capacities among applicants and beneficiaries may also have to be blamed.

Looking at sectors, tourism development was clearly the preferred option to develop border areas with one-fifth of the total amount contracted going to tourism projects (approximately €15.6m).

<sup>67</sup> Pristina is not eligible

Environment attracted a significant portion of funds (approximately a quarter of the total contracted amount or €22.5m), in particular for disaster and water management. People-to-people actions with a high potential for cross-border benefits represented 19.3% of the total CBC funding contracted over the period. Sections 4.2 and 4.3 present a detailed sector analysis highlighting the contribution of each programme to economic development, environmental protection and people-to-people actions.

**EQ 17. *Has capacity been sufficiently increased in the beneficiary institutions (at joint, national, regional, local levels) to better manage future assistance?***

**Summary finding:** All countries have come a long way since the launch of IPA CBC 10 years ago. There are solid foundations for continuing cross-border cooperation both at the level of Operating Structures and JTSs. However, the renewal of technical assistance contracts to Operating Structures is putting some of these achievements at risk according to the management structures themselves. The priorities for the future should be to address shortcomings with monitoring and evaluation systems and to strengthen analytical capabilities, in order to capitalise on results from CBC and ensure better connections with other national policies and donor programmes.

Management structures have come a long way since the launch of IPA CBC in 2006. As already mentioned in our reply to EQ10, the setting up of joint management structures across the seven participating countries is an impressive accomplishment worth underlining although the performance of some Operating Structures during implementation was mediocre as evidenced by the significant loss of funding for some programmes<sup>68</sup>. Overall, all management structures have gained considerable skills and knowledge over the years in all phases of the management cycle. These achievements were consolidated thanks to the systematisation and coordination efforts led by CBIB/CBIB+ (see reply to EQ11). In contrast to 10 years ago, there is today a pool of qualified CBC experts across all bodies belonging to the joint management structures.

According to responses received to our survey and the interviews held with OS and JTSs, the transition to IPA II is putting some of these achievements at risk. The renewal of programme technical assistance may increase staff turn-over in JTSs and antennas since most positions must be re-tendered,<sup>69</sup> meaning that existing staff must reapply for their positions (see also our reply to EQ20). Although nobody contests the need for tendering the new technical assistance, there is fear that considerable capacity and institutional memory might be lost in the process. The lack of clarity and information about these issues, combined sometimes with an uncertain working environment<sup>70</sup>, is undermining the performance of JTS and antennas' staffs, some of whom are already working without a contract or have decided to change job. At OS level, the situation is more stable. The staffing level is adequate and the capacities are sustainable, especially in countries where the OS is part of the NIPAC structures.

Notwithstanding these issues, the joint management structures must strengthen their capacities in monitoring and evaluation and address the shortcomings with the measurement of programmes' performance (see reply to EQ12), which is given more prominence under IPA II<sup>71</sup>. There is also a need to develop capacities with the capitalisation of project/programme results, an essential step in order to improve the efficiency of cooperation and enhance its impact on the socio-economic development of border areas. This is also connected to the improvement of linkages between cross-border cooperation and other policies at EU and national levels, as well as better connections with other donors' interventions. In this context, Operating Structures must develop their capabilities, in particular with regards to policy design, comparative analysis, benchmarking and evaluation of support

<sup>68</sup> Former Yugoslav Republic of Macedonia, Albania and Kosovo\*

<sup>69</sup> As opposed to IPA 2007-2013, the technical assistance under IPA II is awarded through a service contract instead of a grant. Each service contract includes two key expert positions, usually the Head of the JTS and the Financial Officer.

<sup>70</sup> Some JTSs and antennas are renting working space which cannot be renewed until the new TA contracts enter into force.

<sup>71</sup> In contrast to IPA 2007-2013, IPA II regulations put much more emphasis on the monitoring of programme results with increased responsibility for the JMC in reviewing the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of projects towards meeting the objectives set out in the Cooperation Programme.

measures across programmes. As argued in our reply to EQ11, this calls for a different focus of the technical assistance provided under CBIB+.

**EQ 18. *How likely are cross-border partnerships supported by CBC programmes to continue after the end of the projects?***

**Summary finding:** The programmes have been particularly successful in forging cross-border links between the civil society sector and local authorities. The prospects of new CBC calls for proposals helped to keep these partnerships alive. However, there is less evidence of partnerships lasting outside the context of CBC programmes. Overall, project beneficiaries do not pay much attention to the viability of partnerships, their commitment in terms of sustainability stopping at project outputs and outcomes.

CBC programmes were instrumental in bringing together a wide range of organisations which would not normally cooperate with each other. By combining the efforts and perspectives of so many different actors, the programmes promoted more participatory and inclusive approaches towards local development in border areas. Broadly, applicants and partners cooperating on projects funded under IPA 2007-2013 CBC can be categorised as follows:

- **Local authorities:** local governments and associated legal entities such as municipal libraries, local public utilities, local tourist organisations, municipal development agencies,
- **Local public utilities:** water and waste public companies, etc.
- **Regional authorities:** regional/county governments, regional development agencies, regional chambers of commerce and industry, regional water agencies, regional landfills, etc.;
- **National bodies:** national government entities (i.e. ministries), national agencies (such as the National Employment Services, National Development Agencies) and various national-level public institutions (Hydrographic Institutes, Public Health institutions, National Rescue Services, Centers for Social Welfare, National Parks, National Agriculture, Fishery or Forestry Services, etc.)
- **International organisations:** international development agencies (such as UNDP or Regional Environmental Agency - REC) and international NGOs (such as SNV Netherlands, Caritas International, Oxfam, etc.)
- **Universities and schools:** educational institutions such as universities, high schools, primary schools and similar
- **NGOs:** representing civil society organisations
- **Sport associations:** e.g. sports clubs
- **Religious associations:** the institutions and organisations associated to the religion (i.e. the Eparchy of the Orthodox Church).

As explained in our reply to EQ9, the civil society played a significant role in project implementation.

Taking Montenegrin programmes as a case study<sup>72</sup>, the following observations can be made regarding the composition of projects. The highest proportion of partnerships was recorded between NGOs and local authorities (62 partnerships in total) and between NGOs themselves (50 partnerships in total). Inter-municipal partnerships were recorded for 46 projects while there were 40 projects combining NGOs and public bodies.

As confirmed by our interviews, in a majority of cases partnerships were established specifically for the sake of the calls for proposals. In this regard, info-days and specific partner search events organised prior to the calls are very important since most partnerships did not exist beforehand<sup>73</sup>. The fact that the project was usually the only motive for bringing applicants and partners together partly explains

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<sup>72</sup> Montenegro is involved in five CBC programmes

<sup>73</sup> In some cases, info-days were instrumental in rekindling cooperation as observed between Tuzla and Užice

why a majority of partnerships did not survive the projects, although the lack of financial resources was also a major factor here.

Another reason is the lack of serious sustainability plans in project proposals. Although applicants were required to explain in their application how they envisage the long-term sustainability of their action, this did not include specifically the partnership between applicants and partners (or indirectly as part of the institutional dimension of sustainability<sup>74</sup>). Sustainability of partnerships is also not specifically scored during the evaluation. Overall, project beneficiaries do not pay much attention to the viability of partnerships, their commitment in terms of sustainability stopping at project outputs and outcomes, which is already hard enough to ensure.

When partnerships endure, it is mostly thanks to the next CBC call for proposals. There are many examples of projects launched under one call with a follow-up in the next calls involving the same applicants and partners.

Partnerships are more likely to endure when municipalities are involved given their more stable resources as evidenced by the example of the municipalities of Bijeljina (BA) and Bogatić (RS). The cooperation between these two communities existed before the war and was revived thanks to CBC<sup>75</sup>.

There are frequent instances of links being maintained in the hope of continuing the cross-border cooperation when an opportunity occurs. In some cases, joint activities are taking place outside any project as seen during our field visits to the municipalities of Tuzla (BA) and Užice (RS) which followed up on activities initiated under their project by engaging further their communities and public utility companies on the issue of waste management<sup>76</sup>. A similar intensification of links was observed between the municipalities of Modrica (BA) and Ub (RS), which are keen to pursue their cooperation under the new programmes.

In contrast, our sample (see [Annex 31](#)) offers also examples of partnerships dissolving immediately after project completion although there was ample scope for further cooperation: this was the case for the partnership established in the framework of the HR-BA project *“Moving towards successful public participation in the Sava river basin water management”*. Both applicants and partners stopped the advocacy/promotional campaigns initiated by the project as soon as their EU funding ran out.

**EQ 19. What added value is resulting from the EU support for Western Balkans CBC? Would CBC activities take place without EU support?**

**Summary findings:** Due to limited national local development funding in the eligible areas, CBC activities would not have taken place without EU support. In that sense, the programmes have undeniably contributed to the development of border areas. On the downside, CBC was not effectively integrated with supportive national development programmes and other donors' initiatives and therefore did not add value to ongoing policies and/or related interventions. There was added value through the 'cooperation incentive' for cross-border communities. This has strong merit in terms of supporting neighbourly relations. The CBC programme has also exposed peripheral communities to EU donor funding requirements.

The Western Balkans CBC has provided added value in terms of funding local development in isolated, peripheral areas that have historically received little policy attention and investment from national governments. The programmes were also instrumental in fostering cooperation and good relations between border communities, objectives that would not have been possible without EU funding support. The programmes provided skills and know-how to local institutions/actors about donor funding, project preparation, grant schemes, project monitoring and evaluation. This knowledge

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<sup>74</sup> The PRAG application form includes the following guidance regarding the sustainability at institutional level: *“which structures would allow, and how, the results of the action to continue to be in place after the end of the action? Address issues about the local ‘ownership’ of action outcomes”*.

<sup>75</sup> Project *‘Bijeljina and Bogatić - together on the way towards energy sustainability through increasing energy efficiency and promotion of renewable energy sources’* - RS-BA, 2<sup>nd</sup> Call

<sup>76</sup> Project *“Multimedia in schools-our connection with the world”*, RS-BA, 1<sup>st</sup> Call

presents added value to the local areas not just for future IPA funding but also to access other donor support and resources. The programming process, particularly the situation analysis to inform CBC priorities and objectives, provided ready information to inform future local development funding applications or local planning. The programme has also facilitated public-private partnerships between business and local government institutions.

However, greater coordination of EU support with national and other donor support is essential to generate a larger value added impact of EU funding and policies. CBC project evidence that would support long-term sustainable value added addressing the needs/priorities of the border areas is limited. CBC projects in 2007-2013 were not sufficiently linked to national development strategies and other sector support policies particularly, agriculture, SME, environment and tourism strategies.

The CBC programming documents identified the importance of programme/policy coordination but this has not been followed through at project level. For example, the EU Strategy for the Danube Region which prioritises cross-border cooperation to address “flooding, transport, energy, and environmental protection” is highly relevant to the needs identified in the CBC programmes but was not well referenced.

There is no real evidence of cooperation activities between cross-border communities complementing national policy actions or cross-border frameworks supporting national policy change to address local needs.

At best, the CBC programmes offered additional ‘cohesion’ in terms of making national governments more aware of the fall-out of economic restructuring/financial crisis and rural de-population in border areas. Cross-border cooperation has a high potential to address the needs of the border regions, but in reality, the availability of CBC funding is the main driver and not government policies. Without a comprehensive national development approach by the partner countries, with the CBC programme as one instrument of a portfolio of policies (national, IFI, other donor) supporting urgent economic revival of the border areas, the EU added value is limited. In order to bring more added value, the CBC programmes would need to be better coordinated at the national levels with National Investment Councils (IFIs), the EU and donor-funded project preparation facilities, SME support facilities, and EU regional and agricultural support policies to maximise the impact of CBC programmes.

## **6. ASSESSMENT OF QUALITY OF DESIGN OF IPA II CBC 2014-2020**

### **6.1. Overview of IPA II CBC 2014-2020**

#### **6.1.1. Objective**

The overall objective of cross-border cooperation under IPA II 2014-2020 is to “*promote good neighbourly relations, foster Union integration and promote socio-economic development*”<sup>77</sup>. This main objective is broken down into eight thematic priorities detailed in Annex III of the IPA II regulation: social, environment, transport/public infrastructure, tourism/heritage, youth/education, local/regional governance, competitiveness/business development, research & innovation<sup>78</sup>. Participating countries were asked to focus their Cooperation CBC programmes on a maximum of four thematic priorities.

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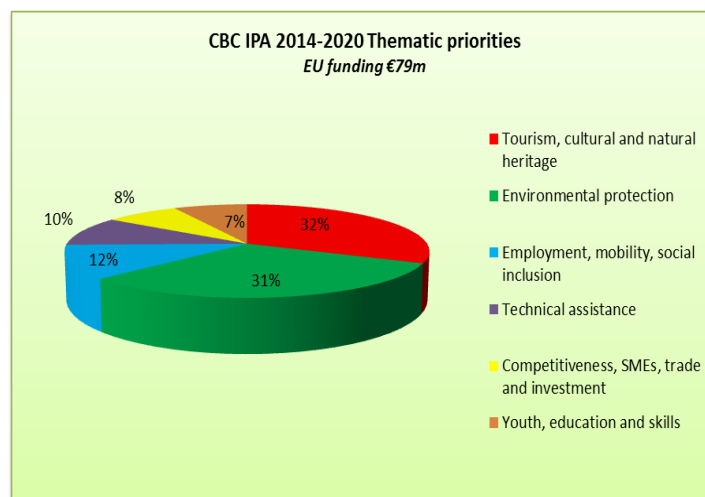
<sup>77</sup> Art.4.4, EU Regulation 231/2014

<sup>78</sup> EU Regulation 231/2014, Annex 1

### 6.1.2. Allocations and thematic priorities

The total allocation for the eight CBC programmes under this evaluation amounted to €79m. Programme allocations are detailed in [Annex 24](#). Together, the programmes covered five out of eight thematic priorities<sup>79</sup> indicated in Annex 1 of IPA II regulation 231/2014 as shown in [Annex 28](#):

The thematic priorities ‘tourism, cultural and natural heritage’ and ‘environmental protection’ account for 63% of the total programme funding as shown in the chart below:



The objectives, results and indicators of each programme are presented in [Annex 25](#) and [Annex 26](#).

### 6.2. Lessons learned from CBC 2007-2013

EQ 20. *To what extent the design of IPA II CBC programmes takes into account the lessons learned from the 2007-2013 programming period?*

**Summary finding:** IPA II CBC programmes have complied with the restricted number of thematic priorities. The introduction of one contracting authority per project, one allocation per programme and one contract per project are important lessons learned and transferred to the 2014-2020 programmes. These changes will undoubtedly simplify and improve project implementation. However, the CBC programmes still include many and varied eligible activities and beneficiaries under the programming objectives, which dilute the intended concentration of financial resources and results-based focus. Lessons learned regarding SMART indicators have not been taken into account (see EQ23). In effect, the programming design is ‘packing’ as many issues identified in the situational/SWOT analyses as possible under the reduced number of themes. The programmes demonstrated an increased reference to other national/donor activities but no programming integration. The CBC programmes 2014-2020 are stand-alone activities in the eligible border areas.

The introduction of a more focused approach to the IPA II CBC programmes, with a concentration on a maximum of four thematic priorities from a choice of eight, reflects a key lesson learned from the 2007-2013 programming period. This concentration provides a more targeted programming framework that should produce improved CBC results.

These changes follow the wider IPA II philosophy of a more result-oriented approach to enhance economic and social development.<sup>80</sup> IPA II financial assistance should strengthen local ownership and impact by focusing on achieving national sector policy objectives. The IPA II approach also reflects the reality that donor-funded intervention alone will not address the socio-economic challenges facing the

<sup>79</sup> The other three thematic priorities (not selected by participating countries) are transport and public infrastructure; local/regional governance and planning and administrative capacity; research, technological development, innovation and ICT.

<sup>80</sup> Quick Guide to IPA II Programming

target border areas. In addition, programming of IPA II actions should demonstrate the impact of limited financial resources by concentrating on those areas where donor actions have demonstrable added value. IPA II provides an opportunity for border regions to focus on particular sectors, such as tourism, and calls for proposals targeting specific beneficiaries (e.g. business associations). Ultimately, this will result in supporting fewer projects but with more sustainable outcomes and greater potential for leveraging other funding sources.

The 2014 -2020 CBC programming documents reflect the overall CBC priorities of promoting good neighbourly relations, fostering EU integration and promoting socio-economic development in the border areas.

There is evidence that the thematic priority approach has improved the overall programming focus. In contrast to the previous period, there are no open-ended statements such as *‘providing beneficiaries with a very wide context in which to propose actions to achieve the overall objective’*<sup>81</sup>. Some programmes focus on very specific issues identified in the SWOT analysis.

For example, in the AL-XK programme 2014-2020, there is a specific focus on youth employment/marginalisation. In the 2007-2013 programme, the issue of youth unemployment was addressed under measure 1.2 *‘Social cohesion and cultural exchange through people-to people and institution-to-institution actions’*, but support to youth was lumped together with *‘valorisation of the unique historical and cultural heritage and all types of operations that foster social integration of marginalised groups, unemployed, rural youth, women, etc.’* In contrast, under priority 3 of the new programme *‘Investing in Youth Education and Skills’/Specific Objective 3 ‘The socio-economic integration of youth is fostered’*, there is a clear results-focus on improving access to employment, education and skills for young people (result 3.1).

However, the majority of programmes retain very broad objectives that are ‘over-packed’ with numerous activities and potential beneficiaries, thereby diluting potential impact of the thematic prioritisation.<sup>82</sup> The programming culture of ‘equity’ (providing as many opportunities for local actors to apply as possible), rather than ‘efficiency’, has continued from the previous programming period.

The MK-AL programme has an extremely broad overall objective which can encompass a wide range of eligible activities and actors i.e. *‘to stimulate more balanced, inclusive and sustainable socio-economic development of the Border Area’*.

While the RS-BA programme’s overall objective is equally extensive, providing no focus for future support activities based on the identified challenges in the situational analysis: *“Enhancement of socio-economic development in the cross-border area between the Republic of Serbia and Bosnia and Herzegovina, through the implementation of targeted and concrete actions, based on comparative advantages of the programmes area and the joint, efficient use of resources”*.

Definitions of specific objectives are also very broad, as in the 2007-2013 programmes. This is illustrated below when comparing specific objectives under CBC 2014-2020 RS-ME and 2007-2013 RS-ME

IPA 2007-2013 CBC RS-ME	IPA 2014-2020 CBC RS-ME
<b>Specific objective 2.2.</b> Protecting nature resources and promoting climate change adaptation and mitigation (Improved awareness of the inhabitants and industry on the importance of preserving the environment and nature, Improved Nature Protection increasing capacities for joint management of resources, Better Emergency Preparedness and climate resilience)	<b>Specific objective 2.1.</b> Improving waste management and wastewater treatment (WWT) in the programme area (extension of public utility services in rural areas, while at the same time complementary services need to be developed and supported (reducing waste, primary selection, arrangement of recycling yards, etc.)

<sup>81</sup> IPA 2007-13 CBC RS-BA Priority 1 *‘Social and economic cohesion through actions to improve physical, business, social and institutional infrastructure and capacity’*.

<sup>82</sup> See Annex 25 CBC Programmes IPA 2014-2020 Overall Objectives



With these wide-ranging specific objectives, the activities and beneficiaries are manifold as are the beneficiaries, including public utility companies, local self-governments, educational and research institutions and organisations, civil society organisations/NGOs and regional development agencies.

Under the BA-ME 2014-2020 programme, the aim of 'Specific Objective 1. *Access to the labour market and the environment for new employment generation are enhanced*'- is described as follows: "... *strengthening the mutual accessibility to a labour market that is quite similar on both sides of the border. Recent achievements in the domain of employment policies promotion shall be further enhanced and capitalized hence improving the existing labour support services and tools. Harmonization and regular share of data between the two countries shall be promoted. This specific objective aims also to target challenges related to the sustainability of the businesses operating in sparsely populated, isolated areas*". The specific objectives have three aims namely 1. - Strengthening mutual accessibility to the labour market, 2. - Harmonising labour data and increasing data exchange and 3. - Increasing sustainability of businesses in sparsely populated, isolated areas. In effect the definition includes three specific objectives in one. No details are presented about the recent employment policy achievements and how the specific objective will further enhance these achievements.

In contrast to 2017-2013, the 2014-2020 programming documentation includes more detailed references (in annex form) to related national development policies, other IPA and donor activities. There are also policy references to the "area based development approach" in the Western Balkans implemented by the Regional Rural Development Standing Working Group (SWG) in South Eastern Europe (EU/FAO), as a potential source of projects for funding under the CBC programme. However, as with the 2007-2013 programmes, no specific details are provided on how programmed support under the CBC programme should integrate with or facilitate implementation of national policies or coordinate with other donor funded activities. This may reflect the lack of involvement in programme preparation by line ministry staff with expertise in the chosen thematic priorities. Similarly, we understand from interviews that representatives of the statistical offices were not involved in CBC programming.

There is limited strategic programming vision about sustaining and expanding CBC-supported interventions in the future. The 2014-2020 programme is very much a 'stand-alone' action in the eligible areas, as in the previous programming period. Strategic programming links are missed with other donor-funded programmes. For example, the lack of SME financing is a major identified weakness in the SWOT analyses, but there are no coordinating relations made between the CBC programmes and SME support facilities, such as the EU/EBRD funded 'Bosnia and Herzegovina SME Competitiveness Support Facility' or the EBRD's 'Agribusiness Support Facility' in Albania. Nor are there real project linkages with other IPA-funded actions, such as regional development, environmental support, agriculture, education or social inclusion programmes.

Valuable synergistic programming opportunities are also lost in supporting border and rural infrastructure/connectivity, another major weakness/threat identified in the various SWOTs. Partner countries are engaged in preparing project pipelines to address infrastructure gaps with IFI funding. In the Albania programmes, no links were made with the outputs of the *Project Preparation Facility (PPF)*, funded under the IPA 2008-2011 National Programmes and implemented by the Austrian Development Agency. The project has supported strategic programming and project development to address transport needs under IPA II and the sector-wide approach. The project has also supported project development under components III (Regional Development) and IV (Human Resources Development) under the IPA I programme.

The same is true for Serbia which to date has had five IPA funded Project Preparation Facilities (PPF) funded by the EU since 2007. All were designed to prepare projects for IPA and IFI funding. Under the Serbian PPF5, a single project pipeline was prepared with a list of infrastructure projects for the transport, energy, environment and regional competitiveness sectors. No projects links were made with the CBC programme. Meanwhile, funding is available for transport projects in Serbia that can address border transport needs within the wider regional context of the Pan-European Corridors. According to the Serbian Fiscal Council's analysis, the amount of loans approved for current national

and regional infrastructure projects in Serbia amounts to €5 billion, as much as €3.7 billion out of which remains available<sup>83</sup>.

There are also no programming relations to the ‘Territorial Agenda of the European Union 2020, Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions’, which links local territorial organisation and global economic opportunities.

Understandably, due to the close proximity of both programmes, there is little evidence of any local programming insight transferred from the 2007-2013 CBC experience. However, there is considerable reference to lessons learned regarding programme management.

For example, the AL-XK and ME-AL programmes identified the need to increase the participation of JMC members in the programmes and for grant beneficiaries to meet their contractual obligations, as a lesson learned from 2007-2013. The ME-XK programme also referred to the importance of understanding the IPA legal framework and how to manage a grant scheme, as a lesson from earlier CBC experience. The introduction of one contracting authority per project is an important lesson learned and transferred to the 2014-2020 programme. This should simplify and improve project implementation. (See [Annex 22](#) Comparative analysis of management structures under IPA I and IPA II)

However, the lack of objective focus and the failure to effectively link the CBC programmes within the wider context of national/Balkans-wide development actions are important lessons not absorbed from the 2007-2013 programming period. Clearly, it is the responsibility of the national authorities in the partner countries to see this wider programming picture and to take steps to maximise the impact of all available national/donor/IFI funding to address the needs of the border areas.

It should be noted, however, that the evaluation grid proposed in the Guidance Package for IPA II CBC includes an additional criterion to score synergies with other EU initiatives and avoidance of duplication. The Guidance Package, prepared by CBIB+, adapts the standard PRAG application package to the specific needs of CBC calls for proposals. However, Operating Structures are not obliged to use it. Similarly, CBIB+ has developed a JTS Manual, which has been consulted with EUDs and Operating Structures, but is considered as advisory only.

This is unfortunate, as both the Guidance Package and JTS Manual represent opportunities to establish consistency in implementation standards across the whole region. Given that programme areas overlap within individual Western Balkans countries (most notably in Montenegro), this is palpably in the interests of project applicants / beneficiaries, who otherwise face a plethora of approaches, as well as more efficient. Moreover, each country needs to operate within an overall methodology, if a performance framework is to be constructed that enables conclusions to be drawn about CBC’s effectiveness at the regional level.

While the transition from IPA I to IPA II featured many improvements, it also included some modifications which have made the overall system less coherent, created anomalies, and diluted local ownership of the programmes. To put this into context, the eight CBC programmes can be split into two groups of four, depending on whether direct or indirect management is applied in the lead country. In four cases, the EUD is the contracting authority, whereas the CFCU takes this role in the other four. This has certain consequences for projects under calls for proposals, which are outlined below:

*a) Preparing calls for proposals*

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<sup>83</sup> Fiscal Council Republic of Serbia (2015), Public Investments in Serbia: Supporting Growth in Fiscal Consolidation. Most available funds are in the road infrastructure sector, amounting to €1.6 billion, while the share of railroads and energy sector amounts to €1.55 billion. The funds available for other infrastructure projects amount to some €530 million.

	Responsibilities	Comments
Direct management	The EUD is solely responsible for the CfPs, and hence determines their timing and prepares the guidelines for applicants and other documentation.	The practice is to defer to the JMC for input on the target groups, applicants and priority of the call.
Indirect management	CfP preparation is the responsibility of the CFCU, part of the Operating Structure, which was responsible for preparing the calls in the previous programme period.	

### b) Project selection

	Responsibilities	Comments
Direct management	The EUD is solely responsible for the assessment and awarding of grant applications under calls for proposals, with no representatives of the operating structure (or any other external body) able to participate in the evaluation committee, except potentially as observers. The list of selected projects is submitted to the JMC for their opinion before contract signature.	The OS might have had no sight of the project applications themselves, and hence will not be in a good position to offer a view.
Indirect management	The CFCU may choose to allow representatives of other bodies within the operating structure to take part in project evaluations. The list of selected projects is submitted to the JMC for their opinion before contract signature.	

### c) Project and programme monitoring

	Responsibilities	Comments
Direct management	Grant beneficiaries submit their narrative and financial reports to the EUD, which is responsible for checking their compliance with PRAG requirements	There is no obligation to share performance information with the OS, hindering its ability to prepare the annual implementation report and advise the JMC on programme performance and any required programme revisions
Indirect management	The narrative and financial reports are submitted to the CFCU, which is part of the operating structure.	

As a conclusion, the effect for programmes *under direct management* is that:

- the EUDs are the key actors in CBC implementation, responsible for the most important decisions and recipients of the information flows pertinent to the performance framework; and
- the Operating Structures have a minimal role in CBC implementation (by comparison with indirect management), and lack direct access to the information which would enable them to fulfil their strategic role in programme monitoring, reporting and evaluation.

The contractual relationship between the EUDs and the Operating Structures also underwent a transformation under IPA II, with the decision to move from direct award of grants to service contracts (via a negotiated procedure with a single bidder) to pay for the expenses related to the thematic priority 'technical assistance'. This has meant that both parties have had to adjust to a new *modus operandi*. In fact, the transition has meant that these service contracts have been subject to tendering under PRAG, and hence all positions within the JTSs and antennas have been opened to application, meaning that the JTSs and antennas are effectively new organisations. In some programmes (e.g. BA-ME), all the staff have been 'replaced' to date, which has obvious consequences for continuity.

This change in contracting mode has been accompanied by an interpretation of the conditions for service agreements that is apparently stricter than the PRAG standard according to our interviews. The terms of reference stipulate that the JTSs must get approval from the EUDs for items of incidental expenditure, and seek at least three offers (on a comparable basis), which has increased the administrative workload on JTSs and led to delays in the organisation of JMCs *inter alia*.

The JTSs continue to play an important role in supporting beneficiaries in project preparation and implementation, but the scope varies depending on the ToR. According to our interviews, time and resources are being diverted to seeking EUD authorisation for expenditure which would not be expected of an IPA-funded private sector service contractor.

Within the service contracts for the management of the thematic priority ‘technical assistance’ (ME-AL, ME-XK, RS-BA and RS-ME), there is a provision of resources for programme evaluations to take place in 2018. It is not clear when and how the evaluations of the other programmes (AL-XK, BA-ME, MK-AL and XK-MK) will be carried out.

We seek to address the implications of these implementation structures, roles and obligations in our recommendations.

**EQ 21. To what extent the selection of IPA II CBC priorities reflects the needs of the cross-border areas?**

**Summary finding:** The selection of the IPA II CBC priorities reflects the needs of the cross-border areas. However, the selection of priorities does not translate into focused objectives and targeted results. As with the 2007-2013, the CBC programmes are attempting to address the long-term lack of national investment in the eligible areas.

In general, the situational analyses of the programming documents provided well-informed contexts for the selection of priorities. There is evidence of extensive stakeholder consultation. The needs and opportunities identified are similar to the 2007-2013 programmes with employment generation being the greatest need.

Common challenges identified in the various SWOTs include the following:

- *“On the whole, the infrastructure in the area is obsolete, having suffered greatly from lack of investments that were mostly confined to the more developed areas of the country.” (BA-ME)*
- *“The programme area is facing significant challenges in development of environmental infrastructure. The water supply is not efficient despite abundant water resources. The losses in the water supply networks at the Serbian side are between 22 and 46 %” (RS-BA)*
- *“Poor infrastructure is a main challenge to the economic and social development of the programme area.” (AL-ME)*
- *“The unemployment rate remains at a disturbing rate for the population of the programme area especially on the Kosovo side where there is much higher unemployment especially amongst youth, rural population and women, in some areas exceeding 50%.” (AL-XK)*
- *“The living standard levels have deteriorated during the last years for the whole community in the bordering area, most particularly in the remote and mountain areas. The continuous depopulation of some regions in favour of the central area is a real threat as the development of tourism and in particular agriculture depends largely on the presence of an active and relatively dense rural population.” (MK-XK)*

The selection of CBC thematic priorities (TPs) reflect the above and other needs of the eligible areas and the related objectives and activities attempt to address as many of these needs as possible.

As with the 2007-2013 CBC programmes, tourism linked to natural resources was identified as the most important strength and opportunity for the eligible areas to support economic development and employment opportunities. This is reflected in the choice of Thematic Priorities (TPs). TP2 ‘Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management’ and TP4 ‘Encouraging tourism and cultural and natural heritage accounted for 63% of the total programme funding’. (See section 6.1.2).

The RS-BA programme identified the need to address the *“low level of existing environmental infrastructure – solid waste treatment, wastewater facilities”*. Under TP2 *‘Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management’* the programme

is designed to improve the effectiveness of public services and practices in relation to solid waste and wastewater management by joint initiatives at both sides of the border.

The ME-AL programme identified the need to promote the development of diverse types of tourism (mountain culinary and agro-tourism) throughout the programming eligible areas. Under TP1 Encouraging Tourism, Cultural and Natural Heritage, the programme supports diversification of touristic offers and the promotion of less known tourism attractions in the program area.

The AL-XK programme identified the high number of youth entering the labour market, especially in the Kukes region and lack of employment opportunities. The situation analysis identified the need to improve the education system to provide the required skills to match labour market demands. Under TP3 *'Investing in youth education and skills'*, the programme supports investment in education skills and lifelong learning by developing education and training programmes to address these identified needs.

The MK-XK programme identified the difficulties facing businesses in the eligible areas to sell products on international markets due to lack of marketing capabilities and limited access to international markets. Under TP1 *'Enhancing competitiveness, business and SME development, trade and investment'*, the programme supports e-marketing of products and services with an international perspective, joint activities for the organisation of and participation in international trade fairs, exhibitions and the development of cross-border regional product branding and promotion.

With the identified challenges facing SMEs and the sector's importance for employment generation, it was surprising that less than 10% of funds were allocated to TP7 *'Enhancing competitiveness, business and SME development, trade and investment'*. This may be due to a faster expected direct return of employment generation from investments in the tourism sector, particularly sustainable rural tourism.

Some TPs were not selected. Perhaps due to the scale of investment required, TP3 *'Promoting sustainable transport and improving public infrastructures'*, was not selected due to budget limitations. There was also no take up for TP8 *'Strengthening research, technological development, innovation and ICT'* which may reflect the lack of long-term vision in promoting business and research links or the lack of identified partnerships in the border areas. Finally, TP6 *'Promoting local and regional governance, planning and administrative capacity building'* was not selected which may reflect the need to maximise funds for investment rather than local governance institution building. Not selecting these TPs may also be due to the lack of connection or integration opportunities with national or other donor-funded programmes in research and education, infrastructure provision and governance reform.

In contrast to the 2007-2013 programmes, the situational analyses in the 2014-2020 programmes strongly underlined the very negative prospects for the eligible areas if depopulation and unemployment are not addressed. While economic opportunities are presented such as in the agri-food and tourism sectors, there is acknowledgement in the programming documentation that continued depopulation will undermine any economic support actions, as the critical mass of people required will not exist. Sustainable economic development and employment generation are the most relevant actions for the areas. Without new employment opportunities, de-population will increase and the economic future of the border areas will no longer be viable.

This de-population challenge facing the border areas should be understood in the wider context of general population decline throughout the Western Balkans. The border areas form the spear-point of this phenomenon. Taking the case of Serbia, according to Euro monitor International, by 2030 the total population of Serbia will be 6.5 million by 2030, a decrease of 10.2% from 2012.<sup>84</sup>

Clearly, it should be appreciated that a rigorous focus on limited objectives and results is very difficult in the eligible areas due to limited public funding opportunities. The programming process is based on

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<sup>84</sup> Sharply falling birth rates will drive population decline and all age groups below 65 will be in decline between 2012 and 2030. In the past decade large cities such as Belgrade and Novi-Sad have seen an increase in inhabitants due to rural migration. Only 2 rural municipalities in all of Serbia have experienced an inhabitant increase during the past decade. (Vrnjačka Banja and Tutin). *Euro Monitor International (2015) Serbia in 2030: The Future Demographic.*

extensive stakeholder consultation where all socio-economic needs are raised and forwarded for CBC support. The needs of the border regions are great. All the eligible areas have the following challenges:

- High unemployment, depopulation and de-ruralisation;
- Poor infrastructure, including transport and telecommunications links, waste and water supply;
- Weak human capital, characterised by low education and training levels;
- Sectoral imbalance in terms of over-dependence on low value-added agriculture;
- Weak entrepreneurial culture, insufficient small and medium sized enterprises, lack of business finance and poor capacity to innovate;
- Peripherality to core markets and production and service centres; and
- Weak institutions and social capital in terms of a lack of networks of firms, organisations and individuals and poor public sector capacity to implement local development solutions.

In reality, when these challenges are combined, the economic future of the border regions is questionable. This situation can only be fully addressed by national business environment/investment reform combined with large scale and sustained policy intervention in the border regions by national governments. National governments do not have the required scale of budget and technical resources to make such policy interventions. In this context, the limited EU funding from CBC programmes should be directed to the needs that will produce the greatest impact and added value to support the socio-economy of the border regions. CBC programme should be working at the local level in tandem with other support initiatives and serve to leverage other funding sources to address the socio-economic challenges facing the border regions.

Overall, the broad definition of objectives carries a high risk of leading to poor programme results and a wide distribution of programme resources, rather than their efficient use.

**EQ 22. To what extent are overall objectives, specific objectives and expected results of IPA II CBC programmes clearly formulated and well identified?**

**Summary finding:** The overall, specific objectives and results are identified, but their formulation is very general, which serves to undermine the overall intervention logic.

The overall objectives, specific objectives and expected results are articulated and linked to the needs of the eligible areas, specifically sustainable economic development, environment protection and business support.

There is evidence of clear intervention logic – objective/result correlation – in general.

For example, the BA-ME programme identified the lack of employment opportunities as one of the major threats in the programme area, affecting the standard of living in the population. Specific objective 1.1: *'Access to the labour market and the environment for new employment generation enhanced'* is designed to strengthen the mutual accessibility to a labour market that is similar on both sides of the border. By providing advisory support and improving the skills of the employment-seeking population in the cross-border area, the objective seeks to achieve a target 20% of new employment generation. This is a direct need and an objective relationship, but achieving the 20% growth target is very ambitious.

The MK-XK programme identified five regions in the programme area that *"...have many common characteristics (geography, demographic trends, agricultural production system, etc.). Such common characteristics are an opportunity for building or strengthening synergies. These synergies are particularly important for the development of tourism in the mountain areas..."*. The programme developed the specific objective that *'tourism potentials are enhanced and regional values further promoted'*. The target results of this objective include result 2.1: New tourism opportunities exploited and tourism sector capacities increased, and result 2.2: Tourism products' and services' quality improved, and result 2.3: The identity of the programme area is strengthened through the enhancement of cultural and natural heritage values. Result indicators are realistic with a target of five new joint tourism offers and an increase in tourism visits of 5% by 2022.

However, as with EQ21 the general definitions of the objectives and results serve to undermine the overall intervention logic. Here the SWOT analysis has not been well utilised to better define the objective/result relationships. For example, the RS-BA programme includes a specific objective 2. 'Fostering social and economic inclusion' and the corresponding result 'The employability and entrepreneurship abilities of vulnerable groups are improved through joint cross-border efforts including the promotion of sustainable social entrepreneurship are both general statements. A better definition of the types of cross-border efforts would have improved the overall logic. Similarly, the ME-AL programme contains - specific objective 1 'The competitiveness of the tourism sector is enhanced by the economic valorisation of the cultural and natural heritage' but the target result is 'the quality of tourism services and products is upgraded'. There is no clear relationship between the specific objective and the result, and how competitiveness will be enhanced by upgrading tourism services/products.

**6.3. Performance framework**

**EQ 23. Are the objectives and expected results accompanied by corresponding indicators and sources of verification? Is there a clear connection between them? Are there baselines and targets to assess progress set appropriate and realistic? Are the listed indicative activities foreseen clearly linked to the expected results?**

**Summary finding:** The objectives and the expected results are accompanied by indicators. However, many of them are not SMART with missing baselines and/or unrealistic targets and are therefore inadequate to measure programme performance effectively. In many cases, too many indicators are picked with weak availability of data to measure them. The listed activities and target groups are often excessive with weak links to proposed results.

Monitoring frameworks for the IPA II CBC are in place but with weak indicator definition. Indicators are defined for programme results but only the BA-ME programme has introduced output indicators. There is some confusion, however, between output and outcome indicators. For example, under CBC ME-XK, the indicators for measuring the achievement of result 1 *“Improve access to labour market”* include *“At least 100 unemployed to benefit from the programme”*. There are no indicators at Specific Objective levels in the programmes and the absence of impact indicators means that it will be difficult to assess the impact of CBC interventions on the wider border society/economy<sup>85</sup>.

Overall, the indicators for measuring objectives and expected results are not easily measurable. Objectives and results are ambitious given the resources available and challenges facing the areas. There is no differentiation between process, impact, output and outcome based indicators. The indicators are mainly quantitative e.g. tourist visits increase by 20%. Due to the broad programme objectives, qualitative indicators are not utilised e.g. implementation of local development strategy or industry plans. No milestones are presented to track result progress over the programme period. The starting point baselines are weak and there is no information how baselines were formulated.

There are also cases of too many indicators introduced.

For example, under the AL-ME programme, result 1: *‘Awareness of the sustainable use of environmental resources in lake and alpine areas is advanced’* has the following indicators:

1. At least 40% of the population (disaggregated by gender and age) of the programme area has been target of environment awareness raising activities
2. The control on the levels of pollution in the area such as Shkodra/Skadar Lake has become technically more accurate and regular
3. Shkodra/Skadar Lake Basin fulfils conditions to become part of UNESCO Biosphere Reserve List protected areas

<sup>85</sup> See Annex 21 CBC Programmes IPA 2014-2020 Specific objectives, Results and indicators List of Indicators

4. At least one harmonised environmental education curricula and/or an extra- curricular programme introduced in secondary education on both sides of the border.

Another identified weakness of the performance frameworks is the excessive number of indicative activities and target groups introduced under the objectives often without a clear link to the proposed results.

For example, under the BA-ME programme, specific objective 2.2: *'Climate change adaptation and mitigation measures and risk prevention and management measures are improved'* should result in the *'capacity of emergency services for risk prevention and mitigation and adaptation measures to deal with consequences of climate change disasters is strengthened'*. It should be expected that activities will be restricted to capacity building and adaptation measures for emergency services but the list of indicative activities also includes activities such as *'small infrastructure works'*.

Under TP1 *'promoting employment, labour mobility, social and cultural inclusion'* of the BA-ME 2014-2020 programme, specific objective 1.1: *'access to the labour market and the environment for new employment generation are enhanced'*, there are over fifteen indicative activities including *'identifying labour and skills shortages and establishing efficient labour market information systems'* and *'small infrastructure works and procurement of equipment'*. The potential beneficiaries identified include *'business development organisations, business associations, employment offices and economic development departments in regional and local governments, higher education institutions, vocational education and training institutions, social partners and civil society organisations.'*

Under the BA-ME programme, objective 2.1: *'Cross-border coordination and joint actions to improve the management and energy efficiency of local water supply, wastewater and solid waste systems, and the protection of environment'* includes support to upgrading physical facilities and equipment of public utility companies involved in water supply, wastewater treatment and solid waste collection. But the actual programmed result of the objective is to *'enforce environmental and energy efficiency standards at the local level and raise public awareness of the merits of complying with environmental standards'*.

The AL-ME programme includes an objective 2 *'the protection of environmental resources in lake and alpine areas is furthered'* with a very specific result *'awareness of the sustainable use of environmental resources in lake and alpine areas is advanced'*. However, the activities include *'actions designed to prevent and manage natural disasters and man-made environmental hazards affecting the program area'* and *'support to integrated protection and management of sensitive ecosystems'* which are not related to *'awareness raising'*.

There is a need for improved indicator elaboration to better measure progress of CBC objective achievement. The design of indicators is clearly a challenge for CBC projects, as there can be a considerable time lag between project inputs and outputs. Indicator design is further complicated by the very ambitious objectives and targets. The weak relationship between objectives and indicators can be tracked back to the very broad definitions of the overall objectives and the specific objectives.

It should be noted that CBIB+ prepared a list of indicators which was adopted in CBC programmes and the standard PRAG application package for calls for proposals was revised in attempts to link indicators at programme and project levels.

#### EQ 24. ***To what extent are the monitoring, reporting and evaluation frameworks for IPA II CBC programmes adequate?***

**Summary finding:** The monitoring, reporting and evaluation frameworks under IPA II have improved compared to the previous period. However, the systems of indicators are still weak (see EQ23) and the performance frameworks are currently incomplete as they need to be built further down at call and project levels. An effective management information system is still missing that would enable the collection, aggregation and analysis of data and allow performance measurement at project, call and programme levels. Current management responsibilities cast some doubts on the capacity of OS to report effectively about performance in particular under direct management programmes.



The monitoring, reporting and evaluation frameworks under IPA II have improved compared to the previous period with indicators of achievements introduced in all programmes. However, in addition to the weaknesses with programme objectives and indicators (see reply to EQ23), there is currently no comprehensive performance framework (PF) linking outputs/results, outcomes and impacts from projects to calls for proposals to programmes. To be able to report about programme performance, OS should first ensure that the outputs/results, outcomes and impacts are properly measured further down. There has been an attempt at incorporating performance frameworks into the new calls for proposals launched under IPA II and to define common indicators in order to measure the performance across projects and calls for proposals. However, the current lack of focus<sup>86</sup> makes it difficult to predict project outputs and results and hence to define realistic targets.

Not enough is also being done to ensure to ensure effective monitoring at project level in line with the performance framework set for the call/programme. Another hurdle is the absence of an effective management information system (MIS) that would enable the collection, aggregation and analysis of data and allow performance measurement at project, call and programme levels.

In addition, current management responsibilities cast some doubt on the capacity of OS to measure and report effectively about the performance, in particular under direct management programmes (see our reply to EQ20). Moreover, the new template for the annual implementation report does not link to the programme performance frameworks i.e. there is no mention of programme indicators and targets.

Until these shortcomings are addressed, Operating Structures will continue to struggle with monitoring, reporting and evaluation processes and there is a high risk that the measurement of programme performance, as with 2007-2013 programmes, will not go further than the output level (e.g. number of projects funded, amounts contracted and disbursed, number of people trained, number of joint events, etc.).

To improve the adequateness of the PFs, the monitoring focus of the PFs should be at the calls for proposals and project levels with reference to the wider programme objectives. In effect, this translates into greater integration between the programme, calls for proposals and projects levels. This would allow more specific and tailored indicators to capture outputs, outcomes and impacts.

## 7. RECOMMENDATIONS

Before addressing evaluation questions EQ25-27 on programme management, technical assistance and the performance framework respectively, the following **overarching recommendations** are proposed to strengthen the effectiveness, efficiency, coherence, impact, sustainability and added value of CBC in the Western Balkans. As most of the parameters for IPA II CBC are fixed for the remainder of the 2014-2020 programming period, the first four recommendations are intended to influence medium-term planning, particularly with respect to pre-accession mechanisms in 2021-2027, which for the sake of shorthand we shall call 'IPA III'.

R1. The main recommendation is that CBC should **continue** as a distinct element of pre-accession assistance in the next financial perspective.

There are two main reasons:

- First, CBC is the only multi-lateral instrument in the Western Balkans with the **central goal of improving neighbourly relations**. As portrayed extensively by the media in recent years, there are still frequent tensions within the region, both at the national level and across communities, which working together can help to allay and build a better understanding, as successes like the STONE and Via Dinarica projects demonstrate (see reply to EQ15).

<sup>86</sup> The objectives of the first three calls for proposals launched under IPA II simply reproduced the specific objectives indicated in the programme.

- Second, CBC is the only multi-lateral instrument in the Western Balkans with a ***specific focus on the border areas*** themselves, which are typically peripheral - physically, economically and politically – to key decision-making in the national capitals. Tailored support to business and people development, and investing in infrastructure, can help to keep these communities viable and sustainable.

The rationale is founded on additionality. The beneficiary countries have not developed equivalent arrangements at the national level on a bilateral or multilateral basis, and given tight public finances and other development priorities, they are unlikely to do so. The instigation of CBC in the region, within the framework of IPA 2007-2013, was a pioneering move by the European Union at a time when bilateral relations in the region were often fragile, especially in the aftermath of the 1990s' conflicts and the breakdown of the former Yugoslavia. The impressive manner in which the public administrations in the original seven (now six) beneficiary countries were able to quickly form joint management structures, in the early years of IPA I preparations, is a testament to the willingness to work together, which has been maintained in the second programme period.

Assuming the EU maintains its commitment, this raises the next question: what should be the scale and scope of IPA III CBC, to maximise its impact and value for money? As highlighted by the evaluation, there is currently a mismatch between the modest allocations to CBC programmes and the complex structures required for their management, leading to relatively high overheads and transaction costs. It is clear from the discussions on the interim evaluation report that there is an appetite for further simplification of the implementation arrangements, building on the welcome modifications made in the transition from IPA I to IPA II. In the equation of 'project spending over management costs', we would also propose action on the numerator.

R2. We recommend **expanding** the CBC envelope to more viable levels, at least doubling the current allocation.

The EU's allocation for CBC among IPA II beneficiary countries is EUR 79.2 million. This amounts to just over EUR 6 million on average for each of the 13 implementation years. While the effective application of resources is just as important as their absolute scale, this is also a relatively small contribution in the context of total annual GDP across the six countries of at least EUR 74 billion<sup>87</sup> (it is not feasible to calculate GDP accurately in the border areas alone). Averaged over the eight programmes, this constitutes less than EUR 400,000 per programme year on each side of the border. The limiting effect of these funding allocations has the effect of pushing the management structures towards calls for proposals with many, smaller projects and away from more substantial interventions and infrastructure investment. Our EQ25-26 recommendations below - to increase the number of larger/strategic projects with genuine cross-border content, and spend more on supporting beneficiaries with project development - are realistic only within the framework of a more substantial CBC budget. **Put the other way around, it is equally the case that increasing the CBC allocation can only be justified if it is accompanied by greater prioritisation and higher quality, higher impact projects.**

Furthermore, the next programming period should address the disconnect between CBC and the rest of IPA (*see reply to EQ3*). The IPA programme documents make reference to coherence and coordination, but this has not been carried through into actual implementation, especially project selection. 'Synergies with other EU initiatives and avoidance of duplication' features in the standard PRAG evaluation grids, but the existing CBC mechanisms, including JMCs, are focused on coherence *within* the CBC programme, rather than *across* national and IPA programmes. There is a systemic

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<sup>87</sup> EUR 74,332,000,000 in 2013. (Source: Eurostat, most recent data available for the whole Western Balkans region, some countries' data is provisional).

failure to maximise the leverage of IPA, national and IFI resources (e.g. Western Balkans Investment Framework). Under IPA II, the CBC programmes cover five of the eight thematic priorities: tourism, culture and natural heritage; environmental protection; competitiveness, SMEs, trade and investment; employment, mobility, social inclusion; and youth, education and skills. In the rest of IPA II, these would typically correspond with three distinct sectors: environment; competitiveness; and human resources development.

R3. We recommend that the Commission should consider whether CBC should be **integrated** into national sector programmes under 'IPA III'.

This could take two forms:

- **Thematically:** IPA II sector strategies and action documents (competitiveness, environment, public administration reform, transport, justice and home affairs, etc.) were prepared in accordance with national priorities, largely disconnected from CBC programming. Beneficiary countries were not required to take *explicit* account of the needs or consequences in border areas, either domestically or in neighbouring countries. Given the specific circumstances of these peripheral communities, and the importance of strengthening cross-border relations, there is a case for **making 'border effects' a cross-cutting principle in all IPA 2021-2027** action programmes for national sectors (or the equivalent modality under IPA III) on a par with other horizontal themes, currently gender mainstreaming, engagement with civil society and action on climate change. In this way, beneficiary countries would be obliged to demonstrate overtly that they have considered the border / cross-border dimension and taken this into account in their programme design and implementation plans. The regulation and / or guidance to beneficiary countries should include a specific requirement to **explain in their programming documents how the priorities and actions in their CBC programmes have been taken into account in their IPA sector planning documents, and vice versa**, and to demonstrate synergies in this planning process, also with their national and other donor-funded initiatives.

**Financially:** A more radical further step would be to back-up the thematic obligation to demonstrate border effects by integrating and mainstreaming CBC funding within 'IPA III', so that every applicable sector action programme at the national level has a ring-fenced allocation for cross-border projects. This would address directly the isolation of CBC from national and donor-funded programmes (e.g. waste management projects are funded through national budget, EU co-financed IPA environment actions, and CBC programmes, independently of each other). To ensure these projects are genuinely cross-border in the spirit of CBC, then programming and project selection within the ring-fenced allocation and the monitoring, reporting and evaluation of its performance, would need to be subject to joint management structures.

R4. We recommend that the European Commission also consider moving to **either a bilateral or trilateral (or even quadrilateral) basis** for CBC programmes, whichever is most appropriate to the sector and border region. For example, as air and water pollution do not respect administrative boundaries, the environment programme in Serbia could make provision for needs and opportunities at the contiguous RS-BA-ME border.

Whether the Commission chooses to go down the road of *sector-based* integrated programmes which bring CBC and the rest of IPA together or to continue the current model, the 'multi-border' approach would make it easier and more cost-effective for countries to cooperate.

These overarching recommendations set the framework for the more specific recommendations below.

## 7.1. Recommendations on programme management

*EQ25: How can the design, selection and evaluation of CBC projects be improved to ensure achievement of programme results and objectives (in particular, the lessons learned regarding design of calls for proposals, adequacy of size and duration of grants, cross border character of selected projects)?*

The following recommendations aim to ensure that CBC is both more effective and more efficient in achieving the CBC objectives as envisaged in the IPA regulation. In most cases, the proposed improvements can be made irrespective of the CBC allocations; in others, we have signalled that the recommendations are conditional on enhanced levels of co-financing to gain a higher impact and better value for money.

Our first recommendation on programme management falls under the first category – changes that can take place now and carry forward into IPA III, irrespective of the size of the CBC envelope. It concerns the implementation arrangements.

R5. In the interests of effectiveness and efficiency, we recommend there should be **consistency across the region in the allocation and execution of duties** within the CBC management structures (contracting authorities, operating structures, and joint technical secretariats). This would include a common approach to assessing and selecting project applications (with regards to the cross-border dimension and synergies / added value) in response to calls, backed up by mandatory training for assessors and members of evaluation committees, and a common JTS manual for all beneficiary countries (given that some countries are developing their own), with variants only where necessary (*see R10, R11, R13 and R22-25*).

Under IPA II, there are two management models operating in the eight programme areas (*see reply to EQ20*):

- **Direct management** (four programmes): As the contracting authority, the EUD is the key actor within the management structures. It prepares the calls for proposals; assesses, evaluates and selects the projects; contracts with successful grant recipients (including the performance of budget clearing); and receives all key project information including any financial and other performance data. The duties of the JTS vary depending on the terms of the service agreement with the EUD. The Operating Structure is responsible for programming monitoring, reporting and evaluation, but lacks access to performance information, which means they prepare inadequate annual implementation reports and/or they must conduct their own monitoring exercise, independent of the EUD, possibly through or with help from the JTS.
- **Indirect management** (four programmes): The CFCU as the contracting authority performs all the duties assigned to the EUD above (subject to the EUD's *ex ante* checks and approvals). It is expected to share information within the Operating Structure. As above, the duties of the JTS depend on the service agreement with the EUD.

Under the direct management model, the OS is less well-placed to fulfil its regulatory obligations for programme monitoring, reporting and evaluation. (*This issue is addressed specifically under EQ27 regarding the performance framework*).

Given each country has at least two CBC programmes (ME has three), and some of the eligible areas overlap, many potential beneficiaries can apply for project funding from more than one programme. For the project applicant, the variants across and within the two models are likely to cause confusion, lead to unequal treatment, and increase transactions costs and inefficiencies. In the recommendations under EQ25-27, we have made proposals to promote greater consistency in roles, relationships and responsibilities.

Turning to the programming process for IPA II, this has resulted in a very broad definition of both objectives and beneficiaries within individual CBC programmes. This raises the risk of a wide dispersal of limited resources and hence the dilution of programme results (*see reply to EQ 24*).

R6. To maximise the benefit of EU funding, we recommend a **greater focus** on a narrower and more targeted set of objectives and outcomes that offer a higher probability of sustainable socio-economic impact in the border regions.

For the IPA I and II programmes, the identification of weaknesses (needs) and opportunities through the SWOT process was extensive and the resulting interventions relevant to the overall CBC objectives, as the evaluation has found (*see replies to EQ1 and EQ23*). However, the depth of situation analysis was undermined by inadequate data at the level of border regions, meaning the findings tend to the superficial rather than the specific. For example, a statement like “*the border area has high unemployment*” is rarely explored in more detail, such as the type of unemployment (short-term or long-term, frictional, seasonal, structural or cyclical), the age, gender and educational background of the unemployed, skills demand, gaps and shortages, etc. This analysis might be more feasible if the cross-border programming was performed within an overall integrated IPA sector programme, especially as the line ministries would take the lead in preparing the document, but would anyway require access to relevant localised information. It is also important that representatives of the relevant line ministries and the national statistical offices play an active and contributory role in the CBC programme preparation (*see reply to EQ20*), whatever the format.

R7. We recommend that national authorities (operating structures with the statistical office) strengthen the availability and quality of **local and regional statistics, alongside their analytical capacities**. This could include carrying out preliminary studies in preparation for 2021-2027 programming, funded under the TA priority axis, particularly within the final TA service contract of the financial cycle as a preparatory activity for IPA III programming. The national authorities should also ensure that the relevant line ministries for the chosen thematic priorities are fully engaged in the programming process.

Moreover, the coverage has been too broad in relation to the available resources and prospective impact, which would remain the case even if the total CBC budget was doubled.

R8. Based on a better-informed SWOT with stronger statistical and analytical foundations, we recommend the future IPA III regulatory framework requires a **prioritisation process at the SWOT synthesis stage**. Beneficiary countries should rank their most critical needs/opportunities to be supported under the CBC programmes and agree to focus their funds on the top 3-4 priorities (under IPA II, for example, this would have meant a maximum of 3-4 very focused specific objectives across a maximum of 3 thematic priorities). Other identified needs could be referred to alternative potential donor/national funding opportunities.

In the case of the ongoing IPA II programmes, there is the opportunity to focus implementation *within* existing specific objectives. At present, the only prioritisation involves selecting some instead of all programme specific objectives as objectives for the calls for proposals. For example, the ongoing call launched under IPA CBC BA-ME includes two out of five specific objectives<sup>88</sup>. There is no attempt at narrowing down the programme specific objectives when calls are launched.

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<sup>88</sup> **Specific objective 1.2:** employment opportunities and social inclusion of vulnerable groups are enhanced; and **specific objective 3.1:** the quality and diversification of the tourism offer building on natural and cultural heritage is improved

R9. We recommend launching **thematic calls for proposals** focusing on a few priority issues that have a high cross-border content within the scope of the specific objective (*see reply to EQ27 for further details*).

This raises the question: what do we mean by cross-border content? The IPA I implementing regulation offers a definition: “Operations selected for cross-border programmes shall include final beneficiaries from at least two participating countries which shall cooperate in at least one of the following ways for each operation: joint development, joint implementation, joint staffing and joint financing.” While this is a workable description of joint initiatives, it does not fully capture the essence of cross-border impact. Moreover, with the words “at least one”, it appears to give equal weight to projects that are jointly developed by partners either side of the border, but who then implement the project as two sub-projects entirely independently of each other (so-called mirror projects), as to projects which involve the partners working closely together at every stage of the project’s life, from concept to closure (which we would term full cooperation). In extreme cases, this ‘joint development’ may have been entirely carried out by consultants on the partners’ behalf, with the latter’s minimal engagement.

R10. We recommend that the **definition of cross-border cooperation** should be codified in all future guidelines for applicants under IPA II (and the implementing regulation for IPA III CBC) as “*joint implementation of activities by partners resulting in the intensification of cross-border links and sustainable cross-border partnerships and/or the removal of cross-border obstacles to sustainable socio-economic development*”.

The above definition would side-step the lesser issue of project development and focus instead on implementation and impact. It would allow grant applications to be evaluated on the extent to which they fulfil these conditions. There is a strong argument for making ‘the cross-border dimension’ a threshold condition for potential projects – either it passes or the application is rejected – but this is not envisaged in the PRAG evaluation process. Moreover, neither the standard grids for concept notes nor the ones for full applications make any explicit reference to cross-border cooperation, and hence CBC cannot be scored directly.

R11. We recommend that **greater weight** is given to the cross-border dimension by increasing the points allocation to applications with high cross-border contents.

Ideally, the standard PRAG grant annexes would incorporate a blanket derogation for all CBC projects, allowing cross-border content to be evaluated implicitly, and either a yes/no decision or a high weighting given to projects that fulfilled the definition above. There is, of course, scope to seek individual derogations to the maximum scores within each call for proposal, but this is time-consuming and likely to add to delays and put contracting and disbursement rates at risk. However, we understand that the questions themselves can be amended without seeking prior approval.<sup>89</sup> Moreover, there are several elements of the existing PRAG grids which could be *interpreted* creatively within the context of CBC, without the need for derogations, and thereby ensure a higher points allocation is given to genuine cross-border projects, while those that fail to fulfil the CBC definition are marked down. Examples exist of evaluation questions applied to CfPs under IPA I in the BA-ME and AL-ME programmes (*see reply to EQ7*), which can form the basis of standard guidance for all CBC assessors. The following examples focus on the guidance for assessors, but in principle the question in each grid section could be refined to add further clarity and precision too:

PRAG Grid	Grid section	Max. score	Guidance to assessors
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<sup>89</sup> According to the minutes of the video conference meeting between DG NEAR and the region’s EUDs on 18 July 2016, on the “*issue of prior approval and deviations: a deviation is needed for adopting the proposed scoring in the evaluation grid for full applications while there is no need for deviation/prior approval for adopting the questions as elaborated in the evaluation grid for full applications*”.

<b>Concept note</b>	<b>1. Relevance of the action</b>		See below
	1.1 How relevant is the proposal to the objectives and priorities of the call for proposals?	5 x 2	The project must make a convincing case that, if successfully implemented, it could contribute to intensifying cross-border links and sustainable cross-border partnerships and/or removing cross-border obstacles to sustainable socio-economic development. If the proposal is not directed towards this fundamental CBC objective, it should be marked to zero, irrespective of whether it meets the thematic priority of this call, as it is a development project not a cross-border project.
	1.2 How relevant to the particular needs and constraints of the target country(ies) or region(s) is the proposal (including synergy with other EU initiatives and avoidance of duplication)?	5 x 2	The project must demonstrate that, assuming it is successfully implemented, it can result in intensifying cross-border links and sustainable cross-border partnerships and/or removing cross-border obstacles to sustainable socio-economic development. If not, it should be marked to zero, as it will not have met the cross-border needs and constraints of the CBC countries.
<b>Full application</b>	<b>2. Relevance of the action</b>		<i>Score transferred from concept note</i>
	<b>4. Sustainability of the action</b>		See below
	4.1 Is the action likely to have a tangible impact on its target groups?	5	If the project is not able to demonstrate it will create sustainable cross-border partnerships and/or remove cross-border obstacles to sustainable development, it is unlikely to have a tangible effect, multiplier effects or sustainable results, and hence should be marked to zero, irrespective of any other merits of the proposal.
	4.2 Is the proposal likely to have multiplier effects (including scope for replication, extension and information-sharing)?	5	
4.3 Are the expected results of the proposed action sustainable?	5		

*Note: The above guidance is conditional on the CBC definition in the previous recommendation being transposed into the objective of every call.*

The aim would be to reward partnerships at selection stage with a history of cross-border cooperation and/or convincing sustainability plans. While weighted scoring would not have the absolute certainty of a simple rejection of applicants that failed ‘the CBC test’, it is highly improbable that proposals scoring no more than 10 (out of 30) for relevance in the concept note - and hence a total score which could not exceed 30 (out of the maximum 50) - would make it through the initial evaluation. As only concept notes with a score of at least 30 points can be considered for pre-selection, this means all the other sections would have to achieve perfect scores to proceed. In the unlikely event that the proposed project *did* manage to reach the full application stage, the evaluation of ‘sustainability’ would mean the absolute highest score it could achieve theoretically would be 65 out of 100.

Implementing the above recommendation would have three implications, and hence the following comprises **sub-recommendations**:

1. The meaning of genuine and lasting cross-border cooperation would need to be **widely promoted and publicised**, including in the CBIB+ and programme websites, info-days and especially the guidance for applicants, to encourage them to develop projects with a high cross-border content, and to make clear the consequences of not doing so (increased chance of rejection). This message would need to be carried by JTSs and their antennas into their contacts with prospective beneficiaries. This campaign should be accompanied by promoting examples of good cross-border projects and their results, such as the afore-mentioned STONE and Via Dinarica projects.
2. Second, the quality of calls for proposals can be enhanced by improving the **assessment process**. Assessors will need to be selected, guided and especially trained, so that are better in evaluating the cross-border dimension of grant applications (able to distinguish high cross-border contents from simply good development projects) and they share the same

understanding of the selection criteria, and how to score them. CBIB+ can play a central role in taking this sub-recommendation forward, developing guidelines for assessors. and introducing mandatory training for both assessors and voting members in evaluation committees (including under direct management by EUDs).

3. Third, the **JMCs** will need to ensure that the shortlisted projects put forward by the assessors have been rigorously evaluated, so that the genuinely cross-border projects are approved. This might require the training under point (2) to be extended to JMC members as well.

The impact can also be strengthened by increasing the scale of CBC projects, without sacrificing the benefits of small-scale collaboration. This proposal makes most sense in the context of a larger envelope for CBC under IPA III, as recommended. This would have two aspects, concerning calls for proposals and strategic projects respectively.

### ***Calls for proposals (CfPs)***

CfPs are a valuable vehicle for achieving CBC objectives, as they engage directly with stakeholders in border areas, draw on their local intelligence and insights, invite their ideas for resolving often intractable policy problems, and chose the best selection based on competition. The average grant across all IPA I calls (EUR 109,000) was relatively small, but also masked a huge range. The initial calls understandably set low thresholds for grant proposals (e.g. EUR 10,000) to encourage inexperienced applicants, and succeeded in attracting many small projects (especially for people-to-people projects where the average grant size was just EUR 58,000), but with commensurate impact. As the programme period progressed and the pressure to contract and disburse funds increased, this threshold has been raised substantially to spend the CBC allocation (see [Annex 27](#)).

Future calls should strike a balance between impact and inclusiveness. The bulk of CBC funding should be assigned to addressing the substantial socio-economic and environmental challenges in the border regions, which argues for larger projects. Equally, however, it is important that CBC retains a mechanism for engaging fresh beneficiaries which lack resources but could pilot innovative ideas.

R12. Subject to CBC in IPA III receiving a larger funding envelope (see R2), we recommend that calls for proposals are **stratified with two lots**, to set a minimum size (e.g. €100,000) for the majority of grants, while retaining a specific allocation to fund worthwhile small-scale applications with a strong cross-border element for less experienced beneficiaries. An **alternative scenario** to support small-scale projects would be grant(s) to experienced non-governmental organisations which are capable of re-granting (see R16).

### ***Strategic projects (SPs)***

Alongside CfPs, operating structures have the option of using SPs to address strategic needs identified in their CBC programmes. As CBC is a strategic initiative to bring communities together, it is imperative that there should be a greater emphasis on SPs with high cross-border impact. To be completed on time, these investments need to be identified at the earliest possible stage.

The reality is that SPs have been an under-used mechanism under CBC, for understandable reasons. There were just 12 **strategic projects** under IPA I (of which five fell under the RS-BA programmes), averaging EUR 375,000 and hence substantially larger than the CfP projects. As most of these projects concerned infrastructure development (construction of roads, border crossing points, roads, wastewater collection & treatment, airport development), the minimal use of this option is unsurprising, given resource limitations and the complexity of works contracts.



R13. Within the recommended larger funding envelope for CBC in IPA III (*see R2*), we recommend an **increase in the number and size of strategic projects** that are identified in the programming phase using transparent selection criteria, particularly if the recommendation to move to national / cross-border integrated sector action documents is taken forward.

To execute the above recommendation, the programme documents would incorporate a list of provisional SPs, to be confirmed by the JMC when the programme is operational, along with the rationale / criteria for their approval. The latter would allow comparable alternatives to be put forward, in the event that the original SPs were unable to proceed for whatever reason. The presentation of the SPs could follow a similar format to that of 'major projects' under IPA I component III, whereby programmes included an annex with summaries of their key characteristics (title, location, beneficiaries, projected cost, sources of co-financing, etc.) and status (readiness of project documentation, land availability, permits, etc.). This enabled the Commission to assess whether potential projects were sufficiently advanced, realistic and likely to be feasible within the programme timeframe.

These SPs should move beyond the existing 'single issue' initiatives (e.g. border crossing point X, road Y), especially if CBC is integrated into national sector-based IPA programmes, and instead focus on the synergies between thematic objectives, with a specific emphasis on cross-border economic/business projects with a potential for long-term sustainability. Creating business and employment opportunities across borders is the most powerful means to promote good neighbourly relations based on joint dependency and mutual gain. Examples would include:

- Prioritise economic/business support activities that clearly combine exploitation of local competitive advantages with external export market opportunities (an export opportunity should already be identified for qualification);
- Agri-food projects that have already received donor support, where cross-border activities offer expansion of production capacities for greater market access or technological development;
- Youth/female cross-border activities that combine business and cultural exchange (e.g. heritage, tourism, media, ICT);
- Environmental protection and energy projects that directly promote business competitiveness and sustainability; and
- Linking rural towns and villages with their surrounding landscapes, and urban-rural projects linking rural hinterlands to urban areas to address de-ruralisation and de-population.

The CBC programmes can prepare economic initiatives, SME networks, rural development partnerships and flood control actions that can inform and exploit future national infrastructure investments. This would also contribute to making transport, energy and environment investments more attractive for IFI investments with increased numbers of users and tariff payers. The economic value of Pan-European Corridors is not passing traffic but how local economies *en route* can avail themselves of new market access. Pan-national strategies, such as the EU Danube Strategy, provide an opportunity for eligible areas under CBC programmes to link their local economies to a wider strategic territorial framework. But this requires dialogue and coordination with the National Contact Points of the EU Danube Strategy whose responsibilities are to coordinate at national level and advance 'practical aspects' of the strategy.

R14. We recommend that a greater weight is attached to selecting projects through calls for proposals that demonstrate **added value**, particularly with regards to synergies with ongoing national/local development strategies or other donor-funded actions. The operating structures should publish information at the programme level on EU / multilateral and bilateral funding programmes, so that potential beneficiaries are aware of complementary funding sources. If the recommendation

for integrated national/CBC sector programmes is taken forward under IPA III, the selection criteria for strategic projects should require that they are fully compatible with local, national, EU and other international strategic frameworks.

As with cross-border content, however, it is harder for grant assessors to evaluate added value, as they must score applications within the limits of the PRAG evaluation grids. Again however, it is possible to creatively interpret the questions in the concept note, as set out below, which should also feature in the CBIB+ guidance for assessors and mandatory training:

PRAG Grid	Grid section	Max. score	Guidance to assessors
Concept note	<b>1. Relevance of the action</b>		See below
	1.2 How relevant to the particular needs and constraints of the target country(ies) or region(s) is the proposal (including synergy with other EU initiatives and avoidance of duplication)?	5 x 2	If the project passes the obligatory 'CBC test' (see guidance on cross-border content), then a higher score should be given if the proposal demonstrates that the proposed project is aligned with local, national and/or international strategies, as appropriate. The project should be marked to zero if it already being directly financed through another source. By contrast, evidence of parallel financing, whereby a complementary action is being funded through another source (local / national, EU or IFI), is welcomed and should be reflected in the score.
	1.4 Does the proposal contain specific added-value elements, such as environmental issues, promotion of gender equality and equal opportunities, needs of disabled people, rights of minorities and rights of indigenous peoples, or innovation and best practices [and the other additional elements indicated under 1.2. of the guidelines for applicants]?	5	All cross-cutting issues set out in the question should be taken into consideration in assigning a score out of 5 (sustainable development, gender equality, equal opportunities, minority rights, etc.). In considering innovation and other added value elements, assessors should look for evidence that projects are seeking to link their proposed activities (e.g. regarding environment, tourism, etc.) to opportunities for business development (especially export-oriented) and job creation.

A well-formulated programme (including strategic priorities) and carefully-elaborated call for proposals can only go so far in ensuring high quality actions. Effective project selection is preceded by successful **project development**.

In the case of strategic projects, these comprise a mix of 'hard' infrastructure (roads, tunnels, etc.) and 'soft' support projects, such as joint emergency management or data exchange systems. The preparation of infrastructure projects can be especially time-consuming and technical to bring them to the stage of readiness for implementation:

- Investment projects must comply with planning systems and other regulations on both sides of the border.
- The large number of steps to ensure project maturity can include *inter alia* the preparation of pre-feasibility and feasibility studies, cost-benefit analyses, environmental impact assessments, hydrological, geotechnical and/or topographical surveys, and preliminary and full designs (depending on which FIDIC 'book' is applicable). Much of the project documentation must be prepared by certified engineers in accordance with national laws and international standards (e.g. FIDIC) and signed off by relevant authorities at the national or local levels.
- The project sponsor must coordinate multiple partners (including municipalities), prepare legal agreements, identify land ownership and secure land availability, apply for construction and other permits, agree pricing, costs and dividend sharing, and ensure there is a legal entity

which will 'receive' the project and commit to its operation and maintenance, with sufficient resources or revenue streams to secure its viability.

Inadequate and incomplete documentation is consistently a significant factor in delays or failure to fully prepare infrastructure projects, which can lead to drawn-out contracting and disbursement or even project cancellation. 'Hard' infrastructure projects are much higher risk than 'soft support' and demand substantial preparatory resources, which is why the EU has provided funding since the early 2000s for national Project Preparation Facilities (PPFs) in individual IPA beneficiary countries (for example, PPF8 has recently commenced in Serbia) and, more recently, the Western Balkans Investment Framework for the whole region. These services typically focus on one side of the border only, however, whereas CBC strategic projects bring a fresh challenge and a whole new level of risk as they require project development to be coordinated in two or more countries simultaneously.

R15. Assuming the CBC envelope is sufficient to make hard infrastructure projects viable (*see R2*), we recommend the European Commission should establish a **CBC Project Preparation Facility (CPPF)** to prepare cross-border strategic projects for funding consideration. The CPPF would liaise and work closely with the WBIF and the national PPFs, and should link to national/EU/other donor support policies, including the EU Danube Strategy. The CPPF could act as a conduit for investment projects from the local to the national and macro-regional.

For 'softer' strategic projects and CfPs, different solutions are required to encourage and enable high quality project development, especially within the context of our recommendation for stratified lots. In the first instance, we propose an enhanced role for JTSs as facilitators / mentors in project preparation (*see R22*), especially for larger projects. To avoid over-burdening JTSs, however, complementary support could be sought from non-governmental organisations (NGOs) with the capacities and capabilities to reach out to less accessible communities.

R16. Subject to a larger CBC envelope under IPA III (*see R2*), we recommend that the operating structures should launch calls for proposals to identify **experienced NGOs to develop small-scale, innovative projects in remote areas**, by helping potential beneficiaries to develop cross-border links and build up their concepts into viable propositions. This could also include the option of the NGOs re-granting to selected applicants.

The evaluation has found that NGOs have often been the most successful applicants for CBC funds (*see reply to EQ9*). Many of the larger NGOs, with a strong track record and established networks in the border regions, would be well-equipped to identify potential grant recipients with high quality ideas in the more remote communities, act as 'consultants' to help them work-up their concepts, find partners on the other side of the border, and assist in preparing their grant application. There would then be two alternative scenarios for co-financing the projects themselves:

- A. The grant applicant submits their proposal to the relevant thematic call for proposals, as per normal. The advantage of this approach is that the applicant should submit higher quality projects (and have a better chance of success than otherwise), purely because of the in-depth, hands-on support from the experienced NGO.
- B. As part of its own CBC-funded operation, the NGOs would manage their own small-scale 'grant scheme' - through re-granting to selected applicants, in accordance with PRAG 6.9.2 ('financial support to third parties') – to which the applicant would submit their proposal. To avoid any conflicts of interest, the 'small project' applications would be evaluated by independent assessors under the supervision of the contracting authority, using the same CBIB+ guidance to assessors that is applied to 'large project' applications. The NGO would then manage the payments to selected beneficiaries, including all verification checks, which could be done using

simplified procedures and native languages. This would have the advantage that the ‘carrot’ of the mini-grant scheme is likely to attract higher interest than under scenario (A), and the NGO would maintain a relationship with the (successful) beneficiaries throughout the process, hopefully helping them to move up to larger, high quality cross-border projects under the ‘normal’ CfP process.

Successful project development is also promoted by potential applicants (and those helping them) having as much advanced notice as possible about when and which calls for proposals are going to be launched. Up to now, the timing of CfPs has been sporadic, entirely at the discretion of the contracting authority. This has led to sometimes long gaps between calls, with silence in the meantime as to when the call is likely to happen. This puts at risk the enthusiasm of stakeholders for CBC which was generated during the programming phase, and means that when the call is finally launched, applicants must prepare their proposals from scratch within a relatively tight timeframe, to the detriment of well-conceived and designed projects.

R17. To enable potential applicants to plan ahead, and thereby to improve project quality, we strongly recommend that each contracting authority should publish a **timetable of calls for proposals** for the rest of the 2014-2020 programme period, which sets out when the calls will be launched and which themes will be covered (*see R29 for further details*). This principle should also be followed in 2021-2027.

The evaluation has found that the appraisal of grant applications under IPA I was often a long, drawn-out process, usually lasting 12 months or even longer, due to the need for *ex ante* approvals by the EUD, and that another 3-4 months was required to sign contracts, which were also not synchronised across borders (see reply to EQ10). Those beneficiary countries which operated under decentralised management for IPA I (now known as indirect management) have been subject to further delays in programme implementation. While the CBC management arrangements have been much simplified for IPA II, the overall system remains more complex than other fields of EU funds management, and hence contracting and disbursement rates face higher risks.

R18. To impose discipline on managing CBC resources within a reasonable timescale, we recommend that a **maximum length of time** for the assessment, selection and contracting of projects should be introduced, which should be made known to beneficiaries through the programme / CBIB+ websites and guidelines for applicants. The JMCs should be tasked with monitoring performance against this time limit, identifying the causes in the event of breaches, and proposing action to improve compliance.

## 7.2. Recommendations on technical assistance

*EQ 26: How can technical assistance (programme and regional levels) better support the management of CBC programmes and preparation by potential beneficiaries of good quality proposals?*

At the regional level, the role of **CBIB+** in coordination, networking and exchanges of experience is valued and important for building cross-border management capabilities, and hence should continue. Within this framework, we recommend that CBIB+ prioritises and enhances three specific fields of support:

- **Synergies with national policy:** As noted above, the implementation of CBC programmes happens independently of national and donor-funded interventions in relevant sectors (i.e. competitiveness, environmental protection and human resources development). CBIB+ can help operating structures make these connections during the preparation of the calls for proposals, by reviewing existing sector strategies and action documents, and formulating - and

focusing - the objectives in the guidelines for applicants to make explicit the relationship with national and donor-funded priorities, including prioritisation / exclusion of already planned projects.

- **Performance framework** (see also reply to EQ27): The absence of proper monitoring and evaluation is a major weakness of CBC management at present. CBIB+ should advise and train the joint management structures on the benefits of an effective performance framework, with regards to its three main purposes: ensuring accountability to the JMC, national authorities and DG NEAR for the expenditure of EU & domestic funds; learning lessons from programme and project performance to enhance programme design and project selection in the future; and steering CBC by (re-)directing resources in future calls into the areas of greatest need. As well as guiding and building the capacity of the individual operating structures by analysing performance data, CBIB+ can also support DG NEAR in reviewing the performance of the entire instrument.
- **Dissemination and capitalisation** (see also reply to EQ27): CBIB+ is best placed at the regional level to collect and promote cases of more and less successful practice in programme management, including examples of inspiring projects that fulfil the criteria of high cross-border content: efficient, effective, with high impact and add value, especially fostering good neighbourly relations, and sustainable. The website of CBIB+ should be the 'go to' source for both the macro picture (performance data) and the micro insights (insightful practices).

R19. To complement the work of CBIB+, and help operating structures and (potential) beneficiaries to learn more about inspiring practices, we recommend that the Commission should mandate the INTERACT project to extend the '**Keep EU Cooperating**' database (<http://www.keep.eu/keep/>) to also include IPA-IPA projects.

As CBIB+ is already providing advice and training in these fields, and has been developing a performance framework package for calls for proposals (see reply to EQ27), all activities should be manageable within the existing terms of CBIB+'s engagement, by re-focusing plans.

As a technical assistance project, the outputs from CBIB+ have no formal status in the implementation of CBC, and hence EUDs and operating structures can choose whether (or not) to use their materials and/or follow their recommendations depending on their preferences and circumstances. This has meant that some CBIB+ proposals have not been put into practice, despite the absence of dissenting opinion, for example concerning the CBIB+ Guidance Package for IPA II calls for proposals (see reply to EQ27).

R20. Where CBC would clearly benefit from consistent, standardised approaches across the whole region, we recommend that the proposals of CBIB+, after discussion and agreement with all EUDs and operating structures, should be formally endorsed and communicated to the contracting authorities by DG NEAR at Director level, so that these modifications are **adopted and mainstreamed in all CBC programmes**. This could cover potentially all aspects of implementation, including preparation of calls, training of assessors, performance frameworks, common indicators, etc.

At the programme level, the **joint technical secretariats** were originally established according to the IPA I implementing regulation to "*assist the managing authority and the joint monitoring committee ... and, where appropriate, the audit authority and the certifying authority, in carrying out their respective duties*" (Article 102). In practice, the JTSs and their antennas provide much-valued assistance to project beneficiaries, both before and during implementation.

R21. To acknowledge and reinforce this *de facto* role, we recommend that the JTSs and their antennas should be re-branded as ‘**CBC Help-Desks**’, whose sole purpose and mission is to support prospective and actual beneficiaries in preparing and executing high quality projects.

Until now, the formal role of the JTSs has been limited during project preparation to issuing the guidelines for applicants, running the info-days, which provide general information only for potential applicants, and responding to enquiries. This leaves prospective beneficiaries with a binary choice: rely on their own resources to translate the generic information they receive into fully-elaborated applications, or pay consultants to help them. This dilemma tends to favour larger applicants (e.g. (inter)national civil society organisations) with either stronger in-house capabilities or the funds to employ external consultants. Less well-resourced bodies have struggled to convert often-promising ideas into well-formulated plans, especially faced with the obligation to present in the English language. Some presumably decided not to take forward their propositions at all.

R22. We recommend that the JTSs (‘CBC Help-Desks’) should pursue more ‘hands-on’ and pro-active support to beneficiaries in **project preparation** than is currently the case, including organising regular project preparation workshops, facilitating partner searches, and providing feedback on the most promising proposals, especially targeted on more remote areas with the greatest need. The precise scope of JTS support would depend on the response to the recommendation on project preparation, specifically whether or not to make use of experienced NGOs (*see R12*).

The JTSs have made a decisive contribution to programme and project performance, which was equally notable when they had not yet become fully functioning and implementation was disrupted. Their *ad hoc* advice and support to preparing progress reports is highly appreciated. Nevertheless, the evaluation has highlighted project problems that JTSs would be well placed to address further, including low efficiency for a great number of projects (high number of budget addenda and no-cost contract extensions), and difficulties in complying with financial reporting requirements.

R23. We recommend that the JTSs and their antennas (‘CBC Help-Desks’) should continue to support beneficiaries during **project implementation**, acting as facilitators/mentors, including advising them on secondary procurement and fulfilling the requirements of the new performance framework (*see reply to EQ27*).

Project beneficiaries are especially exercised by managing secondary procurement (*see replies to EQ6 and EQ9*). At the time of this evaluation, for example, the EU’s thresholds allow grant recipients to procure services: up to the value of EUR 2,500 on the basis of an invoice alone; between EUR 2,500 and EUR 20,000 on the basis of a single tender; and between EUR 20,000 and EUR 300,000 on the basis of the competitive negotiated procedure, which requires inviting at least three tenderers. By default, beneficiaries tend to use PRAG templates for their service contracts, because there are no ready alternatives and/or because they assume erroneously that they must. The only obligation on grant recipients procuring services, supplies or even works under PRAG rules<sup>90</sup> is compliance with PRAG Annex IV. This sets out the nationality rule and rule of origin for contract eligibility, and stipulates that beneficiaries must:

- award the contract to the tender offering best value for money or the lowest price;
- avoid any conflict of interests, and

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<sup>90</sup> PRAG 6.9.1: “Procurement of services, supplies or works for a grant-funded action: if the implementation of an action or work programme requires the procurement of services, supplies or works by the grant beneficiary, the rules specified in Annex IV of the grant contract must be applied for each procurement contract. Should the grant beneficiary fail to comply with Annex IV, the related expenditures will not be eligible for Union/EDF financing. However, these contracts may only cover a limited portion of the action.”

- respect three basic principles, namely: justify the choice of tenderers that are invited to submit an offer, if not an open tender procedure; evaluate the offers against objective criteria which take account of both quality and price; and keep sufficient and appropriate documentation regarding the procedures, the decision on the pre-selection of tenderers if applicable, and the award decision.

Annex IV states that: “*The beneficiary may decide to apply the procurement procedures set forth in the Practical Guide. If these procedures are correctly followed the principles above will be deemed complied with.*” In fact, as the words denote, it is not mandatory – and equally it is not efficient to apply full PRAG procedures for small purchases (from EUR 2,500 upwards). Doing so is unnecessarily complex and highly bureaucratic, incurs avoidable transaction costs affecting both parties to the contract, and is likely to deter potential bidders to the detriment of competition and hence value-for-money.

R24. We recommend that CBIB+ should prepare **simplified templates for secondary procurement**, which can be applied to single tenders and competitive negotiated procedures by grant recipients in all CBC programmes, and would form part of the standard JTS manual.

Under IPA II, the JTSs and their antennas have been financed through service contracts, which typically centres on two named key experts (Head of JTS and Finance Officer). The transition from IPA I to IPA II has involved the re-tendering of these contracts, which has inevitably led to an interregnum while the procurement process is underway and uncertainty for JTS and antenna staff regarding their future employment, most of which are not named in the service contract. In some cases, this has led to experienced staff members seeking other jobs during the interregnum, which puts capacity at risk.

R25. For ‘IPA III’, we recommend that DG NEAR develops a **common JTS human resources policy**, which would form part of the contract terms, and which would be applied across all programmes and hence by all contracting authorities.

The policy would cover staff recruitment, training and performance management, based on a competency model that would ensure:

- A consistent approach to recruiting a staff complement to the two key experts with appropriate expertise and experience;
- Staff training is based on a needs assessment, rather than a blanket approach whereby highly competent members receive basic training or repeat previous courses;
- Employees are managed so that they are motivated, good performance is recognised and there are opportunities for development.

This HR policy should put in place a common competency-based framework for all JTS service contractors, while also ensuring that they attain high standards of management throughout the programme period.

Finally, on technical assistance, the service agreements with JTSs appears to be restrictive regarding the approvals process for incidental expenditure, which affects the organisation of JMCs, printing documents, interpretation and translation, etc., which impedes effective programme management (*see reply to EQ20*).

R26. We recommend that the EUDs review (risk assess) and if necessary amend the TA contracts **with operating structures** to ensure that they are comparable with other service contracts with private consultancies regarding checks, controls and audits (i.e. proportionate to the risk of irregularities), in particular regarding the authorisation of incidental expenditures.

### 7.3. Recommendations on the performance framework

*EQ27: How can monitoring, reporting and evaluation be improved to ensure a more systematic assessment of CBC programmes and to help target geographic and thematic areas still lagging behind?*

In the context of IPA CBC, a comprehensive performance framework at the programme level should cascade the overall objective to the specific objectives to the objectives of individual actions (strategic projects and grant scheme projects). A parallel hierarchy of indicators accompanies the objectives at each level, as the architecture for gathering information over time that can paint a picture of the programme's performance (while acknowledging the effect of various exogenous factors). This hierarchy of objectives and indicators is typically elaborated top-down; the measurement of performance tends to be built *initially* from the bottom-up, by aggregating the outputs, outcomes and impacts of individual actions. There is a wealth of literature on the pros and cons of performance measurement and management, the difficulties of trying to quantify the qualitative, the problems of attributing cause to effect, and, and the risks of perverse incentives, especially when setting targets. In the case of CBC, the performance framework must also recognise that individual programmes and their actions are relatively small in scale, with sometimes fewer than 10 projects in a single thematic area over the programme's lifetime, worth less than EUR 1 million in total.<sup>91</sup> This makes the exercise of establishing and executing a CBC performance framework more fraught than, say, an ERDF-financed programme in a Member State worth EUR 100s of millions. It is much harder to scale the effects of individual actions, and it argues for caution. Nevertheless, there is much that can be done to improve the current framework, which was under-developed under IPA I and remains so under IPA II (*see EQ23 and EQ24*). This is a necessary reform: **the absence of a functioning CBC performance framework is an impediment to both current programme management and future programming**. As it stands, at least some operating structures lack adequate information on selected and rejected applicants, and the activities and achievements of operational projects (*see reply to EQ20*). Without this 'feedback loop', operating structures will not be able to fulfil their regulatory obligations to prepare annual implementation reports in accordance with the Commission's template (*see also R37*), and they will be hindered in conducting evaluations and programming for the next financial perspective.

Several steps have already been taken by CBIB+ to lay the foundations for a more coherent performance framework of IPA II:

- A **list of all indicators adopted in CBC programmes** has been compiled, which also includes some proposed common indicators.
- The **standard PRAG application package** has been adapted to introduce programme indicators in calls for proposals and to ensure linkages between programme and project performance frameworks.
- A **simple monitoring system** is being developed by CBIB+ to enable the collection and aggregation of values calculated for each indicator.

These are steps in the right direction. However, given the lack of prioritisation within programmes, and the shortcomings in the programme's formulations of objectives and intervention logic (*see replies to EQ23 and EQ24*), it is extremely difficult to use programme indicators as a basis for developing robust performance frameworks that can be applied to calls for proposals and projects.

Given that IPA II programmes cannot be changed immediately, we suggest first strengthening performance frameworks at the level of calls for proposals. Programme frameworks can then be adapted accordingly at the mid-term review of 2017.

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<sup>91</sup> Under IPA I, for example, this includes: one environment project (€0.1m) and four people-to-people projects (€0.3m) in AL-XK; seven tourism projects (€2.5m) and one IT / connectivity project (€0.4m) in HR-ME; four rural livelihood projects (€0.9m) and three tourism projects (€0.6m) in RS-BA, etc. (*see section 4.3*).



R27. We recommend that DG NEAR require all contracting authorities and operating structures to instigate the **proposed CBC performance system**, which consists of seven elements / steps (*further elaborated under R28-R35*).

**In summary**, these seven steps are as follows:

1. The contracting authority publishes focused calls for proposals (with a framework of indicators) within a timetable agreed with the JMC.
2. Project applicants for each call complete a matrix of output, outcome and impact indicators (alongside the logical framework), which is assessed and evaluated as part of the project selection decision.
3. The contacting authority agrees any necessary adjustments to the matrix contents with the beneficiary to iron out any errors, alongside the budget clearing process.
4. Beneficiaries are obliged to collect project data against their indicators (with advice and support from the JTSs / CBC Help-Desks) and to submit them to their contracting authorities with their narrative and financial reports.
5. Contracting authorities check the project data is robust, as an integral element of verifying the narrative and financial reports.
6. Once the data in the reports are accepted, the contracting authorities automatically share them with the operating structures (eventually through a common management information system or MIS).
7. The operating structures utilise the performance data alongside monitoring missions, to prepare the AIRs, propose amendments to calls and programme revisions, organise evaluations, and feed into preparations for the next programme.

The first step is greater focus. More rigorous indicators, baselines and targets can be defined only if calls for proposals are better targeted, in other words when there is clarity about the sort of projects which the call will finance. This has not been the case so far under IPA II: the objectives of the first three calls for proposals simply reproduced the specific objectives indicated in the programme<sup>92</sup>. Since the latter are very wide, it is not possible to predict the outputs and results that the call is likely to deliver through the selected projects. The scope of the next CfPs must therefore be narrowed, compared to the programme specific objectives. This would not only increase the impact of CBC support, but also make it much easier for the operating structures to develop more robust and implementable performance frameworks at the level of calls for proposals.

R28. We recommend that the **scope of future calls for proposals should be focused**, to both improve the impact of limited CBC funding (*see reply to EQ25*) and to provide the foundations for a workable performance framework. This means that the objectives of calls for proposals should be tailored to a **specific location, target group and/or theme** within the scope of the specific objective in the programme document.

Examples of how such a focus could be introduced are shown for a few specific objectives of IPA II CBC programmes in **Annex 36**. At present, there appears to be no forward planning of calls for proposals, which help operating structures to estimate and spread the workload more evenly over the entire programme duration. Such a planning framework would also make it easier for CBIB+ to plan its assistance, share information and coordinate approaches, starting with the development of performance frameworks (see next point). Most importantly, it would also provide early notice to

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<sup>92</sup> In some cases, not all programme specific objectives and results were included in a call, but this cannot be called focus. More specifically, in the case of the programmes RS-ME, RS-BA and BA-ME, a combination of specific objectives was put together for each of the three planned calls per programme. The combined proposal would cover all of the specific objectives of every programme, only the calls would not coincide at the same time.

potential applicants about upcoming funding opportunities, which would improve project preparation, enabling more time for JTSs to plan and implement assistance to potential applicants (see reply to EQ26).

R29. We recommend that each operating structure in dialogue with the contracting authority draft a **work plan of future calls for proposals** foreseen under each specific objective that they can put to JMCs for their agreement, and subsequently executed by the contracting authority (*in line with R17*).

The key parameters of upcoming calls for proposals should be publicised early in the implementation stage. Such a plan should not be set in stone but be subject to yearly revisions. An example of a call for proposals' timetable is set out below

PROG	Specific objective	Calls	Objective	Total envelope	Expected date of publication
AL-ME	Protection of environmental resources in lake and alpine areas is furthered	Call 1 Call 2 ...	Obj.1, 2, ... Obj. 1, 2, ... ...	Amount 1 Amount 2 ...	Date 1 Date 2 ...
	Tourism, cultural and natural heritage is valorised as a way to promote the economic development of the area	Call 1 Call 2 ...	Obj.1, 2, ... Obj. 1, 2, ... ...	Amount 1 Amount 2 ...	Date 1 Date 2 ...
	Socio-economic integration of youth is fostered	Call 1 Call 2 ...	Obj.1, 2, ... Obj. 1, 2, ... ...	Amount 1 Amount 2 ...	Date 1 Date 2 ...
BA-ME	...	...	...	...	...
...	...	...	...	...	...

Once the work plan is agreed by JMCs, the corresponding operating structures should start preparing an outline of performance framework for each call, identifying the set of indicators necessary to measure performance at each level of the intervention logic (i.e. impact, outcome and output/result). CBIB+ should coordinate the process and suggest common indicators to ensure that performance measurements can be aggregated across objectives, calls and programmes. It should also review and provide comments on draft outlines to ensure that indicators proposed are suitable for measuring the performance at the given level of the intervention logic.

R30. We recommend that the operating structures should elaborate the **performance framework for each call for proposals**, with assistance from CBIB+.

Outlines of performance frameworks with examples of potential indicators are presented in the tables below for fictitious calls for proposals under two specific objectives of IPA II CBC programmes (XK-MK and RS-ME).

SO 3: Enhance joint actions to address environmental pollution issues in the area		
CfP objective 1: To improve solid waste management in the cross-border district Y		
Impact indicator	Outcome indicator	Output/result indicator
<ul style="list-style-type: none"> <li>Levels of solid waste pollution</li> <li>Quality of soil/ground water</li> </ul>	<ul style="list-style-type: none"> <li>% of solid waste collected</li> <li>% of solid waste recycled</li> <li>Income generated by waste treatment and recycling</li> </ul>	<ul style="list-style-type: none"> <li>Number of investment into systems for collecting, transporting and disposing waste</li> <li>Number of investment into waste treatment technologies</li> <li>Number of cleaning operations</li> <li>Number and scope of capacity building measures</li> <li>Number and scope of awareness campaigns</li> </ul>

		<ul style="list-style-type: none"> <li>• Number of solid waste management surveys and plans</li> <li>• Etc.</li> </ul>
<b>CfP objective 2: To promote cleaner production of local businesses in the border area</b>		
<i>Impact indicator</i>	<i>Outcome indicator</i>	<i>Output/result indicator</i>
<ul style="list-style-type: none"> <li>• Level of air, soil and water pollution</li> </ul>	<ul style="list-style-type: none"> <li>• SME environment performance</li> <li>• Number of SMEs complying with environmental norms or achieving environmental certification</li> </ul>	<ul style="list-style-type: none"> <li>• Number of energy-saving measures</li> <li>• Number of renewable energy sources introduced</li> <li>• Number of new environment-friendly products/services</li> <li>• Number of investment into cleaner technologies</li> <li>• Number of pollution control mechanisms</li> <li>• Number of waste treatment technologies</li> <li>• Number of training and capacity building measures</li> <li>• Number of environmental management systems</li> <li>• Number of environmental certification programmes</li> <li>• Etc.</li> </ul>
<b>SO2: Improving capacities for exploiting tourism potentials of the programme area</b>		
<b>CfP objective 1: To develop sustainable tourism in the cross-border district of xyz</b>		
<i>Impact indicator</i>	<i>Outcome indicator</i>	<i>Output/result indicator</i>
<ul style="list-style-type: none"> <li>• Number of jobs created</li> <li>• % of revenues generated directly and indirectly</li> </ul>	<ul style="list-style-type: none"> <li>• Number of visitors to the district of xyz</li> </ul>	<ul style="list-style-type: none"> <li>• Joint territorial marketing plan</li> <li>• Joint tourism products</li> <li>• Joint branding</li> <li>• Number of training</li> <li>• Number of investment into tourism infrastructure</li> <li>• Number of new agro-tourism businesses</li> <li>• Number of heritage sites rehabilitated</li> <li>• Number of environmental impact assessment</li> <li>• Etc.</li> </ul>

Once the outlines are agreed and adopted, the operating structures should collect and analyse data to refine the indicators, define baselines to serve as reliable reference points and set targets that can be realistically achieved within the timeframe and with the budget available for each call. Again, CBIB+ should provide advice and support to OSs during the process, carrying out quality checks to make sure that all indicators are SMART and can be effectively measured i.e. that sources of information are well identified and that methods of calculation have been established. The performance frameworks should be discussed with and approved by EUDs.

Building on the efforts already made in this direction, CBIB+ should make sure that the standard PRAG application package is adapted to incorporate performance frameworks into calls for proposals. DG NEAR should ensure that the revised version becomes mandatory for all programmes and the EUDs should check that the OS complete properly the package in line with the agreed performance frameworks. Guidelines for applicants should include a section on the performance framework with a list of mandatory indicators defined for the call for proposals at impact and outcome levels. Logframes should be accompanied with an indicator matrix (see below) showing how the project contributes to the call's indicators with clear baselines, projected levels, methods of calculation and sources of information. The matrix should include the mandatory call's indicators next to the project's specific indicators.

Intervention logic level	Name of indicator	Description	Unit	Baseline	Projected end-value	Actual	Method of calculation	Source of information
Impact	<Call>							

<b>Outcome</b>	<Call> <Specific>							
<b>Output/result</b>	<Call> <Specific>							

These indicator matrices would then feature as an integral part of assessing the project logical frameworks. The assessment process should reward those projects which can contribute more to the achievement of programme indicators, *all other factors being equal* (i.e. the project demonstrates cross-border impact, high quality content, added value, etc.). Ultimately, the programme’s performance is entirely contingent on the collective performance of the projects, and hence it is expected that there will be an explicit link.

R31. We recommend that assessors should take account of the applicant’s projections of indicator values on and after completion of the project when **scoring proposals** (i.e. link the indicators to the assessment process).

Assessors should be looking to evaluate whether the indicators chosen and their projected end-values, especially in relation to requested resources, are *realistic*. As with cross-border content and added value, this should be incorporated in the guidance for assessors and mandatory training by CBIB+. Suggested guidance is set out in [Annex 37](#). In practice, the intervention logic in project applications is often flawed (*see reply to EQ12*), and it is also likely that there will be errors or misunderstandings in the indicators matrix, especially in the initial rounds of CfPs as applicants become familiar with the format. Hence, some correction is and will be required before projects are implemented.

R32. We recommend that beneficiaries should be required to **improve the quality of their project performance frameworks** (logical frameworks and indicators) before contract signature.

If necessary, any shortcomings in the intervention logic (including indicators) should be identified by the contracting authority and addressed in dialogue with the beneficiary at this stage, in parallel with the budget clearing. This is an important step which has been neglected in the past at the expense of the quality of monitoring and evaluation activities. Both the logframe and the indicators matrix should be considered management tools that need to be properly designed to be effectively used during implementation.

R33. We recommend that **beneficiaries should be required to calculate the value and provide evidence for indicators** (at output, outcome and impact levels) as part of their monitoring and reporting duties, with support from the JTSs.

Indicators should be measured by the project beneficiaries at regular intervals, in line with the reporting timetables in their grant contracts, and the matrix with calculated values should be attached to the narrative and financial reports submitted to the contracting authorities. The quality of this project data should be subject to the same ‘four eyes’ verification checks as other items of the reports.

R34. We recommend that the **contracting authorities should share this performance data with the (relevant teams within the) operating structures**, so that the latter can analyse the findings, conduct their own verifications and monitoring missions, including liaising with the JTSs, present their conclusions to the JMCs (including through the annual implementation reports) and feed the intelligence into evaluation and programming. This should be accompanied by the development of a **management information system (MIS)**, which can be used to share and aggregate data automatically.

The Operating Structures should review and analyse data, as the basis for learning lessons about project and programme implementation, and identifying future priorities and needs, which can be discussed with the JMC. Common indicators should also be monitored and aggregated to measure the performance at programme level. These steps require a functioning MIS, which should be a priority for the technical assistance. As the outcomes and impacts are likely to arise in part or in whole beyond the lifespan of the project, then the contracting authorities will need to introduce review mechanisms to require the beneficiaries to continue monitoring outturns after project completion.

R35. We recommend that the operating structures publish information on their **programme websites** about programme performance.

It would be hugely helpful to (prospective) beneficiaries to be exposed to interesting examples of their counterparts' experiences in designing and delivering projects from the same programme or others in the region. We strongly recommend that CBIB+ and programme websites are fully exploited as platforms for disseminating good practice. The same principle applies to data on the programme's progress, which would also serve each national authority's duty to explain how it has employed public funds (both EU and domestic).

R36. We recommend strengthening **DG NEAR's coordinating role** in carrying out overall performance analysis for the entire CBC Western Balkans, including periodic overviews and comparisons of CBC programmes, in terms of amounts contracted and spent, outputs/results and outcomes achieved. As a priority, the Commission should reconcile the systems for collecting and assembling basic financial data (contracted amounts and disbursements at the project level) on the CBC programmes using CRIS numbers and its MIS, so that it has a complete and accurate picture in one place.

At the mid-term of IPA II, the operating structures should be much better placed to estimate the overall results of their programmes based on the calls already implemented and the forecasting exercise carried out at call and project levels. In many cases, it might be necessary to restate results to encompass the real scope of calls for proposals and develop indicators accordingly.

This should then also be reflected in the annual implementation report (AIR) template. As it currently stands, the template requires the Operating Structure *inter alia* to present "quantitative and qualitative elements<sup>93</sup> about the progress made in implementing the cross-border programme" but no reference to the performance framework defined in the adopted programmes.

R37. We recommend reworking the performance frameworks of each programme at the **mid-term review in 2017**, to make them more realistic and robust, and that the Commission amends the template for the **annual implementation report (AIR)** at the same time to make specific reference to the performance framework for the programme, not just the indicators in the framework agreement.

This evaluation of CBC has been hampered by the shortage of interim evaluations, which was a requirement under the IPA I regulations.<sup>94</sup> This is regrettable. Programme evaluations are reflective

<sup>93</sup> This includes: **Quantitative analysis**: "Information on quantitative element of the progress made in implementing the cross-border programme, its thematic priorities and specific objectives in relation to concrete, verifiable targets, with quantification when possible, using indicators referred to in the Articles 58 and 59 of the Framework Agreement quantitative and qualitative elements about the progress made in implementing the cross-border programme" (section 2.2.1). **Qualitative analysis**: "Qualitative elements about the progress of the cross-border programme, its thematic priorities and specific objectives including the progress made during <year> by the operating structures and designated intermediate bodies to qualitative analysis of the impact of the programme in the programme area" (section 2.2.2).

<sup>94</sup> "During the programming period, participating countries shall carry out evaluations linked to the monitoring of the cross-border programme in particular where that monitoring reveals a significant departure from the goals initially set or where

exercises, which provide qualitative insights concerning the extent of, and explanations for, the achievement of objectives that can yield valuable learning points.

R38. We recommend that operating structures commit to perform **programme evaluations** during the lifetime of their IPA II programmes.

There is also much to be extracted from the other territorial cooperation instruments, namely Interreg which covers Member State CBC co-financed by the European Regional Development Fund, including CBC with IPA beneficiary countries, and CBC under the European Neighbourhood Instrument (ENI). The ENI experience in particular is highly pertinent, as it shares many features with the IPA CBC programmes, but also some key distinctions, such as blanket derogations from PRAG evaluation grids. It is also a substantially larger instrument. For 2014-2020, the total allocation to the 16 programmes of ENI CBC is EUR 1.052 billion, which averages at EUR 65 million per programme for the full period, and hence it provides a yardstick for a more extensively resourced IPA III CBC.

R39. We recommend that IPA CBC management structures maintain a watching brief on **other territorial cooperation and CBC programmes** (Interreg and ENI) and their evaluations for lessons learned.

Ultimately, the overriding reason to conduct monitoring and evaluation is to learn lessons and strive to improve the impact of public interventions on society. At its worst, performance management can stray down the negative path of 'name, blame and shame' and/or create perverse incentives whereby actors are pre-occupied with hitting spurious targets rather than achieving society's goals. At its best, performance management is insightful, informative and drives improvements – which must be the imperative here.

R40. We recommend that all the main actors - DG NEAR and CBIB+ at the regional level, EUDs and operating structures at the programme level - develop a **performance culture**, focused fully on learning from experience, capitalising on results, and utilising monitoring and evaluation findings to target resources on priority communities and needs within border areas.

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proposals are made for the revision of cross-border programme. The results shall be sent to the joint monitoring committee for the cross-border programme and to the Commission.” (IPA Regulation Article 109, which applies to CBC among IPA beneficiary countries according to Article 141).

## ANNEXES

### Annex 1. Evaluation time table

Phase	Month	Milestone	Date
Inception phase	Nov 15 – Jan 16	<i>Kick-off meeting (BXL)</i>	17/11/15
		<i>Submission of Inception Report</i>	Draft 1: 15/01/16
			Draft 2: 02/03/16
Desk phase I	Mar	<i>Field visit questionnaires</i>	N/A
Field phase	Apr-May 16	<i>Debriefing (BXL)</i>	N/A
Desk phase II	Jun-Jul 16	<i>Submission of Interim Report</i>	Draft 1: End of Jul 16
			Draft 2: 11/09/16
Desk phase III	Oct-Dec 16	<i>Submission of Interim Report</i>	Draft 3: 16/11/16
		<i>Presentation of Interim Report (video conference with EC, EUD and OS)</i>	12/12/16
Synthesis phase	Dec-Jan 16	<i>Submission of Final Report</i>	Draft 1: 16/01/17
Dissemination phase	Feb 17	<i>Presentation of Final Report at CBC 4<sup>th</sup> Regional Forum (Belgrade)</i>	23-24/02/17

### Annex 2. IPA 2007-2013 CBC Programme areas

#### a) Demographic and geographical characteristics

	Population	As % of total population	Surface	As % of total surface	Border length	Border crossing
<b>AL-ME</b>	<b>714,613</b>	<b>19.4%</b>	<b>11,681 km<sup>2</sup></b>	<b>27.4%</b>	<b>249 km</b>	<b>7</b>
AL	337,247	11.1%	5,936 km <sup>2</sup>	20.6%		
ME	377,366	58.5%	5,745 km <sup>2</sup>	41.6%		
<b>AL-XK</b>	<b>1,292,595</b>	<b>26.3%</b>	<b>12,850 km<sup>2</sup></b>	<b>32.4%</b>	<b>123 km</b>	<b>6</b>
XK	826,627	43.9%	4,328 km <sup>2</sup>	39.8%		

AL	465,968	15.3%	8,522 km2	29.6%		
<b>BA-ME</b>	<b>1,685,366</b>	<b>37.4%</b>	<b>31,134 km2</b>	<b>47.9%</b>	246 km	7
ME	N/A	N/A	10,225 km2	74.0%		
BA	N/A	N/A	20,909 km2	40.8%		
<b>HR-BA</b>	<b>4,394,811</b>	<b>53.8%</b>	<b>68,904 km2</b>	<b>63.9%</b>	992 km	10
HR	1,623,866	37.6%	30,882 km2	54.6%		
BA	2,770,945	71.8%	38,022 km2	74.3%		
<b>HR-ME</b>	<b>1,011,812</b>	<b>20.4%</b>	<b>12,829 km2</b>	<b>18.2%</b>	52 km	2
ME	425,266	66.0%	6,508 km2	47.1%		
HR	586,546	13.6%	6,321 km2	11.2%		
<b>HR-RS</b>	<b>1,888,905</b>	<b>16.5%</b>	<b>18,312 km2</b>	<b>13.7%</b>	318 km	8
RS	1,343,718	18.8%	11,703 km2	15.1%		
HR	545,187	12.6%	6,609 km2	11.7%		
<b>MK-AL</b>	<b>1,524,674</b>	<b>29.7%</b>	<b>39,221 km2</b>	<b>36.7%</b>	191 km	4
MK	766,820	36.5%	10,473 km2	40.7%		
AL	757,854	24.9%	9,496km2	33.0%		
<b>MK-XK</b>	<b>2,789,049</b>	<b>70.0%</b>	<b>13,140 km2</b>	<b>35.9%</b>	159 km	2
XK	1,703,610	90.5%	6,537 km2	60.0%		
MK	1,085,439	51.7%	6,603 km2	25.7%		
<b>RS-BA</b>	<b>2,967,023</b>	<b>27.0%</b>	<b>32,112 km2</b>	<b>25.0%</b>	383 km	8
RS	1,171,126	16.4%	15,370 km2	19.8%		
BA	1,795,897	46.5%	16,742 km2	32.7%		
<b>RS-ME</b>	<b>1,300,744</b>	<b>16.7%</b>	<b>19,432 km2</b>	<b>21.3%</b>	203 km	2
ME	471,346	73.1%	9,369 km2	67.8%		
RS	829,398	11.6%	10,063 km2	13.0%		
<b>ME-XK</b>	<b>1,229,638</b>	<b>48.6%</b>	<b>10,927 km2</b>	<b>44.2%</b>	76 km	2
XK	839,050	44.6%	4,572 km2	42.0%		



ME	390,588	60.6%	6,355 km2	46.0%		
<b>Grand Total</b>	<b>20,799,230</b>		<b>251,291 km2</b>		<b>2,991 km</b>	<b>58</b>

Source: IPA 2007-2013 CBC Programmes, World Factbook 2016 (total surface areas only)

## b) Eligible and adjacent areas

Country	Eligible areas	Adjacent areas
ME		
AL-ME	<ul style="list-style-type: none"> <li>Budva, Berane, Andrijevica, Plav, Danilovgrad, Podgorica, Cetinje, Ulcinj, Bar</li> </ul>	<ul style="list-style-type: none"> <li>Rozaje Municipality</li> </ul>
BA-ME	<ul style="list-style-type: none"> <li>Pljevlja, Pluzine, Zabljak, Savnik, Niksic, Herceg Novi, Kotor, Tivat, Bijelo Polje, Mojkovac, Berane and Kolasin</li> </ul>	
HR-ME	<ul style="list-style-type: none"> <li>Budva, Bar, Herceg Novi, Kotor, Tivat, Cetinje, Ulcinj</li> </ul>	<ul style="list-style-type: none"> <li>Niksic, Podgorica and Danilovgrad</li> </ul>
RS-ME	<ul style="list-style-type: none"> <li>Pljevlja, Bijelo Polje, Berane, Rozaje, Plav, Andrijevica, Kolasin, Mojkovac, Zabljak, Pluzine, Savnik, Niksic</li> </ul>	<ul style="list-style-type: none"> <li>Podgorica, Danilovgrad, Cetinje</li> </ul>
ME-XK	<ul style="list-style-type: none"> <li>Municipalities of Andrijevica, Berane, Bijelo Polje, Kolašin, Mojkovac, Plav and Rožaje</li> </ul>	<ul style="list-style-type: none"> <li>Podgorica, Ulcinj and Bar</li> </ul>
RS		
HR-RS	<ul style="list-style-type: none"> <li>Srem district, South Bačka district, West Bačka district, North Bačka district</li> </ul>	<ul style="list-style-type: none"> <li>Mačvanska district</li> </ul>
RS-BA	<ul style="list-style-type: none"> <li>Sremski, Macvanski, Kolubarski and Zlatiborski counties</li> </ul>	
RS-ME	<ul style="list-style-type: none"> <li>Raski county and Zlatiborski county</li> </ul>	
BA		
BA-ME	<ul style="list-style-type: none"> <li>Jablanica, Konjic, Trnovo, Trnovo RS, Pale, Pale Praca, Novo Gorazde, Gorazde, Cajnice, Foca Ustikolina, Kalinovik, Rudo, Visegrad, Rogatica, Foca, Gacko, Nevesinje, Mostar, Hadzici, Ist.Ilidza, Ilidza, Siroki Brijeg, Ljubuski, Capljina, Citluk, Stolac, Berkovici, Bileca, Ljubinje, Neum, Ravno, Istocni Mostar, Trebinje, Prozor/Rama, Kupres, Kupres (RS), Tomislavgrad, Posušje, Grude, Livno, Sokolac, Istocno Novo Sarajevo, Sarajevo-N.G., Vogosca,</li> </ul>	

	Sarajevo-S.G., Sarajevo-I.S.G, Ilijas, Vares, Breza, Visoko, Kiseljak, Fojnica and Kresevo	
HR-BA	<ul style="list-style-type: none"> <li>Bijeljina, Teočak, Ugljevik, Lopare, Tuzla, Lukavac, Celic, Brcko, Srebrenik, Petrovo, Gracanica, Doboj istok, Gradačac, Pelagicevo, Donji Zabar, Orašje, Domaljevac-Samac, Samac, Modriča, Vukosavlje, Odžak, Bosanski Brod, Derventa, Doboj, Srebrenica, Bratunac, Milići, Han Pijesak, Vlasenica, Kladanj, Šekovići, Kalesija Osmaci, Zvornik, Banovići, Živinice, Kalesija, Sapna, Prnjavor, Srbac, Laktasi, Celinac, Kotor Varoš, Skender Vakuf/Kneževo, Dobretići, Šipovo, Jajce, Jezero, Mrkonjić Grad, Banja Luka, Bosanska Gradiška, Bosanska Dubica, Prijedor, Oštra Luka, Sanski Most, Ključ, Ključ/Ribnik, Mrkonjić Grad/Vlasinje, Glamoč, Bosansko Grahovo, Drvar, Istočni Drvar, Petrovac-Drinić, Bosanski Petrovac, Bosanska Krupa, Krupa na Uni, Novi Grad, Bosanska Kostajnica, Bužim, Velika Kladuša, Cazin, Bihać, Prozor/Rama, Konjic, Nevesinje, Gacko, Bileća, Trebinje, Ravno, Ljubinje, Berkovići, Mostar, Jablanica, Kupres, Kupres (RS), Tomislavgrad, Posušje, Široki Brijeg, Čitluk, Stolac, Neum, Čapljina, Ljubuški, Grude, Livno, Istočni Mostar</li> </ul>	
RS-BA	<ul style="list-style-type: none"> <li>Gradacac, Brcko District, Doboj East, Gracanica, Srebrenik, Celic, Lopare, Ugljevik, Bijeljina, Teocak, Sapna, Kalesija, Tuzla, Lukavac, Petrovo, Banovici, Zivinice, Zvornik, Bratunac, Donji Zabar, Domaljevac-Samac, Modrica, Odzak, Derventa, Kalesija-Osmaci, Trnovo RS, Istocna Ilidza, Ist.Novo Sarajevo, Vogosca, Ist.S.Grad Sarajevo, Vares, Visoko, Vlasenica, Sekovici, Kladanj, Pelagicevo, Fojnica, Han Pijesak, Milići, Srebrenica, Višegrad, Rogatica, Sokolac, Pale, Pale Praca, Novo Gorazde, Rudo, Čajnice, Gorazde, Foca Ustikolina, Foca, Kalinovik, Orasje, Samac, Vukosavlje, Bosanski Brod, Doboj, Trnovo, Hadzici, Ilidza, N.Grad Sarajevo, S.Grad Sarajevo, Ilijas, Breza, Kiseljak and Kresevo.</li> </ul>	
HR		
HR-BA	<ul style="list-style-type: none"> <li>Vukovarsko-Srijemska County, Brodsko-Posavska County, Sisačko-Moslavačka County, Karlovačka County, Ličko-Senjska County, Zadarska County, Šibensko-Kninska County, Splitsko-Dalmatinska County, Dubrovačko-Neretvanska County</li> </ul>	<ul style="list-style-type: none"> <li>Osječko-Baranjska County, Požeško-Slavonska County, Zagrebačka County, Bjelovarsko-Bilogorska County and Primorsko-Goranska County.</li> </ul>

HR-ME	<ul style="list-style-type: none"> <li>• Dubrovnik-Neretva County</li> </ul>	<ul style="list-style-type: none"> <li>• Split-Dalmatia County</li> </ul>
HR-RS	<ul style="list-style-type: none"> <li>• Osijek-Baranja County, Vukovar- Srijem County</li> </ul>	<ul style="list-style-type: none"> <li>• Požega-Slavonija County, Brod-Posavina County</li> </ul>
AL		
AL-ME	<ul style="list-style-type: none"> <li>• Shkodër</li> <li>• Kukës</li> </ul>	
AL-XK	<ul style="list-style-type: none"> <li>• Kukës prefecture (districts of Kukës, Has and Tropojë and municipalities of Kukës, Krumë and Bajram Curri).</li> </ul>	<ul style="list-style-type: none"> <li>• Dibër Prefecture (districts of Dibër, Mat and Bulqizë; and municipalities of Peshkopi, Bulqizë, Burrel and Klos).</li> <li>• Shkodër Prefecture (districts of Shkodër, Pukë and Malsi e Madhe; and municipalities of Shkodër, Vau-Dejë, Koplík, Pukë and Fushë Arrëz).</li> </ul>
MK-AL	<ul style="list-style-type: none"> <li>• Korce, Elbasan and Diber regions</li> </ul>	
MK		
MK-AL	<ul style="list-style-type: none"> <li>• Pelagonia, Polog and Southwest regions</li> </ul>	
MK-XK	<ul style="list-style-type: none"> <li>• Polog Region (municipalities of Gostivar, Vrapciste, Mavrovo and Rostusa, Tetovo, Bogovinje, Brvenica, Zelino, Jegunovce and Tearce).</li> <li>• Skopje Region (municipalities of Aracinovo, Cucër-Sandëvo, Ilinden, Petrovec, Sopiste, Studenicani, Zelenikovo).</li> <li>• City of Skopje (municipalities: Aerodrom, Butel, Cair, Centar, Gazi Baba, Gjorce Petrov, Karpos, Kisela Voda, Saraj , Suto Orizari).</li> <li>• Northeastern Region (municipalities of Kratovo, Kriva Palanka, Kumanovo, Lipkovo, Rankovce and Staro Nagoricane)</li> </ul>	
XK		
AL-XK	<ul style="list-style-type: none"> <li>• South Economic Region (municipalities of Prizren, Suhareka, Dragash, Rahovec, Malisheva, Mamusha).</li> <li>• West Economic Region (municipalities of Peja, Klina, Istog, Gjakova, Decan and Junik)</li> </ul>	
MK-XK	<ul style="list-style-type: none"> <li>• East Economic Region (municipalities of Gjilan, Kamenicë, Viti, Novo Bërdë, Ferizaj, Kaçanik, Shtërpce, Hani i Elezit).</li> <li>• South Economic Region (municipalities of Prizren, Suharekë, Dragash, Rahovec, Malishevë and Mamusha).</li> </ul>	
ME-XK	<ul style="list-style-type: none"> <li>• West Economic Region (municipalities of Pejë/Peć, Istok/Istok, Klinë/Klina, Junik, Deçan/Deçani, Gjakovë/Đakovica)</li> </ul>	<ul style="list-style-type: none"> <li>• North Economic Region (municipalities of Skënderaj/Srbica, Vushtrri/Vučitrn, Zubin Potok, Zveçan/Zveçane, Mitrovicë/Mitrovica, Leposaviq/Leposavić)</li> </ul>

### Annex 3. IPA 2007-2013 CBC total EU allocations and national co-financing per programme

CBC PROG	Country A (e.g. AL-ME)			Country B (e.g. AL-ME)			Total EU	National co-financing	Total programme budget
	Programme Priority	TA Priority	Total EU	Programme Priority	TA Priority	Total EU			
HR-BA	€ 6,300,000	€ 700,000	€ 7,000,000	€ 6,300,000	€ 700,000	€ 7,000,000	€ 14,000,000	€ 2,470,588	€ 12,415,292
MK-AL	€ 7,110,000	€ 790,000	€ 7,900,000	€ 5,490,000	€ 610,000	€ 6,100,000	€ 14,000,000	€ 2,480,400	€ 5,647,060
HR-RS	€ 5,400,000	€ 600,000	€ 6,000,000	€ 6,300,000	€ 700,000	€ 7,000,000	€ 13,000,000	€ 2,398,532	€ 9,293,993
RS-BA	€ 6,570,000	€ 730,000	€ 7,300,000	€ 4,950,000	€ 550,000	€ 5,500,000	€ 12,800,000	€ 2,353,979	€ 16,470,588
AL-ME	€ 5,267,700	€ 585,300	€ 5,853,000	€ 4,230,000	€ 470,000	€ 4,700,000	€ 10,553,000	€ 1,862,292	€ 7,825,353
RS-ME	€ 3,510,000	€ 390,000	€ 3,900,000	€ 3,780,000	€ 420,000	€ 4,200,000	€ 8,100,000	€ 1,429,407	€ 15,398,532
BA-ME	€ 3,330,000	€ 370,000	€ 3,700,000	€ 3,780,000	€ 420,000	€ 4,200,000	€ 7,900,000	€ 1,393,993	€ 5,647,056
HR-ME	€ 2,700,000	€ 300,000	€ 3,000,000	€ 3,150,000	€ 350,000	€ 3,500,000	€ 6,500,000	€ 1,325,353	€ 16,480,400
AL-XK	€ 2,160,000	€ 240,000	€ 2,400,000	€ 2,160,000	€ 240,000	€ 2,400,000	€ 4,800,000	€ 847,060	€ 4,235,292
ME-XK	€ 1,620,000	€ 180,000	€ 1,800,000	€ 1,620,000	€ 180,000	€ 1,800,000	€ 3,600,000	€ 635,292	€ 15,153,979
MK-XK	€ 1,080,000	€ 120,000	€ 1,200,000	€ 1,080,000	€ 120,000	€ 1,200,000	€ 2,400,000	€ 423,528	€ 9,529,407
<b>TOTAL</b>	<b>€ 45,047,700</b>	<b>€ 5,005,300</b>	<b>€ 50,053,000</b>	<b>€ 42,840,000</b>	<b>€ 4,760,000</b>	<b>€ 47,600,000</b>	<b>€ 97,653,000</b>	<b>€ 17,620,424</b>	<b>€ 118,096,952</b>

Source: CBC Programmes (revised versions)

### Annex 4. IPA 2007-2013 CBC allocated, contracted and disbursed amounts per programme

Country	Sum of Allocated	Sum of Contracted	Sum of Disbursed
HR-BA	€ 14,000,000.00	€ 13,833,489.15	€ 12,691,024.77

HR	€	7,000,000.00	€	6,981,178.65	€	6,982,604.59
BA	€	7,000,000.00	€	6,852,310.50	€	5,708,420.18
HR-RS	€	13,000,000.00	€	12,260,395.81	€	10,001,755.85
RS	€	7,000,000.00	€	6,536,346.78	€	4,871,910.19
HR	€	6,000,000.00	€	5,724,049.03	€	5,129,845.66
RS-BA	€	12,800,000.00	€	9,866,241.13	€	6,809,238.63
RS	€	7,300,000.00	€	5,512,668.08	€	4,123,029.70
BA	€	5,500,000.00	€	4,353,573.05	€	2,686,208.93
AL-ME	€	10,553,000.00	€	9,211,304.65	€	6,479,736.09
ME	€	4,700,000.00	€	4,972,849.55	€	3,379,779.77
AL	€	5,853,000.00	€	4,238,455.10	€	3,099,956.32
BA-ME	€	7,900,000.00	€	8,395,594.79	€	6,768,376.96
ME	€	4,200,000.00	€	4,666,139.01	€	4,060,616.44
BA	€	3,700,000.00	€	3,729,455.78	€	2,707,760.52
RS-ME	€	8,100,000.00	€	7,579,727.55	€	6,256,351.35
RS	€	3,900,000.00	€	3,967,999.57	€	3,243,188.32
ME	€	4,200,000.00	€	3,611,727.98	€	3,013,163.03
MK-AL	€	14,000,000.00	€	6,781,415.82	€	5,295,470.14
MK	€	7,900,000.00	€	3,920,278.75	€	3,021,416.66
AL	€	6,100,000.00	€	2,861,137.07	€	2,274,053.48
HR-ME	€	6,500,000.00	€	6,629,653.40	€	6,197,644.99
ME	€	3,500,000.00	€	3,673,098.16	€	3,241,089.75
HR	€	3,000,000.00	€	2,956,555.24	€	2,956,555.24
ME-XK	€	4,800,000.00	€	3,931,957.72	€	2,843,100.02
ME	€	2,400,000.00	€	2,185,314.54	€	1,565,928.82
XK	€	2,400,000.00	€	1,746,643.18	€	1,277,171.20
MK-XK	€	3,600,000.00	€	3,524,000.98	€	1,786,902.22

MK	€ 1,800,000.00	€ 1,799,989.33	€ 916,359.38
XK	€ 1,800,000.00	€ 1,724,011.65	€ 870,542.84
AL-XK	€ 4,800,000.00	€ 2,775,425.27	€ 801,275.37
AL	€ 2,400,000.00	€ 2,413,923.07	€ 762,260.99
XK	€ 2,400,000.00	€ 361,502.20	€ 39,014.38
<b>Grand Total</b>	<b>€ 100,053,000.00</b>	<b>€ 84,789,206.27</b>	<b>€ 65,930,876.39</b>

IPA 2007-2013 CBC allocated, contracted and disbursed amounts per country

Country	Sum of Allocated	Sum of Contracted	Sum of Disbursed
ME	€ 19,000,000.00	€ 19,109,129.24	€ 15,260,577.81
AL-ME	€ 4,700,000.00	€ 4,972,849.55	€ 3,379,779.77
BA-ME	€ 4,200,000.00	€ 4,666,139.01	€ 4,060,616.44
HR-ME	€ 3,500,000.00	€ 3,673,098.16	€ 3,241,089.75
RS-ME	€ 4,200,000.00	€ 3,611,727.98	€ 3,013,163.03
ME-XK	€ 2,400,000.00	€ 2,185,314.54	€ 1,565,928.82
RS	€ 18,200,000.00	€ 16,017,014.43	€ 12,238,128.21
HR-RS	€ 7,000,000.00	€ 6,536,346.78	€ 4,871,910.19
RS-BA	€ 7,300,000.00	€ 5,512,668.08	€ 4,123,029.70
RS-ME	€ 3,900,000.00	€ 3,967,999.57	€ 3,243,188.32
BA	€ 16,200,000.00	€ 14,935,339.33	€ 11,102,389.63
BA-ME	€ 3,700,000.00	€ 3,729,455.78	€ 2,707,760.52
HR-BA	€ 7,000,000.00	€ 6,852,310.50	€ 5,708,420.18
RS-BA	€ 5,500,000.00	€ 4,353,573.05	€ 2,686,208.93
HR	€ 16,000,000.00	€ 15,661,782.92	€ 15,069,005.49
HR-BA	€ 7,000,000.00	€ 6,981,178.65	€ 6,982,604.59

HR-ME	€	3,000,000.00	€	2,956,555.24	€	2,956,555.24
HR-RS	€	6,000,000.00	€	5,724,049.03	€	5,129,845.66
AL	€	14,353,000.00	€	9,513,515.24	€	6,136,270.79
AL-ME	€	5,853,000.00	€	4,238,455.10	€	3,099,956.32
AL-XK	€	2,400,000.00	€	2,413,923.07	€	762,260.99
MK-AL	€	6,100,000.00	€	2,861,137.07	€	2,274,053.48
MK	€	9,700,000.00	€	5,720,268.08	€	3,937,776.04
MK-AL	€	7,900,000.00	€	3,920,278.75	€	3,021,416.66
MK-XK	€	1,800,000.00	€	1,799,989.33	€	916,359.38
XK	€	6,600,000.00	€	3,832,157.03	€	2,186,728.42
AL-XK	€	2,400,000.00	€	361,502.20	€	39,014.38
MK-XK	€	1,800,000.00	€	1,724,011.65	€	870,542.84
ME-XK	€	2,400,000.00	€	1,746,643.18	€	1,277,171.20
<b>Grand Total</b>	<b>€</b>	<b>100,053,000.00</b>	<b>€</b>	<b>84,789,206.27</b>	<b>€</b>	<b>65,930,876.39</b>

**Annex 5. IPA 2007-2013 CBC allocated, contracted and disbursed amounts per programme**

Country	Sum of Allocated	Sum of Contracted	Sum of Disbursed
HR-BA	€ 14,000,000.00	€ 12,791,614.08	€ 11,228,809.38
BA	€ 7,000,000.00	€ 6,844,330.31	€ 5,280,773.65
HR	€ 7,000,000.00	€ 5,947,283.77	€ 5,948,035.73
HR-RS	€ 13,000,000.00	€ 11,526,311.39	€ 9,120,824.81
RS	€ 7,000,000.00	€ 6,021,257.35	€ 3,613,965.51
HR	€ 6,000,000.00	€ 5,505,054.04	€ 5,506,859.30

RS-BA	€ 12,800,000.00	€ 8,880,411.53	€ 5,879,821.97
RS	€ 7,300,000.00	€ 5,040,174.64	€ 3,544,507.42
BA	€ 5,500,000.00	€ 3,840,236.89	€ 2,335,314.55
AL-ME	€ 10,553,000.00	€ 7,955,508.18	€ 5,066,464.19
ME	€ 4,700,000.00	€ 4,117,519.51	€ 2,423,085.97
AL	€ 5,853,000.00	€ 3,837,988.67	€ 2,643,378.22
MK-AL	€ 14,000,000.00	€ 7,076,146.33	€ 4,810,584.70
MK	€ 7,900,000.00	€ 3,794,323.53	€ 2,740,752.92
AL	€ 6,100,000.00	€ 3,281,822.80	€ 2,069,831.78
BA-ME	€ 7,900,000.00	€ 6,846,246.98	€ 5,584,661.68
ME	€ 4,200,000.00	€ 3,555,859.08	€ 3,122,811.16
BA	€ 3,700,000.00	€ 3,290,387.90	€ 2,461,850.52
RS-ME	€ 8,100,000.00	€ 6,195,495.52	€ 4,931,819.95
ME	€ 4,200,000.00	€ 3,226,366.82	€ 2,652,424.80
RS	€ 3,900,000.00	€ 2,969,128.70	€ 2,279,395.15
HR-ME	€ 6,500,000.00	€ 5,498,888.49	€ 5,027,805.80
ME	€ 3,500,000.00	€ 2,910,923.56	€ 2,439,840.87
HR	€ 3,000,000.00	€ 2,587,964.93	€ 2,587,964.93
ME-XK	€ 3,600,000.00	€ 3,122,848.11	€ 2,195,100.02
XK	€ 1,800,000.00	€ 1,566,643.18	€ 1,115,171.20
ME	€ 1,800,000.00	€ 1,556,204.93	€ 1,079,928.82
AL-XK	€ 4,800,000.00	€ 2,278,890.87	€ 603,275.69
AL	€ 2,400,000.00	€ 2,124,404.14	€ 564,261.31
XK	€ 2,400,000.00	€ 154,486.73	€ 39,014.38
MK-XK	€ 2,400,000.00	€ 2,224,000.98	€ 1,786,902.22
MK	€ 1,200,000.00	€ 1,149,989.33	€ 916,359.38
XK	€ 1,200,000.00	€ 1,074,011.65	€ 870,542.84



**Grand Total € 97,653,000.00 € 74,396,362.46 € 56,236,070.41**

**Annex 6. IPA 2007-2013 CBC allocated, contracted and disbursed amounts per country**

Country	Sum of Allocated	Sum of Contracted	Sum of Disbursed
<b>ME</b>	<b>€ 18,400,000.00</b>	<b>€ 15,366,873.90</b>	<b>€ 11,718,091.62</b>
AL-ME	€ 4,700,000.00	€ 4,117,519.51	€ 2,423,085.97
BA-ME	€ 4,200,000.00	€ 3,555,859.08	€ 3,122,811.16
HR-ME	€ 3,500,000.00	€ 2,910,923.56	€ 2,439,840.87
RS-ME	€ 4,200,000.00	€ 3,226,366.82	€ 2,652,424.80
ME-XK	€ 1,800,000.00	€ 1,556,204.93	€ 1,079,928.82
<b>RS</b>	<b>€ 18,200,000.00</b>	<b>€ 14,030,560.69</b>	<b>€ 9,437,868.08</b>
HR-RS	€ 7,000,000.00	€ 6,021,257.35	€ 3,613,965.51
RS-BA	€ 7,300,000.00	€ 5,040,174.64	€ 3,544,507.42
RS-ME	€ 3,900,000.00	€ 2,969,128.70	€ 2,279,395.15
<b>BA</b>	<b>€ 16,200,000.00</b>	<b>€ 13,974,955.10</b>	<b>€ 10,077,938.72</b>
BA-ME	€ 3,700,000.00	€ 3,290,387.90	€ 2,461,850.52
HR-BA	€ 7,000,000.00	€ 6,844,330.31	€ 5,280,773.65
RS-BA	€ 5,500,000.00	€ 3,840,236.89	€ 2,335,314.55
<b>HR</b>	<b>€ 16,000,000.00</b>	<b>€ 14,040,302.74</b>	<b>€ 14,042,859.96</b>
HR-BA	€ 7,000,000.00	€ 5,947,283.77	€ 5,948,035.73
HR-ME	€ 3,000,000.00	€ 2,587,964.93	€ 2,587,964.93
HR-RS	€ 6,000,000.00	€ 5,505,054.04	€ 5,506,859.30

AL	€ 14,353,000.00	€ 9,244,215.61	€ 5,277,471.31
AL-ME	€ 5,853,000.00	€ 3,837,988.67	€ 2,643,378.22
AL-XK	€ 2,400,000.00	€ 2,124,404.14	€ 564,261.31
MK-AL	€ 6,100,000.00	€ 3,281,822.80	€ 2,069,831.78
MK	€ 9,100,000.00	€ 4,944,312.86	€ 3,657,112.30
MK-AL	€ 7,900,000.00	€ 3,794,323.53	€ 2,740,752.92
MK-XK	€ 1,200,000.00	€ 1,149,989.33	€ 916,359.38
XK	€ 5,400,000.00	€ 2,795,141.56	€ 2,024,728.42
AL-XK	€ 2,400,000.00	€ 154,486.73	€ 39,014.38
MK-XK	€ 1,200,000.00	€ 1,074,011.65	€ 870,542.84
ME-XK	€ 1,800,000.00	€ 1,566,643.18	€ 1,115,171.20
<b>Grand Total</b>	<b>€ 97,653,000.00</b>	<b>€ 74,396,362.46</b>	<b>€ 56,236,070.41</b>

## Annex 7. Contracted grants, strategic projects and technical assistance

CBC Programmes	Grant	Value of grants	Strategic Project	Value of strategic projects	Technical assistance	Value of TA	Total project	Total contracted	Total contracted outside TA
HR-BA	44	€ 12,580,690.22	0	€ -	7	€ 1,421,477.57	51	€ 14,002,167.79	€ 12,580,690.22
HR-RS	37	€ 10,324,701.57	2	€ 832,317.00	7	€ 1,277,177.11	47	€ 12,434,195.68	€ 11,157,018.57
RS-BA	40	€ 8,066,506.73	5	€ 809,157.00	6	€ 1,040,196.51	51	€ 9,915,860.24	€ 8,875,663.73
AL-ME	29	€ 6,512,301.58	2	€ 1,443,206.60	7	€ 1,462,807.10	38	€ 9,418,315.28	€ 7,955,508.18
BA-ME	38	€ 6,846,246.98	0	€ -	7	€ 1,283,501.40	45	€ 8,129,748.38	€ 6,846,246.98
RS-ME	34	€ 6,195,495.52	0	€ -	8	€ 1,534,132.32	42	€ 7,729,627.84	€ 6,195,495.52
MK-AL	51	€ 7,235,335.56	0	€ -	4	€ 547,618.50	55	€ 7,782,954.06	€ 7,235,335.56

<b>HR-ME</b>	19	€ 5,607,632.80	0	€ -	7	€ 1,106,184.88	26	€ 6,713,817.68	€ 5,607,632.80
<b>ME-XK</b>	11	€ 3,211,957.72	0	€ -	3	€ 720,000.00	14	€ 3,931,957.72	€ 3,211,957.72
<b>MK-XK</b>	8	€ 2,224,000.98	1	€ -	0	€ -	9	€ 2,224,000.98	€ 2,224,000.98
<b>AL-XK</b>	9	€ 814,955.96	2	€ 1,463,934.91	4	€ 227,999.60	15	€ 2,506,890.47	€ 2,278,890.87
<b>Total</b>	<b>321</b>	<b>€ 69,619,735.62</b>	<b>12</b>	<b>€ 4,548,615.51</b>	<b>60</b>	<b>€ 10,621,094.99</b>	<b>393</b>	<b>€ 84,789,446.12</b>	<b>€ 74,168,351.13</b>

#### Annex 8. Contracting and disbursement rates per programme

<b>PROG</b>	<b>Contracted as % of allocated</b>	<b>Disbursed as % of contracted</b>	<b>Disbursed as % of allocated</b>
HR-BA	100.0%	91%	91%
BA-ME	102.9%	83%	86%
HR-ME	103.3%	92%	95%
HR-RS	95.6%	80%	77%
RS-ME	95.4%	81%	77%
AL-ME	89.2%	69%	61%
RS-BA	77.5%	69%	53%
ME-XK	81.9%	72%	59%
MK-XK	61.8%	80%	50%
MK-AL	55.6%	68%	38%
AL-XK	52.2%	32%	17%

## Annex 9. Strategic projects

Programme	Contracting	Disbursement <sup>95</sup>
<b>AL-ME</b>	<b>€ 1,443,206.60</b>	<b>€ -</b>
Construction of the Border Crossing Point Cijevna	€ 451,076.90	€ -
Reconstruction of the Border Crossing Point Bozaj	€ 992,129.70	€ -
<b>AL-XK</b>	<b>€ 1,463,934.91</b>	<b>€ 134,805.72</b>
Construction of road Dragash/Kosovo – Shishtavec/Albania	€ 888,395.68	€ 77,251.80
Construction of the road Shishtavec – BCP and Internal roads in Shishtavec	€ 575,539.23	€ 57,553.92
<b>HR-RS</b>	<b>€ 900,000.00</b>	<b>€ 315,630.80</b>
Strengthening capacity of the Serbian and Croatian authorities responsible for managing unexploded ordnance (uxo) and mines	€ 793,240.00	€ 300,000.00
Strengthening the capacity of the sector for emergency management in the field of unexploded ordnance (UXO) and other hazardous materials.	€ 39,077.00	€ 15,630.80
<b>MK-XK</b>	<b>€ -</b>	<b>€ -</b>
Opening a new border crossing point Belanovce – Stancic <sup>96</sup>	N/A	N/A
<b>RS-BA</b>	<b>€ 809,157.00</b>	<b>€ 471,393.60</b>
Development of Municipal Waste Water Collection and Treatment in Bajina Basta	€ 172,500.00	€ 172,500.00
Identification and Development of a Secure Data Transfer System Between Information Systems Used in the IPA Cross-Border Programme Serbia-Bosnia and Herzegovina	€ 42,550.00	€ 42,550.00

<sup>95</sup> Blank means that no disbursement has taken place according to CRIS

<sup>96</sup> Not in CRIS

Joint Forest fire monitoring and suppression in Western Serbia beneficiary Ministry of Interior of the R. of Serbia	€ 261,869.00	€ 99,105.60
Preparation of necessary project-technical documentation for construction of tunnel under Kadinjaca Mountain beneficiary Municipality Bajina Basta	€ 175,000.00	€ -
Support to the Development of Ponikve Airport in Uzice	€ 157,238.00	€ 157,238.00
<b>Grand Total</b>	<b>€ 4,548,615.51</b>	<b>€ 921,830.12</b>

## Annex 10. Coverage of Programme Measures IPA 2007-2013 CBC

PROG	M	Coverage	Measure's emphasis (where relevant)
AL-ME	1.1	ED	<i>Tourism promotion</i>
	1.2	EP	
	1.3	PP/SD	<i>Social cohesion</i>
AL-XK	1.1	ED/SD/EP	
	1.2	PP/SD	<i>Social cohesion</i>
BA-ME	1.1	ED	<i>Tourism &amp; rural development</i>
	1.2	EP	<i>Protection, promotion and management of natural resources</i>
	1.3	PP	
HR-BA	1.1	ED	<i>Tourism</i>
	1.2	ED	<i>Entrepreneurship</i>
	2.1	EP	
	2.2	PP/SD	<i>Access to Community-based services</i>
HR-ME	1.1	EP	<i>Nature and cultural heritage protection</i>
	1.2	ED	<i>Tourism &amp; culture</i>
	1.3	PP/SD	<i>Community development</i>
HR-RS	1.1	ED	
	1.2	EP	
	1.3	PP	
ME-XK	1.1	EP	
	1.2	ED	
	1.3	PP	<i>Social cohesion</i>
MK-AL	1.1	ED	<i>Tourism</i>
	1.2	EP	<i>Protection, promotion and management of natural resources and ecosystems</i>
	1.3	PP/SD	<i>Social cohesion &amp; cultural exchange</i>
MK-XK	1.1	ED/SD/EP	
	1.2	PP/SD	<i>Social cohesion</i>
RS-BA	1.1	ED/EP	<i>Productivity &amp; competitiveness</i>
	1.2	PP	<i>Professional and civic society cooperation</i>
RS-ME	1.1	ED/EP	<i>Productivity &amp; competitiveness</i>
	1.2	PP	<i>Professional and civic society cooperation</i>

## Annex 11. IPA 2007-2013 CBC Programmes Overall Objectives against Overall Objective for CBC

PROG	OVERALL OBJECTIVE	Good neighbourly relations	Stability, security and prosperity	Harmonious, balanced and sustainable development
AL-ME	To promote cooperation between people, communities and institutions on the bordering areas, aiming at good neighbourly relations, sustainable development, stability and prosperity in the mutual interest of the two countries.	X	X	X
AL-XK	Promoting cooperation between people, communities and institutions in the bordering areas, fostering the sustainable development, stability and prosperity of the cross-border region in the interest of the citizens of Kosovo and Albania	X	X	X
BA-ME	To foster the joint sustainable development of the cross-border area, its economic, cultural, natural and human, resources and potentials by strengthening the capacities of human resources and joint institutional networks among local communities and local private and public actors.	X	X	X
HR-BA	To encourage the creation of cross-border networks and partnerships and the development of joint cross-border actions with a view to revitalizing the economy, protecting the nature and the environment and increasing social cohesion of the programme area	X	X	X
HR-ME	Improved quality of life in cross border area between Croatia and Montenegro	X	X	X
HR-RS	To stimulate cross-border cooperation in order to diversify and improve the regional economy in a socially and environmentally sustainable way, whilst at the same time, improving good neighbourly relations across the border. Additional objective: To build the capacity of local, regional and national institutions to manage EU programmes and to prepare them to manage future cross-border programmes under the territorial cooperation objective 3 of the EU structural Funds	X	X	X
ME-XK	To improve the socio economic situation within the programme area by fostering co-operation and joint initiatives in the following priority sectors: environmental protection, sustainable agriculture and forestry, and tourism offer	X	X	X
MK-AL	Promote cooperation between people, communities and institutions on the bordering areas, aiming at good neighbourly relations, sustainable development, stability and prosperity in the mutual interest of the two countries.	X	X	X
MK-XK	Promoted cooperation between people, communities and institutions of the bordering areas, aiming to foster economic development, social cohesion and environmental development in a sustainable manner.	X	X	X

<b>RS-BA</b>	<b>Strategic objective:</b> To bring together the people, communities and economies of the eligible area to jointly participate in the development of a cooperative area, using its human, natural and economic resources and advantages <b>Overall objective:</b> To stimulate the economies and reduce the relative isolation of the eligible area by strengthening joint institutional networks and the capacities of human resources.	X	X	X
<b>RS-ME</b>	<b>Strategic objective:</b> To bring together the people, communities and economies of the eligible area to jointly participate in the development of a cooperative area, using its human, natural and economic resources and advantages <b>Overall objective:</b> To stimulate the economies and reduce the relative isolation of the border area by increasing its accessibility to markets and human resources	X	X	X

Source: CBC Programmes (revised versions), EU Regulation 1085/2006



## Annex 12. CBC Programme Specific Objectives against CBC Specific Objectives

PROG	SPECIFIC OBJECTIVES	Promotion of sustainable economic and social development	Dealing with common challenges	Ensuring efficient and secure borders	Joint small scale actions involving local actors
AL-ME	To support the establishment of joint actions and strategies aiming at protecting and valorizing the natural resources of the region.	X	X		X
	to foster sustainable economic development of the region	X	X		X
	to develop long term partnerships and networking	X	X		X
AL-XK	Promote and stimulate socio-economic development through the valorisation of the cross-border region's economic potential	X	X		X
	Support joint initiatives and actions aimed at protecting, promoting and managing traditions and cultural and natural resources and at encouraging sustainable environmental development	X	X		X
BA-ME	To support the establishment of joint actions and strategies aiming at protecting and valorising the environmental resources of the area..	X	X		X
	To promote sustainable development of the border area so as to stimulate the economy and reduce the relative isolation.	X	X		X
	To re-establish cross border cooperation through strengthening previous cross border economic and cultural contacts	X	X		X
HR-BA	To develop recognisable joint tourist offers based on common environmental and cultural heritage and improve the competitiveness of the local tourism economy	X	X		X
	To foster the development of the regional economy by strengthening the SME sector and business support institutions and services.	X	X		X
HR-ME	To establish cooperation between institutions in charge of environment protection, as well as natural and cultural heritage protection through implementation of joint programs, education, know-how transfer and awareness raising activities	X	X		X

	To create recognizable tourist products based on the natural and cultural assets of the Programme area and re-establish social connections in crossborder area through supporting traditional and contemporary culture;	X	X		X
	To increase and enhance cooperation between institutions, citizens and civic organizations in the areas such as tourism, education, culture and other that are in line with Programme objective, in order to boost community development and improve neighbourhood relations.	X	X		X
<b>HR-RS</b>	To promote business cooperation, increase crossborder trade, develop labour market mobility, cross-border RDI and joint economic planning	X	X		X
	To stimulate tourism development based on the cross-border region identity	X	X		X
	To protect and safeguard the natural assets of the cross-border region by taking joint actions and by increasing public awareness	X	X		X
	To promote good neighbourly relations across the border between local communities	X	X		X
<b>ME-XK</b>	Protection of biodiversity and promotion of the sustainable use of natural resources in the programme area	X	X		X
	Economic development of the programme area with a special emphasis on two priority sectors: a) Sustainable agriculture and forestry; b) development of a tourism offer complementary to the existing seaside tourism in Montenegro	X	X		X
<b>MK-AL</b>	Promotion of socio-economic cohesion between communities living in the bordering regions by encouraging inter-municipal cooperation and developing partnerships and networking between CSOs, professional organisations (i.e. Chambers of Commerce, entrepreneurs and farmers' organisations) and educational institutions	X	X		X
<b>MK-XK</b>	Promoted economic development of the programming area through facilitation of trade and economic valorisation of its tourist and cultural potentials	X	X		X
	Supported joint initiatives and actions aimed at protecting the environment and promoting sustainable natural resources development	X	X		X
	Promoted social cohesion through encouraging citizens and communities cooperation through partnership building across the border	X	X		X

<b>RS-BA</b>	Improving the institutional frameworks for SME development in the eligible areas	X	X		X
	Development of tourism as a key sector of the border economy	X	X		X
	Promoting cross border trade cooperation and accessibility to markets;	X	X		X
	(Re-) Establishing cross border synergies between business and trade support organisations to promote joint cooperative initiatives;	X	X		X
	Maintaining the high quality of the environment of the eligible area as an economic resource by cooperating in joint protection and exploitation initiatives	X	X		X
	Strengthening cross-border people-to-people interaction to reinforce cultural and sporting links and to jointly participate in activities of common interest.	X	X		X
<b>RS-ME</b>	Strengthen the incentives for SME development in the border areas; Development of tourism as a key sector of the border economy;	X	X		X
	Promoting cross-border trade cooperation and accessibility to markets;	X	X		X
	(Re-)Establishing cross-border links between business and trade support organisations to promote joint cooperative initiatives;	X	X		X
	Maintaining the high quality of the border area environment as an economic resource by cooperating in joint protection and exploitation initiatives.	X	X		X
	Strengthening cross border people-to-people interaction to reinforce cultural, sporting and joint areas of common interest	X	X		X

Source: CBC Programmes (revised versions), EU Regulation 718/2007

### Annex 13. CBC Programmes Priorities and Measures IPA 2007-2013

<b>AL-ME</b>	<b>Priority Axis 1: Promotion of regional cohesion and competitiveness, through an approach that integrates economic, environmental, cultural and social development</b>
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	Measure 1.1 Economic development with an emphasis on tourism promotion
	Measure 1.2 Environment protection and promotion
	Measure 1.3: Enhancing social cohesions through people-to-people actions
	Priority Axis 2: Technical assistance for an effective programme management and information flow
	Measure 2.1 Programme Administration, Monitoring and Evaluation
	Measure 2.2 Programme Information and Publicity
AL-XK	<b>Priority Axis 1: Promotion of Sustainable Economic, Social, Cultural and Environmental Development</b>
	Measure 1.1 Economic, Social and Environmental Sustainable Development
	Measure 1.2 Social Cohesion and Cultural Exchange through people-to-people and institution-to-institution actions
	Priority Axis 2: Technical Assistance
	Measure 2.1 Programme Administration, Monitoring and Evaluation
	Measure 2.2 Programme Information and Publicity
BA-ME	<b>Priority 1: To support the creation of a common socio-economic environment for people, communities and economies of the eligible area;</b>
	Measure 1.1 Cross-border economic development initiatives with an emphasis on tourism and rural development;
	Measure 1.2 Environmental development initiatives mainly for protection, promotion and management of natural resources
	Measure 1.3: Social cohesion and cultural exchange through institutional and people-to-people intervention
	Priority 2: Technical assistance to increase administrative capacity in the management and implementation of the CBC programme
	Measure 2.1 Programme Administration, Monitoring and Evaluation
	Measure 2.2 Programme Information and Publicity
ME-XK	<b>Priority Axis 1: Economic and social development and promotion of natural resources</b>
	Measure 1.1 Environment protection
	Measure 1.2 Sustainable economic development
	Measure 1.3: Social cohesion and people to people initiatives
	Priority Axis 2: Technical assistance
	Measure 2.1 Programme Administration, Implementation, Monitoring and Evaluation
	Measure 2.2 Programme Information and Publicity
RS-BA	<b>Priority Axis 1: Social and economic cohesion through actions to improve physical, business, social and institutional infrastructure and capacity</b>
	Measure 1.1 Improving the productivity and competitiveness of the areas' economic, rural and environmental resources
	Measure 1.2 Cross-border initiatives targeting the exchange of people and ideas to enhance professional and civic society cooperation.
	Priority 2: Technical assistance
	Measure 2.1 Programme Administration and Implementation;
	Measure 2.2 Information, Publicity and Evaluation;
RS-ME	<b>Priority Axis 1: Socio - economic cohesion through joint actions to improve physical, business, social and institutional infrastructure and capacity</b>
	Measure 1.1 Improving the productivity and competitiveness of the areas' economic, rural, cultural and environmental resources
	Measure 1.2 Cross-border initiatives targeting the exchange of people and ideas to enhance the professional and civic society cooperation
	Priority Axis 2: Technical assistance

	Measure 2.1 Programme Administration, Monitoring and Evaluation
	Measure 2.2 Programme Information and Publicity
<b>MK-AL</b>	<b>Priority 1: Fostering a cross-border economic, environmental and social development</b>
	Measure 1.1 Economic development with an emphasis on tourism related areas
	Measure 1.2 Sustainable environmental development with an emphasis on protection, promotion and management of natural resources and ecosystems;
	Measure 1.3: Social cohesion and cultural exchange through people to people and institutions to institutions actions;
	Priority 2: Technical assistance
	Measure 2.1 Programme Administration and Implementation
	Measure 2.2 Information, Publicity and Evaluation
<b>MK-XK</b>	<b>Priority Axis I: Economic and social development and promotion of natural and cultural resources</b>
	Measure 1.1: Sustainable economic, social, environmental development
	Measure 1.2: Social cohesion and people to people initiatives
	Priority Axis II: Technical Assistance
	Measure 2.1: Programme administration, implementation, monitoring and evaluation
	Measure 2.2: Programme information and publicity
<b>HR-BA</b>	Priority 1: Creation of Joint Economic Space.
	Measure 1.1: Development of joint tourist offer
	Measure 1.2: Promotion of entrepreneurship
	Priority 2: Improved Quality of Life and Social Cohesion.
	Measure 2.1: Environmental protection
	Measure 2.2: Improved accessibility to community based services
	Priority 3: Technical Assistance.
	Measure 3.1: Programme administration and implementation; and
Measure 3.2: Programme information, publicity and evaluation.	
<b>HR-ME</b>	<b>Priority 1: Creation of favourable environmental and socio-economic conditions in the programme area by improvement of the co-operation in the jointly selected sectors and good neighbourly relations in the eligible areas</b>
	Measure 1.1 Joint actions for environment, nature and cultural heritage protection;
	Measure 1.2 Joint tourism and cultural space
	Measure 1.3: Small cross-border community development projects
	Priority 2: Technical assistance
	Measure 2.1 Programme Administration, Monitoring and Implementation;
	Measure 2.2 Programme Information, Publicity and Evaluation;
<b>HR-RS</b>	<b>Priority 1: Sustainable Socio-Economic Development</b>
	Measure 1.1: Economic Development;
	Measure 1.2: Environmental Protection;
	Measure 1.3: People-to-People;

	Priority 2: Technical assistance
	Measure 2.1: Programme Administration and Implementation;
	Measure 2.2: Programme Information, Publicity and Evaluation;

Source: CBC Programmes (revised versions)

## Annex 14. Shortcomings of performance framework at design stage

Table 4 Examples of intervention logics in IPA CBC programmes 2007-2013

HR-BA	<b>PA 1: To contribute to the integration of the economy in border areas by encouraging cooperation in the field of tourism and SME support and entrepreneurship promotion.</b>	
	<b>SO1.1 : To develop recognisable joint tourist offers based on common environmental and cultural heritage and improve the competitiveness of the local tourism economy</b>	
	<b>M1.1</b> Development of joint tourism offer	<b>R:</b> Increased number of CBC tourists in the border region <b>O:</b> No. of joint small-scale tourism/cultural infrastructure, of joint projects promoting tourism identity, of tourist sector development joint projects
	<b>SO1.2: To foster the development of the regional economy by strengthening the SME sector and business support institutions and services.</b>	
	<b>M1.2</b> Promotion of Entrepreneurship	<b>R:</b> No. of SMEs, new job creation, new business contacts, common strategies and plans, level of business innovation <b>O:</b> No. of business centres, supported knowledge centres, cross-border clusters and networks, development skills projects,
AL-ME	<b>PA1: Promotion of regional cohesion and competitiveness through an approach that integrates economic, environmental, cultural and social development<sup>97</sup></b>	
	<b>M1.2</b> Environment protection and promotion	<b>R:</b> Protected areas in the cross-border territory covered by joint management; relevant institutions involved in territory management and protection projects; decrease in number of cross border pollution episodes; people whose awareness on environmental issues has increased; people benefiting from the interventions implemented <b>O:</b> No. of joint initiatives for the protection of natural resources, of awareness raising interventions; of initiatives dealing jointly with pollution or aimed at preventing and managing natural disasters or at supporting integrated protection and management of sensitive ecosystems and good use of surface waters, or for the provision of information on environment and cultural heritage; feasibility studies and technical documentations for large-scale infrastructure

<sup>97</sup> In the case of AL-ME programme, specific objectives are placed above priority axes.

<b>MK- XK</b>	<b>PA1: Economic and social development and promotion of natural and cultural resources.</b>	
	<b>SO3: Promoted social cohesion through encouraging citizens and communities cooperation through partnership building across the border</b>	
	<b>M1.3</b>	<b>R:</b> No. of partnerships created, of persons with direct or indirect benefit from above activities
	Social cohesion and people to people initiatives	<b>O:</b> No. of initiatives fostering social cohesion, educational and cultural exchange, of initiatives aiming at social integration of marginalized groups, minorities, unemployed, rural youth and women labour force or fostering creation of CSOs networks and inter-municipal cooperation, or supporting R&D, education and youth and sports associations, of joint cultural events and activities aiming at promoting and protecting cultural and historical heritage

*PA (Priority Axis); SO (Specific objective); M (Measure); R (Result indicator); O (Output indicator)*

1. The intervention logic is not easy to trace

Different approaches were applied. In the case of BA-HR and MK-XK, the intervention logic consists of 1. Overall objective, 2. Priority Axes, 3. Specific Objectives and 4. Measures. However, for the AL-ME, its reads: 1. Overall objective, 2. Specific Objectives, 3. Priority Axes and 4. Measures.

Measures are usually the specific objective broken down into its constituent parts instead of being specific schemes contributing to the same aim. For example, the PA (HR-BA) is split into two SOs corresponding to two measures (joint tourism offer and entrepreneurship promotion) which correspond to the twin goals of the priority axis i.e. tourism development and competitiveness. In other words, there is no clear cause-effect relationship between the measures and the related specific objective. The intervention logic would have been correct had the specific objective been placed at a higher level than the measures - for example, “to promote economic development (specific objective) through joint tourism and entrepreneurship (measures)”.

M1.2 (AL-ME) and M1.3 (MK-XK) in the example above are also placed at the same level of generality as their respective priority axis/specific objectives instead of being subordinated schemes. As shown in **Erreur ! Source du renvoi introuvable.** in section 4.1.5 above, the coverage of measures is very extensive across all the 11 programmes with measures mixing economic development and environment, or people-to-people and social cohesion, and sometimes all four sectors together. As explained in the answer to EQ1, this stems from the desire of the participating countries to be able to address the whole range of issues identified in the programme situation analyses. Since measures comprised so many potential activities, it turned extremely difficult to define clear results in advance and develop robust indicators of achievement.

In most programmes, outcomes of measures have not been explicitly formulated and should be derived from the indicators of achievements.

To show how correct intervention logics look like, the objectives and the measures presented above have been re-formulated in **Table 5** below. In this revised example, M1.3 “Community-based services for the elderly” is a well-circumscribed scheme with clear results contributing to the specific objective of greater social cohesion through a traceable cause-effect relationship. A single and straightforward indicator of achievement can be defined in advance for the measure

(% of elderly people having access to geriatric care). Likewise, M2.1 'Solid waste management' has a clear focus and is subordinated to the specific objective of environmental protection.

**Table 5 Examples of correct intervention logic**

<b>SO1: To stimulate sustainable economic development in the border area</b>	
<b>M1.1</b> Joint tourism promotion in rural areas <i>Result: The border area is attracting new visitors and generating employment and income opportunities for the population in rural areas</i>	<b>O:</b> No. of visitors per year No. of new businesses created No. of jobs created <b>R:</b> No. of new tourism products No. of trained tourism entrepreneurs No. of tourism infrastructure
<b>M1.2</b> Entrepreneurship promotion <i>Result: The level of entrepreneurship is increased in border areas contributing to the growth of the SME sector</i>	<b>O:</b> No. of new entrepreneurs No. of start-up No. of jobs created Sales volumes <b>R:</b> No. of training organised No. of people trained No. of incubated start-ups
<b>SO2: To preserve natural resources and tackle common environmental challenges</b>	
<b>M2.1</b> Solid waste management <i>Result: The quantity of unrecycled and uncollected waste is reduced</i>	<b>O:</b> % of solid waste collected and recycled per year <b>R:</b> No. of waste collection vehicles and containers, 1 waste management plan, no. of awareness-raising events
<b>SO3: To contribute to greater social cohesion by developing joint solutions for disadvantaged groups</b>	
<b>M3.1</b> Community-based services for the elderly <i>Result: Specialised geriatric care is available enabling the elderly to stay at home and live independently</i>	<b>O:</b> % of elderly people with access to geriatric care <b>R:</b> 2 new specialised services opened

SO (Specific objective); M (Measure); R (Result indicator); O (Output indicator)

- Objectively verifiable indicators (OVIs) of achievement are not SMART, are rarely expressed at the right level and do not cover the entire intervention logic

OVIs were missing baselines and timeframe. When targets were defined, they were not based on a rigorous analysis of what can be achieved with the resources available for the measure. As already explained above, the wide coverage of measures makes it difficult to predict activities which will be funded and thus it is not surprising that targets are hard to set.



OVI at outcome level were usually measuring outputs as can be seen for the examples presented in **Table 4** above. Most programmes did not have OVIs at the level of objectives and/or results. No common indicators were defined to monitor effects across measures e.g. no. of trainings held, no. of jobs created.

Given the lack of robust indicators in the programmes, it was clear from the start that it would be hard to measure the performance of CBC during implementation.

#### **Annex 15. Result and output indicators of IPA 2007-2013 CBC as per CBC programmes (tourism development)**

Result indicators	Output indicators
<b>HR-BA</b> <ul style="list-style-type: none"> <li>• Increased number of CBC tourists in the border region visiting facilities where a capacity improvement has taken place or for which new product or promotion activities has been realized</li> </ul>	<ul style="list-style-type: none"> <li>• Number of projects developing joint cross-border small scale tourism/cultural infrastructure</li> <li>• Number of joint projects implemented for promoting the area's tourism identity and image (certification of new products, joint promotion campaigns)</li> <li>• Number of joint projects implemented for tourist sector development</li> <li>• Number of heritage sites reconstructed/restored.</li> </ul>
<b>MK-AL</b> <ul style="list-style-type: none"> <li>• Number of facilities enabling efficient border management, communication, services, tourism, trade and transport in the eligible area</li> </ul>	<ul style="list-style-type: none"> <li>• Number of initiatives supporting tourism development and promotion</li> </ul>
<b>HR-RS</b> <ul style="list-style-type: none"> <li>• Increase in visitor numbers / visitor revenues to assisted sites (i.e. where facilities have been improved, or new products launched, or promotional events realized)</li> </ul>	<ul style="list-style-type: none"> <li>• Number of integrated tourism products/offers</li> <li>• Number of heritage sites reconstructed/restored</li> <li>• Number of tourism infrastructure projects</li> </ul>
<b>HR-ME</b> <ul style="list-style-type: none"> <li>• N/A</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new tourist products developed or certified</li> <li>• Number of cross-border tourism zones established</li> </ul>

## Annex 16. Indicators of achievement IPA 2007-2013 CBC as per annual implementation report 2015

Programme	Measure	Indicator
HR-BA	M1.1	Number of projects developing joint cross-border small scale tourism/cultural infrastructure
HR-BA	M1.1	Number of joint projects implemented for promoting the area's tourism identity and image (certification of new products, joint promotion campaigns
HR-BA	M1.1	Number of joint projects implemented for tourist sector development
HR-BA	M1.1	Number of heritage sites reconstructed/restored.
HR-BA	M1.2	Number of business support canters created
HR-BA	M1.2	Number of supported knowledge transfer projects
HR-BA	M1.2	Number of projects encouraging the development of cross-border business co-operation, networks and clusters
HR-BA	M1.2	Number of implemented joint cooperation projects on development of skills and knowledge
HR-BA	M1.2	Number of SMEs/science/R&D networks established
HR-BA	M1.2	Number of promotional events and trade fairs for local/regional products
HR-BA	M1.2	Number of SMEs involved in/benefit of cross-border projects
HR-BA	M2.1	Number of joint projects encouraging and improving protection of area's natural values
HR-BA	M2.1	Number of implemented joint projects developing management systems for environmental protection;
HR-BA	M2.1	Number of co-operation agreements/networks between operators/agencies in environmental field;
HR-BA	M2.1	Number of awareness-raising events held;
HR-BA	M2.1	Number of joint waste management plans created
HR-BA	M2.1	Number of feasibility studies prepared for waste water treatment facilities
HR-BA	M2.1	Number of projects promoting the use of renewable energy sources
HR-BA	M2.1	Number of cross-border emergency teams created
HR-BA	M2.2	Number of joint community programmes involving cooperation between civil society, local authorities and social partners
HR-BA	M2.2	Number of projects improving access to education
HR-BA	M2.2	Number of projects improving access to social and health care services
HR-BA	M2.2	Number of awareness-raising events on social exclusion
HR-BA	M2.2	Number of cross-border youth and cultural partnerships;
HR-BA	M2.2	Number of cultural and sport exchange events organised;
HR-BA	M2.2	Number of projects actively involving women and people from marginalized groups
HR-BA	M3.1	Number of JTS staff recruited
HR-BA	M3.1	Number of JMC meetings

HR-BA	M3.1	Number of staffing Operating Structures trained;
HR-BA	M3.1	Number of training events for potential final beneficiaries
HR-BA	M3.1	Number of project proposals assessed;
HR-BA	M3.1	Number of on-the-spot visits carried out;
HR-BA	M3.1	Number of monitoring reports drafted
HR-BA	M3.1	Number of relevant studies/survey carried out;
HR-BA	M3.1	Number and quality of IT/office equipment
HR-BA	M3.2	Number of publicity materials disseminated
HR-BA	M3.2	Number of events organized for the publicity and information of the programme
HR-BA	M3.2	Number of participants at the events organized for the publicity and information of the programme
HR-BA	M3.2	Number of visits to programme website
HR-BA	M3.2	Number of newsletters produced
HR-BA	M3.2	Number of evaluations carried out
HR-ME	M1.1	Number of joint projects, strategies and measures in relation to environmental management created and implemented
HR-ME	M1.1	Number of joint awareness raising campaigns
HR-ME	M1.1	Number of studies, project documentations elaborated
HR-ME	M1.1	Number of joint networks for environmental interventions on land and sea
HR-ME	M1.1	Number of joint education programmes for general population and experts (trainings, seminars, etc)
HR-ME	M1.1	Number of new local Initiatives for environmental and nature protection
HR-ME	M1.2	Number of new tourist products developed or certified
HR-ME	M1.2	Number of cross-border tourism zones established
HR-ME	M1.2	Number of joint marketing initiatives
HR-ME	M1.2	Number of quality improvement schemes
HR-ME	M1.2	Number of new joint cultural initiatives
HR-ME	M1.3	Number of joint education programmes
HR-ME	M1.3	Number of new social service delivery programmes
HR-ME	M1.3	Number of community building initiatives
HR-ME	M1.3	Number of contacts established through joint educational and cultural projects
HR-ME	M1.3	Number of cross-border culture networks established
HR-ME	M2.1	Number of JTS staff recruited
HR-ME	M2.1	Number of JMC meetings
HR-ME	M2.1	Number of staff from Operating Structures / JTS trained
HR-ME	M2.1	Number of training events held for potential beneficiaries and beneficiaries
HR-ME	M2.1	Number of project proposals assessed

HR-ME	M2.1	Number of on-the-spot visits carried out
HR-ME	M2.1	Number of monitoring reports drafted
HR-ME	M2.1	Number of relevant studies/surveys carried out
HR-ME	M2.1	Number and quality of IT/office equipment
HR-ME	M2.2	Number of publicity materials disseminated
HR-ME	M2.2	Number of events organized for the publicity and information of the programme
HR-ME	M2.2	Number of participants at the events organized for the publicity and information of the programme
HR-ME	M2.2	Number of visits to Programme Website
HR-ME	M2.2	Number of Newsletters produced
HR-ME	M2.2	Number of evaluations carried out
HR-RS	M1.1	Number of cross-border business networks established
HR-RS	M1.1	Number of university/research institute-business/networks established
HR-RS	M1.1	Number of cross-border trade fairs
HR-RS	M1.1	Number of enterprises involved in or benefiting from, cross- border projects
HR-RS	M1.1	Number of adults participating in training courses on vocational skills
HR-RS	M1.1	Number of cross-border market research studies
HR-RS	M1.1	Number of promotional events for local/regional products
HR-RS	M1.1	Number of joint cluster initiatives
HR-RS	M1.1	Number of integrated tourism products/offers
HR-RS	M1.1	Number of heritage sites reconstructed/restored
HR-RS	M1.1	Number of tourism infrastructure projects
HR-RS	M1.1	Number of projects actively involving women and people from marginalised groups
HR-RS	M1.2	Number of joint management plans for protected areas
HR-RS	M1.2	Number of cross-border emergency plans
HR-RS	M1.2	Number of people trained in emergency planning
HR-RS	M1.2	Number of cross-border partnership between environmental organisations/agencies
HR-RS	M1.2	Number of awareness – raising events held
HR-RS	M1.2	Number of joint waste management plans
HR-RS	M1.2	Increased coverage by joint monitoring systems
HR-RS	M1.2	Number of feasibility studies and /or other technical documentation prepared by wastewater treatment facilities, flood prevention barriers, landfill sites
HR-RS	M1.2	Number of projects actively involving women and people from marginalised groups
HR-RS	M1.3	Number of joint community programmes
HR-RS	M1.3	Number of awareness-raising events on social exclusion
HR-RS	M1.3	Number of regional NGOs supported

HR-RS	M1.3	Number of cross-border youth and cultural partners ship
HR-RS	M1.3	Number of cultural exchange events organised
HR-RS	M1.3	Number of projects actively involving women and people from marginalised groups
HR-RS	M2.1	Number of JTS staff recruited
HR-RS	M2.1	Number of JMC meetings
HR-RS	M2.1	Number of staff from Operating Structures / JTS trained
HR-RS	M2.1	Number of Training Events held for potential beneficiaries
HR-RS	M2.1	Number of Project Proposals assessed
HR-RS	M2.1	Number of On-the-Spot Visits carried out
HR-RS	M2.1	Number of Monitoring Reports drafted
HR-RS	M2.2	Number of publicity materials disseminated
HR-RS	M2.2	Number of promotional events
HR-RS	M2.2	Number of visits to programme website
HR-RS	M2.2	Number of newsletters produced
HR-RS	M2.2	Number of evaluations carried out
MK-AL	M1.1	Projects developing cross-border business infrastructure and services
MK-AL	M1.1	Small scale investments related to tourist infrastructure
MK-AL	M1.1	Supported promotional and branding initiatives for regional/traditional food and non food products
MK-AL	M1.1	Elaboration of regional and joint strategies, action plans, studies and competitive analyses related to economic and rural development
MK-AL	M1.1	Studies and analysis for improving cross-border conventional and alternative tourism offer
MK-AL	M1.1	Cross-border business initiatives organised (fairs, exhibition, seminars...)
MK-AL	M1.1	People visiting business initiatives (fairs, exhibition, seminars.. )
MK-AL	M1.1	Training and educational programs implemented
MK-AL	M1.1	Participants in training and educational programs
MK-AL	M1.1	Joint integrated tourism products or services created still alive after one year
MK-AL	M1.1	People benefiting (directly/indirectly) from promotional initiatives (per gender/age/geographical area)
MK-AL	M1.2	Joint interventions for the protection of natural resources and the improvement of the environmental management
MK-AL	M1.2	Promotional and information campaigns supported
MK-AL	M1.2	Investments made in small-scale cross-border environmental infrastructure
MK-AL	M1.2	Developed documents related to environmental issues (strategies, policies, action plans or feasibility studies)
MK-AL	M1.2	Training and educational programs implemented
MK-AL	M1.2	Projects raising awareness on environmental protection, promotion and management of natural resources
MK-AL	M1.2	Increased rate of pilot joint policy rates related to protected areas and improved environmental management applied after participation in the programme
MK-AL	M1.2	People benefiting (directly/indirectly) from promotional, awareness raising and information campaigns (per gender/age/professional background/geographical area)

MK-AL	M1.2	Satisfaction of the beneficiaries (through surveys)
MK-AL	M1.2	Targeted group successfully completed training and educational programs (per gender/age/professional background/geographical area)
MK-AL	M1.3	Projects aiming at social integration of socially marginalized groups, unemployed, rural youth and women labour force;
MK-AL	M1.3	Projects supported based on utilization of multiethnic assets;
MK-AL	M1.3	Supported Research & Development initiatives
MK-AL	M1.3	CBC projects aiming at developing the technical and management capacities of the NGOs
MK-AL	M1.3	Joint health protection related projects
MK-AL	M1.3	Joint cultural events and activities aiming at promoting and protecting cultural and historical heritage
MK-AL	M1.3	Visitors on the joint cultural events
MK-AL	M1.3	Training and educational programs implemented
MK-AL	M1.3	NGOs concrete cross border initiatives and joint operations set-up/scaled up still on-going after one year
MK-AL	M1.3	Target group successfully participated in training, educational programs and public consultations (per gender/age/professional background/geographical area)
MK-AL	M1.3	Stakeholders satisfactions through surveys
MK-AL	M2.1	Number of the Joint Monitoring Committee held
MK-AL	M2.1	JTS staff recruited
MK-AL	M2.1	Training events for potential and grant beneficiaries
MK-AL	M2.1	Training events for evaluators and assessors
MK-AL	M2.1	Project proposals assessed
MK-AL	M2.1	On-the-spot visits carried out
MK-AL	M2.1	Officers acquiring competences in programme management and successfully performing their duties in JTS and other programme bodies
MK-AL	M2.1	Monitoring reports drafted
MK-AL	M2.1	Calls for proposals finalized
MK-AL	M2.1	Results indicator
MK-AL	M2.1	Functional Joint Technical Secretariat and antenna
MK-AL	M2.1	Increased number of project proposals received
MK-AL	M2.1	Increased quality of project proposals
MK-AL	M2.1	Ratio (%) of funds used versus of funds allocated
MK-AL	M2.2	Information and promotion events
MK-AL	M2.2	Participants at the information and promotion events
MK-AL	M2.2	Publicity materials disseminated
MK-AL	M2.2	Website established
MK-AL	M2.2	Printed publications prepared
MK-AL	M2.2	Results indicator
MK-AL	M2.2	Programme evaluation

MK-AL	M2.2	Users visiting the website
MK-AL	M2.2	Published newspaper articles and TV and radio features
MK-AL	M2.2	Publications of best practices
MK-AL	M2.2	Satisfaction of the stakeholders about the studies and analyses published (through surveys)
AL-ME	M1.1	Number of interventions to be implemented
AL-ME	M1.1	Number of joint activities for promoting new tourist practices
AL-ME	M1.1	Number of research studies to identify market gaps, market opportunities, high value products, dissemination of results across border region
AL-ME	M1.1	Number of actions focusing on the innovative actions
AL-ME	M1.1	Number of business contacts and partnership activities organised
AL-ME	M1.1	Number of joint trainings/workshops and conferences organised
AL-ME	M1.1	Number of small –scale infrastructure projects implemented
AL-ME	M1.1	Number of interventions to be implemented
AL-ME	M1.1	Number of awareness raising actions
AL-ME	M1.2	Number of actions related to integrated environmental monitoring systems and data bases;
AL-ME	M1.2	Number of feasibility studies and technical documentations for other small-scale infrastructure interventions
AL-ME	M1.2	Number of actions for supporting integrated protection and management of sensitive ecosystems and good use of surface waters, giving priority to the protection of Shkodra/Skadar Lake basin
AL-ME	M1.2	Number of developed and implemented programmes
AL-ME	M1.3	Number of joint programmes on social inclusion supported
AL-ME	M1.3	Number of joint programmes based on utilization of multiethnic assets
AL-ME	M1.3	Number of joint cultural events and activities supported
AL-ME	M1.3	Number of project and activities related to health protections organised
AL-ME	M1.3	Number of project and activities supporting R&D institutions and local government
AL-ME	M2.1	Number of JTS staff recruited
AL-ME	M2.1	Number of JMC meetings organised
AL-ME	M2.1	Number of training events for potential final beneficiaries
AL-ME	M2.1	Number of beneficiaries assisted
AL-ME	M2.1	Number of project proposals assessed
AL-ME	M2.1	Number of on-the-spot visits carried out
AL-ME	M2.1	Number of monitoring reports drafted
AL-ME	M2.2	Number of events organised (information events for potential applicants)
AL-ME	M2.2	Website developed
AL-ME	M2.2	Number of information distributed
AL-ME	M2.2	Number of news letters issued

AL-ME	M2.2	Number of users visiting the website
ME-XK	M1.1	Number of initiatives related to the management of protected areas
ME-XK	M1.1	Number of joint researches and studies on environment resources and biodiversity
ME-XK	M1.1	Number of initiatives aiming at protecting endangered or rare species
ME-XK	M1.1	Number of initiatives for a better management of pastures and forests
ME-XK	M1.1	Number of cross-border partnerships created in the field of environment
ME-XK	M1.1	Number of persons with direct or indirect benefit from above activities
ME-XK	M1.1	Number of studies and reports on the environmental situation in the programme area
ME-XK	M1.2	Number of joint initiatives in the field of agriculture, forestry, food and wood processing
ME-XK	M1.2	Number of joint initiatives in the field of tourism, handicrafts and cultural/historical heritage
ME-XK	M1.2	Number of initiatives aiming at supporting entrepreneurs and SMEs
ME-XK	M1.2	Number of infrastructure projects
ME-XK	M1.2	Number of cross-border partnerships created in economy, trade and environment
ME-XK	M1.2	Number of persons with direct or indirect benefit from above activities
ME-XK	M1.2	Number of facilities enabling efficient border management, communication, services, tourism, trade and transport in the eligible area
ME-XK	M1.3	Number of initiatives fostering social cohesion, educational and cultural exchange
ME-XK	M1.3	Number of initiatives aiming at social integration of marginalized groups, minorities, unemployed, rural youth and women labour force
ME-XK	M1.3	Number of initiatives fostering creation of CSOs networks and inter-municipal cooperation
ME-XK	M1.3	Number of initiatives supporting Research & Development, education and youth and sports associations.
ME-XK	M1.3	Number of joint cultural events and activities aiming at promoting and protecting cultural and historical heritage
ME-XK	M1.3	Number of partnerships created
ME-XK	M1.3	Number of persons with direct or indirect benefit from above activities
RS-BA	M1.1	Number of projects x (times) total project funding dedicated to cross border business & tourism cooperation (target relates to at least 80% of funds contracted per Call)
RS-BA	M1.1	Number of projects x (times) total project funding dedicated to cross border environmental cooperation (target relates to at least 80% of funds contracted per Call)
RS-BA	M1.2	Number of projects x (times) total project funding dedicated to cross border institutional and civic cooperation (target relates to at least 80% of funds contracted per Call)
RS-BA	M2.1	JTS fully staffed throughout the Programme
RS-BA	M2.1	JTS offices remain adequately equipped throughout the Programme
RS-BA	M2.1	JMC meetings timely and professionally prepared, held and followed up in line with the Programme procedures
RS-BA	M2.1	At least two relevant trainings for JTS staff per year
RS-BA	M2.1	At least one PCM related training event, of at least two days duration for potential final beneficiaries per year (independent of any Calls) with at least 20 participants each
RS-BA	M2.1	Each awarded grant project is monitored at least twice throughout its life-time
RS-BA	M2.1	From second Call onwards, all contracts are awarded (after project assessment, all stages evaluation, budget clearing) within 10 months of launching the Call
RS-BA	M2.2	Number of publicity materials disseminated (at least 1 information brochure per year from 2010 with at least 500 copies)
RS-BA	M2.2	Number of events organized for publicity and information of the Programme (at least 3 events per year from 2010 with at least 50 participants each)



RS-BA	M2.2	Number of visits to the Programme website reaches 500 hits per months by the end of 2010, and increases by 5% every year
RS-BA	M2.2	Number of newsletters produced (at least four per year from 2010 with a distribution to at least 200 organisations or individuals)
RS-BA	M2.2	At least five press articles relevant to the Programme per year from 2010
RS-BA	M2.2	At least two press articles per project
RS-BA	M2.2	At least one other media events related to the Programme
RS-BA	M2.2	Mid-term evaluation carried out by end 2011
RS-BA	Priority 1	Existence of institutional co-operation between 10 Serbian and Bosnia and Herzegovina municipalities (5+5) to jointly address common challenges identified in cross-border cooperation operations
RS-BA	Priority 1	At least 800 people have been trained in areas related to the key sectors of this programme (business, tourism, environment, social, institutional) as a result of individual projects
RS-BA	Priority 1	Businesses are cooperating: At least 50 businesses participate directly or indirectly in cooperation activities
RS-BA	Priority 1	People are cooperating: At least 300 people directly participate in cross-border cooperation activities and/or initiatives.
RS-BA	Priority 1	From the second call onwards, grant project log-frame indicators average at least 60% overall achievement level
RS-BA	Priority 1	At least 25% of cross-border cooperation initiatives of all projects have sustainable results (e.g. networks are active and function effectively; websites are maintained) until at least 2015
RS-BA	Priority 2	Increased awareness by of the Programme amongst the potential beneficiaries from the Programme area. By end 2010, 50% of local institutions / organizations are familiar with the Programme, thereafter, the number increases by 5% every year.
RS-BA	Priority 2	Increased awareness of the Programme amongst the general public from the Programme areas. By end 2010, 50% households are familiar with the Programme, thereafter, the number increases by 5% every year.
RS-BA	Priority 2	At least 70% of beneficiaries express satisfaction with the services provided by JTS throughout the Programme
RS-BA	Priority 2	Number of received project applications remains consistently high for each Call. Volume of funds requested per Call exceeds available budget of the Call by at least by a factor of 2:1.
RS-BA	Priority 2	Increased quality of project proposals with every subsequent Call (measured by increase of average scores, decrease of rejected applications due to lack of basic eligibility)
RS-BA	Priority 2	Improved Programme implementation: the number of projects not absorbing at least 70% of EU project funds remains consistently under 20% after the second Call
RS-ME	M1.1	10 projects dedicated to cross border business & tourism cooperation (target relates to at least 35% of funds contracted per Call)
RS-ME	M1.1	6 projects dedicated to cross border environmental cooperation (target relates to at least 20% of funds contracted per Call)
RS-ME	M1.1	8 workshops organised/130 participants trained related to strengthening the incentives for SMEs development
RS-ME	M1.1	4 common appearances of SMEs from cross – border region at trade fairs in the SEE region organised
RS-ME	M1.1	10 institutions/organisations developed at least 4 common touristic offers from the eligible area
RS-ME	M1.1	8 workshops organised/120 participants trained related to tourism development
RS-ME	M1.1	10 public campaigns implemented targeting increasing public awareness related to environmental protection
RS-ME	M1.1	4 workshops organised/70 participants trained related to sustainable development topics
RS-ME	M1.1	2 studies related to reducing of pollution and waste management developed
RS-ME	M1.2	18 projects dedicated to cross border institutional and civic cooperation (target relates to at least 25% of funds contracted per Call) selected
RS-ME	M1.2	10 cultural and sports events organised in the programming area

RS-ME	M1.2	12 trainings organised in order to strengthen capacities of public servants and civil society organisations
RS-ME	M1.2	100 direct/ 250 indirect beneficiaries that belongs to vulnerable categories (people with special needs, elderly, women, children victims of violent, difficult employable persons, RAE population, etc.) had benefit from selected projects
RS-ME	M1.2	20 submitted / 4 selected projects related to civil society and local democracy
RS-ME	M1.2	15 submitted / 3 selected projects related to people with special needs and difficult employable persons
RS-ME	M1.2	10 submitted / 2 selected projects that treated human/children rights and RAE population issues
RS-ME	M1.2	20 submitted / 4 selected projects related to education
RS-ME	M1.2	4 submitted / 1 selected project related to the health sector
RS-ME	M1.2	15 submitted / 3 selected projects related to sports and cultural exchange
RS-ME	M2.1	JTS fully staffed throughout programme
RS-ME	M2.1	JTS offices remain adequately equipped throughout programme
RS-ME	M2.1	JMC meetings timely and professionally prepared, held and followed up in line with programme procedures
RS-ME	M2.1	At least one relevant trainings for JTS staff per year
RS-ME	M2.1	At least two PCM related training events, of at least two days duration for potential final beneficiaries per year (independent of any Calls) with at least 20 participants each
RS-ME	M2.1	Each awarded grant project is monitored at least twice throughout its life-time
RS-ME	M2.1	From the 2nd CfP onwards, all contracts are awarded (after project assessment, all stages evaluation, budget clearing) within 10 months of launching the CfP
RS-ME	M2.1	Number of publicity materials disseminated (at least 1 information brochure per year from 2010 with at least 500 copies)
RS-ME	M2.1	Number of events organized for publicity and information of the programme (at least 3 events per year from 2010 with at least 30 participants each)
RS-ME	M2.1	Number of visits to programme website reaches 500 hits per months by the end of 2011, and increases by 10% during each Call for Proposals is open comparing with average websites visits per month
RS-ME	M2.1	Number of newsletters produced (at least one per year from 2012 with a distribution to at least 180 organisations or individuals)
RS-ME	M2.1	At least five press articles relevant to the programme per year from 2010
RS-ME	M2.1	At least two press articles per project
RS-ME	M2.1	At least one other media events related to the programme
RS-ME	M2.1	Mid-term evaluation carried out by end 2011
RS-ME	Priority 1	Existence of institutional co-operation between 16 Serbian and Montenegrin public services (8+8) to jointly address common challenges identified in cross-border cooperation operations
RS-ME	Priority 1	At least 700 people have been trained in areas related to the key sectors of this programme (business, tourism, environment, social, institutional) as a result of individual projects
RS-ME	Priority 1	Businesses are cooperating: At least 30 businesses participate directly or indirectly in cooperation activities
RS-ME	Priority 1	People are cooperating: At least 300 people directly participate in cross-border cooperation activities and/or initiatives.
RS-ME	Priority 1	From the second call onwards, grant project log-frame indicators average at least 60% overall achievement level

RS-ME	Priority 2	Increased awareness by of the programme amongst potential beneficiaries from the programme area. By end 2013, 450 of local institutions / organisations are familiar with the programme, thereafter, the number increases by 5% every year
RS-ME	Priority 2	At least 70% of beneficiaries express satisfaction with the services provided by JTS throughout the Programme
RS-ME	Priority 2	Number of received project applications remains consistently high for each Call. Volume of funds requested per Call exceeds available budget of the Call by at least by a factor of 1.5:1.
RS-ME	Priority 2	Increased quality of project proposals with every subsequent Call (measured by increase of average scores, decrease of rejected applications due to lack of basic eligibility)
RS-ME	Priority 2	Improved programme implementation: the number of projects not absorbing at least 70% of EU project funds remains consistently under 20% after the second Call
RS-ME	Strategic	Institutions perceive benefits of cooperation: At least 8 institutions report that they can more effectively address certain problems or exploit local cross-border opportunities in the key areas of the Operational Programme through enhanced cooperation (economic, social, environmental sectors)
RS-ME	Strategic	Citizens benefit from cooperation: At least 700 people directly or indirectly benefit from enhanced cross-border cooperation and/or from the results achieved by individual projects (related to economic, social, or environmental benefits)
RS-ME	Strategic	Businesses perceive benefits of cooperation: At least 50% of businesses directly or indirectly participating in or benefitting from the Programme related activities perceive benefits of cooperation (e.g. through market access, cooperation, joint marketing or sales, or enhanced skill and exchange of know how)
RS-ME	Strategic	Jobs created or maintained by the end of the programme period that can be directly or indirectly linked back to individual projects (no target - maximum number desirable)
RS-ME	Strategic	Improvement of any economic, social, or environmental indicators that can be linked to the sum of any project related impacts (to be specified on the basis of the objectives of funded projects)
RS-ME	Strategic	Institutions/organisations (re)established cooperation to address common problems: At least 350 institutions/organisations together developed and applied for grants
RS-ME	Strategic	7.1 At least 35 projects implemented within the whole programme period
RS-ME	Strategic	7.2 At least 75 persons hired through service contracts for the purpose of the successful projects implementation
RS-ME	Strategic	7.3 Percentage of funds allocated/funds contracted
RS-ME	Strategic	7.4 Percentage of funds contracted/funds used
BA-ME	M1.1	Improvement of marketing potentials
BA-ME	M1.1	Increased tourist potential
BA-ME	M1.1	Increased participatory planning approach through defined joint development strategies and tools for economic development
BA-ME	M1.1	Improved of SME opportunities and links
BA-ME	M1.1	Reinforced cross-border labour market
BA-ME	M1.2	Improved public utilities
BA-ME	M1.2	Awareness raising in the field of environmental protection
BA-ME	M1.2	Increased participatory planning approach through defined joint natural protection and valorisation strategies
BA-ME	M1.2	Improved facilities for water and waste management
BA-ME	M1.2	Improved accessibility to natural and cultural resources
BA-ME	M1.2	Improvement management of natural resources
BA-ME	M1.3	Increase of mutual understanding
BA-ME	M1.3	Increasing the rate of population participating in the activities

BA-ME	M1.3	Improved cross-border relations among institution and private actors
BA-ME	M1.3	Increased participatory planning approach
BA-ME	M2.1	Number informative tools activated
BA-ME	M2.1	Number of information events realised
BA-ME	M2.1	% of the population covered by the information campaign
BA-ME	M2.1	Number of materials published / disseminated (brochures, CDs, posters, PR materials)
BA-ME	M2.1	Number of joint structures established
BA-ME	M2.1	Number of people trained
BA-ME	M2.1	Number of local municipalities involved
BA-ME	M2.2	Web site
BA-ME	M2.2	Number of projects managed
BA-ME	M2.2	Success rate of the projects approved
MK-XK	M1.1	Number of initiatives fostering economic, social and environmental development
MK-XK	M1.1	Number of initiatives dealing with environment protection, adequate usage of natural resources, water supply and sewage system
MK-XK	M1.1	Number of initiatives supporting tourism development and promotion
MK-XK	M1.1	Number of initiatives fostering cross-border partnerships in economy, trade and environment protection.
MK-XK	M1.1	Interventions improving the existing infrastructure and introducing new ones, having concrete impact on efficient border management, communication, services, tourism, trade and transport in the eligible area
MK-XK	M1.1	Number of cross-border partnerships created in economy, trade and environment
MK-XK	M1.1	Number of facilities enabling efficient border management, communication, services, tourism, trade and transport in the eligible area
MK-XK	M1.2	Number of initiatives fostering social cohesion, educational and cultural exchange
MK-XK	M1.2	Number of initiatives aiming at social integration of marginalized groups, minorities, unemployed, rural youth and women labour force
MK-XK	M1.2	Number of initiatives fostering creation of CSOs networks and inter-municipal cooperation.
MK-XK	M1.2	Number of initiatives supporting Research & Development, education and youth and sports associations.
MK-XK	M1.2	Number of joint cultural events and activities aiming at promoting and protecting cultural and historical heritage
MK-XK	M1.2	Number of partnership created
MK-XK	M1.2	Number of persons with direct or indirect benefit from above activities

### Sector analysis of projects (overall)

	Contracted	Disbursed	Number of projects
<b>Economic Development</b>	<b>€ 38,120,435.75</b>	<b>€ 28,491,511.80</b>	<b>136</b>
Tourism	€ 15,639,520.14	€ 13,449,294.22	58
Rural livelihoods	€ 7,810,908.74	€ 6,672,565.87	28
Transport	€ 6,031,948.98	€ 525,408.72	16
Entrepreneurship and SME development	€ 4,821,718.74	€ 4,343,571.61	19
IT and connectivity	€ 1,184,938.40	€ 1,109,918.90	4
Education and training	€ 733,599.33	€ 733,599.33	2
Nature preservation and promotion	€ 568,634.78	€ 568,044.66	2
Healthcare	€ 484,942.57	€ 484,942.57	2
Social inclusion	€ 443,719.68	€ 430,555.76	2
Employment promotion	€ 345,238.67	€ 173,610.16	2
Gender promotion	€ 55,265.72	€ -	1
<b>Environment</b>	<b>€ 22,060,036.58</b>	<b>€ 16,834,958.10</b>	<b>76</b>
Disaster management	€ 5,831,263.97	€ 2,732,528.07	12
Water management	€ 4,959,729.78	€ 4,396,515.01	17
Nature preservation and promotion	€ 3,882,809.28	€ 3,157,146.94	14
Solid waste management	€ 2,913,893.81	€ 2,683,478.88	12
Energy efficiency	€ 2,433,303.15	€ 2,012,845.40	9
Awareness raising and capacity building	€ 2,039,036.59	€ 1,852,443.80	12
<b>People-to-People</b>	<b>€ 13,987,638.95</b>	<b>€ 10,820,795.74</b>	<b>121</b>
Cultural exchange	€ 3,745,157.93	€ 2,562,253.66	29
Social inclusion	€ 3,677,426.35	€ 2,450,753.06	29
Children and youth	€ 3,039,320.45	€ 2,864,795.28	27
Healthcare	€ 1,478,482.95	€ 1,243,921.69	13

Civil society development	€ 671,693.52	€ 494,127.32	7
Education and training	€ 497,830.65	€ 484,846.11	8
Gender promotion	€ 444,869.41	€ 385,900.57	3
Employment promotion	€ 237,051.13	€ 150,715.76	3
Rural livelihoods	€ 195,806.56	€ 183,482.29	2
<b>Technical assistance</b>	<b>€ 10,621,094.99</b>	<b>€ 9,783,610.75</b>	<b>60</b>
(blank)	€ 10,621,094.99	€ 9,783,610.75	60
<b>Grand Total</b>	<b>€ 84,789,206.27</b>	<b>€ 65,930,876.39</b>	<b>393</b>

## Annex 17. Sector analysis of projects per CBC programme

IPA CBC PROG	Sector	Theme	Grants	Contracted	As % of total allocated for priorities
<b>AL-ME</b>			<b>31</b>	<b>€ 7,955,508.18</b>	<b>100%</b>
	<b>Economic Development</b>		<b>16</b>	<b>€ 5,210,359.28</b>	<b>65%</b>
		Transport	7	€ 2,569,221.07	32%
		Tourism	7	€ 1,904,612.66	24%
		IT and connectivity	1	€ 507,907.40	6%
		Rural livelihoods	1	€ 228,618.15	3%
	<b>Environment</b>		<b>8</b>	<b>€ 1,847,624.23</b>	<b>23%</b>
		Awareness raising and capacity building	3	€ 647,627.38	8%
		Nature preservation and promotion	2	€ 608,169.70	8%
		Water management	1	€ 312,997.40	4%
		Solid waste management	2	€ 278,829.75	4%
	<b>People-to-People</b>		<b>7</b>	<b>€ 897,524.67</b>	<b>11%</b>
		Cultural exchange	4	€ 456,613.01	6%
		Children and youth	1	€ 213,226.80	3%
		Civil society development	1	€ 150,108.04	2%
		Social inclusion	1	€ 77,576.82	1%
<b>AL-XK</b>			<b>11</b>	<b>€ 2,278,890.87</b>	<b>100%</b>
	<b>Economic Development</b>		<b>6</b>	<b>€ 1,924,011.05</b>	<b>84%</b>
		Transport	4	€ 1,651,734.91	72%

	Entrepreneurship and SME development	1	€ 180,079.36	8%
	Tourism	1	€ 92,196.78	4%
	<b>People-to-People</b>	<b>4</b>	<b>€ 229,174.54</b>	<b>10%</b>
	Social inclusion	2	€ 109,299.98	5%
	Rural livelihoods	1	€ 61,621.34	3%
	Children and youth	1	€ 58,253.22	3%
	<b>Environment</b>	<b>1</b>	<b>€ 125,705.28</b>	<b>6%</b>
	Solid waste management	1	€ 125,705.28	6%
<b>BA-ME</b>		<b>38</b>	<b>€ 6,846,246.98</b>	<b>100%</b>
	<b>Economic Development</b>	<b>15</b>	<b>€ 3,647,505.22</b>	<b>53%</b>
	Tourism	11	€ 2,067,573.79	30%
	Rural livelihoods	3	€ 1,268,874.43	19%
	Nature preservation and promotion	1	€ 311,057.00	5%
	<b>People-to-People</b>	<b>19</b>	<b>€ 2,190,873.28</b>	<b>32%</b>
	Social inclusion	6	€ 834,361.48	12%
	Cultural exchange	5	€ 532,541.63	8%
	Healthcare	2	€ 283,454.12	4%
	Children and youth	2	€ 238,975.96	3%
	Employment promotion	2	€ 166,359.38	2%
	Civil society development	1	€ 70,258.00	1%
	Education and training	1	€ 64,922.71	0.95%
	<b>Environment</b>	<b>4</b>	<b>€ 1,007,868.48</b>	<b>15%</b>
	Disaster management	2	€ 504,022.03	7%
	Solid waste management	2	€ 503,846.45	7%
<b>HR-BA</b>		<b>44</b>	<b>€ 12,580,690.22</b>	<b>100%</b>
	<b>Economic Development</b>	<b>23</b>	<b>€ 7,765,709.56</b>	<b>62%</b>
	Tourism	12	€ 4,072,973.64	32%



	Entrepreneurship and SME development	7	€ 2,598,151.83	21%
	Rural livelihoods	4	€ 1,094,584.09	9%
<b>Environment</b>		<b>9</b>	<b>€ 3,463,945.41</b>	<b>28%</b>
	Energy efficiency	4	€ 1,231,924.34	10%
	Water management	2	€ 951,887.83	8%
	Disaster management	1	€ 538,488.00	4%
	Nature preservation and promotion	1	€ 439,025.97	3%
	Awareness raising and capacity building	1	€ 302,619.27	2%
<b>People-to-People</b>		<b>12</b>	<b>€ 1,351,035.25</b>	<b>11%</b>
	Children and youth	3	€ 542,688.07	4%
	Social inclusion	4	€ 351,503.05	3%
	Healthcare	2	€ 195,691.51	2%
	Cultural exchange	1	€ 99,996.73	1%
	Education and training	1	€ 92,344.05	1%
	Gender promotion	1	€ 68,811.84	1%
<b>HR-ME</b>		<b>18</b>	<b>€ 5,607,632.80</b>	<b>100%</b>
<b>Economic Development</b>		<b>8</b>	<b>€ 2,979,119.22</b>	<b>53%</b>
	Tourism	7	€ 2,559,273.72	46%
	IT and connectivity	1	€ 419,845.50	7%
<b>Environment</b>		<b>6</b>	<b>€ 2,089,119.78</b>	<b>37%</b>
	Nature preservation and promotion	3	€ 1,195,876.56	21%
	Water management	3	€ 893,243.22	16%
<b>People-to-People</b>		<b>4</b>	<b>€ 539,393.80</b>	<b>€ 539,393.80</b>
	Children and youth	3	€ 424,064.06	8%
	Cultural exchange	1	€ 115,329.74	2%
<b>HR-RS</b>		<b>40</b>	<b>€ 11,157,018.57</b>	<b>100%</b>
<b>Environment</b>		<b>13</b>	<b>€ 5,630,300.46</b>	<b>50%</b>

	Disaster management	5	€ 3,227,464.90	29%
	Solid waste management	2	€ 766,689.07	7%
	Energy efficiency	2	€ 509,103.33	5%
	Water management	2	€ 389,419.17	3%
	Awareness raising and capacity building	1	€ 372,648.43	3%
	Nature preservation and promotion	1	€ 364,975.56	3%
	<b>Economic Development</b>	<b>13</b>	<b>€ 3,844,503.31</b>	<b>34%</b>
	Rural livelihoods	7	€ 2,111,545.82	19%
	Education and training	2	€ 768,279.32	7%
	Entrepreneurship and SME development	2	€ 406,997.08	4%
	Tourism	1	€ 293,125.60	3%
	Nature preservation and promotion	1	€ 264,555.49	2%
	<b>People-to-People</b>	<b>14</b>	<b>€ 1,682,214.80</b>	<b>15%</b>
	Social inclusion	2	€ 699,387.39	6%
	Cultural exchange	5	€ 412,646.86	4%
	Healthcare	3	€ 231,183.52	2%
	Civil society development	2	€ 171,879.25	2%
	Children and youth	2	€ 167,117.78	1%
<b>ME-XK</b>		<b>11</b>	<b>€ 3,211,957.72</b>	<b>100%</b>
	<b>Economic Development</b>	<b>8</b>	<b>€ 2,308,749.58</b>	<b>72%</b>
	Tourism	5	€ 1,487,481.64	46%
	Rural livelihoods	1	€ 367,515.08	11%
	Employment promotion	1	€ 258,470.22	8%
	Entrepreneurship and SME development	1	€ 195,282.64	6%
	<b>Environment</b>	<b>2</b>	<b>€ 725,170.24</b>	<b>23%</b>
	Water management	1	€ 468,062.22	15%
	Nature preservation and promotion	1	€ 257,108.02	8%

<b>People-to-People</b>	<b>1</b>	<b>€ 178,037.90</b>	<b>6%</b>
Social inclusion	1	€ 178,037.90	6%
<b>MK-AL</b>	<b>51</b>	<b>€ 7,235,335.56</b>	<b>100%</b>
<b>Economic Development</b>	<b>18</b>	<b>€ 3,216,357.98</b>	<b>44%</b>
Tourism	6	€ 1,187,851.59	16%
Entrepreneurship and SME development	6	€ 1,024,681.71	14%
Rural livelihoods	4	€ 861,790.51	12%
Employment promotion	1	€ 86,768.45	1%
Gender promotion	1	€ 55,265.72	1%
<b>Environment</b>	<b>15</b>	<b>€ 2,426,629.83</b>	<b>34%</b>
Awareness raising and capacity building	6	€ 781,412.76	11%
Nature preservation and promotion	4	€ 597,384.33	8%
Water management	2	€ 460,166.03	6%
Solid waste management	1	€ 301,816.91	4%
Energy efficiency	2	€ 285,849.80	4%
<b>People-to-People</b>	<b>18</b>	<b>€ 1,592,347.75</b>	<b>22%</b>
Social inclusion	6	€ 480,265.11	7%
Children and youth	3	€ 365,938.93	5%
Cultural exchange	3	€ 260,044.24	4%
Civil society development	2	€ 177,566.20	2%
Gender promotion	1	€ 116,200.00	2%
Employment promotion	1	€ 86,335.37	1%
Education and training	1	€ 61,292.27	1%
Healthcare	1	€ 44,705.63	1%
<b>MK-XK</b>	<b>9</b>	<b>€ 2,224,000.98</b>	<b>100%</b>
<b>People-to-People</b>	<b>4</b>	<b>€ 1,063,962.13</b>	<b>48%</b>
Cultural exchange	2	€ 438,103.29	20%

	Healthcare	1	€	362,307.96	16%
	Gender promotion	1	€	263,550.88	12%
	<b>Economic Development</b>	<b>4</b>	<b>€</b>	<b>888,656.92</b>	<b>40%</b>
	Rural livelihoods	1	€	416,435.17	19%
	Tourism	1	€	408,216.75	18%
	Transport	2	€	64,005.00	3%
	<b>Environment</b>	<b>1</b>	<b>€</b>	<b>271,381.93</b>	<b>12%</b>
	Nature preservation and promotion	1	€	271,381.93	12%
<b>RS-BA</b>		<b>45</b>	<b>€</b>	<b>8,875,663.73</b>	<b>100%</b>
	<b>Economic Development</b>	<b>16</b>	<b>€</b>	<b>3,411,518.12</b>	<b>38%</b>
	Rural livelihoods	4	€	970,310.52	11%
	Tourism	3	€	679,333.18	8%
	Entrepreneurship and SME development	2	€	571,103.32	6%
	Social inclusion	2	€	467,671.22	5%
	Transport	3	€	446,988.00	5%
	IT and connectivity	2	€	276,111.88	3%
	<b>Environment</b>	<b>10</b>	<b>€</b>	<b>2,899,071.39</b>	<b>33%</b>
	Disaster management	3	€	1,244,920.89	14%
	Energy efficiency	1	€	464,554.89	5%
	Solid waste management	2	€	444,655.67	5%
	Water management	2	€	273,093.90	3%
	Awareness raising and capacity building	1	€	257,804.40	3%
	Nature preservation and promotion	1	€	214,041.64	2%
	<b>People-to-People</b>	<b>19</b>	<b>€</b>	<b>2,565,074.22</b>	<b>29%</b>
	Cultural exchange	5	€	1,251,961.08	14%
	Children and youth	6	€	449,759.29	5%
	Healthcare	4	€	387,486.56	4%

	Social inclusion	2	€ 221,230.94	2%
	Rural livelihoods	1	€ 154,636.35	2%
	Education and training	1	€ 100,000.00	1%
<b>RS-ME</b>		<b>34</b>	<b>€ 6,195,495.52</b>	<b>100%</b>
	<b>Economic Development</b>	<b>8</b>	<b>€ 2,106,569.16</b>	<b>34%</b>
	Tourism	3	€ 854,913.64	14%
	Rural livelihoods	3	€ 759,629.45	12%
	Healthcare	2	€ 492,026.07	8%
	<b>Environment</b>	<b>7</b>	<b>€ 2,052,015.99</b>	<b>33%</b>
	Water management	4	€ 1,175,599.85	19%
	Solid waste management	2	€ 560,047.99	9%
	Disaster management	1	€ 316,368.15	5%
	<b>People-to-People</b>	<b>19</b>	<b>€ 2,036,910.37</b>	<b>33%</b>
	Social inclusion	5	€ 742,950.70	12%
	Children and youth	6	€ 616,087.43	10%
	Cultural exchange	3	€ 313,771.58	5%
	Education and training	4	€ 241,000.59	4%
	Civil society development	1	€ 123,100.07	2%
<b>Grand Total</b>		<b>333</b>	<b>€ 74,168,351.13</b>	

## Annex 18. Relevance of Programme Priorities/Measures for the Needs of the Border Areas

### 1. AL-ME

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority I. Promotion of regional cohesion and competitiveness through an approach that integrates economic, environmental, cultural and social development</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Insufficient practices for development of historical and cultural tourism</li> <li>• Lack of business productivity and new market opportunities</li> <li>• Inability to develop the shared elements of cultural heritage with the other side of the border</li> <li>• Weak exploitation of new technologies</li> <li>• Inadequate service delivery –transport, water and electricity.</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Support to joint innovative actions aiming at introducing new tourist practices</li> <li>• Establishing networks and associations for joint entrepreneurial activities</li> <li>• Know-how transfer to improve business knowledge and take up of new technologies,</li> <li>• Research studies to identify new market opportunities for dissemination of results across border region</li> </ul>	M1.1 Economic development with an emphasis on tourism promotion
<b>Environment protection</b>	<p>Priority I Promotion of regional cohesion and competitiveness through an approach that integrates economic, environmental, cultural and social development</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Lack of protection for sensitive ecosystems</li> <li>• Natural resources not understood as economic resource</li> <li>• Lack of sewage and waste water treatment systems</li> <li>• Lack of pollution controls for water, waste and soil</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Support to integrated protection and management of sensitive ecosystems in Shkodra/Skadar Lake basin</li> <li>• Support to of integrated environmental monitoring systems and data bases</li> <li>• Support waste water and solid waste disposal systems, aiming at protecting areas from on -going pollution</li> </ul>	M1.2 Environment protection and promotion
<b>Social development</b>	<p>Priority I Promotion of regional cohesion and competitiveness through an approach that integrates economic, environmental, cultural and social development</p>	Partly Addressed	M1.3 Enhancing social cohesions

	<p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Lack of skilled workers for specific industry and agro-processing needs</li> <li>• Depopulation, demographic deterioration in rural areas</li> <li>• Lack of foreign languages and IT skills, especially among older and middle age labour force necessary for accelerating economic development</li> <li>• Low levels of student technical knowledge and practical work experience as demanded by labour market</li> </ul>	<ul style="list-style-type: none"> <li>• Actions to improve the flow of information and communication between border regions</li> <li>• Local cultural exchanges</li> <li>• Support to NGOs active in social inclusion activities</li> <li>• Support of joint programmes based on utilisation of multi-ethnic assets</li> <li>• Education and training initiatives</li> <li>• Support of joint health protection related activities</li> <li>• Youth exchange activities from both sides of the border</li> </ul>	<p>through people-to-people actions</p>
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## 2. AL-XK

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority II Encouraging Tourism Cultural and Natural Heritage</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Poor Entrepreneurial Culture</li> <li>• Low business productivity</li> <li>• Lack of access to international markets</li> <li>• Poor use of new technologies</li> </ul>	<p>Yes (but only in tourism sector)</p> <ul style="list-style-type: none"> <li>• Promotion of tourism entrepreneurialism</li> <li>• Tourism Know-How Transfer (ICT)</li> <li>• Promotion of new products</li> </ul>	<p>M1.1 Economic, Social and Environmental Sustainable Development</p>
<b>Environment protection</b>	<p>Priority I Protecting the Environment, promoting Climate Change Adoption, Risk Management and Prevention</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Low awareness of environmental issues</li> <li>• Lack of waste management systems</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Preparation of waste management strategies and Action Plans</li> <li>• Promotion of environmental awareness programmes and education</li> </ul>	<p>M1.1 Economic, Social and Environmental Sustainable Development</p>

	<ul style="list-style-type: none"> <li>Poor enforcement of environmental standards</li> </ul>		
<b>Social development</b>	<p>Priority 3- Investing in Youth, Education and Skills</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>High Unemployment Rate (Female)</li> <li>Low levels of education in marginalised communities (e.g. Roma)</li> <li>Weak labour Promotion institutions and training curricula</li> </ul>	<p>Partly (focus on Youth - no programming of Roma or support to employment services)</p> <ul style="list-style-type: none"> <li>Supporting exchange programs, networking activities such as sports tournaments, culture</li> <li>Prevention of School Drop Outs especially in rural areas</li> </ul>	<p>M1.2 Social Cohesion and Cultural Exchange through people to people and institution to institution actions</p>

### 3. BA-ME

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1 To support the creation of a common socio-economic environment for people, communities and economies of the eligible area</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>Peripheral isolated location, weak transport networks</li> <li>Inadequate road network and sewage/waste water treatment infrastructure</li> <li>Weak economic use of natural resources;</li> <li>Depopulation and migration trends;</li> <li>Lack of business finance and limited industry productivity</li> <li>Long term unemployment</li> </ul>	<p>Yes. The measure activities are based on enhancing economic cooperation in tourism, agricultural, and environmental sector to exploit local cross-border opportunities.</p> <ul style="list-style-type: none"> <li>Business networks and know-how transfer mechanisms in the tourism and agricultural sector;</li> <li>Development of new tourist products with clear cross-border identity;</li> <li>Development of business support services</li> <li>Establishment and maintenance of mutual traineeship programmes</li> </ul>	<p>M1.1 Cross-border economic development initiatives with an emphasis on tourism and rural development.</p>
<b>Environment protection</b>	<p>Priority 1 To support the creation of a common socio-economic environment for people, communities and economies of the eligible area</p> <ul style="list-style-type: none"> <li>Inadequate infrastructure, particularly road network and sewage/waste water treatment;</li> <li>Unexploited tourism potential of natural resources;</li> </ul>	<p>Yes. The measure supports environment activities linked to tourism as an alternative economic activity</p> <ul style="list-style-type: none"> <li>Improvement of the joint management and supporting facilities in water and waste management</li> <li>Education and transfer of know-how on environment protection;</li> </ul>	<p>M1.2 Environmental development initiatives mainly for protection, promotion and management of natural resources.</p>



		<ul style="list-style-type: none"> <li>Development of pollution prevention plans for the border area and effective monitoring systems for air, water and soil quality.</li> </ul>	
<b>Social development</b>	<p>Priority 1 To support the creation of a common socio-economic environment for people, communities and economies of the eligible area</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>Brain drain' and migration;</li> <li>High unemployment in rural areas;</li> <li>Low standard of living</li> <li>Shortage of modern vocational and education services.</li> <li>Weak utilisation of culture and leisure facilities</li> </ul>	<p>Yes, but extremely wide measure objective with many activities</p> <ul style="list-style-type: none"> <li>cultural exchanges among young people, artist, sports activities, folk events and similar actions;</li> <li>education and training initiatives, including a wide range of actions, such as promoting the mobility of citizens, academic networks innovative education projects</li> </ul>	M1.3 Social cohesion and cultural exchange through institutional and people-to-people interventions.

#### 4. HR-BA

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1: Creation of a Common Economic Space</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>Weak infrastructure resources (water, transport, waste) in area</li> <li>Lack of industry innovation and use of technology</li> <li>Lack of education and industry linkages</li> <li>Small farm sizes and lack of agriculture networks</li> <li>Lack of tourism support networks destinations in the programme area (except Croatian coast)</li> <li>Lack of financial instruments for development of tourism in continental part of the programme area</li> </ul>	<p>Yes (M1.1 Joint Development of Tourism Offer)</p> <ul style="list-style-type: none"> <li>Development of new tourist products/services with clear cross-border identities</li> <li>Development of small-scale tourist infrastructure</li> <li>Training of staff required for the operation of supported attractions and facilities;</li> <li>Certification of local products and services</li> </ul> <p>Yes (M1.2 Promotion of Entrepreneurship)</p> <ul style="list-style-type: none"> <li>Development and implementation of training and educational activities for SMEs</li> <li>Support to R/D partnerships</li> <li>Networking of SMEs and establishment of cross border clusters</li> </ul>	<p>M1.1. Joint Development of Tourism Offer</p> <p>M1.2 Promotion of entrepreneurship</p>

<b>Environment protection</b>	<p>Priority 2: Improved Quality of Life and Social Cohesion</p> <p>Identified SWOT Threats</p> <ul style="list-style-type: none"> <li>• Inadequate waste management infrastructure</li> <li>• Lack of flood protection systems (Sava river) Significant areas still covered with mine-fields</li> <li>• Inadequate fire protection systems</li> <li>• Lack of systems for monitoring of pollution</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Support joint initiatives for protection of the environment and natural diversity.</li> <li>• Support measures to prevent or remedy environmental degradation.</li> <li>• Planning documentation for CBC water supply waste systems.</li> </ul>	<p>M 2.1 Protection of nature and environment</p>
<b>Social development</b>	<p>Priority 2: Improved Quality of Life and Social Cohesion</p> <p>Identified SWOT weaknesses</p> <ul style="list-style-type: none"> <li>• High level of unemployment (Youth), especially in rural areas</li> <li>• Large discrepancies between demand and supply on labour market</li> <li>• Lack of opportunities for life-long learning</li> <li>• Depopulation in isolated parts of the area</li> <li>• Ageing border population.</li> <li>• Lack of medical services</li> </ul>	<p>Yes. Measure designed to facilitate access to basic community services to all citizens and groups in the border region.</p> <ul style="list-style-type: none"> <li>• Support to Joint youth initiatives and networks</li> <li>• Assistance to marginalised groups</li> <li>• Improved access to health services</li> <li>• Improved access to education services</li> </ul>	<p>M 2.2 Improved accessibility to community based service</p>

## 5. HR-ME

<b>Sector</b>	<b>Priorities, needs of the border area identified in SWOT addressed by measure</b>	<b>Addressed by programme measures</b>	<b>Measures</b>
<b>Economy development</b>	<p>Priority 1 Creation of favourable environmental and socio-economic conditions in the programme area by improvement of the co-operation in the jointly selected sectors and good neighbourly relations in the eligible areas.</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Urban/Rural economic Divergence</li> <li>• Lack of specialised educational programs in tourism</li> <li>• Depopulation in old town centres</li> <li>• Weak business support services</li> <li>• Lack of new business opportunities</li> </ul>	<p>Partly. The programme states that Priority 1 is defined in the 'broadest possible sense' but the measure only focuses on Tourism</p> <ul style="list-style-type: none"> <li>• Education schemes for SMEs and work force in tourism sector</li> <li>• Promotion of cross border region as tourist destination</li> <li>• Development of new tourism products;</li> <li>• Quality Certification of local products and services;</li> </ul>	<p>M 1.2. Joint tourism and cultural space</p>

<b>Environment protection</b>	<p>Priority 1 Creation of favourable environmental and socio-economic conditions in the programme area by improvement of the co-operation in the jointly selected sectors and good neighbourly relations in the eligible areas.</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Area isolated due to poor transport connectivity</li> <li>• Lack of sewage, waste water, solid waste treatment and recycling practices. This has a large impact during Summer period</li> <li>• Lack of CBC for electrical power sources</li> <li>• Lack of CBC in firefighting services</li> <li>• Lack of CBC for transport of hazardous goods</li> </ul>	<p>Yes, but many activities including water, solid and marine pollution</p> <ul style="list-style-type: none"> <li>• Create sustainable environment nature and cultural protection networks.</li> <li>• Encourage cross-border projects related to finding solutions to joint environmental problems including waste management (solid, water, marine)</li> <li>• Improvement of the monitoring and reporting on the state of marine and coastal eco-systems,</li> </ul>	<p>M 1.1.: Joint actions for environment, nature and cultural heritage protection</p>
<b>Social development</b>	<p>Priority 1 Creation of favourable environmental and socio-economic conditions in the programme area by improvement of the co-operation in the jointly selected sectors and good neighbourly relations in the eligible areas.</p> <p>Identified SWOT weaknesses</p> <ul style="list-style-type: none"> <li>• Underdeveloped civil society sector</li> <li>• Lack of social relations between neighbouring areas</li> </ul>	<p>Yes, but too many, extremely wide activities under the measure</p> <ul style="list-style-type: none"> <li>• Common cross-border educational programs between educational institutions;</li> <li>• Community building programs with emphasis on interethnic cooperation;</li> <li>• Cooperation between national minorities;</li> </ul>	<p>M 1.3. Small cross-border community development projects</p>

## 6. HR-RS

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1: Sustainable Socio-Economic Development</p> <p>Identified SWOT weaknesses</p> <ul style="list-style-type: none"> <li>• Privatization process and restructuring of the economy incomplete</li> <li>• low added-value and quality of produced goods</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Cross border business-to-business networks;</li> <li>• Establish joint SME support services</li> <li>• Support to product diversification e.g. tourism products &amp; services;</li> <li>• Cross-border labour mobility events and services</li> </ul>	<p>M 1.1: Economic Development</p>

	<ul style="list-style-type: none"> <li>Lack of a high quality business related infrastructure</li> <li>Weak business culture, lack of SME networks, high level of start-up failure</li> </ul>	<ul style="list-style-type: none"> <li>Stimulating cross border ICT use by SMEs</li> </ul>	
<b>Environment protection</b>	<p>Priority 1: Sustainable Socio-Economic Development</p> <p>Identified SWOT weaknesses</p> <ul style="list-style-type: none"> <li>Inadequate waste and wastewater management</li> <li>Environmental Hot Spots in key locations</li> <li>Flood risk from River Danube</li> <li>Poor management of natural resources</li> <li>Lack of awareness about environmental protection and sustainable development</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>Support awareness raising activities on environmental issues</li> <li>Support systems for emergency preparedness in relation to flood prevention and control</li> <li>Cross border waste management and minimisation strategies</li> <li>Support to small-scale environmental and emergency preparedness infrastructure</li> </ul>	M 1.2 Environmental Protection
<b>Social development</b>	<p>Priority 1: Sustainable Socio-Economic Development</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>High unemployment rate, especially Youth</li> <li>Low education levels of the workforce</li> <li>Lack of specialized knowledge and skills</li> <li>Inadequate number of work relevant adult education programmes</li> <li>Lack of social dialogue institutions</li> <li>Insufficient social involvement of ethnic minorities</li> <li>Negligence of culture and cultural institutions</li> </ul>	<p>Partly</p> <ul style="list-style-type: none"> <li>Encourage cross border cooperation between local community organisations particularly women and marginalised groups</li> <li>Legal counselling for marginalised groups</li> <li>Joint community building programs with emphasis on inter-ethnic cooperation</li> <li>Cross-border networking of cultural and youth institutions.</li> </ul>	M 1.3 People to People

## 7. MK-XK

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1 Economic and social development and promotion of natural and cultural resources</p> <p>Identified SWOT Weaknesses</p>	Partly. The measure has a dual objective of economic development and environmental sustainability. The measure partly addresses the challenges facing SMEs. There is no activity addressing business environment/regulations.	M1 Sustainable economic, social and environmental development

	<ul style="list-style-type: none"> <li>• Lack of information about business regulations</li> <li>• Lack of business infrastructure</li> <li>• Lack of mechanisms for supporting business sector.</li> <li>• Low competitiveness of services and products,</li> <li>• High unemployment rate</li> <li>• Poor access to business finance</li> </ul>	<ul style="list-style-type: none"> <li>• Small-scale interventions to improve cross border infrastructure</li> <li>• Operations supporting rural tourism: small infrastructure, trainings, information campaigns</li> </ul>	
<b>Environment protection</b>	<p>Priority 1 Economic and social development and promotion of natural and cultural resources</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Lack of waste management facilities.</li> <li>• Natural potentials and resources are not sufficiently exploited in a sustainable manner;</li> <li>• Insufficient control, about waste disposal</li> <li>• Insufficient level of public awareness on environmental problems</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Activities to exploit natural resources more efficiently</li> <li>• Activities to support cooperation between CSOs and municipalities in environmental protection</li> <li>• Support to national park in Sharr Planina on the Macedonian side and improving the management of the National Park in Kosovo</li> </ul>	M1 Sustainable economic, social and environmental development
<b>Social development</b>	<p>Priority 1 Economic and social development and promotion of natural and cultural resources</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Low incomes and living standards</li> <li>• Depopulation of the area;</li> <li>• Lack of qualified labour force specialized for some specific industries</li> <li>• Low level of education of the rural population and socially marginalized groups such as Roma</li> <li>• Social exclusion of large segments of the population (long term unemployed/Roma)</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Capacity building support to CSOs, youth associations and rural partnerships to address social inclusion, health services</li> <li>• Support to promoting health in schools and building sustainable health awareness systems for vulnerable and socially marginalized people.</li> <li>• Operations to strengthen minorities rights</li> </ul>	M1.2 Social cohesion and people-to-people initiatives

## 8. MK-AL

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
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<b>Economy development</b>	<p>Priority 1 Fostering Cross Border Economic, Environmental and Social Development</p> <p>Identified Weaknesses in SWOT</p> <ul style="list-style-type: none"> <li>• Low productivity and quality of products/services</li> <li>• Limited access to technology, business finance, and poor business environment</li> <li>• Low levels of business organisations/associations</li> <li>• Small scale agribusiness activities;</li> <li>• Large number of very small enterprises</li> </ul>	<p>Partly. The main emphasis of the measure is economic valorisation of its tourist and cultural potential</p> <ul style="list-style-type: none"> <li>• Development and implementation of tourism strategies and action plans.</li> <li>• Facilitation of business contacts, networking and partnerships</li> <li>• Branding and promotion of regional products, services.</li> </ul>	<p>M1.1 Economic development with an emphasis on tourism promotion</p>
<b>Environment protection</b>	<p>Priority 1 Fostering Cross Border Economic, Environmental and Social Development</p> <p>Identified Weaknesses in SWOT</p> <ul style="list-style-type: none"> <li>• Lack of water and solid waste facilities</li> <li>• Pollution hot spots</li> <li>• Low level of implementation of EU environmental legislation in private and public sectors;</li> <li>• Natural potentials and resources are not utilised in a sustainable way.</li> </ul>	<p>Yes. The measure supports joint actions to promote and protect sensitive ecosystems and sustainable environmental development in the area</p> <ul style="list-style-type: none"> <li>• Preparation and implementation of waste water and solid waste projects.</li> <li>• Cross-border emergency plans to deal with natural and man-made environmental risks.</li> <li>• Small-scale environment cross-border infrastructure</li> <li>• Training programmes in environment protection</li> </ul>	<p>M1.2 Sustainable environmental development with an emphasis on protection, promotion and management of natural resources and ecosystems</p>
<b>Social development</b>	<p>Priority 1 Fostering Cross Border Economic, Environmental and Social Development</p> <p>Identified Weaknesses in SWOT</p> <ul style="list-style-type: none"> <li>• High unemployment rate, particularly female and youth including women and young manpower</li> <li>• De-population and de-ruralisation</li> <li>• Low levels of vocational education and limited number of vocational education institutions</li> <li>• Lack of social inclusion for marginalised communities such as Roma</li> </ul>	<p>Yes</p> <ul style="list-style-type: none"> <li>• Development and implementation of programmes for social integration of socially marginalized groups, unemployed, rural youth and women labour force;</li> <li>• Institutional building for NGO Partnerships</li> <li>• Support to joint health protection activities</li> </ul>	<p>M 1.3 Social cohesion and cultural exchange through people-to-people and institution-to-institution actions</p>

## 9. ME-XK

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	Priority 1 Economic and social development and promotion of natural resources <ul style="list-style-type: none"> <li>• Poor competitiveness of businesses, due to limited capital, insufficient knowledge in modern technologies and limited access to market information</li> <li>• Poor rural infrastructure (water, sewage and solid waste)</li> <li>• Lack of professional networking and collective organisations of local stakeholders</li> <li>• Limited technical support for development of agriculture activities in rural areas</li> <li>• .Limited access to business finance</li> </ul>	Partly – the main focus is on tourism <ul style="list-style-type: none"> <li>• Cooperation among farmers associations, food processors, wood processors</li> <li>• Introduction of standards and labels, trainings and guidelines for improving private accommodation facilities</li> <li>• Promoting joint tourism products (hiking and biking tours, rafting, etc.)</li> <li>• Improving and systematizing the use of Internet for promoting the tourism offer</li> </ul>	M1.2 Sustainable economic development
<b>Environment protection</b>	Priority 1 Economic and social development and promotion of natural resources <ul style="list-style-type: none"> <li>• Inadequate solid waste management and lack of waste water treatment systems</li> <li>• Weak land management</li> <li>• Natural resources largely under exploited or exploited without adequate control</li> <li>• Low awareness of environmental issues</li> </ul>	Yes. The objective of the measure is to support joint activities to protect and promote the area's eco-systems <ul style="list-style-type: none"> <li>• Improving management of the National Parks and protected areas</li> <li>• Improving the use and maintenance of pasture areas, public and private forests;</li> <li>• Awareness campaigns on environmental protection issues;</li> <li>• Small infrastructure projects, joint researches and technical studies aiming at identifying pollution hot spots</li> </ul>	M1.1 Environmental Protection
<b>Social development</b>	Priority 1 Economic and social development and promotion of natural resources <ul style="list-style-type: none"> <li>• Depopulation and outflow of educated people</li> </ul>	Yes	M1.3: Social cohesion and people-to-people initiatives

	<ul style="list-style-type: none"> <li>• High unemployment rate</li> <li>• Underdeveloped system of lifelong education</li> <li>• Low level of education of the rural population and socially marginalized groups</li> <li>• Lack of access to health services</li> </ul>	<ul style="list-style-type: none"> <li>• Joint cross border operations promote education and academic exchanges at all levels;</li> <li>• CSO cooperation in social inclusion, culture, environment, health protection</li> <li>• Support to promoting health in schools and building sustainable health awareness systems in particular for vulnerable and socially marginalised people</li> <li>• Cooperation and joint activities between youth and sport associations.</li> </ul>	
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### 7.3.1. RS-BA

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1 Social and economic cohesion through actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Lack of local economic development frameworks</li> <li>• Mainly micro businesses with limited capacities</li> <li>• Low levels of business productivity and innovation</li> <li>• Lack of tourism accommodation</li> <li>• High unemployment</li> </ul>	<p>Partly. No measure activities to address lack of business finance.</p> <ul style="list-style-type: none"> <li>• Support cooperation between cross border business groups</li> <li>• Develop tourism support networks</li> <li>• Cooperation in matching educational curricula to the needs of industry, agriculture</li> <li>• Support to Adult Education out reach</li> </ul>	<p>M 1.1</p> <p>Improving the productivity and competitiveness of the areas' economic, rural and environmental resources.</p>
<b>Environment protection</b>	<p>Priority 1 Social and economic cohesion through actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>Identified SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Lack of waste infrastructure, increased pollution of natural water resources;</li> <li>• Unsupervised waste dumps in rural areas</li> </ul>	<p>Partly. No measure reference to UXO, implementation of regulations</p> <ul style="list-style-type: none"> <li>• CBC between local authorities to coordinate actions such as spatial planning, waste water and sewage disposal, emergency services</li> <li>• CBC to lobby national authorities to address environment infrastructure gaps</li> </ul>	<p>M1.1.</p> <p>Improving the productivity and competitiveness of the areas' economic, rural and environmental resources.</p>



	<ul style="list-style-type: none"> <li>• Low levels of environmental awareness in the area;</li> <li>• Weak implementation of construction regulations</li> </ul>		
<b>Social development</b>	<p>Priority 1 Social and economic cohesion through actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>Identified SWOT weaknesses</p> <ul style="list-style-type: none"> <li>• Poor educational structure not linked to labour market needs and low levels of participation in primary and secondary education particularly in rural areas.</li> <li>• Lack of lifelong learning culture, especially foreign languages and computer skills;</li> <li>• Increasing unemployment due to redundancies of skilled and unskilled work force from former state enterprises;</li> </ul>	<p>No. Activities not well defined. Cooperation is underlined but not well linked to identified weaknesses</p> <ul style="list-style-type: none"> <li>• Cooperation in preserving cultural, historical and sporting connections.</li> <li>• Cooperation between local professional groups, looking for joint problem solving assistance at local level</li> <li>• Cooperation between tourist support institutions</li> <li>• Establishment and promotion of joint cultural or sporting events between border communities.</li> </ul>	<p>M 1.2 Cross-border initiatives targeting the exchange of people and ideas to enhance professional and civic society cooperation.</p>

## 10. RS-ME

Sector	Priorities, needs of the border area identified in SWOT addressed by measure	Addressed by programme measures	Measures
<b>Economy development</b>	<p>Priority 1 Socio -economic cohesion through joint actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Obsolete industrial and agricultural infrastructure</li> <li>• Low added economic activities</li> <li>• Perception of investment risk due to isolated location</li> <li>• Poor business management skills and business support services for SMEs</li> <li>• Limited range of business opportunities</li> </ul>	<p>Partly. Weak links to SWOT and Measure activities (no business services)</p> <ul style="list-style-type: none"> <li>• CBC between business support groups to improve business climate, and developing a tourism support network</li> <li>• CBC Matching educational programmes relevant for the needs of economy/industry focusing on innovative joint curricula</li> <li>• CBC to prepare infrastructure priorities and lobby national governments</li> </ul>	<p>1.1 Improving the productivity and competitiveness of the areas' economic, rural, cultural and environmental resources.</p>

<b>Environment protection</b>	<p>Priority 1 Socio -economic cohesion through joint actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• Pollution hot-spots risk to sustainable economic development</li> <li>• Lack of solid waste, recycling, sewage and waste water treatment systems;</li> <li>• Weak enforcement of environmental regulations/standards</li> </ul>	<p>Partly addressed with one general programme measure</p> <ul style="list-style-type: none"> <li>• Cooperation between local authorities to coordinate actions such as spatial planning, waste water and sewage disposal, emergency services</li> </ul>	<p>1.1 Improving the productivity and competitiveness of the areas' economic, rural, cultural and environmental resources.</p>
<b>Social development</b>	<p>Priority 1 Socio -economic cohesion through joint actions to improve physical, business, social and institutional infrastructure and capacity.</p> <p>SWOT Weaknesses</p> <ul style="list-style-type: none"> <li>• poor education and qualification levels of the population – especially in rural areas;</li> <li>• Lack of sector-specific (i.e. tourism, agriculture) education facilities;</li> <li>• Lack of connection between education and needs of labour market;</li> <li>• High unemployment levels -along the immediate border areas</li> <li>• Limited access of the rural population to the formal educational system distance and lack of transport links.</li> </ul>	<ul style="list-style-type: none"> <li>• Measure activities not well defined to address identified weaknesses</li> </ul>	<p>1.2 Cross-border initiatives targeting the exchange of people and ideas to enhance the professional and civic society cooperation.</p>

### Annex 19. IPA 2007-2013 CBC Programmes per country

Country/Programme	AL-ME	AL-XK	BA-ME	HR-BA	HR-ME	HR-RS	ME-XK	MK-AL	MK-XK	RS-BA	RS-ME	TOTAL
Albania	1	1		1				1				3
Bosnia and Herzegovina			1	1						1		3

Croatia <sup>98</sup>				1	1	1						3
Kosovo		1					1			1		3
Montenegro	1		1		1		1				1	5
Serbia						1				1	1	3
Former Yugoslav Republic of Macedonia								1	1			2

## Annex 20. IPA 2007-2013 CBC Operating structures

Country	Operating Structure	
<b>ALBANIA</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
AL-ME	Ministry of European Integration (MoEI), Directorate for Cross border and Transnational programmes	EUD
AL-XK		
MK-AL		
<b>BOSNIA-HERZEGOVINA</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
BA-ME	Council of Ministers BiH, Directorate for European Integration (DEI), Sector for EU assistance coordination, Department for Cross-border and Regional Programmes	EUD
HR-BA		
RS-BA		
<b>CROATIA</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
HR-BA	Ministry of Regional Development and EU Funds, Directorate for Regional Development	Agency for Regional Development
HR-ME		
HR-RS		
<b>MONTENEGRO</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
AL-ME	Ministry of Foreign Affairs and European Integration, Directorate for Cross-Border Cooperation (part of the Directorate General for Coordination of the EU Assistance Programmes)	EUD
BA-ME		
HR-ME		
RS-ME		

<sup>98</sup> For CBC Programmes involving Croatia, the Contracting Authority for the actions implemented on the Croatian side of the programme area is the Agency for Regional Development. Croatia is not an IPA country anymore since it joined the EU in 2013.

<b>ME-XK</b>		
<b>FORMER YUGOSLAV REPUBLIC OF MACEDONIA</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
<b>MK-AL</b>	Ministry of Local Self-Government (MLSG), Sector for European Union	EUD
<b>MK-XK</b>		
<b>SERBIA</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
<b>HR-RS</b>	Serbian Office for European Integration (SEIO), Department for Cross-border and transnational cooperation programmes	EUD
<b>RS-BA</b>		
<b>RS-ME</b>		
<b>KOSOVO*</b>	<b>Line Ministry</b>	<b>Contracting Authority</b>
<b>AL-XK</b>	Ministry of Local Government Administration (MLGA), Department for Cooperation and Regional Development	EUD
<b>MK-XK</b>		
<b>ME-XK</b>		

#### Annex 21. IPA 2007-2013 CBC Joint Technical Secretariats

Country / CBC Programme	JTS	Antenna
<b>ALBANIA</b>		
<b>AL-ME</b>		Shköder
<b>AL-XK</b>	Kukes	
<b>MK-AL</b>		Elbasan
<b>BOSNIA-HERZEGOVINA</b>		
<b>BA-ME</b>	Sarajevo	
<b>HR-BA</b>		Banja Luka, Mostar
<b>RS-BA</b>		Tuzla
<b>CROATIA</b>		
<b>HR-BA</b>	Zagreb	

HR-ME	Dubrovnik
HR-RS	Zagreb
<b>MONTENEGRO</b>	
AL-ME	Podgorica
BA-ME	Niksic
HR-ME	Kotor <sup>99</sup>
RS-ME	Bijelo Polje
ME-XK	Berane
<b>FORMER YUGOSLAV REPUBLIC OF MACEDONIA</b>	
MK-AL	Struga
MK-XK	Kumanovo
<b>SERBIA</b>	
HR-RS	Sremska Mitrovica
RS-BA	Belgrade
RS-ME	Prijepolje
<b>KOSOVO*</b>	
AL-XK	Prizren
MK-XK	Gjilan
ME-XK	Pejë

<sup>99</sup> Until 3 February 2016

## Annex 22. Comparative analysis of CBC management structures and authorities under IPA I and IPA II

IPA I	IPA II
<p>a. two NIPACs -&gt; NIPAC could delegate its coordinative role to the CBC coordinator (the CBC coordinator is renamed into territorial cooperation co-ordinator in IPA II)</p> <p>b. two NAOs</p> <p>c. two Operating Structures (OS)</p> <p>d. two audit authorities (though its mandate comes from the global IPA mandate, not in a dedicated manner to Component II)</p> <p>There is a Joint Technical Secretariat (JTS) and a Joint Monitoring Committee (JMC).</p> <p>Each participating country established an operating structure for the part of the programme relating to the country concerned. Under decentralised management, operating structures in each country include an Implementing Agency (IA), the NAO and the PAO.</p> <p>The <u>operating structures (OS)</u> typically consist of two bodies:</p> <ol style="list-style-type: none"> <li>1) the body for the programming and programme level monitoring, the <u>CBC Body</u> (note 'CBC body' is only used in the guidance note, not the IPA I IR);</li> <li>2) the body for (transaction level) implementation, the <u>Implementing Agency (IA)</u> i.e. fulfilling the role of contracting authority.</li> </ol> <p>While the concept of 'Head of the OS' as such is not defined in the IPA I IR, typically such a post was created in beneficiary countries.</p> <p>Under IPA I the participating countries in a CBC programme had to set up an OS, independently from the fact whether the programme was implemented in centralised or decentralised manner. If the country was implementing its part of the programme in centralised management, the CBC OS was only</p>	<p>a. two NIPACs including their respective – though optional - territorial cooperation coordinators (the latter used to be CBC coordinator under IPA I).</p> <p>b. one NAO (instead of two) and his/her management structure (the latter did not exist in IPA I) – the NAO of the country where the Contracting Authority (CA) is located</p> <p>c. two operating structures (OS) but one contracting authority (instead of two IAs)</p> <p>d. one audit authority (instead of two) – the AA is located in the country where the Contracting Authority (CA) is located. If the AA does not have the authority to carry out its functions over the whole (cross-border) territory, it shall be assisted by a group of auditors.</p> <p>Beyond the above structures the countries jointly establish a JMC and JTS.</p> <p>In addition, the Framework Agreement template under IPA II spells out the establishment and the functions of the OS. However, the IPA II legal framework does not specify in detail how the OS have to be set up.</p> <p>Normally, under IPA II, in case the programme is implemented in indirect management by country A, the OS in country A will have a CBC body <u>and</u> a Contracting Authority, the OS in country B will 'only' have a CBC body.</p> <p>Under IPA II there is only <u>one</u> CA (note CA was IA under IPA I), as the existence of two IAs was found to be one of the main inefficiencies in IPA I.</p>

composed by a CBC body. If the country was implementing its part of the programme in decentralised management, then the CBC OS was composed by a CBC body and the Implementing Agency.

No matter the management mode, there were always two contracting authorities:

- in case country A was decentralised and country B was centralised: the contracting authority in country A was the Implementing Agency and the contracting authority in country B was the EUD
- in case both countries were decentralised, there were two IAs, one for each country.

***Reference: IPA Implementing Regulation No 718/2007***

***Reference: IPA Implementing Regulation No 447/2014***





## Annex 24. IPA CBC 2014-2020 Programme allocations

Programme	Thematic priorities	EU funding
<b>ME-KS</b>		<b>€ 8,400,000.00</b>
	Tourism, cultural and natural heritage	€ 2,940,000.00
	Environmental protection	€ 2,520,000.00
	Employment, mobility, social inclusion	€ 2,100,000.00
	Technical assistance	€ 840,000.00
<b>AL-XK</b>		<b>€ 8,400,000.00</b>
	Tourism, cultural and natural heritage	€ 2,520,000.00
	Youth, education and skills	€ 2,520,000.00
	Environmental protection	€ 2,520,000.00
	Technical assistance	€ 840,000.00
<b>XK-MK</b>		<b>€ 8,400,000.00</b>
	Tourism, cultural and natural heritage	€ 2,856,000.00
	Competitiveness, SMEs, trade and investment	€ 2,352,000.00
	Environmental protection	€ 2,352,000.00
	Technical assistance	€ 840,000.00
<b>BA-ME</b>		<b>€ 8,400,000.00</b>
	Environmental protection	€ 2,940,000.00
	Tourism, cultural and natural heritage	€ 2,520,000.00
	Employment, mobility, social inclusion	€ 2,100,000.00
	Technical assistance	€ 840,000.00
<b>RS-ME</b>		<b>€ 8,400,000.00</b>
	Environmental protection	€ 3,360,000.00
	Employment, mobility, social inclusion	€ 2,100,000.00
	Tourism, cultural and natural heritage	€ 2,100,000.00

	Technical assistance	€ 840,000.00
<b>ME- AL</b>		<b>€ 11,305,000.00</b>
	Tourism, cultural and natural heritage	€ 4,165,000.00
	Employment, mobility, social inclusion	€ 2,975,000.00
	Environmental protection	€ 2,975,000.00
	Technical assistance	€ 1,190,000.00
<b>MK-AL</b>		<b>€ 11,900,000.00</b>
	Tourism, cultural and natural heritage	€ 3,750,000.00
	Competitiveness, SMEs, trade and investment	€ 3,750,000.00
	Environmental protection	€ 3,210,000.00
	Technical assistance	€ 1,190,000.00
<b>RS-BA</b>		<b>€ 14,000,000.00</b>
	Environmental protection	€ 4,900,000.00
	Tourism, cultural and natural heritage	€ 4,200,000.00
	Youth, education and skills	€ 3,500,000.00
	Technical assistance	€ 1,400,000.00
<b>Grand Total</b>		<b>€ 79,205,000.00</b>

#### Annex 25. CBC Programmes IPA 2014-2020 Overall Objectives

CBC PROG	Overall objective
<b>AL-ME</b>	To promote/strengthen good neighbourly relations and socioeconomic development of the border regions, through valorising its touristic potentials, an environmentally sustainable and socially inclusive economic development, with respect for its common cultural and natural heritage.
<b>AL-XK</b>	To strengthen good neighbourly relations and foster environmentally friendly and socially inclusive economic development of the bordering regions, through the promotion of their touristic potential and respect of its common cultural and natural heritage.

<b>BA-ME</b>	The sustainable development in the cross-border area between Bosnia and Herzegovina and Montenegro is promoted by the implementation of common actions based on an efficient use of the comparative advantages of the programme area
<b>ME-XK</b>	To Improve the standard and quality of living of the people in the programme area through the environmentally sustainable and socially inclusive economic development of the region, with respect for its common cultural and natural heritage.
<b>MK-AL</b>	Stimulate more balanced, inclusive and sustainable socio-economic development of the Border Area
<b>MK-XK</b>	To foster co-operation among institutions and organisations in the cross-border region to support sustainable economic growth and strengthen social cohesion.
<b>RS-BA</b>	Enhancement of socio-economic development in the cross-border area between the Republic of Serbia and Bosnia and Herzegovina, through the implementation of targeted and concrete actions, based on comparative advantages of the programmes area and the joint, efficient use of resources
<b>RS-ME</b>	to contribute to economic, social and territorial development of the programme area by fostering integration, joint development and use of potentials and opportunities to make the area attractive to live and work in.

## Annex 26. CBC Programmes IPA 2014-2020 Specific objectives, Results and indicators

	Thematic priority	Specific objectives	Results	Result indicators	Output indicators
<b>AL-XK</b>	1. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management	1. Protection and preservation and valorisation of environmental resources in the programme area	1. Environment resources and biodiversity better managed and promoted	<p>1. A least 30% of population of the programme area has been target of environment awareness raising activities</p> <p>2 At least one harmonised environmental education curricula and/or an extra-curricular programme introduced in secondary education on both sides of the border by 2022</p> <p>3 At least 5 partnerships of CSOs and local government in management of environmental resources and biodiversity by 2022.</p> <p>4. At least 30% of the CBC eligible area has been covered by strategies and action plans (disaggregated by solid waste, wastewater, soil erosion) by 2022</p> <p>5. At least one strategy and action plan adopted on prevention and mitigation of manmade hazards and natural disasters</p> <p>1.1.6 Presence of at least 1 specialised risk and crisis management CBC team</p>	
	2. Encouraging tourism and promoting cultural and natural heritage	1. Tourism, cultural and natural heritage is valorised as a way to promote the economic	<p>1. The quality of tourism services and products is improved to become more competitive</p> <p>2. Cultural, historical and natural heritage is better preserved and promoted</p>		

		development of the area			
	3. Investing in youth, education and skills	3. Socio-economic integration of youth is fostered	1. Access to employment, education and skills for young people is improved 2. Youth networking and exchanges are enhanced		
<b>BA-ME</b>	1. Promoting employment, labour mobility and social and cultural inclusion across the border	1. Access to the labour market and the environment for new employment generation are enhanced 2. Employment opportunities and social inclusion of vulnerable groups are enhanced	1. Advisory support to and skills of the employment seeking population in the cross border area are advanced 2. Opportunities for creation of new jobs for vulnerable groups and their employability are increased	1. Percentage of unemployed individuals benefiting from programme activities have found employment or have established a business initiative (disaggregated by gender and age) 2. Percentage of unemployed individuals, belonging to vulnerable groups, benefiting from programme activities have found employment or have established a business initiative (disaggregated by specific group, gender and age)	1. Number of new business development and employment generation initiatives launched and supported 2. Number of trainings, internships and mentoring support services delivered 3. Number of participants in trainings, internship and mentoring services 4. Number of new business development and employment generation initiatives supported 5. Number of trainings internships and mentoring support services delivered 6. Number of participants in trainings, internship and mentoring services
	2. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management	1. Cross-border coordination and joint actions improve the management and energy efficiency of local water supply, wastewater and solid waste systems, and the protection of environment 2. Climate change adaptation and mitigation measures and risk prevention and management measures are	1. The capacity to enforce environmental and energy efficiency standards at local level for water supply, solid waste and wastewater management is strengthened 2. Public awareness of the merits of complying with EU water supply, solid waste and wastewater management, and environment protection practices is increased 3. Capacity of emergency services for risk prevention and mitigation and adaptation measures to deal with consequences of climate change disasters is strengthened	1. Percentage of the programme area benefiting from better enforcement of water supply, wastewater, solid waste disposal and environmental protection standards 2. Percentage of population covered and sensitized by the awareness raising campaign on the merits of complying with EU water supply, solid and wastewater management, and environment protection 3. At least two cross- border teams has been established and empowered to deal with emergency situations.	1. Number of prefeasibility, and feasibility studies and technical plans for development of new or upgrading the existing water supply, wastewater/solid waste treatment systems prepared 2. Number of facilities, equipment, procedures and operations of public utilities upgraded 3. Number of public utilities' staff whose knowledge and skills have been enhanced 4. Number of public education/information campaigns, public/private partnerships, and pilot demonstration projects promoting higher

		improved			environmental protection standards organized and implemented
	3. Encouraging tourism and cultural and natural heritage	1. The quality and diversification of the tourism offer building on natural and cultural heritage is improved	1. The number of tourists in rural and natural protected areas are increased and 1.The image and tourist attractiveness of the cross-border region as a multi-ethnic and culturally diverse European destination is improved	1.Number of and proceeds from visitors/users of joint rural and natural protected areas 2 Number of thematic clusters and other long- term cross- border business linkages created 1. Number of cultural events organized 2.Percentage of heritage sites which have improved their visibility	1. Number of trainings organized 2.Number of departments within the public administration equipped for improved cross border management of disasters and dealing with climate change 1. Number of new joint tourist products 1.Number of cultural monuments rehabilitated and made accessible to visitors
ME-XK	1.Promoting employment, labour mobility and social and cultural inclusion across the border	1. Improve the access to the labour market 2. The social inclusion of vulnerable and marginalised groups has been furthered	1. More people are looking for a job as a result of the programme actions 2. More unemployed people, including students that finished the school, succeed in finding a job 3. The employability of students still attending school is improved 4. More people decide to start their own business 1. Increased participation of socially vulnerable groups in sportive and cultural life 2. Increased participation of socially vulnerable groups in education 3. Health of socially vulnerable groups improved	1. At least 100 unemployed to benefit from the programme, including women, youth and long-term unemployed, managed to find employment by 2022 1.1 At least 20% of the people being final beneficiaries of the actions registered as active job seekers 2.1 At least 10% of the long-term unemployed having been final beneficiaries of the actions found a job 2.2 At least 20% of the students who had finished school being final beneficiaries of the actions found a job within a year after graduation 3.1. At least 20% of the students who went through an internship hired by the host enterprises 4.1. At least 15% of the potential entrepreneurs having been final beneficiaries of the actions set up a new business initiative 2. At least 20% of vulnerable and marginalised groups' population in the programme area benefited from programme activities by 2022 (baseline 0) 1.1. At least 10 new cultural and sports events included socially vulnerable groups as participants 1.2. At least 100 people out of the final beneficiaries of the action (socially vulnerable groups) are enrolled as new pupils or students 1.3. The sickness incidence amongst the socially vulnerable groups being the beneficiaries of the action is reduced by 10%	

	2. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management	1. Improve the wastewater and solid waste management and sustainable use of resources	1. Air, water and soil pollution has been reduced	1. At least 10% of the population of the programme area have direct or indirect benefits as a result of the actions undertaken under this specific objective by 2022 (baseline 0) 1.1 At least 10 sites of illegally dumped litter have been permanently cleaned 1.2. The control on the levels of pollution of air, water and soil in urban, rural and industrial areas has become technically more accurate and regular 1.3. The amount of recycled solid waste increased by 10% 1.4 The percentage of houses not connected to the existing sewage system decreased by 10% 1.5 At least 2 platforms established in order to improve the management of river banks and national parks	
	3. Encouraging tourism and cultural and natural heritage	1. Improve the volume, quality and visibility of tourism related to valorisation of cultural and natural heritage and values	<u>1. More people become entrepreneur in tourism</u> <u>1. The hotel industry services enhanced</u> 1. Sites and buildings with a cultural and natural value conserved, revitalised and open to public <u>1. The offer of active tourism services improved</u>	The number of tourists visiting the eligible area by 2022 increased by at least 10% (baseline: - Kosovo eligible area - 7,907 visitors; Montenegro eligible area - 85,759 visitors) ----- -- 1. The number of registered small business initiatives with a tourism related function (tourist guide, hotel, restaurant, bar, taxi driver) increased by at least 10% ----- 1. The number of hotels and restaurants with internationally recognised certificates increased by 10% 2. The number of upgraded cultural and natural sites increased by at least 10% ----- 1. The number of upgraded cultural and natural sites increased by at least 10% 2. The number of visitors to cultural and natural sites and buildings increased by at least 10% ----- 1. The number of mountain lodges, and kilometres of developed and upgraded biking and hiking trails increased by at least 10%	
<b>ME-AL</b>	1. Encouraging tourism, culture and natural heritage	1. The competitiveness of the tourism sector is enhanced by the economic valorisation of the cultural and natural heritage	1. The quality of tourism services and products is upgraded ----- 2. Cooperation in the field of cultural and natural heritage preservation is increased (e.g. around the Shkodra/Skadar Lake area)	1. Contribution of tourism to regional GDP for each side of the programme increased by 20% (baseline 2013, Montenegro 9.9% of GDP, Albania 6.4% of GDP) 2. At least 5 new joint touristic offers developed for the programme area (baseline 2013 = 2) 3. Touristic offers generated by the CBC initiatives adopted by at least 40% of touristic operators active in the area	

				<p>4. Two Touristic maps and integrated touristic offers introduced for the mountain areas (less advantageous) in both sides of the border</p> <p>1. No. of tourists (disaggregated by gender and age) visiting the area such as Shkodra / Skadar Lake increased by 30%</p> <p>2. At 2,000 participants (disaggregated by gender and age) in new cultural events</p> <p>3. No. of visitors (disaggregated by gender and age) in the cultural and natural sites where small interventions have occurred increased by 20%</p>	
2. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management	1. The protection of environmental resources in lake and alpine areas is furthered	1. Awareness of the sustainable use of environmental resources in lake and alpine areas is advanced		<p>1. At least 40% of the population (disaggregated by gender and age) of the programme area has been target of environment awareness raising activities</p> <p>2. The control on the levels of pollution in the area such as Shkodra/Skadar Lake has become technically more accurate and regular</p> <p>3. Shkodra/Skadar Lake Basin fulfils conditions to become part of UNESCO Biosphere Reserve List protected areas</p> <p>4. At least one harmonised environmental education curricula and/or an extra- curricular programme introduced in secondary education on both sides of the border-</p>	
3 Promoting employment, labour mobility and social and cultural inclusion across the border	1. Employability and social inclusion is fostered	1. Access to the labour market improved, especially for vulnerable group		<p>1. At least 5 new business initiatives promoting labour mobility across the border</p> <p>2. At least 20% of the unemployed people (disaggregated by gender and age) going through CBC initiatives manage to get a job</p> <p>3. At least 300 young people (disaggregated by gender) trained through new life-long learning services</p> <p>4. At least 10% of the new SMEs established in the cross border areas are owned by young people and members of marginalised groups (disaggregated by gender and vulnerable group)</p>	

MK-AL	1. Encouraging tourism, culture and natural heritage	1. to develop the potential of tourism by promoting cultural heritage and values	<p>1 Business opportunities for local service providers and operators in the field of tourism are increased</p> <hr/> <p>2. Mutual co-operation, understanding and respect of cultural heritage and values are furthered.</p>	<p>1. No. of tourists using new/improved services. No. of new/improved services/products. No. of trainees. Average length of tourist stay (overnights). <i>(impact indicator)</i></p> <p>2. No. of visitors in cultural heritage establishments. No. of cultural heritage sites improved. No. of events organized. No. of new digitized collections/libraries. % of stakeholders involved in activities. <i>(impact indicator)</i></p>	<p>No. of new/improved services/products No. of trainees No. of cultural heritage sites improved No. of events organised New digitised collections/library funds created</p>
	2. Enhancing competitiveness, business, trade and investment	1. Strengthening of the SME productive capacity and access to markets	1. The SMEs and start-ups awareness and capacity to tap into new markets and value chains are enhanced.	<p>Share of export value of goods and services (%). Turnover of businesses GVA. No. of new foreign trade activities. No. of businesses participating in new foreign trade activities. No. of SMEs with new conformity certificates awarded (ISO, HACCP, etc.). No. of new markets and trade facilities developed through agreements. Gross Value Added by Sector <i>(impact indicator)</i></p>	<p>No. of foreign trade activities No. of businesses participating in new foreign trade activities No. of SMEs with new conformity certificates awarded (ISO, HACCP, etc.) No. of new markets and trade facilities developed through agreements</p>
	3. Protecting environment, promoting climate change adaptation and mitigation, risk prevention and management	1. Enhanced awareness of a greener economy, cleaner environment and climate change	<p>1. Awareness and knowledge of sustainable use of natural resources and environment is fostered;</p> <hr/> <p>2. Public infrastructure vulnerable to floods, soil erosion and wildfire is upgraded.</p>	<p>1. Use of water by households and businesses. % of waste collected or recycling. No. of awareness campaigns on sustainable use of resources and environment. No. of improved waste management systems and value chains within. No. of site cleaning actions. % of population in CBC area made aware of sustainable use of natural resources and environment in key sectors.</p>	<p>No. of awareness campaigns on sustainable use of resources and environment No. of improved waste management systems and value chains within the area No. of site cleaning actions</p>



				<p>% of all businesses and organisations participating in joint actions in water and waste management.</p> <hr/> <p>1 Length of roads protected. Size of agricultural area protected. Size of forestry area protected. No. of projects supported. No. of flood and wildfire protection facilities newly equipped. No. of new awareness raising campaigns. Number of households/farms and other organisations benefitting from new activities. Size of CBC area covered by activities.</p> <p>Use of water by households and businesses (<i>impact indicator</i>)</p> <p>% of waste collected (<i>impact indicator</i>)</p>	
MK- XK	1. Enhancing competitiveness, business and SME development, trade and investment	1. Labour market skills and access to international market are improved	<p>1. Employment opportunities enhanced among young and marginalised groups</p> <hr/> <p>2 Opportunities to intensify cross-border trade are grasped while upgrading services for access to regional and international markets</p>	<p>1. VET programmes introduced in the curricula based on CBC assessment for addressing market skills needs</p> <p>2. Share of unemployed women, youth and RAE population included in the targeted group employed</p> <p>3. Share of the new SMEs established in the cross border areas that are owned by young people and members of marginalised groups</p> <p>4. Share of the new SMEs established in the cross border area are owned by women</p> <hr/> <p>1. Share of participating business organisations introduced new e-business and e-marketing applications</p> <p>2. Share of export to regional markets for the companies participating in the programme supported activities</p> <p>3. Products produced in the CBC area under the CBC regional logo</p>	
	2. Encouraging tourism and cultural and natural heritage	1. Tourism potentials are enhanced and regional values further promoted	<p>1. New tourism opportunities exploited and tourism sector capacities increased</p> <hr/> <p>2. Tourism products' and services' quality is improved</p> <hr/> <p>3. The identity of the programme area is strengthened through the enhancement of cultural and natural heritage values</p>	<p>1. Number of new joint tourism offers, products and/or services introduced in the programme area</p> <p>2. Target groups (disaggregated by gender and age) establishing new business initiatives in tourism and hospitality</p> <hr/> <p>1. Tourists in the programme region</p> <p>2.2 Students from the eligible areas participating in supported VET programmes related to tourism</p> <hr/> <p>1. Visitors (disaggregated by gender and age) visiting supported natural and cultural heritage sites</p> <p>2. Share of young people (disaggregated by gender) in the eligible areas participate in the cultural events</p> <p>3. Supported new products commercialised by the handicraft sector</p>	

				4. Young people and women participating in new creative industries	
	3. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and management	1. Enhance joint actions to address environmental pollution issues in the area	1 Future interventions to address environmental pollution are well coordinated and harmonised 2 The management of solid waste and wastewater as well as sewage systems is improved	1. Dwellings/households served in the collection of solid waste in the cbc area as a result of programme intervention 1. New initiatives that introduce good practices/ new international practices in the area of solid waste and/or wastewater/sewage systems management	
RS-BA	1. Promoting employment, labour mobility and social and cultural inclusion across the border	1. Enhancing the employability of the labour force, and increasing the employment opportunities 2. Fostering social and economic inclusion	1. New products and services, as well as industrial and commercial processes, thanks to transfer of knowledge and innovativeness, result in new sustainable employment opportunities in the cross-border area 2. Increased competitiveness in the commercialisation of products and services by a common use of resources in strategic sectors (e.g. wood manufacturing, food processing and metal works) 3. Unemployed persons obtained new practical skills in real working environments, based on the labour market demand and similarities at both sides of the border 1. New sustainable social and health services are developed and/or the existing ones are upgraded by cross-border exchange, cooperation and synergies, increasing the efficiency in service delivery and the number of services' beneficiaries 2. The employability and entrepreneurship abilities of vulnerable groups are improved through joint cross-border efforts including the promotion of sustainable social entrepreneurship 3 Sustainable perspectives for social integration of vulnerable groups are created through joint initiatives at both sides of the border	1. At least 15 companies improved operations, products and/or processes through joint initiatives 2. At least 10 private and/or public sector operators developing possibilities and conditions for practical training of unemployed 3. At least 100 persons obtaining new practical skills which directly contribute to their employability 1. At least 5 social support schemes newly developed or upgraded 2. At least 100 persons resolving concrete social issues and challenges through the supported social schemes Integration and employability of vulnerable groups enhanced by at least 5 new initiatives, events and/or joint actions 3. At least 3 seminars/workshops supporting new business opportunities of vulnerable groups, including social entrepreneurship initiatives 4. At least 50 persons from vulnerable groups improving their social and economic status through participation in integration and employment support initiatives supported from the programme	
	2. Protecting the environment, promoting climate change adaptation and mitigation, risk prevention and	1. Improving sustainable environmental planning and promotion of biodiversity	1. The effectiveness of public services and practices in relation to solid waste and wastewater management are enhanced through joint initiatives at both sides of the border 2. The protection of the Drina and Sava river catchment areas and the promotion of their biodiversity is fostered	1. At least 4 public 'enterprises dealing with Municipal Solid Waste and waste water have upgraded their operations in the segment of solid and wastewater management 2. At least 3 new initiatives contributing to the upgrading of the environmental situation and promotion of biodiversity in relation to the Drina and Sava river catchment area 3. Awareness of at least 8000 persons increased as regards	

	management	2. Improving the management system for emergency interventions	<p>1. The capacity for preparedness, prevention and response of all organisations/institutions in the protection and rescue system in the cross-border area are strengthened on long term</p>	<p>environmental issues and biodiversity of the Drina and Sava rivers</p> <p>1. At least 3 emergency services from both sides of the border increased capacities through joint initiatives</p> <p>2. Capacities of at least 100 members of emergency services and their equipment upgraded</p> <p>Awareness of at least 8000 people increased as regards prevention and mitigation of floods</p> <p>3. At least 10 local communities were beneficiaries of capacity building activities on prevention and mitigation of floods</p>	
	3. Encouraging tourism and cultural and natural heritage	<p>1. Increasing the contribution of tourism to the socio-economic development of the programme area</p> <p>2. Strengthening the cultural identity of the programme area</p>	<p>1. The offer and quality of tourism products and services is furthered based on joint efforts and initiatives</p> <p>2. New sustainable employment and business opportunities in the tourism sector opened by joint cross-border efforts</p> <p>1 Sustainable cultural and sport exchanges across the border are fostered</p> <p>2 The historical and natural heritage and traditions of the cross-border area are better preserved</p>	<p>1. At least 5 new joint tourism products/areas developed or existing upgraded</p> <p>2. Awareness raised through at least 3 joint promotion campaigns and events organised</p> <p>3. At least 3 new cross-border connections/networks/clusters of tourism stakeholders</p> <p>4. At least 15 tourism stakeholders connected in the newly emerged joint activities</p> <p>5. Capacities of at least 50 tourism employees and 50 unemployed raised through training initiatives</p> <p>6. Number of new tourists on newly opened sites based on services never opened before resulting from programme actions is at least 1.000</p> <p>1. Connection of cross-border actors enhanced in at least 4 cultural or sports events</p> <p>2. Preservation of historical heritage enhanced through at least 3 joint initiatives</p> <p>3. Improved networking and cooperation possibilities for at least 8000 habitants and tourists at both sides of the border</p>	
RS-ME	1. Promoting employment, labour mobility and social and cultural inclusion across the border	<p>1. Increasing employability and employment opportunities</p> <p>2. Strengthening social and cultural inclusion</p>	<p>1. New knowledge, skills and competences</p> <p>2 Better services: Increased access to social and cultural services for vulnerable/excluded groups</p>	<p>No. of participants with increased employability and employment competences, of which young, women rural population</p> <p>No. of organisations/institutions with increased competences for development of new programmes and services</p> <p>No. of new services offered</p> <p>No. of vulnerable persons with access to better services, of which women and elderly</p> <p>No. of new services developed</p> <p>No. of organisations with increased competences</p>	
	2. Protecting the environment, promoting	1. Improving waste management and	1. Improved capacities of the municipalities and public utility companies for effective and efficient waste and wastewater management	1. No of households benefiting from common waste management and WWT solutions/measures	

climate change adaptation and mitigation, risk prevention and management	waste water treatment 2. Protection of nature resources	<hr/> 1. Better awareness - Improved awareness of the inhabitants and industry on the importance of environmental and nature protection <hr/> 2. Improved nature protection - Increased capacities for joint management of nature protected areas <hr/> 3. Better emergency preparedness and climate resilience - Improved level of emergency preparedness and joint risk management	2. No of municipalities benefiting from waste management and WWT solutions/measures supported by the programme <hr/> 1. No of people directly taking part in awareness raising activities - of which young 2. No of organisations taking part in awareness raising activities <hr/> 1. Number of institution included in joint management initiatives 2. Area covered by joint management measures (ha) <hr/> 1. Area covered by joint risk measures / management plans (ha) 2. No of people with increased competence related to emergency preparedness and risk management and adaptation action, of which women 3. % of population benefitting from emergency preparedness and risk prevention measures	
3. Encouraging tourism and cultural and natural heritage	1. Improving capacities for exploiting tourism potentials of the programme area	1. Joint tourist products enhanced <hr/> 2. Complementary products and services developed	1. No of existing offers integrated 2. No of visitors to enhanced tourist facilities 3. No of existing tourist providers with improved competences <hr/> 1. No of new tourist offers developed 2. No of new tourist offers commercialised	

## Annex 27. IPA 2007-2013 CBC Overview of calls for proposals

CBC PROG	Call	Deadline	Country A	Country B	Total €	N° of measures	Max Grant size	Min grant size	Duration (month)
AL-ME	1	29/09/09	0.77m	0.54m	<b>1.31m</b>	3	0.15m	0.02m	6 to 24
	2	28/09/10	1.44m	1.08m	<b>2.52m</b>	3	0.2m	0.02m	6 to 18
	3	03/12/12	1.53m	1.08m	<b>2.61m</b>	3	0.3m	0.045m	6 to 24
AL-XK	1	25/09/12	1.08m	1.08m	<b>2.16m</b>	2	0.2m	0.03m	6 to 24
BA-ME	1	09/10/09	0.9m	1.08m	<b>1.98m</b>	3	0.3m	0.02m	6 to 24
	2	01/07/11	0.9m	1.08m	<b>1.98m</b>	3	0.4m	0.04m	6 to 24
	3	09/09/13	1.53m	1.62m	<b>3.15m</b>	3	0.5m	0.13m	12 to 30
HR-BA	1	16/10/09	1.8m	1.8m	<b>3.6m</b>	4	0.3m	0.02m	6 to 24
	2	05/12/11	2.7m	2.7m	<b>5.4m</b>	4	0.3m	0.02m	6 to 24
	3	04/11/13	1.8m	2.02m	<b>3.82m</b>	4	0.3m	0.65m	6 to 24
HR-ME	1	18/11/09	0.72m	0.9m	<b>1.62m</b>	3	0.3m	0.01m	6 to 24
	2	05/03/12	1.08m	1.35m	<b>2.43m</b>	3	0.3m	0.02m	6 to 24
	3	13/12/13	0.9m	0.9m	<b>1.8m</b>	3	0.3m	0.65m	12 to 24
HR-RS	1	16/10/09	1.44m	1.8m	<b>3.24m</b>	3	0.2m	0.03m	6 to 24
	2	15/11/11	2.16m	3.19m	<b>5.35m</b>	3	0.3m	0.05m	6 to 24
	3	01/06/15	1.8m	1.8m	<b>3.6m</b>	2	0.6m	0.3m	12 to 24
ME-XK	1	15/09/15	1.62m	1.62m	<b>3.24m</b>	3	0.25m	0.08m	12 to 18
MK-AL	1	03/08/09	0.34m	0.34m	<b>0.68m</b>	3	0.05m	0.02m	6 to 12
	2	19/07/10	2.2m	1.33m	<b>3.53m</b>	3	0.2m	0.02m	6 to 24
	3	23/02/12	2.7m	2.3m	<b>5m</b>	3	0.2m	0.03m	6 to 20
MK-XK	1	20/01/14*	1.62m	1.57m	<b>3.19m</b>	2	0.25m	0.08m	12 to 24
RS-BA	1	06/10/09	1.98m	1.26m	<b>3.24m</b>	2	n/a	n/a	Na/
	2	05/12/11	2.79m	1.89m	<b>4.68m</b>	2	0.4m	0.02m	6 to 24
	3	20/07/15	1.8m	1.8m	<b>3.6m</b>	1	0.6m	0.3m	6 to 24
RS-ME	1	23/09/09	0.9m	1.08m	<b>1.98m</b>	2	0.2m	0.015m	6 to 24
	2	14/11/11	1.53m	1.86m	<b>3.39m</b>	2	0.25m	0.025m	6 to 24
	3	18/12/15	1.08m	1.08m	<b>2.16m</b>	2	0.25m	0.06m	12 to 18

\* 1<sup>st</sup> call cancelled

## Annex 28. CBC IPA 2014-2020 Thematic priorities

CBC PROG	Employment, mobility, social inclusion	Environmental protection	Tourism, cultural and natural heritage	Youth, education and skills	Competitiveness, SMEs, trade and investment
AL-XK		<b>x</b>	<b>x</b>	<b>x</b>	

BA-ME	x	x	x		
ME-XK	x	x	x		
ME-AL	x	x	x		
MK-AL		x	x		x
MK-XK		x	x		x
RS-BA	x	x	x		
RS-ME	x	x	x		

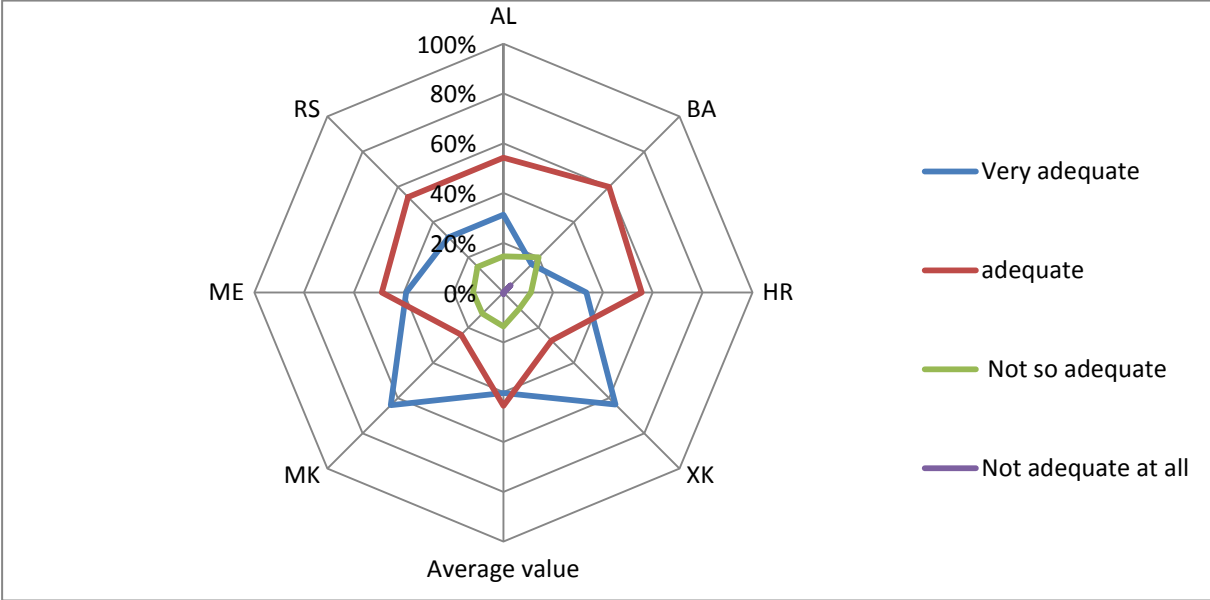
## Annex 29. Overview of training carried out by CBIB+ (2013-2015)

Training module	Date	Location	No of participants		
			CBC staff	Citizens	Total
Strategy development and formulation	25/09/2013	Podgorica	19	0	19
	27/09/2013	Tirana	14	0	14
	30/09/2013	Skopje	21	0	21
	01/10/2013	Pristina	17	0	17
	04/10/2013	Sarajevo	18	0	18
	14/10/2013	Belgrade	41	0	41
	<b>Total:</b>			<b>130</b>	<b>0</b>
Result oriented monitoring and ex-post evaluation	04-05/03/2014	Podgorica	22	0	22
	06-07/03/2014	Tirana	22	0	22
	19-20/03/2014	Sarajevo	17	0	17
	14-15/04/2014	Zagreb	17	0	17
	16-17/04/2014	Belgrade	29	0	29
	14-15/05/2014	Skopje	15	0	15
	<b>Total:</b>			<b>122</b>	<b>0</b>
Administrative aspects of the evaluation process for structures	13-14/01/2014	Skopje	15	0	15
	17-18/03/2014	Podgorica	12	0	12
	02/10/2015	Belgrade	25	0	25
	<b>Total:</b>			<b>52</b>	<b>0</b>
IPA CBC grant contract implementation	13-14/02/2014	Shkoder	13	45	58
	07-09/04/2014	Podgorica	7	18	25
	<b>Total:</b>		<b>20</b>	<b>63</b>	<b>83</b>
Project management highlights and EU-funded grant reporting	24-25/09/2014	Tirana	20	0	20
	<b>Total:</b>		<b>20</b>	<b>0</b>	<b>20</b>
Effective communication and presentation skills	24-25/07/2014	Skopje	15	0	15
	28/07/2014	Zagreb	7	0	7
	30-31/07/2014	Belgrade	23	0	23
	20-21/10/2014	Sarajevo	12	0	12
	28-29/10/2014	Tirana	22	0	22
	30-31/10/2014	Podgorica	26	0	26
	<b>Total:</b>			<b>105</b>	<b>0</b>

Implementation of CBC programmes under IPA	11-12/11/2014	Podgorica	16	0	16
	<b>Total:</b>		<b>16</b>	<b>0</b>	<b>16</b>
Reporting requirements for grant beneficiaries	28-30/11/2013	Budva	2	19	21
	16/17/10/2014	Podgorica	6	19	25
	26/11/2014	Skopje	26	9	35
	27/11/2014	Skopje	10	29	39
	17/12/2014	Tirana	9	36	45
	10-11/11/2015	Skopje	5	20	25
	12-13/11/2015	Pristina	13	17	30
	<b>Total:</b>		<b>71</b>	<b>149</b>	<b>220</b>
Procurement procedures under the CBC grants	23-24/02/2015	Skopje	15	25	40
	25-26/02/2015	Skopje	11	17	28
	26-27/10/2015	Bitola	6	30	36
	<b>Total:</b>		<b>32</b>	<b>72</b>	<b>104</b>
Training sessions for the JTSs	13-14/11/2014	Berane	3	0	3
	24-25/11/2014	Kumanovo	6	0	6
	01-02/06/2015	Berane	3	0	3
	03-04/06/2015	Podgorica	6	0	6
	<b>Total:</b>		<b>18</b>	<b>0</b>	<b>18</b>
Presentation and discussion on the WLA	18/02/2015	Belgrade	11	0	11
	02/03/2015	Skopje	6	0	6
	17-18/03/2015	Tirana	12	0	12
	19/03/2015	Podgorica	8	0	8
	24-25/03/2015	Sarajevo	11	0	11
	16/04/2015	Pristina	8	0	8
	<b>Total:</b>		<b>56</b>	<b>0</b>	<b>56</b>
The management of the TA service contracts	07-09/09/2015	Tirana	8	0	8
	10-11/09/2015	Podgorica	11	0	11
	15-16/09/2015	Skopje	10	0	10
	30/09-01/10/2015	Tirana	7	0	7
	02/10/2015	Podgorica	5	0	5
	06-07/10/2015	Sarajevo	16	0	16
	12-13/10/2015	Belgrade	18	0	18
	19/10/2015	Skopje	5	0	5
	20/10/2015	Pristina	10	0	10
	02/11/2015	Sarajevo	7	0	7
	13/11/2015	Pristina	4	0	4
	<b>Total:</b>		<b>101</b>	<b>0</b>	<b>101</b>
The practical management of CBC grant contracts	22-23/09/2015	Skopje	3	12	15
	24-25/09/2015	Skopje	9	24	33
	<b>Total:</b>		<b>12</b>	<b>36</b>	<b>48</b>

Grand total:	755	320	1075
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**Annex 30. Response from beneficiaries' survey - "Do you consider that you were provided with adequate technical assistance support in relation to applying for and managing CBC funding?"**





**Annex 31. Assessment reports of project samples**

**“ORGANICA.net”  
 CBC Croatia – Serbia**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	2008-0017-973005	2010/259-627
Name of beneficiary:	Association for Creative Development "Slap", Osijek, Croatia	Organic Food Association "Terra's" – Subotica, Serbia
Contract total:	170,182.58	60,536.90
Contract amount EU:	144,604.14	51,456.40
Paid amount EU:	135,278.39	50,966.19
Co-financing:	25,578.44	9,080.50
Paid co-financing:	23,928.85	8,994.03
Contract start date:	1/2/2011	1/2/2011
Contract end date:	1/8/2012	1/8/2012
Contract duration:	<b>18 months</b>	<b>18 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>
To create new employment opportunities within the organic food sector and establish support programs and cross border networks that will make eco-entrepreneurs more competitive at domestic, regional and EU markets
<b>Specific objective</b>
1. To create a business network of organic entrepreneurs from Osijek-Baranja county and Northern Bačka district and strengthen cross border cooperation in the wider region; 2. To promote and establish innovative approaches in marketing and promotion of organic products; 3. To create market for domestic and regional organic products and thus boost the local economies; 4. Introducing modern ICT tools to establish support infrastructure, increasing know-how and building capacities of organic and tourism related entrepreneurs;
<b>Results</b>
1. Created cross border network and database of 60 organic producers 2. Built capacities of organic farmers and food producers 3. Resource centre for organic production established 4. Educational video-web portal established and fully operational 5. Organic food introduced to at least 15 kindergartens
<b>Activities</b>
1. Mapping resources and creating database 2. Establishing educational video-web portal on organic production 3. Establishing resource centre for eco-entrepreneurs (marketing services, registration of products, labelling, training and consulting) 4. Organising seminars for potential organic food distributors 5. Introducing organic food to pilot kindergartens 6. Creating publications/visibility tools and public campaign

7. Organising study visit of Serbian organic farmers to Croatia
8. Organising Bio-fest and international conference in Subotica
9. Organising Organic food festival in Osijek

## **I. Conceptual Design**

The project proposal was developed based on the experience from a project previously implemented in Croatia. The project was reasonably well designed and there is a logical vertical structure between objectives, results and activities, yet the quality of specific objectives could be better. Besides, indicators at all levels are output-based. Baselines and target values were not provided in the logical framework yet they are available in Annex C2. The project was designed to have a good cross-border dimension, which later enabled all sorts of interactions of beneficiaries from both sides of the border.

## **II. Relevance**

The project had a strong relevance to the Programme objectives, especially targeting the Measure 1.1 Economic Development. The project also contributed to the Programme Indicators, especially to those related to strengthening relationships between businesses, SMEs and entrepreneurs (in this case primarily between organic food producers yet also between public institutions e.g. kindergartens). The project was also relevant to the needs of the targeted beneficiaries, who benefited from various aspects: from getting trained on various topics, through networking and transferring know-how to entering new market opportunities across the border. It should be noted that this project is among a few pioneering ones that established cooperation between small-scale businesses and entrepreneurs from the two sides of the border, which was very relevant to the cross-border dimension of the intervention. The relevance was even stronger having in mind that the project was implemented in conflict affected places. The two applicants were experienced organisations in their own field and were capable of adjusting project implementation to the changing needs of final beneficiaries, making the project more relevant to them.

## **III. Efficiency**

The project was implemented in a timely manner, without major delays. The project was characterised by an excellent cooperation between the two applicants and their partners. The project was a strong model of joint implementation with a strong cross-border dimension. Efficiency in project implementation was strong due to good operational capacities of both applicants. The Functional Lead Partner – Applicant 1 (SLAP, Osijek) especially had a strong experience in working on EU-funded projects, at that time they simultaneously worked on 11 EU-funded projects, financed by different programmes. The final instalment for the project was paid 11 months after the project implementation, which created problems to the applicants in covering the project expenses.

## **IV. Effectiveness**

The project achieved its results of creating a cross-border network and a database of the organic producers and establishing a Resource Centre for organic production in the Croatian town Erdut located at the border with Serbia. Capacities of organic farmers and food producers were increased by numerous trainings, events (bio-fests in Subotica and Osijek and the international conference) and cross-border study visits. The project also established a web-based platform that is still available at <http://www.ekopoduzetnik.com>, and the database of organic producers is available through this platform. During implementation it was recognized that the project will not achieve targets regarding kindergartens therefore that particular project component was modified. Nevertheless, the project did establish good results in introducing the organic food at the kindergarten “Naša Radost” from Subotica – which included organic food in their lunch menu. The project also educated kindergarten staff about organic food and

organised organic food cooking classes. Kindergarten “Naša Radost” from Subotica organised public bidding for organic food, yet that did not remain as a regular practice due to budgetary constraints and higher price of organic food comparing to the conventional ones.

## **V. Impact**

The project contributed (to some extent) to the socio-economic development and good neighbourly relations in the bordering areas of Croatia and Serbia. A positive aspect of this project was a fruitful synergy with other projects in the field of organic production which contributed to stronger impact as well. The project achieved quite good results in terms of cooperation between organic producers on the two sides of the border. The project also contributed to the initiative for establishing the South East Europe Organic Network (SEEON), which gathers organic producers and supporting agencies (like the project applicants) from all over the South East Europe. Strengthening capacity of this network is financed by GIZ (see: <http://bit.ly/2hkVsku>).

## **VI. Sustainability**

Many parts of the project results are sustainable: the Resource Centre in Erdut remains functional and provides services to the target groups; the web-portal [www.ekopoduzetnik.com](http://www.ekopoduzetnik.com) continues to exist and the content is updated regularly; the bio-fests and fairs are organised regularly. Sustainability remains high due to the fact that the two applicants are specialised organisations established to promote and develop organic production in their respective territories; therefore it is in their mission to work on the achieved results. Two project partners also remain in close contact and continue to cooperate within many regional and trans-border initiatives such as the South East Europe Organic Network.

## **VII. Overall assessment**

The project presents a successful model of cross-border intervention, especially in the field of economic development and business cooperation in the border area. Both applicants had solid operational capacities which helped them implement the project and keep it alive once the EU funding came to an end in line with their missions. The project achieved worthwhile results in business networking, interaction between beneficiaries across the border, know-how transfer and inter-community dialogue. The impact on the local economy is not negligible although it is not clearly quantifiable.

**CBC Croatia – Serbia**  
**“Hands across the border - identity and cultural heritage of the Danube region”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	2007-0017-973004	2010/259-571
Name of beneficiary:	Nansen Dialogue Centre, Osijek, Croatia	Centar za omladinski rad, Novi Sad, Serbia
Contract total:	53,937.57	48,311.84
Contract amount EU:	45,668.94	40,929.79
Paid amount EU:	39,990.05	37,899.53
Co-financing:	8,268.63	7,382.05
Paid co-financing:	7,240.43	6,835.52
Contract start date:	17/1/2011	17/1/2011
Contract end date:	16/1/2012	16/1/2012
Contract duration:	<b>12 months</b>	<b>12 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>
To empower interethnic dialogue and cross border cooperation between youth in post conflict and multi-ethnic communities of Eastern Croatia and Western Vojvodina as a base for the social revival of war damaged relations in Danube region and to strengthen the on-going democratisation processes on our common path to the EU.
<b>Specific objective</b>
1) To increase the level of intercultural competence and recognition of common values of young people from Croatia and Serbia about identity (personal, ethnical, religious, gender...) in order to make partnership activities a priority for further integration towards EU with the aim of regional development 2) To improve the level of cooperation between young people and their local communities across the Danube region by creating and implementing a variety of cultural events as a base for regional social revival 3) To create positive surrounding for promotion of cultural diversities and similarities of our neighbouring communities as a mutual value and wealth of all people in Danube region.
<b>Results</b>
1.1. 40 young men and women recruited, and two mixed groups formed in two countries; 1.2. Young men and women gained knowledge and understanding for their own identity and importance of cross border cooperation, cultural diversities and cultural heritage of Danube region as a precondition for future integration towards EU; 1.3. Youth from both countries establish joint platform for further cooperation on community research and history exploring using creative methods; 2.1. The history of two local communities from Croatia and Serbia, family and personal history of young inhabitants was explored by young people; 2.2. Relevant institutions and local inhabitants within targeted communities were actively involved in research process; 2.3. Results of local community research are collected in final project publication; 2.4. Intensive communication and experience exchange of young people existing through joint internet social network;

<p>3.1. 2 Cross border exhibition of cultural diversities and common heritage took place in Serbia and Croatia;</p> <p>3.2. Collected exhibition materials is published as final project publication including publication on web page;</p> <p>3.3 Created set of recommendations for project follow up and cross border community activities;</p> <p>3.4. Young people jointly prepared exhibition materials and ideas from promotion in the region;</p> <p>3.5. Improved relationships among two municipalities from Croatia and Serbia where exhibition were held.</p>	
Activities	Outputs
<p>1.1.Seminars: “Identity and Cultural Heritage of local community and region as the precondition for cultural cross-border cooperation”</p> <p>1.2.Conducting the research on “My family history as the history of the region”</p> <p>1.3. Exhibitions of the research material in Croatia and Serbia</p> <p>1.4. Follow up seminar for future actions plans of all participants</p> <p>1.5. Evaluation of project and participants (through evaluator)</p> <p>1.6. Publication, WEB page and PR material: creating and publishing</p>	

## I. Conceptual Design

The project design is coherent, well designed and logically structured. There is a clear link between activities, results and objectives. Assumptions and risks were also appropriate to the project concept. However, the project’s three specific objectives were far too many for a 12-month intervention. The project had six impact indicators (associated to the overall objective) and ten outcome indicators (assigned to the specific objectives) – this amount of indicators required resources that could barely be deployed within a scope of this intervention. As a consequence, the reporting was not organised against the impact and outcome indicators, it rather focused on achieved outputs. The project design has a strong cross-border element bringing youth communities from both sides of the border.

## II. Relevance

The project action was relevant to the Programme objectives, especially to the Measure 1.3: People-to-People. The intervention targeted youth from local communities of Eastern Croatia and Western Vojvodina and organised activities that put them together, discussing about cultural diversities and common heritage and organizing joint exhibitions that were opened to the public. The project relevance is even stronger due to the fact that the youth from the project area were born during the conflict and post-conflict period and grew up surrounded with animosities between ethnic communities and having no direct experience of living together. In other words, this project put together the youth from different communities for the first time after the conflict, which is in line with the best practices models of cross-border cooperation.

## III. Efficiency

The two applicants are respected organisations in the field of youth work with significant operational capacities that led to successful implementation of the project action in a timely manner. Both applicants successfully handled all the difficulties that occurred during the implementation. For instance, the project worked with youth from rural areas, many of them did not have experience with travelling abroad. The applicants assisted those groups to get travel documents in time and arranged all travel in a way to make their experience positive. The project also adjusted the original proposal by including youth from Backa Palanka and Vukovar, which were not planned at the beginning of the intervention. Nevertheless, this change did not affect the efficiency of the intervention. Two applicants jointly implemented project activities and all project events had a strong cross-border character.

#### **IV. Effectiveness**

The project was effective and achieved all results and targets stated in the project proposal. In some cases the project exceeded its expectations, for instance, instead of two joint exhibitions "*History of my family as the history of the region*" the project organised five of them, two in Croatia and three in Serbia. The project managed to collect 400 photos from family histories and a joint history of the region, from which 250 were selected for the exhibition. The project achieved better interaction between the target groups and communities in general in the areas where the project was implemented. The project was quite visible in media, especially local ones.

#### **V. Impact**

The project contributed to interethnic community dialogue in cross-border areas of Eastern Croatia and Western Vojvodina, especially among youth from targeted municipalities. Nevertheless, there is a limit in achieving more significant impact, since the intervention lasted only 12 months and there was no extension of the action although two organisations submitted a follow-up proposal. The project created other spin-offs since local communities that participated in this project later worked together on developing a joint proposal (example of municipalities of Bač (Serbia) and Tompojevci (Croatia) that worked on a joint proposal). There are also spin-offs within the municipalities where youth trained through the project became activists and supported their respective municipalities on community issues (example from Tompojevci).

#### **VI. Sustainability**

After the project end, the exhibition prepared by the project was travelling from school to school until it was hosted in Cakovci where it became a permanent. The project developed a project website <http://ruke-preko-granice.com.hr> yet the page did not remain active. The project activities also did not remain sustainable since they were heavily dependant from external funds, and the extension of the action was not approved. Nevertheless, cooperation between two applicants remains active. For instance, one staff member from the Serbian partner (CZOR) went to work to the Croatian Partner (Nansen Dialogue Centre), which contributes to stronger cooperation between those two organisations and cross-border character of their activities.

#### **VII. Overall assessment**

The project presents a successful example of cooperation between youth from bordering communities of Eastern Croatia and Western Vojvodina. The project applicants are successful organisations with strong portfolio in youth work, which was reflected to the high relevance, strong efficiency and good effectiveness of the action. Nevertheless, this was a pilot intervention without any follow-up - therefore impact and sustainability of the achieved results remain modest.

**CBC Croatia – Serbia**  
**“Cross-border cooperation for investment promotion”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	2012/297-153	2009-0017-973002
Name of beneficiary:	NALED - National alliance for local economic development, Belgrade, Serbia	Municipality of Gradište, Croatia
Contract total:	296,019.25	229,834.93
Contract amount EU:	251,616.36	195,359.69
Paid amount EU:	251,616.36	181,848.13
Co-financing:	44,402.89	34,475.24
Paid co-financing:	44,402.89	32,090.83
Contract start date:	30/06/2012	30/06/2012
Contract end date:	29/06/2014	29/06/2014
Contract duration:	<b>24 months</b>	<b>24 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
To enhance the competitiveness and ensure sustainable economic growth of the border region.	
<b>Specific objective</b>	
Cross-border region positioned and recognized as investment friendly region on European market.	
<b>Results</b>	
R1 Local capacities for attracting and managing investments increased	
R2 Set of investment attraction and managing tools developed according to needs of local communities and investors	
R3 Business and investment climate at the local level in the program region improved	
<b>Activities</b>	<b>Outputs</b>
WP2 – Preparing cross-border regional sector studies and marketing strategy; WP3 – Implementing tailor made training programme; WP4 – Establishing cross-border virtual investment one- stop shop; WP5 – Developing and implementing After-care investment services concept and improving local investment-related procedures; WP6 – Implementing proactive investment promotion activities	- Local capacities for attracting and managing investments increased through training of local staff and tools for local investment attractions (databases, procedures, one stop shop mechanisms) - Municipal capabilities and investment potentials identified - Sector studies, guidebooks, brochures, promotion procedures, visits to the international trade fairs, investment missions organised - WiFi equipment installed in partnering municipalities to attract potential investors - Overall improvement of an investment friendly climate in targeted municipalities and their capacities to attract and manage investments. - Greenfield investment in the Municipality of Odžaci, by a Canadian company (Magna Seating)

- Greenfield investments in Odžaci: Greiner Packaging Company and Standard Gas
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## I. Conceptual Design

The project design seemed overambitious, especially at the level of overall and specific objectives. The overall objective targeted to enhance competitiveness and ensure sustainable economic growth in the border region, which seems to be adequate. However, its indicator set up a target of 5 newly situated companies, 5 initiated negotiations on potential investments and 100 new employees, which seems to be too difficult to achieve. One of two specific objectives is also overambitious – “*cross-border region will be positioned and recognized as investment friendly region on European market*”. All indicators are output based, they are easy to measure yet target values seems to be high (baseline values were not provided in the proposal). The project design had good cross-border character and the proposal focused on the Measure 1.1 Economic Development.

## II. Relevance

The project was helping targeting municipalities to get prepared to attract necessary investments and thereby increase local employment and other economic and social benefits, which was highly relevant. In particular, the project focused on developing municipal capacities for investment promotion in the municipalities of Odzaci and Kula at Serbian side of the border and Gradiste, Lovas and Ilok at Croatian side. The project was relevant to the Programme, especially to the objectives and indicators associated with the Measure 1.1 Economic Development. The project was also relevant to the target groups: municipal personnel were trained for investment promotions, attract investors and support local companies. Prior to this project municipalities had limited experience working with investors (if any), nor developed procedures how to work in this field. The level of interaction and knowledge transfer on investment promotion across the border had not existed before the project intervention.

## III. Efficiency

The project management structure was well established, with the Project Steering Committee that gathered all project partners and the Project Management Team consisted of two project managers, one from Serbia and another from Croatia. This led to joint implementation of the action. The lead applicant to the project was the National Alliance for Local Economic Development – NALED, an organisation with a strong portfolio of working with municipalities in Serbia on investment promotion. This was helpful for leading the action in a proper direction and transferring know-how across the border. During the project implementation NALED changed the project manager several times but this did not significantly affect the efficiency in action implementation. However, local elections in Serbia and changes of municipal authorities produced delays. Nevertheless, the project staff succeeded to finalise the project in due time.

## IV. Effectiveness

The project managed to achieve the targeted outputs: local capacities for attracting and managing investments were increased through training of local staff and tools for local investment attractions (databases, procedures, one stop shop mechanisms, etc.) were developed. One of the most significant results achieved was the identification of municipal capabilities and investment potentials, which was later utilised for a more tailored approach in capacity development. The project also prepared sector studies, guidebooks, brochures, promotion procedures, organised visits to the international trade fairs, investment missions, etc. The project installed equipment for free WiFi in partnering municipalities, which was considered as a support to potential investors. At the outcome level, the project did contribute to the improvement of an investment friendly climate in targeted municipalities and their capacities to attract and



manage investments. During the project implementation a Greenfield investment was realized in the Municipality of Odžaci, when a Canadian company (Magna Seating) opened a factory in the Business Zone, and employed 450 people. There were two more Greenfield investments in Odžaci: Greiner Packaging Company with 150 employees and Standard Gas with 100 employees. Local authorities claimed that knowledge and experience gained through this project was very useful. Municipalities from Croatia also claims their capacities for investment promotion were increased as a result of this project, that later helped them in attracting investors.

## V. Impact

As mentioned above, there are examples of attracting investments in targeted municipalities during or after the project implementation. Those investments might not be ascribed as a direct result of the project yet the project certainly contributed to develop capacity of municipalities to work on processes related to those investments. Municipalities that participated in the project have a positive record on attracting investments after project implementation - this can also be ascribed to the project. The project created mechanisms for sharing best practices between Serbia and Croatia, especially in regard to certification of Croatian municipalities for being business friendly, based on practices that were used in Serbia.

## VI. Sustainability

The project created policies, procedures guidebooks, brochures and other instruments for attracting investments that remained sustainable at municipalities, yet it is not fully clear to what extent those are utilised. Databases and web-portals developed through the projects (<http://www.investinkula.rs>, <http://www.investinodzaci.rs>, <http://croatia-serbia-investments.com>) do not seem to be still active. The project material that was updated on the website <http://www.srijem.info> is no longer available. The project did not have any follow-up activity in targeted municipalities, yet some municipalities jointly worked on preparation of a new proposal for a subsequent CBC HR-RS call for proposals. NALED established links with partners from other parts of Croatia, promoting their methodology on 'Business Friendly Certification of Municipalities'.

## VII. Overall assessment

The project presents a good model of cross-border cooperation between municipalities and their capacity development on investment promotion. The project was implemented in an efficient manner, characterised by numerous outputs that were delivered during the implementation. The project created mechanisms for transferring experience from one side of the border to another, which would have never occurred without this intervention. As a result, targeted municipalities increased their capacities to work with investors as testified by the increased number of investments that occurred in targeted municipalities. However, the impact of the project on the economy was clearly overestimated and its sustainability is not clear.

### CBC Croatia – Bosnia and Herzegovina

**“Moving towards successful public participation in the Sava river basin water management”**

#### Project Identification

	Country A	Country B
Contract number:	2010259-114	2007-0017-974005

Name of beneficiary:	Centre for Development and Support, Tuzla, Bosnia and Herzegovina	Green Action, Zagreb, Croatia
Contract total:	262,405.86	250,147.28
Contract amount EU:	222,405.86	212,575.16
Paid amount EU:	201,377.08	203,251.86
Co-financing:	40,000.00	37,572.12
Paid co-financing:	36,217.95	36,307.15
Contract start date:	01/01/2011	01/01/2011
Contract end date:	31/12/2012	31/12/2012
Contract duration:	<b>24 months</b>	<b>24 months</b>

### **Reconstructed intervention logic**

<b>Overall objective</b>	
To achieve good water status in the Sava River Basin in line with the EU Water Framework Directive (WFD), by strengthening common vision and public participation in environmental decision making process in the cross boundary region of Croatia and Bosnia and Herzegovina (BiH).	
<b>Specific objective</b>	
To animate and educate public actively participating in the forthcoming creation of the cross-border Sava River Basin Management Plan (SRBMP), and recognized by the decision makers as equal and resourceful partner in this process.	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Water management stakeholders acting in the target cross-border area gained knowledge on the key WFD elements and principles of public participation in environmental decision making, with a view to further explore high potential for transboundary interaction</li> <li>2. Citizens in the target cross-border area increased awareness on the sustainable management of the shared water resources, in framework of WFD and EU accession</li> <li>3. Practical model for bottom-up public participation in cross-border context of the Sava River Basin produced and provided to international and national decision makers responsible for ensuring active public involvement in sustainable water management</li> <li>4. Cross-border Project Team as an authentic constituent of the public engaged in constructive dialogue with the decision makers, aiming to enhance their acceptance for active public involvement in the forthcoming process of creation the Sava River Basin Management Plan (SRBMP)</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1.1. Identify and analyse water management stakeholders in target cross-border area; 1.2. Official project opening ceremony &amp; 5-day umbrella seminar on WFD and public participation; 1.3. 8 cross-border educational panel workshops for selected stakeholders on different aspects of WFD implementation; 1.4. 3-day cross-border seminar on international &amp; national environmental legislation; 2. Awareness raising cross-border media campaign comprising strong EC-visibility actions, targeting citizens in the whole target area; 3. Create and disseminate to decision</li> </ol>	<ul style="list-style-type: none"> <li>- Relevant stakeholders identified</li> <li>- Seminar on Water Framework Directive</li> <li>- Cross border WFD workshops</li> <li>-Media and Awareness Raising campaigns</li> <li>- Monitoring of environmental legislation in Croatia and BiH</li> <li>- Documents on participation in the Sava Commission and Integrated Water Management.</li> </ul>

<p>makes the Best Applicable Model for public participation in the context of cross-border water management; 4.1. 10 cross-border consultative meetings with target stakeholders to gather their opinion on the draft SRBMP; 4.2. Monitor and comment national environmental legislation in Croatia and BiH with emphasis on cross-border related obstacles and opportunities; 4.3. Create and disseminate to the national and international decision makers the Position Paper on integrated water management plan of the Sava River Basin</p>	
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### **I. Conceptual Design**

The project action was well designed. The project had a sound vertical logic between objectives, expected results and activities. The project objectives and results are well defined; indicators were realistic. Risk and assumptions were also well identified. The proposal had a strong cross-border dimension supporting greater public participation in the management of the Sava River Basin located in the bordering area of Croatia and Bosnia and Herzegovina. In principle, the project was connected to creating and publishing of the Sava River Basin Management Plan by the Sava Commission and supported public participation in that process.

### **II. Relevance**

The project was very relevant to the Priority 2 of the CBC HR-BA Programme (Improved Quality of Life and Social Cohesion), especially to the Measure 2.1 Protection of Nature and Environment. The project action targeted improved environmental decision making at the Sava River Water Management in the cross-border region of Croatia and Bosnia and Herzegovina, especially aiming to strengthen a common vision and increase public participation in this process. The project also aimed to contribute to the effective implementation of the EU Water Framework Directive (WFD). The project was based on an identified gap namely the general lack of public participation in decision-making processes, especially on cross-border issues. Therefore this project presented a pioneering attempt to put bordering societies together to participate in the management of an important natural resource.

### **III. Efficiency**

The project action suffered delays at the very beginning since the approval and contracted process took more time than originally foreseen. Based on those changes, the original design of activities had to be changed and the work-plan was rearranged accordingly. Nevertheless, the project was still implemented without major delays. The two partners established very good and effective cooperation, and had the necessary organisational capacities to successfully implement the action. The project implementation was characterised by a strong understanding and appreciation of the importance of cross border cooperation.

### **IV. Effectiveness**

The project was effective in realising immediate targets. The project intervention succeeded to increase citizen's participation in the preparation of the Sava River Basin Management Plan, which was later adopted by the Sava Commission. Adoption of the plan by Sava Commission would not have occurred without public discussion and involvement, and the project significantly contributed to this process. The

project used innovative approaches in motivating the citizens to participate in the preparation of the plan, from engaging prominent public figures to making video clips and other visual tools. As a result of the project, the applicants became active observers in the Sava Commission, and their voices became influential within this body. The project also increased visibility of the Sava Commission and its role on environment protection of the Sava River Basin.

## **V. Impact**

The project might be considered as a best practice for stimulating public participation in decision-making on cross-border initiatives. The Sava Commission and participating countries (Slovenia, Croatia, Bosnia and Herzegovina and Serbia) became more aware on the need of public participation in decision making, especially for designing the Water Management Plan. The project also contributed to the implementation of the EU Water Framework Directive, as well as to transfer of experience in EU enlargement processes.

## **VI. Sustainability**

Although the project implementation was well managed and the project achieved its targets, it did not create mechanisms or institutions for sustainability in terms of targeting new funding sources and follow-on activities. Therefore, this action might be considered as a one-off intervention, yet some parts of the activities continued through the national IPA envelope. There are specific results that will remain sustainable, such as participation of the applicants in the Sava Commission and partnerships established through the project.

## **VII. Overall assessment**

The project was well designed and efficiently implemented, achieving its targets outcome levels. The project presents a best practice model in supporting public participation on issues related to cross-border treaties. The project also has a positive influence on the implementation of EU environmental treaties. Nevertheless, the project did not manage to establish mechanisms for sustainability of achieved results, which present the main weakness of this intervention.

**CBC Croatia – Bosnia and Herzegovina  
“Volunteering for Cross - Border Local Community Development”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	2011/260-580	2008-0017-974003
Name of beneficiary:	Youth Communication Centre, Banja Luka, Bosnia and Herzegovina	Local Democracy Agency, Sisak, Croatia
Contract total:	56,751.26	57,049.43
Contract amount EU:	48,238.57	48,492.02
Paid amount EU:	43,720.54	40,379.39
Co-financing:	8,512.69	8,557.41
Paid co-financing:	7,715.39	7,125.77
Contract start date:	11/02/2011	11/02/2011
Contract end date:	10/02/2013	10/02/2013
Contract duration:	<b>24 months</b>	<b>24 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
<ol style="list-style-type: none"> <li>1. To help improve accessibility of community-based services in border area</li> <li>2. To contribute to establishment of cross-border networking between local authorities, civil society and social partners</li> <li>3. To help enhancing quality of life and social cohesion in border area</li> </ol>	
<b>Specific objective</b>	
To contribute to creation of innovative community-based services in border area through the establishment of voluntary services and developing policy measures in support of volunteering at local level	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Established five local voluntary services in border area of Croatia and Bosnia and Herzegovina</li> <li>2. Established cross-border voluntary network</li> <li>3. Defined local voluntary policies in border area municipalities included in the action</li> <li>4. Improved cross-border joint management, evaluation report and awareness raising tools developed</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1.1. Setting up Partnerships among civil society organisations and social and welfare public institutions and education facilities</li> <li>1.2. Preparation, organisation and implementation of two Capacity building trainings for establishment of local voluntary services and voluntary management (1 per country)</li> <li>1.3. Preparation, organisation and implementation of opening ceremonies of five local voluntary services (2 in Bosnia and Herzegovina, 3 in Croatia)</li> </ol>	<ul style="list-style-type: none"> <li>- Five local voluntary services established</li> <li>- 38 institutions/CSOs mobilised to use voluntary services</li> <li>- 521 citizens registered as volunteers</li> <li>- 511 volunteers engaged in 84 voluntary programmes involving 11,000 beneficiaries.</li> <li>- Public events to celebrate International Volunteers Day</li> <li>- Articles published and radio spots broadcasted</li> </ul>

<p>1.4. Preparation, organisation and implementation of Volunteers' placements in five towns</p> <p>1.5. Preparation, organisation and implementation of fifteen Local voluntary services monitoring meetings</p> <p>1.6. Preparation, organisation and implementation of two Local voluntary services evaluation meetings</p> <p>2.1. Preparation, organisation and implementation of Cross-border voluntary work camp in Bosnia and Herzegovina</p> <p>2.2. Preparation, organisation and implementation of Cross-border voluntary work camp in Croatia</p> <p>3.1. Preparation, organisation and implementation of eighteen Local policy development meetings</p> <p>3.2. Preparation, organisation and implementation of six National Local policy development meetings</p> <p>3.3. Preparation, organisation and implementation of one Cross-border Local policy development meeting in Bosnia and Herzegovina</p> <p>3.4. Support to defining six Local voluntary policies</p> <p>4.1. Preparation, organisation and implementation of ten Project Coordination Team meetings</p> <p>4.2. Design, print and dissemination of local voluntary services visibility and promotion materials</p> <p>4.3. Preparation, organisation and implementation of six Press conferences (3 per country)</p> <p>4.4. Setting up and updating action web site</p> <p>4.5. Preparation, organisation and implementation of twelve Celebrations of International Volunteers' Day – December 5 (6 per country)</p> <p>4.6. Preparation, organisation and implementation of External evaluation in both countries</p>	
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## I. Conceptual Design

The project proposal was well designed, with clear objectives, realistic results and well sound indicators. There is also a good logic between objectives, results and activities. The only negative observation was that there were too many overall objectives (three), which was not realistic for the project intervention of

such scale and duration. The project had clear cross-border character, designed in accordance to the need for voluntary services in the region.

## **II. Relevance**

The project aimed to improve access to community-based volunteering services in targeted bordering municipalities of Bosnia and Herzegovina and Croatia, which is relevant to the Measure 2.2 Improved accessibility to community-based services in border area. The project worked on establishing local voluntary services in bordering municipalities (five in total: in Bihac, Derventa, Sisak, Kutina and Petrinja), as well as creating cross-border voluntary networks through work camps and study visits. The project implementation increased interaction between CSOs, local authorities and other stakeholders active in the field of the intervention (community-based volunteering services) across the border, which was highly relevant to the Programme. The project activities were jointly implemented on both sides of the border. In order to make the intervention more tailor-made to the needs of the beneficiaries, the original project design was modified through the notifications (all approved by the Contracting Authorities).

## **III. Efficiency**

The project partners were experienced organisations with a strong portfolio of developing volunteering services and youth work, which contributed to the efficiency of the intervention. The organisations were well networked with the local communities and had strong working relationships with local authorities, which was also beneficial to the project implementation. The local authorities from Croatia (Sisak, Kutina and Petrinja) provided office space and political support for implementation of the action. The Functional Lead Applicant from Bosnia and Herzegovina also received substantial support from local authorities. There were no significant delays in the project implementation.

## **IV. Effectiveness**

The project provides a good example of supporting new and innovative community-based services through cross-border cooperation. The cooperation between project partners was genuine, effective and efficient, which contributed to transfer of know-how and cooperation not only between them yet also between other institutions, organisations and people that benefited from the project. Cross-border partnership was beneficial to creation of local policies, where positive experiences from the other side of the border were incorporated in domestic affairs. The project had high ratio of cost-effectiveness and “value for money”.

## **V. Impact**

There was a transfer of know-how and best practices from one side of the border to another, which was incorporated in local and national policy on volunteerism and community-based services. For instance, the project results contributed to developing a ‘Law on Volunteerism’ in the Republic of Srpska. The project contributed to changes of the ‘Law on Volunteerism’ in the Republic of Croatia as well, providing with comments and best practices achieved through project results. At the local level, Sisak established the Board for Development of Volunteerism, which can be directly ascribed to the project. Cooperation between applicants continued through the project “Cross-Border Volunteers’ Network for Local Development” funded within the 3<sup>rd</sup> Call of the CBC HR-BA programme.

## **VI. Sustainability**

All volunteering centres continued to be functional post project and their capacities were additionally strengthened by follow up interventions. Established cross-border networks have also been sustainable.

The follow up interventions are project-based and their operations are highly dependent on external funds. The two applicants are strongly committed to make achieved results sustainable and have invested energy in acquiring the necessary funds for functioning of volunteering centres. In that regard they attracted funds additional EU funds but also national and local government funding.

## **VII. Overall assessment**

The project presents a positive example on cross-border cooperation in creation of innovative community based services for volunteerism. The project applicants and their partners created successful models for cooperation that led to knowledge transfer and successful networking between stakeholders from both sides of the border. The project has had strong operational and regulatory impact on community volunteerism at the local and national levels.



**CBC Croatia – Montenegro**  
**“Business Cooperation and Skills Improvement for the Development of Outdoor Tourism”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	2007-0017-975004	255-111
Name of beneficiary:	Croatian Mountain Rescue Service, Zagreb, Croatia	Centre for Sustainable Tourism Initiatives, Podgorica, Montenegro
Contract total:	153,067.16	234,189.94
Contract amount EU:	125,683.44	196,926.05
Paid amount EU:	114,024.57	194,845.96
Co-financing:	27,383.72	37,263.89
Paid co-financing:	27,383.72	37,263.58
Contract start date:	10/01/2011	10/01/2011
Contract end date:	09/07/2012	09/07/2012
Contract duration:	<b>18 months</b>	<b>18 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
Promote joint sustainable valorisation of natural in the cross border region	
<b>Specific objective</b>	
Improve the quality of the tourist destination and products through cooperation amongst stakeholders in the cross border region.	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Joint planning and business cooperation in the tourism sector</li> <li>2. Increased knowledge, infrastructure and technical capacity of tourism destinations and related stakeholders in the cross-border regions</li> <li>3. Improved awareness of the cross-border region</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
1.1 Create cross border cluster of tourism stakeholders (businesses)	Identification of key actors and service providers in tourism sector
1.2 Joint planning and implementation	Sector Needs Analysis
2.1 Building guiding capacities	Cross border tourism cluster created
2.2 Building safety capacities	Tourism capacity building and marketing measures implemented.
2.3 Improve small scale tourism infrastructure	Capacity building in safety and rescue at tourism destinations.
3. Marketing	Tourist infrastructure investment and support materials - hiking trails, information boards, GIS maps

**I. Conceptual Design**

The project action was designed to stimulate outdoor tourism in the bordering areas of Croatia and Montenegro. In particular, the project aimed to improve cooperation and develop the skills of outdoor tourist providers in the project area. The project structure was well designed: overall and specific objectives are well defined, expected results were reasonable and activities are appropriate to the action.

Indicators did not have mechanisms for their verification. Increasing tourism visits by 6% through the project was an ambitious indicator. In addition risks associated with the project were not well identified or analysed. The project design had a very strong cross border perspective focusing on an important common economic sector.

## **II. Relevance**

The project action was relevant to the Programme, especially to the Measure 1.2 Joint tourism and cultural space. The project targeted support to outdoor tourism development contributing to the diversification of tourism industry in the bordering area. In that regard the project was relevant to national and local strategies, as well as to the market trends in the tourism sector. The intervention was also relevant to the needs of target groups, local service providers in adventure tourism, who needed to increase their capacities for developing better quality services. During the implementation the project adjusted to the needs of target groups through notifications that were approved by the contracting authorities.

## **III. Efficiency**

The project was implemented by organisations with strong operational capacities. Project partners also had high technical capacities in the field of outdoor tourism, which was widely recognised by local authorities, other stakeholders and target groups. Cooperation between partners was strong throughout project implementation which contributed to project efficiencies and high performance in delivering the action. Three monitoring missions that occurred during the project implementation also confirmed strong project efficiency. There were no delays in project implementation or budget cost over-runs.

## **IV. Effectiveness**

The project was effective in implementing the activities and delivering outputs, where all project targets were achieved. The project identified the main local actors and service providers in outdoor tourism, identified their needs and delivered appropriate training programmes. The project also established a cross-border cluster of outdoor tourist providers the two countries. In addition, the project designed cross border itineraries that stimulated cooperation on sharing tourists between both countries. The project also increased capacities for safety and rescuing operations at tourist destinations, which increased the quality of tourist services. In addition, the project improved conditions of tourist infrastructure (such as hiking trails, information boards, GIS maps, etc.).

## **V. Impact**

The project contributed to increasing the capacities of beneficiaries in providing outdoor tourism services, which has the potential of stimulating positive changes to the socio-economic conditions in the border area. There is a fast growing trend of outdoor tourism in the world, including in the border region as well. The project has stimulated other ideas to support outdoor tourism in the project area, being which are being developed on the ground of this intervention. However, there is no evidence provided that the tourist flow between countries increased for 6%, as targeted by the impact indicator.

## **VI. Sustainability**

The project created a sound foundation for increasing the capacities of the outdoor tourism in the border region. The outputs of the project are owned by the project beneficiaries and new initiatives to support the sector have been identified. Project partners are targeting new funding sources to continue developing outdoor and adventure tourism activities. However, the website developed by the project ([www.dot-cbc.net](http://www.dot-cbc.net)) has not remained active after the intervention.

## **VII. Overall assessment**

The project targeted support to an important growth sector of the tourism sector in the border region. The project successfully increased capacities of local providers to deliver better quality services to their clients (tourists). The project also stimulated cross-border cooperation of local providers, including the creation of a cross-border SME cluster that was established through the project.

**CBC Serbia – Montenegro  
“Cross-border Flood Protection and Rescue”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	295-755	298-351
Name of beneficiary:	FORS Montenegro, Nikšić, Montenegro	Ministry of Interior of the Republic of Serbia, Belgrade, Serbia
Contract total:	206,375.18	165,822.65
Contract amount EU:	175,418.90	140,949.25
Paid amount EU:	175,418.90	123,865.60
Co-financing:	30,956.28	24,873.40
Paid co-financing:	30,956.28	21,858.63
Contract start date:	15/08/2012	15/08/2012
Contract end date:	14/04/2014	14/04/2014
Contract duration:	<b>20 months</b>	<b>20 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
To reduce the risks of disasters caused by natural hazards in Serbia and Montenegro.	
<b>Specific objective</b>	
To improve the capacity of the cross-border area and 6 municipalities in Serbia and Montenegro to reduce the risks of floods through cross-border cooperation and a coordinated approach including technical and personnel capacity building process and raising awareness of general population about flood prevention and management within the period of 20 months.	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. National and local plans for protection and rescue of floods prepared and adopted</li> <li>2. Improved capacity of SEMs (sectors for emergency management), local PRUs (protection and rescue units) and other operational units in target municipalities</li> <li>3. Improved cross-border cooperation between Montenegrin and Serbian SEMs</li> <li>4. Established cooperation between PRUs from target municipalities</li> <li>5. Population in the cross-border area and target municipalities familiarized with preventive actions against floods and necessary actions in case of floods</li> <li>6. Standard Operational Procedures (SOP) for border crossings of the professional units in case of floods defined and adopted</li> <li>7. National plans for professional education and training for protection and rescue from floods developed in Montenegro and Serbia</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1. Meetings of the cross-border team;</li> <li>2. Trainings for the employees of PRUs from Niksic, Berane, Pljevlja, Prijepolje, Priboj and Nova Varos;</li> <li>3. Workshops on flood management and control for the employees of protection and rescue units from target municipalities;</li> <li>4. Trainings for other operational professional and voluntary units from target municipalities;</li> </ol>	Training provided on flood rescue and protection training for PRUs, rescue and operational personnel. Workshops and Seminars carried out Flood awareness media and information campaigns carried out. Operational procedures for border crossings during flood developed Local flood plans and documentation prepared Flood protection and rescue equipment supplied

<ol style="list-style-type: none"> <li>5. Lectures for primary school students;</li> <li>6. Cross-border essay competition for primary school students;</li> <li>7. Prepare, print and distribute brochures on topics related to floods;</li> <li>8. Prepare, print and distribute promotional leaflets;</li> <li>9. Procure necessary equipment for protection and rescue from floods;</li> <li>10. Prepare and adopt national and local plans for protection and rescue from floods;</li> <li>11. Seminar on best EU practice in protection and rescue from floods;</li> <li>12. Define and adopt standard operational procedures (SOP) for border crossings of the operational units in case of floods;</li> <li>13. International field exercises of professional and voluntary units;</li> <li>14. Creation of national plans for training and education;</li> <li>15. Public awareness activities (press conferences, TV and radio shows, newsletters, newspaper articles).</li> </ol>	
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### **I. Conceptual Design**

The project proposal was designed in line with the needs of bordering region and identified target groups, as well as in line with the programme objectives. Vertical structure of the project was good – with clear links between objectives, results and activities. The quality of indicators was poor. – impact indicator is not sound and clear and it is not measurable. There are too many indicators (eight in total) assigned to the specific objective that sounds more like output indicators than like outcome. The project design had clear cross-border characteristics with important mutual benefits for actors.

### **II. Relevance**

The project was highly relevant to the needs of targeting bordering areas as well as to the needs of beneficiaries, which was justified during floods that occurred in Serbia, May 2014. There was a strong need to increase capacity for flood protection and rescue operations in bordering municipalities, which was successfully targeted by this proposal. The project was also relevant to the Measure 1.1 Improving the productivity and competitiveness of the areas' economic, rural, cultural and environmental resources. 45 members of the local units for the protection and rescue in both countries received flood rescue training.

### **III. Efficiency**

The project was implemented by FORS Montenegro (Functional Lead Applicant) located in Niksic, Montenegro and the Ministry of Interior of the Republic of Serbia (Applicant), in partnership with the Ministry of Interior of Montenegro - Sector for Emergency Management and Civil Security. FORS Montenegro contributed with strong capacity and knowledge in EU project management and two Ministries of Interior with technical capacity to deliver the results on flood protection issues led to successful and efficient implementation of the action.

#### **IV. Effectiveness**

The project was successful in achieving results, especially in strengthening capacity of local flood protection and rescue units from the bordering areas. The project purchased equipment, trained personnel developed local, national and cross-border procedures, increased cross-border communication and cooperation between flood protection units and raised awareness on the necessity for flood protection among the local populations in the border areas. Results were produced on time and under budget. Both countries increased their knowledge and practices in dealing with flood protection standards and procedures how to work together to resolve common needs. Successful cooperation between partners from Montenegro and Serbia was proved during the 2014 floods in Serbia, when local units trained within by project (both from Montenegro and Serbia) promptly responded and provided rescue services to people in need.

#### **V. Impact**

The project created a significant change to the beneficiaries in terms of building flood protection and environmental protection capacities and capabilities. Local authorities and the border population became especially aware of the importance of readiness to minimize the negative impacts of flood damage to the border region economy. The project resulted in an investment increase in flood protection, both in training and equipment, as well as strengthening links between actors from both sides of the border.

During the 2014 floods the Serbian Ministry of Interior rescue team from Prijepolje participated in the evacuation and rescue of 200 people, mostly children, women and elderly people in Konjevići, Preljine and Baluga near Čačak. About 150 inhabitants were rescued in Majur, Dragojevac and Bogatić. In addition, the team was engaged in the field work, which included control of the situation and evacuation, and protection of the factory "Zorka" in Šabac, and also participated in the rescue on the territory of Vladimirci municipality, in Provo and Dragojevac, because of the dam burst risk on the river Sava.

Results achieved through this project were considered as a best practice model, which was replicated to other situations as well.

#### **VI. Sustainability**

The project results remained sustainable after the project implementation: equipment is well maintained; procedures are operational; level of cooperation between partners remained high.

#### **VII. Overall assessment**

This was one of the most successful projects related to environmental protection in the border areas, related to the flood protection. The project inspired real change among local authorities responsible for flood protection in the border region by developing their skills and capacities to deal with flood protection. The cross border partnerships and mechanisms to tackle flood threats are sustainable. The project managed to achieve a visible change of behaviour in the population when it comes to awareness to risks of floods and necessity for cross-border cooperation for a joint action.

**CBC Serbia – Montenegro  
“Through Professional Cooperation to Better Services”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	301-438	295-822
Name of beneficiary:	Social Welfare Centre, Priboj, Serbia	PI Centre for Support to Children and Family, Bijelo Polje, Montenegro
Contract total:	69,571.18	85,367.00
Contract amount EU:	53,971.18	72,561.00
Paid amount EU:	51,912.26	72,324.47
Co-financing:	15,600.00	12,806.00
Paid co-financing:	15,002.23	12,763.14
Contract start date:	01/10/2012	01/10/2012
Contract end date:	15/10/2013	30/09/2013
Contract duration:	<b>12.5 months</b>	<b>20 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
To improve provision of social services in a wider area of Bijelo Polje and Priboj municipalities; To increase public awareness to children and youth related to environmental protection.	
<b>Specific objective</b>	
To improve cooperation between two towns through exchange of experience and promotion of social services by promoting services that are not currently being implemented in either Bijelo Polje or Priboj municipalities.	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Regional cooperation for exchange of experience established;</li> <li>2. Employees of Priboj Social Welfare Centre trained on SOS – children victims of domestic violence;</li> <li>3. Fostering as a mean of protection of children without parental care presented to partners from Montenegro;</li> <li>4. Workers of PB Social Welfare Centre trained on mediation;</li> <li>5. Housing with support – Experts from Centre for Support to Children and Family gathering knowledge and skills for realizing support to young people who are leaving the social protection system;</li> <li>6. Environmental awareness of children on taking responsibilities during process of growing up as a support to overcoming adolescent crisis;</li> <li>7. High project visibility</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1.1. Forming of Management team</li> <li>1.2. Forming of lobby groups in Priboj and Bijelo Polje</li> <li>1.3 Organising coordination meetings in Priboj and Bijelo Polje</li> <li>1.4. Organising International regional conference – final event</li> </ol>	

<p>2.1. Study tour of PB Social Welfare Centre representatives to Bijelo Polje                  2.2. Organising three-day SOS training                  3.1. Study tour of BP Centre for Support to Children and Family to Priboj                  3.2. Three day training on Fostering in Montenegro                  4.1. Study tour of team members from Priboj to Bijelo Polje                  4.2. Three-day training on mediation in Serbia                  5.1. Study tour of experts from Bijelo Polje to Priboj                  5.2. Three day training on housing with support in Montenegro                  6.1. Camp in Serbia                  6.2 Camp in Montenegro                  7.1 Production of promotional material                  7.2. Production of promotional films on Fostering and housing with support                  7.3 Organising press conferences</p>	
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## I. Conceptual Design

The project design was not clear. The project had two overall objectives (one for social services and environmental protection) there was only one specific objective addressing only social services and seven anticipated results. The project design would have been more logical if there was one overall objective corresponding with one specific objective. During the field mission interviews this was explained with the rationale that applicants believed their proposal was not “strong enough” if focused only on new social services. The dual objectives also undermined associated results and indicators. Project action was organised by activities associated with the expected results. The cross border emphasis was strong in the project design.

## II. Relevance

The project aimed to introduce new types of social services provided in two bordering municipalities: Priboj (Serbia) and Bijelo Polje (Montenegro). The project was designed and implemented by two public institutions that provide social services in their respective municipalities, which makes the action relevant since those actors were able to appropriately analyse the needs of their beneficiaries. The project exchanged knowledge and experience between partners from Montenegro and Serbia, which is in line with the cross-border requirements of the Programme, especially to the Measure 1.2 Cross-border initiatives targeting the exchange of people and ideas to enhance the professional and civic society cooperation.

## III. Efficiency

The project was implemented without significant delays and obstacles. The project partners proved well experienced and efficient in delivering social services. There were no budget overruns or extension requests.

## IV. Effectiveness



The project was effective in achieving its targets, especially at the output level. The two partners developed internal capacities for provision of new social services that were incorporated in their regular operations. The project was also effective in working with target groups, especially children that were engaged in activities related to environment protection.

## **V. Impact**

Although cross-border relationship between partners has been significantly improved and two partners implemented more joint cross-border projects, there was limited evidence that demonstrated tangible impacts in regard to exchanged practices for social protection. However, the project managed to raise awareness and fostered culture of necessity for inter-institutional cooperation across the borders.

## **VI. Sustainability**

Policies and services created through the projects remain sustainable after project end. The two partners managed to create strong working relations that led to implementation of other cross-border projects. The partners regularly consult each other on innovative practices in provision of social services. Specific project activities that required financial support for their implementation (such as cross-border children camps) did not manage to remain sustainable after the project implementation.

This is the second project implemented by the same two partners. The previous project was funded within the first call for proposals and focused on improving quality of life for children and youth at the risk of poverty. Two partners applied for the third call as well, yet their application was rejected at administrative level.

## **VII. Overall assessment**

The project was successful in introducing new social services based on exchanging know-how and experiences across the border, which were incorporated in the regular work of the two partners. Although not being directly related to new social services, the project also organised children and youth camps on environmental protection – which led to high visibility of the action since all local and regional media reported about activities from the camp. Partnership between two institutions was strengthened by this project, which led to regular consultation on various issues regarding to social services.

**CBC Serbia – Bosnia and Herzegovina  
“International Lim Biathlon Priboj-Rudo”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	253-642	255-078
Name of beneficiary:	Tourist Agency Priboj, Priboj, Serbia	Municipal Development Agency Rudo, Rudo, Bosnia and Herzegovina
Contract total:	47,927.59	48,537.80
Contract amount EU:	40,067.47	40,572.75
Paid amount EU:	39,180.37	40,221.66
Co-financing:	7,860.12	7,965.05
Paid co-financing:	7,686.09	7,965.05
Contract start date:	01/12/2010	01/12/2010
Contract end date:	31/08/2011	31/08/2011
Contract duration:	<b>9 months</b>	<b>9 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
Contribution to the improvement of communication and cooperation between local communities and their organisations in Priboj – Rudo cross-border area.	
<b>Specific objective</b>	
Improvement of existing manifestation „International Lim Biathlon”	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Formed organisational board for „International Lim Biathlon“ and future manifestations on the Lim river between Priboj and Rudo municipalities</li> <li>2. Capacities improved by procurement of rafting boats with full equipment and through training for rafting guides</li> <li>3. Improved safety of participants through the procurement of necessary equipment</li> <li>4. Improved promotion of „International Lim Biathlon“ manifestation“</li> <li>5. 33 kilometres of the Lim riverside cleaned between Priboj and Rudo</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1.1 Organising meetings with Priboj and Rudo municipal representatives</li> <li>2.1 Procurement of rafting boats and full equipment</li> <li>2.2 Organising and conducting training for 30 members of rafting clubs „Dabar“ from Priboj and „Valine “ from Rudo</li> <li>3.1 Procurement of safety equipment for rafters</li> <li>4.1 Preparing and printing promotional material</li> </ol>	

5.1 Organising 5 actions on the Lim riverside cleaning	
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## I. Conceptual Design

*The project proposal focused on increasing local capacities to better organise a cross-border tourist event "International Lim Biathlon". The project design was simple and direct with clear results. The project proposal was well structured with easy to measure indicators.*

## II. Relevance

The tourism event 'International Lim Biathlon' has a long tradition of connecting the two neighbouring towns of Priboj in Serbia and Rudo in Bosnia and Herzegovina that share the Lim River. These two communities see the event as a tool for cooperation and sharing ideas and culture, as well as a means to attract tourists to border area. With this project, respective local authorities from two municipalities targeted support to local actors in order to improve management of the event, purchase necessary equipment and increase safety for tourists. This project was therefore highly relevant to the Measure 1.2 that focuses on enhancing people-to-people cooperation between neighbouring communities.

## III. Efficiency

The two applicants and their partners that were implementing this project did not have previous experience with the management of EU projects. As a consequence, there were delays in purchasing the equipment according to PRAG procurement procedures. However, the issue was resolved and the project was implemented without major delays or cost over-runs.

## IV. Effectiveness

The project managed to effectively implement the action and to achieve all targets. The capacities of the local actors to manage the event were increased, new safety procedures were adopted, equipment purchased and the riverside cleaned. The event was successfully held with increased visitor numbers.

## V. Impact

*The project enhanced the organisation of a traditional tourist event the "International Lim Biathlon", which serves to brand the cross border area as a joint tourist destination. This project improved both the management and safety of the event on the Lim River. The project also improved flood amelioration measures.*

## VI. Sustainability

The two municipalities mainly cover ensure the financial sustainability of the event. Due to project support, the municipalities can now extend event activities and attract sponsors. The municipalities will also see further funding from national and EU/other donor sources to improve the environmental sustainability of the Lim River using the festival as a launch event.

## VII. Overall assessment

This was a small-scale intervention that increased capacities of local actors from two neighbouring municipalities to organise a significant annual tourism event. The project was successfully implemented without delays and managed to advance the quality of the event in terms of better organisation, safety of participants and a cleaner environment.

**CBC Serbia – Bosnia and Herzegovina  
“Balkan - House of diversity”**

**Project Identification**

	<b>Country A</b>	<b>Country B</b>
Contract number:	253-395	254-845
Name of beneficiary:	Grupa 484, Beograd, Serbia	Biro za ljudska prava, Tuzla, Bosnia and Herzegovina
Contract total:	103,905.84	66,923.00
Contract amount EU:	86,241.85	55,546.09
Paid amount EU:	84867.71	52,122.12
Co-financing:	17,663.99	11,376.91
Paid co-financing:	17,382.54	10226.59
Contract start date:	01/12/2010	01/12/2010
Contract end date:	31/01/2012	31/01/2012
Contract duration:	<b>14 months</b>	<b>14 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
Overall objective is to contribute to social cohesion in the region - Bosnia and Herzegovina and Serbia by the promotion of ethnic and cultural diversity as the richness of our countries.	
<b>Specific objective</b>	
Specific objective is increased understanding of the youth and citizens in 6 towns in Bosnia and Herzegovina and Serbia about the multi-ethnic and multicultural identity of these two countries as a potential for their development.	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1) 90 young people and 12 educators from 6 towns in BiH and Serbia strengthened and united in promotion of inter-culturalism and inter-ethnicity;</li> <li>2) Six innovative tourist tours based on the promotion of a richness of diversity (both cultural and ethnic) developed in six municipalities in the border area;</li> <li>3) Raised awareness of minimum 600 young people and 6000 citizens of six municipalities in the border area on advantages of inter-culturalism and inter-ethnicity and joint cooperation in their promotion;</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1) Forming the project team and visual identity of the project</li> <li>2) Instructive seminar for local mentors</li> <li>3) Gathering material for the tourist tour and guidebook for the promotion of inter-cultural exchange and inter-ethnicity through “the eyes of writers”</li> <li>4) Youth camp</li> <li>5) Conceiving the tourist tour and guidebook for the promotion of interculturalism and interethnicity through “the eyes of writers”</li> </ol>	

<p>6) The tourist tour for the promotion of inter-culturalism and inter-ethnicity through “the eyes of writers”</p> <p>7) Festival of contemporary writers from Western Balkans</p> <p>8) Monitoring and evaluation</p>	
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## I. Conceptual Design

The project proposal was well designed – overall and specific objectives were well defined, expected results are clear and achievable, and the activities are appropriate to the vertical structure of the intervention. Indicators were functional and output based. The project proposal was designed in a way to easily understand. The project had a powerful cross-border dimension in terms of support cooperation of communities from both sides of the Serbian and BiH border.

## II. Relevance

*The project was very relevant to the needs of bordering communities - to achieve a better understating of multi-culturalism and multi-ethnicity among youth and citizens in general. The applicants used tourism as a tool for promoting diversity and multi-cultural exchange in the six bordering towns, which was an innovative and appropriate approach to the action. The project was relevant to Measure 1.2 People-to-People that stimulated cooperation between different groups at the community level.*

## III. Efficiency

Project implementation went ahead without major delays. Although the lead applicant was not based in the project area, they had local support from associates and volunteers that helped in efficient implementation of the action in Serbia. Since this was the first partnership between two applicants, implementation of activities in Bosnia and Herzegovina was more challenging, especially at project start. Since the beneficiaries were mainly high schools, the action plan had to be adopted with the school plans. The project team managed to finish all activities in due time, without major delays. Project implementation had a strong cross-border character, with activities being jointly implemented on both sides of the border.

## IV. Effectiveness

The project managed to successfully achieve all outputs. At the level of specific objective the project targeted an increase in relations and understanding among youth and citizens in the six towns border towns about their multicultural and multi-ethnic identity, and to utilize this potential for economic development. Youth and citizens, especially ones that participated in the activities, did increase their awareness and understanding on multicultural and multi-ethnic issues. However the project reports did not provide data on outcome indicators. The project managed to create tourist packages in each city, emphasizing their cultural richness and multi-ethnic character but these packages were not utilised further by local tourist providers or municipal tourism organisations. In discussion with the project applicants during the field mission it was discovered that they have transferred the tourist packages to the local authorities and did not monitor further development.

## V. Impact

Although the project contributed to inter-cultural communication across the border, there is no evidence that the intervention made long-term changes to the target groups and final beneficiaries.

## **VI. Sustainability**

There was no detailed evidence that results achieved through the project were sustainable. Final project outputs were transferred to the local authorities. This evaluation did not assess the sustainability of results in those six municipalities. After discussions with JTS staff it was discovered that no municipality included those packages in their tourist offers. A follow up intervention was prepared for the second call but the application was not submitted in time.

## **VII. Overall assessment**

The project promoted cultural and ethnic diversity among youth and citizens from six different towns of bordering areas in Bosnia and Herzegovina and Serbia. In that regard, the intervention was relevant to the Programme, especially for the Measure 1.2. However, the project aimed to utilize multi-cultural and inter-ethnic potentials for tourism development in targeted municipalities, which was not achieved by the project implementation. This was a “one-off” project intervention, therefore impact and sustainability prospects proved limited.

**CBC Albania-Montenegro**

**“Supporting the proposed Trans-boundary Biosphere Reserve of Lake Skadar/Shkodra area through a participatory approach”**

**Project Identification**

	Country A	Country B
Contract number:	251409	254239
Name of beneficiary:	Institute of Nature Conservation in Albania (INCA)	Green Home (GH)
Contract total:	112.221,6	97.181,00
Contract amount EU:	95.000,00	81.632,04
Paid amount EU:	95.000,00	81.611,83
Co-financing:	17.221,6	15.548,96
Paid co-financing:	17.221,6	15.548,96
Contract start date:	12.1.2010	12.1.2010
Contract end date:	30.11.2011	30.11.2011
Contract duration:	<b>12 months</b>	<b>12 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
Contribute to more successful and efficient environmental and nature conservation policy and action in Albania and Montenegro	
<b>Specific objective</b>	
Promote the designation of the Skadar Lake as a UNESCO Biosphere Reserve. Increase the information and professional skills of CSOs and national authorities, and promoting the biosphere reserve concept.	
<b>Results</b>	
Application form to the UNESCO Biosphere Reserve is prepared through extensive participatory approach and sent to the governments of both countries for submission to the UNESCO The capacities of environmental NGOs are enhanced giving them a stronger voice in regional and/or national debate about regional environment issues.	
<b>Activities</b>	<b>Outputs</b>
i) the organization of work and coordination between two countries partners; ii) preparation of the joint work plan; iii) identification and establishment of technical experts team; iv) organization and implementation of the meetings with stakeholders (lobbying within the local authorities and primarily within the Ministry of Environment in both countries); v) finalization of an elaborated draft application form; vi) development of zoning map with boundaries approved by most of all the interested stakeholders.	<ol style="list-style-type: none"> <li>1. Joint work plan</li> <li>2. Integrated report on the designation of the "Biosphere Reserve" in the area of Skutari</li> <li>3. Draft Application form UNESCO including feasibility study</li> <li>4. Zoning maps</li> <li>5. Training materials</li> </ol>

**I. Conceptual Design**



*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project proposal was well drafted with well-articulated objectives, results, outputs and activities. The project logic was easy to understand. The project had clear and measurable indicators including baselines and targets. Because of its natural location, Lake Skadar/Shkodre belongs to both Albania and Montenegro, and the project was focused on protection and preservation of the Lake, strong cross-border dimension existed.

## **II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The project was relevant to the objectives of the call for proposals (promotion of the cross-border cooperation between Albania and Montenegro around environment protection). The project addressed well-identified needs regarding the professional skills of local governments, NGOs and other stakeholders of the Skadar Lake as well as the promotion of the biosphere reserve concept. The project was also aligned with the priority to build resources for the collection of data about species and habitats.

## **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

The project was well implemented without any significant delays. The basic capacities of the beneficiaries were adequate, and the cooperation between partners in the project was fruitful and positive. The activities focused on increasing the professional skills of CSOs and local self-governments across the border through workshops, trainings and promotional activities. The project had significant cross border content and all important stakeholders from both sides were included in project activities, such as mapping of the zones for biosphere protection and preservation, organizing round tables, conferences and seminars and pursuing the cooperation with UNESCO.

## **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The results achieved made an important contribution to the project's specific objective, which was to assist the governments of both countries to prepare an application for the UNESCO Biosphere Reserve. Key documents were developed in this regard which resulted also in better management of the area. These included two studies on tourism and governance, draft zoning maps, updated data on socio-economic and institutional frameworks and the establishment of MAB Committee in Albania as a necessary step for the finalization of the UNESCO application process. According to monitoring reports, the project was well-managed and cost-effective.

## **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships?*

*and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

The project was not intended to promote socio-economic development but it enhanced the protection and preservation of the Skadar Lake. It resulted in the intensification of cross border links and sustainable cross-border partnerships among ministries (through the creation of an inter-ministerial Committee) and among project partners and other important stakeholders. Although Skadar Lake is not yet included in the list of UNESCO Biosphere Reserves, the project made a decisive contribution to the application process and raised the capacities of stakeholders on both sides of the border while initiating a long-term cooperation on environmental issues between both countries. However, the application process has not been completed for political reasons, in particular on the Montenegrin side.

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

The outputs/results of the project are still very relevant. Zoning maps are being used every day, the feasibility study and, in particular the data collected through the project, are the basis for further work. Partners continued their cooperation after the project, implementing two more similar actions and maintaining alive contacts between government and municipalities around the Skadar Lake and pursuing the long-term goal of obtaining the UNESCO status.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

Although Skadar Lake is not yet been designated a UNESCO Biosphere Reserve, the project made valuable contributions to the process. It also increased cross-border cooperation on environmental issues in line with the objectives of the call and raised the awareness about higher environmental standards in the region. In that sense, the project was truly responding to the objectives of the CBC programme but the impact was reduced by not following through with the application process.

**Assessment Report**  
**CBC Albania-Macedonia**  
**“Promoting Business Woman Enterprises in the Cross-Border Area”**

**Project Identification**

	Country A	Country B
Contract number:	IPA/2014/ 348-518	
Name of beneficiary:	Partners Albania - Centre for change and conflict management (NGO) http://partnersalbania.org	Macedonian Enterprise Development Foundation  http://www.mrfp.org.mk/
Contract total:	30.166,00	35.704,95
Contract amount EU:	25.309,27	29.956,45
Paid amount EU:	21.980,18	27.269,24
Co-financing:	4.856,73	5.748,50
Paid co-financing:	4.186,70	4.838,66
Contract start date:	03.23.11	03.24.11
Contract end date:	12.23.11	12.23.11
Contract duration:	<b>9 months</b>	<b>9 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
<p>The purpose of the Action is to support the economic and social development of the cross-border area between Albania and the Republic of Macedonia through development of business women enterprises cooperation at the cross border area using capacity building programs, promotional activities and networking.</p> <p>The overall objectives of the Action are:</p> <p>a) To increase cooperation and commercial exchanges between business community at the cross border area between The Republic of Macedonia and Albania;</p> <p>b) To create a supportive environment for the development of women SME/SMI at the cross border area between The Republic of Macedonia and Albania.</p> <p>c) To promote business women enterprises at the cross border area between The Republic of Macedonia and Albania.</p>	
<b>Specific objective</b>	
<p>To increase business related capacities of 30-40 business women at the cross border area, to promote their business and to increase their cooperation with other businesses at the cross border area.</p>	
<b>Results</b>	
<p>Building the capacities of women entrepreneurs in the region of Pogradec and Struga, commercial exchange between women owned business companies in the Republic of Albania and the Republic of Macedonia; Increased promotion of business woman SMEs in the cross-border area;</p> <p>Organisation of Kick off meetings, trainings in customer care, trainings in product promotion and Sales, Fair in Struga, Fair in Pogradeci, Round Table in Pogradeci, Printing and translation of Publications, brochures on Women in business development and best practices from Pogradec and Struga, Research on “Women business development in the region Pogradec – Struga”, Needs assessment developed;</p>	
<b>Activities</b>	<b>Outputs</b>
<p>The Action consists of a coherent set of activities divided in three main components:</p> <p>Component 1: Research and Need assessment; Roundtable in Pogradeci; Component 2: Capacity building (Preparation of training modules; Selection of the participants in the trainings in customer care and Promotion and Sale; Conduction of the trainings; Training reports; Field visit and</p>	<p>6. The project is implemented in the cross border region: Struga- Pogradeci by MEDF and Center for change and conflict management, Partners Albania, which is responsible for the project implementation in the Republic of Macedonia and Albania respectively. Partners Albania is the Functional Lead Partner in Albania and MEDF is the Lead partner in the Republic of Macedonia.</p>

workshops in Pogradeci and Struga); Component 3: Promotion and cooperation (Organization of fairs in Struga and Pogradeci; Preparation of a promotional brochure; Closing workshop).	
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## **I. Conceptual Design**

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

*The Project proposal was well drafted with well articulated objectives, results, outputs and activities. The Project logic was easy to understand and includes indicators, baselines and targets. The project had a strong cross-border dimension and was oriented to a cross-border cooperation between women from Albania and Macedonia.*

## **II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

Since the call for proposals' objectives were to develop the economic sector in the cross border area, with an emphasis on tourism related areas, the project was relevant to the needs and priorities in this sector in the cross border area. The Project also addressed the needs to engage more proactively with women entrepreneurs from cross-border regions in exchanges and exploring new business and promotion/marketing activities across the borders of both countries. Because of all notified reasons, the selection of the project was justified.

## **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

The project was well implemented, to the satisfaction of all important stakeholders, partners, beneficiaries and evaluators. There were no delays in the project implementation process. Beneficiary capacity proved adequate for the implementation of the project, the quality of engaged trainers, consultants and other experts was appropriate as per project reports and assessments. Interviews with both partners demonstrated that their engagement and cooperation was good; both jointly planned and implemented project activities, organization of meetings, seminars, trainings, fairs, etc. The desk review and interviews reveal that the implementation proved a strong cross-border action.

## **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The project realized its stated results with more than the targeted number of direct beneficiaries achieved (40 women businesses). All results were implemented and reported. The most important result was building links across the border between Macedonia and Albania that were broken some fifty years ago when the Albanian borders were closed. There was no interaction before the project, particularly among women owned businesses, and the project contribution was important from this perspective.

## **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

The Project made a positive contribution to the socio economic development of border area by empowering and capacitating women entrepreneurs to extend their market reach, as well as promoting cross-border cooperation among them. Also, through the exchange of goods, materials, products the project contributed to stronger SME clustering and a better representation of economic and tourist opportunities in the border regions. A number of new business opportunities were created such as joint production and investment, participation in international fairs and establishment of business networks. Hotels in cross border area are selling products produced by women business enterprises supported by the project.

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

The business networks, clusters remain operational and vibrant. Products from the supported enterprises are sold in local hotels and other new cross border opportunities/markets identified by the intervention are also serviced. Cooperation between the partners is like to endure. The networks and business partnerships will have to identify new sources of funding to participate in future fairs and develop new products.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The project addressed gaps in supporting women entrepreneurs in the border region. Without the CBC intervention cross border business networks and partnerships would not have been created. This is particularly important due to the vulnerability of women in the border area associated with traditional patriarchal values and lack of economic opportunities for females. The CBC programme highlighted the similar challenges facing women entrepreneurs in both countries and the value of working together to address these challenges. The main weakness is the lack of continuous support for female entrepreneurs in the border region to further improve their products and expand to larger national/international market opportunities. The business networks created require further support from future CBC and/or national programs to break their reliance on local markets and increase their overall competitiveness.



**CBC Montenegro-Kosovo**  
**“Joint Action for Sustainable Employment”**

**Project Identification**

	Country A	Country B
Contract number:	2015/369-562	2015/368-756
Name of beneficiary:	2015/369-562	2015/368-756
Contract total:	Employment Agency of Montenegro	Axhensioni I Përkrahjes së Punësimit Kosovë – APPK
Contract amount EU:	147,281.22	165,017.75
Paid amount EU:	118,502.47	139,967.75
Co-financing:	63,201.32	74,649.47
Paid co-financing:	28,778.75	25,050.00
Contract start date:	15.988.19	13.916.67
Contract end date:	15/02/2016	15/02/2016
Contract duration:	15/08/2017	15/08/2017

**Reconstructed intervention logic**

<b>Overall objective</b>	
To enhance cooperation, exchange experience and improve efficiency and quality of employment services (ES) for better employment, human resources development and improvement of living standards of population in the cross-border region	
<b>Specific objective</b>	
<p>1. To remove obstacles and provide conditions for employment and human resources development in the cross-border region via production of medical herbs and forest-grown fruits.</p> <p>2. To increase labor force flexibility, ensure better quality of life and establish link among people in the cross-border region for improving future cooperation and exchange of knowledge and goods.</p> <p>3. To strengthen cooperation among various labor market stakeholders for their better inclusion into development of local employment strategies and human resources development</p>	
<b>Results</b>	
<p>R1 – The cooperation between the employment services on both sides of the border strengthened and competences of project partners increased.</p> <p>R2 – Employment services for various groups of customers improved</p> <p>R3 – Employers needs in cross-border area identified and first comparative analysis carried out for this cross-border region:</p> <p>R4 – At least 80 unemployed educated for production, processing and commercial promotion of medical herbs and forest-grown products</p> <p>R5 – At least 10+10 unemployed become self-employed and are ready to start own business – Kosovo participants received grants and Montenegro participants are trained and ready to apply for grants / ready to start own business with own resources or from Government/donor funds</p>	
<b>Activities</b>	<b>Outputs</b>
<p><b>WP 1: Systematic review of the current PES services</b></p> <p>1.1.Organisation and implementation of 2 visits of Project team members to review project activities and ES services</p> <p>1.2.Preparation of 2 overviews of ES services for customers and other local actors</p> <p>1.3.Joint preparation of a single document with recommendations for better ES performance</p>	<p>1. At least 2 study tours organized and implemented (15 participants),</p> <p>2. 1 final conference organized and implemented (30 participants),</p> <p>3. 2 experiences of both ES and NGOs presented, recommendations from the conference prepared</p> <p>4. 2 workshops carried out with 40-45 participants altogether,</p> <p>5. An overview of services for employers prepared,</p>

<p><b>WP 2: Networking among employment services and exchange of good practices</b>                  2.1. Organisation and implementation of two 1-day study visits (ES employees visiting cross-border peers) – to eventually jointly agree upon topics for follow up workshops                  2.2. Organisation and implementation of 2 1-day workshops on exchange of experiences on specific agreed topics (15 representatives of Mne ES come to Kos; 15 representatives of Kos ES come to Mne)</p> <p><b>WP 3: Matching supply and demand</b>                  3.1. Preparation and implementation of pilot survey to obtain the needs of employers.                  3.2. Organisation and implementation of 2 cross-border Employment fairs (1 in Kosovo and 1 in Montenegro)</p> <p><b>WP4: Dissemination and mainstreaming</b>                  4.1. Organisation and implementation of 2 round tables with employers to present and discuss survey results                  4.2. Preparation and dissemination of a joint document on cross-border survey results                  4.3. Other promotion activities (media)</p> <p><b>WP5: Pilot project: training of unemployed people for production, processing and commercial promotion of medical herbs</b>                  5.1. Organisation of total 22 working days training for unemployed in production, processing and commercial promotion of medical herbs and forest-grown products                  5.2. Organisation and implementation of 2 seminars (1 in Mne and 1 in Kos) for the unemployed to start own business                  5.3. Provision of 10 grants for best business ideas in Kosovo.</p> <p><b>WP6: Management and Evaluation</b>                  6.1. Monitoring                  6.2. Reporting                  6.3. Evaluation                  6.4. Project team meetings and one final conference</p>	<p>6. An overview of services for unemployed people prepared,                  7. An overview of collaboration with other local actors prepared, recommendations for improvement of ES services to customers and other local actors developed                  8. Vital statistics of ES in CBC region prepared,                  9. Joint questionnaire developed,                  10. List of potential employers for survey prepared and sample developed (at least 60 employers included),                  11. At least one survey carried out with the use of joint questionnaire,                  12. Compared analysis for cross-border region prepared upon survey results and recommendations given for further action                  13. Number of unemployed people attended the training for production, processing and commercial promotion of medical herbs and forest-grown products                  14. Number of trained people who became self-employed</p>
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## I. Conceptual Design

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*



There is a satisfactory structure and correlation between objectives, results and activities. Regarding the specific objectives, there are 3 specific objectives set for this project proposal. Design and definition of those specific objectives could be better. They are set very optimistically, raising issues with their achievability. There is no correlation between specific objectives and indicators of achievement related to those specific objectives. Indicators linked to specific objectives are not measurable, which creates difficulties to measure achievement, and in some cases even impossible. Indicators related to expected results are determined better than those related to specific objectives. Those Indicators measurable, easy to find and check. Project is designed to satisfy basic principles of cross-border cooperation: project shall bring together actors from both sides to implement activities together and in close cooperation.

## **II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

Project is highly relevant to the call for proposals' objectives. This is valid especially for Measure 1.1 (Economic development). Project is envisaged to also contribute the achievement of Programme Indicators, namely those related to strengthening relationships between businesses, SMEs and entrepreneurs. Project is addressing producers of medical herbs and forest-grown fruits, who are main target groups of the project. They are supposed to achieve benefits in getting trained on various topics, through networking, dissemination, transferring know how between the border to entering a new market opportunities across the border.

## **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

This project has started in May 2016. However, from activities that are undertaken until now, it might be concluded that beneficiaries have sufficient human resources for the project implementation. Project beneficiaries demonstrated they understand the scope of the project, its objectives, results and indicators. So far, project timetable of activities is observed strictly, and activities are implementing with no delays.

## **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

Too early to assess as the project is under implementation. However, from activities that are undertaken so far, it might be predicted that project will reach stated results in a cost-effective way.

## **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

Too early to assess as the project is under implementation. However, from activities that are undertaken so far, it might be predicted that project will make contribution to the socio-economic development of

border areas, especially in removing obstacles and provision of conditions for employment and human resources development in the cross-border region.

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

Too early to assess as the project is under implementation.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

From the point of view of thematic areas tackled, the project is quite innovative. This project, if implemented correctly, may represent a successful model of cross-border intervention, especially in the field of economic development and employment in the bordering area. The success can be achieved in fact that two applicants with good operational capacities submitted and implemented a project that is in line with their missions. The project is supposed to achieve results in business networking, interaction between beneficiaries from two sides of the border, new employment and inter-community communication.

**Assessment Report**  
**CBC Albania-Macedonia**  
**“Preservation of the unique heritage and cultural exchange between Bilisht and Brvenica”**

**Project Identification**

	Country A	Country B
Contract number:		
Name of beneficiary:	Municipality of Bilisht (Public) <a href="http://bashkiabilisht.com">http://bashkiabilisht.com</a>	Municipality of Brvenica, MK
Contract total:	50.637,83	49.918,00
Contract amount EU:	43.042,16	42.430,30
Paid amount EU:	43.042,16	33.994,00
Co-financing:	7.595,67	7.487,70
Paid co-financing:	7.595,67	5.998,94
Contract start date:	09.01.13	12.08.13
Contract end date:	11.30.14	10.31.14
Contract duration:	<b>12 months</b>	<b>12 months</b>

**Reconstructed intervention logic**

<b>Overall objective</b>	
The overall objective of the action is to promote and preserve the cultural heritage and diversity as a unique feature between the municipalities of Brvenica and Bilisht through a process of cross-border people-to-people and institution-to-institution cooperation.	
<b>Specific objective</b>	
The specific objective of the action is to identify, document and promote distinct items, practices, and traits of cultural heritage, and to establish conditions for sustainable development of cultural diversity. To promote the culture of the various ethnic groups, to institutionalize the cooperation in the field of promotion of cultural diversity through a systematic and structural approach, and to encourage representatives of ethnic groups in the cross-border region.	
<b>Results</b>	
<ul style="list-style-type: none"> <li>• Explored the cultural diversity in the region, so that it can be better understood and promoted</li> <li>Supported target groups to share values and establish contacts;</li> <li>• Created conditions for continuous improvement and acquiring new knowledge about traditional cultural heritage;</li> <li>• Documented cultural heritage for both municipalities and neighbouring areas;</li> <li>• Prepared joint action plan for further cultural cross border cooperation</li> <li>• Promoted the cultures of the various ethnic groups that cohabitate in the cross-border region through exchange visits by cultural activists.</li> </ul>	
<b>Activities</b>	<b>Outputs</b>
Preliminary meeting, Establishment of the Project Team, Preparation of task implementation and task distribution schedule (coordinated and accepted by the Project Managers i.e. project implementation team). Preparing detailed agenda/work plan for implementation schedule for the whole duration of the project - 12 months.	<p>7. Detailed research/survey on cultural heritage conducted with the main focus on the folklore and traditions e.g. folk dancing and folk costumes;</p> <p>8. A seminar conducted on the issues of cultural heritage and cohesion of different ethnic groups. Local authorities have been informed about the importance of social cohesion and benefits from</p>

	<p>multicultural co-existence (10 representatives from each municipality attended);</p> <p>9. A monograph on cultural heritage in the targeted region produced (600 copies);</p> <p>10. A strategy prepared on promotion of cultural heritage in the border region.</p> <p>11. Training on "art crafts" delivered". 20 participants practicing and gained knowledge on art crafts (presentation of their performance on the public exhibition);</p> <p>Training on "folklore and customs" delivered". 24 participants practicing and gained knowledge about folklore and customs;</p> <p>12. An art colony conducted. 20 participants attended, exchanged information about traditions and cultural heritage</p> <p>13. Four cultural and folklore events organized. Two events held in each municipality with six cultural/folk groups (90 participants). Public exhibition of 20 products from "art crafts" training and 30 products from the "art colony". One project booklet with all implemented activities, results achieved and objectives (100 copies);</p> <p>14. Web page created for promotion of cultural heritage in the wider cross-border region.</p>
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## I. Conceptual Design

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project proposal was well drafted with articulated objectives, results, outputs and activities. The project logic was easy to understand with objectively verified indicators stated, including baselines and targets. The overall objective of the action is to promote and preserve cultural heritage/diversity as a unique feature that the municipalities of Brvenica and Bilisht through a process of cross border people-to-people and institution-to-institution cooperation. The project had a strong cross-border dimension to institutionalize cooperation in the field cultural diversity by establishing a systematic approach, and to encourage participation by representatives of ethnic groups in the cross-border region.

## II. Relevance

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The project was very relevant to Measure 1.3 Social Cohesion and Cultural Exchange through people to people and institutions and the needs of the border stakeholders. The project supported ethnic groups, cultural heritage groups to build a stronger cross border identity and respect for heritage.

### **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

Monitoring reports identified significant delays in project implementation, primarily due to the late arrival of confirmed funds thereby making it difficult to implement activities as initially planned. Also, monitoring reports show that some project activities were undermined by a lack of proper contextual analysis for project implementation. Another issue with the project was that, while it was envisaged to work closely with the municipalities, implementation teams were mainly made up of external experts. A non-cost extension of three months was approved to enable the finalization of all project activities.

### **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The review of the monitoring reports and final report of the project shows that the outputs/results were achieved. The most important results were the preparation of cultural heritage strategies in targeted municipalities, as well as the improvement of cultural heritage documentation for the municipalities as well as neighboring areas.

### **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

While no conclusive evidence could be established by the evaluation team, due to the non-availability of project team members for interviews, analysis of available documentation points to a strong potential for strong links and cultural exchanges between the two cross-border regions around the targeted communities. Also, it may be assumed that adopted strategies for cultural heritage, if implemented, may bring more long term benefits for the regions. Unfortunately, evidence for this cannot be established by this evaluation.

### **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

From the available documentation, it is difficult to establish sustainability of the project results. The foundations for sustainability of results are based on the prepared monographies and strategies but there is no evidence of actions taken to sustain results or target future funding sources.

### **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The main strength of the project is its focus on cultural heritage which has a very strong potential for building people to people cross-border dimension of all activities implemented. The main weakness have been the delays encountered (due to technical problems on the EUD side), but also the lack of proper analysis of local context, particularly on the Macedonian side.

**Assessment Report**  
**CBC Macedonia-Kosovo**  
**“Valorisation of traditional trade & social economy potentials in municipalities of Cair and Gjilan”**

**Project Identification**

	Country A	Country B
Contract number:	351-681	352-586
Name of beneficiary:	Municipality of Gjilan	Municipality of Cair
Contract total:	241,631.15	248,292.59
Contract amount EU:	205,386.47	211,045.70
Paid amount EU:		
Co-financing:	36,244.68	37,246.89
Paid co-financing:		
Contract start date:	22.10.2014	24.11.2014
Contract end date:	23.03.2016	23.05.2016
Contract duration:	18 months	18 months

**Reconstructed intervention logic**

<b>Overall objective</b>	
Contribute to sustainable economic development in the cross-border area through support to traditional trades and social entrepreneurship.	
<b>Specific objective</b>	
Valorisation of the economic potential of traditional craftsmanship and social entrepreneurship in Municipality of Cair and Municipality of Gjilan.	
<b>Results</b>	
R1 – Cooperation between the employment services on both sides of the border strengthened and competences of project partners increased.	
R2 – Services for various groups of customers improved.	
R3 – Employers needs in cross-border area identified and first comparative analysis carried out for this cross-border region:	
R4 – At least 80 unemployed trained for production, processing and commercial promotion of medical herbs and forest-grown products	
R5 – At least 10+10 unemployed become self-employed and are ready to start own business – Kosovo participants received grants and Montenegro participants are trained and ready to apply for grants / ready to start own business with own resources or from Government/donor funds	
<b>Activities</b>	<b>Outputs</b>
1.1 Identification of traditional craftsmen and social entrepreneurs in Municipality of Cair and Municipality of Gjilan	<ul style="list-style-type: none"> <li>▪ Promoted up to 100 craftsmen &amp; social entrepreneurs</li> <li>▪ Advised up to 500 craftsmen &amp; social entrepreneurs.</li> </ul>
1.2 Organization of 4 branding workshops for craftsmen & social entrepreneurs	<ul style="list-style-type: none"> <li>▪ Promoted traditional craftsmen &amp; social economy</li> </ul>
1.3 Provision of sub-grants to craftsmen and social entrepreneurs for improved visibility and marketing	<ul style="list-style-type: none"> <li>▪ Identification of 50 craftsmen &amp; social entrepreneurs in each municipality for support</li> <li>▪ Organization of four branding workshops</li> </ul>

<p>2.1 Renovation of municipal buildings as information centres for traditional craftsmen and social entrepreneurs</p> <p>2.2 Recruiting of staff in the information centres</p> <p>2.3 Provision of information from the information centres for traditional craftsmen and social entrepreneurs</p> <p>2.4 Procurement and placement of four multi-media information points</p> <p>3.1 Organization of two conferences for traditional craftsmen and social entrepreneurs in Skopje and Gjilan</p> <p>3.2 Organization of joint fairs for promotion of craftsmanship and social entrepreneurship in Skopje</p>	<ul style="list-style-type: none"> <li>▪ Provided 40 sub-grants x 2,500 EUR for increased visibility and marketing</li> <li>▪ Refurbishment of municipal buildings and staff recruited in municipalities of Cair and Gjilan</li> <li>▪ Information provided by information centres for 12 months to target group</li> <li>▪ Multi-media kiosks set up in each municipality</li> <li>▪ Designed and launched one interactive web portal</li> <li>▪ Organized two cross-border conferences for traditional craft. &amp; social entrepreneurs.</li> <li>▪ Organized one fair for promotion of craftsman. &amp; social entrepreneurs</li> <li>▪ 5,000 leaflets published</li> <li>▪ 1 booklet produced on craft &amp; social entrepreneurship</li> </ul>
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## I. Conceptual Design

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project proposal and associated log frame was quite well designed. There is a satisfactory structure and correlation between objectives, results and activities. The specific objectives are well identified but ambitious. There is a visible correlation between specific objective and indicators of achievement related to this specific objective. Indicators related to expected results are determined better than those related to specific objectives. The project is designed to satisfy basic principles of cross-border cooperation. The project is designed to play a crucial role in raising the awareness of the general population, of elected officials, and civil servants in the cross-border area about the traditional craftsmanship within the territory.

## II. Relevance

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The proposal is relevant to the global objective of the programme as its main goal is to promote cooperation between people, communities and institutions of the bordering areas, aiming to foster economic development and social cohesion in a sustainable manner. The proposal fully attains the first specific objective of the Programme by promoting socio-economic development through the facilitation of traditional trade and socio-economic regeneration of the tourist and cultural potentials in the municipalities of Cair and Gjilan. In addition the project is also designed in accordance with the needs and constraints of the target regions.

## III. Efficiency

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*



The project was delayed by the late submission of the Interim Report. A cost extension request for six months was submitted to EUOK, but not approved due to a delay on submission, as well as not proper presentation of budget especially in expenditures and justification note. Nevertheless, the only activity the implementing partners were not able to complete was the participation in the fair, organized by the implementing partner in FYROM. This occurred due to administrative reasons. The implementing partner from FYROM signed the contract with a two-month delay, which caused a discrepancy in the timeline of the activities. By the time, they were able to organize the fair, the project was concluded on the Kosovan side. On the other hand, the FYROM partner could not move the schedule ahead, as the fair was supposed to be organized in an open space and required suitable weather conditions.

From the visibility point of view, the performance of the grant beneficiary was poor. Monitoring reports revealed that there were no visible signs of the EU support in the location of reconstruction works. Overall implementation of this action was affected with serious delays and lack of documents verifying project implementation. The project partner 'Initiative for European Perspective' was mainly responsible for the project management. The lack of coordination with the Financial Department of the Gjilan Municipality regarding expenditures and payments within the project has been noticed during monitoring visits performed by JTS. There were also delays on payment of the second instalment by EUOK.

#### **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The project has improved the working conditions of 28 traditional craftsmanship shop owners, through grants provision. The project has provided the shop owners with sub-grants up to 2,000 Euros for increased visibility and improved marketing, as well as branding. Nine of the grant receivers were women and one was a person with special needs. The project has improved the branding and marketing of 50 traditional craftsmanship shop owners, through capacity building. The project provided capacity building to 50 traditional crafts-men and women on these topics.

The intervention included a conference and gatherings of traditional artisans. With around 70 crafts-men and women participating directly in the project, it can be concluded that it has improve the visibility of the professions, but is has also improved the coordination between the artisans and crafts-men and women. The project involved 70 crafts-men and women in capacity building activities on branding and marketing, which will be important support for their future success. During the trainings, the artisans learned specific steps on how to improve their branding and increase their visibility. Twenty eight artisans and crafts-men/women received sub-grants to improve their working conditions, improve their branding, and increase their visibility through marketing.

The project also initiated the establishment of the craftsmen association and provided support through technical assistance, financing and promotion of their productions. The project was designed to target women and youth also but there was no information on the composition of the training participants. Cross-border effects are also not visible. However, the evaluation conducted on the project was positive on all aspects of project delivery.

#### **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or*

*removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

The project helped the target group understand the importance of proper branding and increased visibility through marketing for the development of the business and the increase of income generation. The action also institutionalized the support that the municipal administration will provide to traditional crafts-men and women in the future, through the establishment of the information office. However, the added value of the intervention is not clear on the Macedonian side and how the project impacted the socio-economic development of the border area or how it improved cross-border links.

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

Co-funding of the project is ensured by the Municipality of Cair for costs relating with preparation for the construction element of the project. The project established an information centre, which will serve as a hub for providing craftsmen and women with information and support their development in the future. Future work of the Information Center will be funded by the Municipality of Cair which will employ one full time person. The municipality of Gjilan has committed itself to adopt the procedures for financing the office, thus ensuring its operational existence. It may be assumed that supported businesses and also results achieved with the municipalities have strong sustainability foundations. Yet, this evaluation could not find supporting evidence of ongoing sustainability of the results. However, it is understood that the World Bank will support follow-up activities of this project.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The project is relevant to the objectives and priorities of the Call for Proposals. Poor implementation of the action resulted in serious delays and lack of documentation verifying completion of the implementation of particular project activities has been noticed. Visibility of the action has also been poor, and not in line with visibility requirements and contractual obligations of EU. Evidence of youth and female involvement in the project as target groups is also not visible. However, the specific economic outputs were achieved for the primary target groups despite the delays. The sustainability of the project outputs is high due to the financial/staffing commitments made by the municipalities for the information office and future World Bank funding to support the target groups.

**Assessment Report  
CBC Albania-Macedonia  
“Cross–border water resource management”**

**Project Identification**

	Country A	Country B
Contract number:	2012/287772	Not available in CRIS
Name of beneficiary:	The Regional Environmental Center for Central and Eastern Europe – Country Office for Macedonia	Municipality of Peshkopia
Contract total:	196.556,25	
Contract amount EU:	166.935,22	
Paid amount EU:	142.217,75	
Co-financing:	29.621,03	
Paid co-financing:	25.097,25	
Contract start date:	04.23.2012	
Contract end date:	04.23.2014.	
Contract duration:	<b>18 months extended to 24 months</b>	<b>18 months extended to 24 months</b>

**Reconstructed intervention logics**

<b>Overall objective</b>	
To promote social and economic development based on a sustainable use of natural resources in the border area and encourage cooperation between Albanian and Macedonian local governments on the protection and preservation of natural resources.	
<b>Specific objective</b>	
To increase the efficiency of water supply in the municipalities of Debar and Peshkopia and to ensure more sustainable use of water resources	
<b>Results</b>	
<ul style="list-style-type: none"> <li>• Integrated Water Resource Management is introduced</li> <li>• The capacities of municipalities in water management are strengthened</li> <li>• Water public utilities are being more efficiently managed</li> <li>• Customer satisfaction levels with water supply services are increased</li> <li>• Awareness is raised about the need for a less fragmented approach to water management</li> </ul>	
<b>Activities</b>	<b>Outputs</b>
1. Improvement and optimization of the water supply systems 2. Cross-border workshops and capacity building activities	<ul style="list-style-type: none"> <li>• Study on the current situation of the Debar water supply system</li> <li>• Distribution System Network Hydraulic Modelling</li> <li>• Purchase of the software for the water supply system</li> <li>• Trainings for implementation of the model (10 employees from the Public Utilities from both partner Municipalities) to use the hydraulic model</li> <li>• Final report with the analysis and recommendations</li> <li>• Development of the Study on remote sensing control and monitoring;</li> <li>• Reconstruction of the water supply distribution network</li> <li>• Two regional workshops organized</li> <li>• Organization of two Round tables</li> </ul>

	<ul style="list-style-type: none"><li>• Organization of Study tour for stakeholders from both municipalities.</li></ul>
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## I. Conceptual Design

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project proposal was clear although the logic of intervention presented shortcomings. Indicators were not SMART. The project had a strong cross-border dimension and involved a high level of contacts between participants across the border.

## II. Relevance

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The project fell into the priority of the call (Measure 1.2: Sustainable environmental development with an emphasis on protection, promotion and management of natural resources and ecosystems) and was very relevant to the needs of the participating municipalities, which both recognized the need for a more integrated approach with the use of natural resources to ensure sustainable socio-economic development.

## III. Efficiency

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

There were a few procurement issues which slowed down implementation. The duration of the project had to be extended by 6 months. All activities have been implemented. There was a genuine cooperation between partners during project implementation which involved joint training and workshops on both sides of the border.

## IV. Effectiveness

*Has the project reached its stated results? Was it cost-effective?*

Projects participants gained knowledge about IWRM and the need for better environmental governance. While the installation of the SCADA system in Peshkopia and the reconstruction of the water supply systems directly improved the management of water resources and decreased the loss of drinking water in the municipalities, no other major breakthrough was achieved in terms of integrating the management of water resources in the target area.

## V. Impact

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

The management of water resources remains fragmented since little has been done to put IWRM concepts and principles into practice at the local level. Cross-border links and partnerships did not extend beyond project duration

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

The project achieved little to no sustainability. None of the two municipalities has plans for further promoting IWRM. Moreover, the project did not result in long-term partnerships or lead to new forms of cooperation.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

While the project addressed real needs and had a strong cross-border dimension, it failed to translate its results into long-term solutions and did not cement the cooperation existing between the municipalities. Considering the relatively high budget expanded on project activities, the impact achieved is disappointing despite a few worthwhile results.

**CBC Albania-Kosovo**  
**“Social integration through non-formal education”**

**Project Identification**

	Country A	Country B
Contract number:	2014/ 348-518	
Name of beneficiary:	Agency for Socio Educative Services "Shpresa e Jetes"	Women Centre "Light Steps"
Contract amount EU:	48,767.98	61,519.33
Paid amount EU:	39,014.38	N/A in CRIS
Contract start date:	15.09.2014	15.09.2014
Contract end date:	14.12.2015	14.12.2015
Contract duration:	15 months	15 months

**Reconstructed intervention logic**

<b>Overall objective</b>	
To contribute to the greater social and cultural cohesion of socially marginalised groups in the cross-border area between Kosovo and Albania.	
<b>Specific objective</b>	
To increase the involvement of socially marginalised students in elementary schools in cross-border area between Kosovo and Albania;	
<b>Results</b>	
1. Non-formal education introduced in socially diversified elementary schools in the cross-border region between Kosovo and Albania; 2. Awareness raised on value of social diversity and multi-cultural communities in the cross-border region between Kosovo and Albania	
<b>Activities</b>	<b>Outputs</b>
1.1 Design of non-formal courses of art, music and theater for students in elementary schools. 1.2 Promotion of art, music and theater laboratories for students in elementary schools. 1.3 Organization of exhibitions of best art, music and theater play contests. 1.4 Organization of a cultural weekend meet-up between elementary students from Kosovo and Albania. 1.5 Training for school educators on conducting interactive classes including socially diversified students. 2.1 Media campaign for social and cultural diversity in educational environment. 2.2 Preparation of best practice publication for inclusive educational environment. 2.3 Drafting of policy paper on inclusion of socially marginalized students in elementary schools. 2.4 Organization of cross-border conference on social and cultural diversity in educational institutions.	1. Curricula of non-formal courses 2. Training courses 3. Publicity materials for the media campaign 4. Publication on best practices of inclusive education 5. Policy paper

**I. Conceptual Design**

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets?)? Did the project have a strong cross-border dimension?*

The project is clearly designed. The logic of intervention is straightforward. There are no OVIs at objective levels. The proposal is based on exchanges and joint activities between the partners across the border on a clearly identified issue.

## **II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The project is falling into the objectives of the call of proposals to promote social inclusion across the border through people-to-people actions (Measure 1.2: Social Cohesion and Cultural Exchange through people-to-people and institution-to-institution actions). The project is also in line with EU policy to strengthen the role of non-formal education as a support to inclusion policies in favour of disadvantaged groups. However, the potential for high cross-border impact was limited since the project is in fact only mirroring activities on both sides of the border.

## **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

There were some deviations from the original proposal. The training of teachers was organised earlier than foreseen while the finalisation of non-formal education training modules took much longer than expected, jeopardising the timely completion of art, culture and theatre laboratories. The schools holidays also slowed down the implementation of laboratories. The unclear selection of children and issues around the consent from parents were raised in the monitoring report as obstacles which disrupted the implementation.

## **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The project succeeded in introducing non formal education in socially diversified elementary schools in the cross-border area. Non-formal education modules are now available in the Albanian languages and the competences of trainers have been raised, in particular with regard to more inclusive approaches towards children from disadvantaged groups.

## **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

An open and creative training environment for non-formal learning was introduced into the participating schools contributing to greater social and cultural inclusion of socially marginalised children. However, the cross-border impact is limited, the project being replicated on both sides of the border but without opening up new opportunities for long-term cooperation.

## **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

There are concerns about the long-term sustainability of the activities initiated by the project. The lead applicant was still looking for funding to pursue similar activities. It recently organised a round table to promote further the concept of non-formal education and is in contact with the Ministry of Education in Albania to make non-formal education more visible and its value more widely recognised, in particular as an effective tool for tackling the exclusion of children from disadvantaged groups. There is no evidence, however, that the policy paper prepared by the project has influenced national policies towards the inclusion of children from disadvantaged groups into the school system.

Although contacts between partners have been maintained, the cooperation between partners has not extended beyond the project.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The project delivered valuable albeit very fragile results with limited impact so far at national level. The cross-border impact is also negligible as the project did not result in creating long-term links and partnerships across the border.



**CBC Bosnia and Herzegovina - Montenegro**  
**“Development of Tourist Itinerary for the Cross border region between BiH and Montenegro”**

**Project Identification**

	Country A	Country B
Contract number:	262543	262764
Name of beneficiary:	Chamber of Economy of Sarajevo Canton	Montenegro Business Alliance
Contract amount EU:	€91,409.86	€72,863.22
Contract start date:	07/04/11	28/03/11
Contract end date:	30/11/12	30/11/12
Contract duration:	19 months	20 months

**Reconstructed intervention logic**

<b>Overall objective</b>	
To develop cross-border economy with a focus on tourism and rural development.	
<b>Specific objective</b>	
<ul style="list-style-type: none"> <li>To establish cross-border tourist itinerary in BiH-MNE.;</li> <li>To exchange people and goods across the borders of Bosnia-Herzegovina and Montenegro.</li> </ul>	
<b>Results</b>	
<ol style="list-style-type: none"> <li>Establishment of office to provide technical support to tourist organizations and economic entities in the establishment of tourist itineraries in the cross-border area;</li> <li>A seminar and workshop carried out to improve knowledge and skills of tourism workers (agency and guides) with full cross-border area;</li> <li>Promoted tourist offer for the cross-border area.</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
A1: Info days A2: Establishment of TP center A3: Data collection and processing A4: Education A5: Information dissemination – publications A6: Tour the tourist itinerary in the cross-border region between BiH and MNE A7: Promotion and presentation of TP Center operations A8: Project Management	<ol style="list-style-type: none"> <li>TP center established</li> <li>Training materials</li> <li>Website</li> <li>Promotional materials</li> <li>Maps</li> </ol>

**I. Conceptual Design**

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project has a strong cross-border dimension. However, the results in the logframe are very general. Indicators are not SMART and often irrelevant.

**II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The project was relevant within the context of supporting the overall CBC focus on tourism and economic development potential, as it was designed to improve the tourism (and thus economic) potential of the border regions through the establishment of the cross-border tourist itinerary and office for supporting tourism organisations in BiH-MNE.

### **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

The review of available documentation and interviews with the lead partner and EUD showed that the efficiency of the project was not high and there were significant issues with management of the project (changes in the management of the Chamber) with adverse consequences on the project activities. The project faced a lot of issues (mainly of administrative and management nature) but partners managed to complete all activities.

### **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

The project developed an itinerary of the tourist attractions in the border region. Tourism workers gained new knowledge through the training delivered. Promotional materials were developed and distributed including maps of the region. An office for supporting tourism organisations in promoting the region and building capacities has been set up.

However, the project appears to have been a one-off event with no sustainable results. The cost-effectiveness is questionable given that activities were mostly centered on the two partners with little support available for the tourism organisations targeted by the project.

### **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

There is no evidence that the project succeeded in increasing tourism levels in the region. The impact is very low given that all activities and cooperation between partners stopped on project completion.

### **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

The office for supporting tourism organizations is not operational. While the related website is still online, it is not functional or updated recently. ([www.itinereri.com](http://www.itinereri.com)) A limited number of maps were printed and are no longer available. Applicants acknowledged that there was no interest to continue activities or to develop further partnerships. There are no links with national tourism support actions or other local/rural development projects supported by EU or other donors.

### **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The low level of commitment from both partners explains why the project failed to deliver any sustainable results and will not produce an impact.

**CBC Bosnia and Herzegovina - Montenegro  
“Cross-bordering by the Book”**

**Project Identification**

	Country A	Country B
Contract number:	258-175	258-939
Name of beneficiary:	National and University Library of Bosnia and Herzegovina	Centre for Culture, Plužine, Montenegro
Contract amount EU:	€48,131.42	€49,711,60
Contract start date:	22/01/11	22/01/11
Contract end date:	19/09/11	19/09/11
Contract duration:	8 months	8 months

**Reconstructed intervention logic**

<b>Overall objective</b>	
Improved exchange of cultural goods, ideas and people between Montenegro and Bosnia and Herzegovina	
<b>Specific objective</b>	
Renewal of cultural, educational and commercial bounds between North- Western part of Montenegro and South-Eastern part of Bosnia and Herzegovina	
<b>Results</b>	
<ol style="list-style-type: none"> <li>1. Council of the Festival and the Project Team is constituted; a detailed calendar of activities is made; posters and flyers for fair are made, and flyers and publishers' catalogue is published.</li> <li>2. The form of cooperation in the literary life in the area covered by the program is established               <ol style="list-style-type: none"> <li>2.1. Interaction of cultural scenes in the cities which participated in the program is established</li> <li>2.2. Cultural public in both countries is familiar with the cross-border production and especially with the work of female writers.</li> </ol> </li> <li>3. Book market is extended to the population of cross-border areas where fairs were held.</li> <li>4. The concept of cross-border cultural cooperation has been promoted via national media in both countries</li> </ol>	
<b>Activities</b>	<b>Outputs</b>
<ol style="list-style-type: none"> <li>1. Preparation activities</li> <li>2. Organization of mini-fairs, book exhibitions, literary evening and round tables               <ol style="list-style-type: none"> <li>2.1. Lobbying for interaction between cultural scenes in local institutions</li> <li>2.2. Preparation and printing of publications</li> </ol> </li> <li>3. Distribution of books through fairs and libraries</li> <li>4. Conduction of continuous media campaign</li> </ol>	Organization of mini-fairs, book exhibitions, literary evening and round tables Printing of Publications including Almanac of Female Letters Distribution of Books at fairs and libraries Media campaigns to promote cultural cross border exchange

**I. Conceptual Design**

*Were the project proposal and logframe well drafted with well-articulated objectives, results, outputs and activities? Is the project logic easy to understand? Were there clear OVIs (including baselines and targets)? Did the project have a strong cross-border dimension?*

The project has a strong cross-border dimension based on cultural exchange of literature including the work of female writers. The project was not able to review the log-frame/indicators as the full proposal was not made available.

**II. Relevance**

*How relevant was the project to the call for proposals' objectives? How relevant was the project to the needs and priorities of the beneficiaries/sector? Was the selection of the project justified?*

The Project offered measures for renewal of cultural, educational and commercial bounds between North-Western part of Montenegro and South-Eastern part of Bosnia and Herzegovina. The approach was through the organization of book fairs, round tables, thematic literature evenings and Female Letter evenings - hosting participants from neighbouring communities and the publication of a Catalogue of books as well as an Almanac of Female Writers. The project is relevant to the CfP, as it builds ties between the cross border communities through cultural and educational exchange.

### **III. Efficiency**

*Was the project well implemented? Were there major delays? If yes, for which reasons? Was the capacity of the beneficiaries adequate? Was the implementation really cross-border?*

Review of available documentation and monitoring reports demonstrates that the Project was implemented without major interruptions. The only exception was the postponement of the Book Fair in Foča, due to issues with the municipal administration. However, this delay did not require an extension of the Project.

Monitoring reports recorded that some indicators were exceeded, for example the number of visitors to the Book Fairs, booksellers and librarians. Also, there was one alteration – addition of a Book Fair in MNE at no additional cost to the project. Review of JTS monitoring reports demonstrates that the capacity of beneficiaries was adequate for project implementation.

### **IV. Effectiveness**

*Has the project reached its stated results? Was it cost-effective?*

Desk review of available monitoring reports and also the field interviews with partners show that the project achieved its results, exceeding the number of Fairs planned. The project succeeded in attracting strong participation and attendance to the Book Fairs and other events. The media campaigns organised by the project also promoted the idea of cross border cultural cooperation via media present in the targeted regions.

### **V. Impact**

*Has the project made a significant contribution to the socio-economic development of border areas? Has it resulted in the intensification of cross-border links and sustainable cross-border partnerships and/or removal of cross-border obstacles to sustainable socio-economic development? Did it lead to new projects and/or funding?*

The project overall impact was modest but did improve and deepen cultural exchanges, between ME and BA. It succeeded in establishing a more comprehensive and deeper cooperation between the cultural institutions in BiH and MNE compared to what existed before. The gender issue was specially addressed through thematic round tables on the “Female Letter”, and the ‘Almanac of Female Letters’ produced by the project. The Library for Blind and Partially Sighted Persons was present at the Sarajevo Book Fair and distributed audio books. At the time of the evaluation, it is not clear whether this project lead to new initiatives or funding.

### **VI. Sustainability**

*Were the outputs/results of the project still visible? Were there sufficient resources to ensure the sustainability of project's outputs/results? Were there any follow-up projects or activities? Is the cooperation between partners enduring/likely to endure?*

Review of monitoring reports shows that the representatives of City Administrations and cultural institutions expressed their interest for the continuation of organizing Book Fairs. Also, the local libraries enriched their book funds with donated books, which ensures sustainability and availability of the books both produced by the project and donated from different publishers. At the time of the evaluation, it is not clear whether this project lead to new initiatives or funding.

## **VII. Overall assessment**

*Summarise the strengths and weaknesses of the project in terms of implementation, results and cross-border dimension and impact.*

The strengths of the project were good organisation and good planning which enabled efficiency and effectiveness of the project. The weakness of the project was its duration (8 months) which could only include a limited set of activities, which could not, in the longer term, ensure more impacts on cross border cooperation. While the partners have expressed a desire to build on the project outputs there is no evidence of targeting new sources of funding to support literary cross border activities or new ideas/concepts in the sector.

## Annex 32. Questionnaire for CBC coordination management and staff

### IPA I CBC (2007-2013) Evaluation

#### Email Evaluation Questionnaire for

#### CBC management and staff, in particular, EU Delegations, Operating structures, and JTS

1. Identification (name, position, relevant experience, coordinates) – *please describe*:

43 respondents

2. Inclusiveness

- Do you think that the IPA I CBC programming process adequately addressed national and border region needs? (*please tick*)

Very adequate	Quite adequate	A little bit adequate	Not adequate at all
11	27	5	0

25.6% think that IPA I CBC programming process has **very adequately** addressed national and border region needs.

62.8% IPA I CBC programming process **quite adequately** addressed national and border region needs.

11.6% IPA I CBC programming process was a little bit adequate to address national and border region needs.

- What are the main differences between programming and implementation of IPA II CBC compared with previous IPA I CBC programmes? (*please describe briefly*)?

3. Do you consider that IPA I CBC support was adequate and provided a balanced response to the needs of Western Balkan border areas? (*please tick*)

Very adequate	Quite adequate	A little bit adequate	Not adequate at all	N/A
5	34	3	0	1

11.6% consider that IPA I CBC support was **very adequate** and provided a balanced response to the needs of Western Balkan border areas.

79% consider that IPA I CBC support was **quite adequate** and provided a balanced response to the needs of Western Balkan border areas.

7% consider that IPA I CBC support was a little bit adequate and provided a balanced response to the needs of Western Balkan border areas.

1 respondent did not provide an answer.

4. Was there an adequate level and quality of dialogue between EU, national, regional and local public authorities in programming and implementing IPA I CBC support? (*please tick*)

Very adequate	Quite adequate	A little bit adequate	Not adequate at all	N/A
9	28	5	0	1

20.9% consider that there was a **very adequate** level and quality of dialogue between EU, national, regional and local public authorities in programming and implementing IPA I CBC support.  
 65.1% think that there was a **quite adequate** level and quality of dialogue between EU, national, regional and local public authorities in programming and implementing IPA I CBC support.  
 11.6% think that there was a little bit adequate level and quality of dialogue between EU, national, regional and local public authorities in programming and implementing IPA I CBC support.  
 1 respondent did not provide an answer.

5. Did national and donor coordination work well for IPA I CBC? (please tick)

Extremely well	Quite well	Slightly well	Not at all
7	26	8	2

16.2% of respondents believe that national and donor coordination work **extremely well** for IPA I CBC.  
 60.4% of respondents believe that national and donor coordination work **quite well** for IPA I CBC.  
 18.6% of respondents believe that national and donor coordination work **slightly well** for IPA I CBC.  
 4.7% think that national and donor coordination **did not work at all** for IPA I CBC.

6. How adequate/well was the "cross-border" dimension reflected in IPA I CBC projects? (please tick)

Very adequate	Quite adequate	adequate	A little bit adequate	Not adequate at all
12	19	2	9	1

28% think that the "cross-border" dimension was **very adequately** reflected in IPA I CBC projects.  
 44.2% think that the "cross-border" dimension was **quite adequately** reflected in IPA I CBC projects.  
 think that the "cross-border" dimension was **very adequately** reflected in IPA I CBC projects.  
 4.7% think think that the "cross-border" dimension was **adequately** reflected in IPA I CBC projects.  
 21% think that the "cross-border" dimension was reflected **a little bit adequately** in IPA I CBC projects.  
 2.3% think it was **not at all reflected**.

7. CBC calls for proposals and project selection processes

- Were the calls for proposals and the project selection processes adequate for delivery of the desired outputs and results? (please tick)

Very adequate	Quite adequate	A little bit adequate	Not adequate at all	N/A
6	27	8	1	1

14% of respondents think that calls for proposals and the project selection processes were **very adequate** for delivery of the desired outputs and results.  
 62.8% think that calls for proposals and the project selection processes were **quite adequate** for delivery of the desired outputs and results.  
 18.6% think think that calls for proposals and the project selection processes were **a little bit adequate** for delivery of the desired outputs and results.  
 2.3% (one respondent) think that they were **not adequate at all**.  
 1 respondent did not provide an answer.

- What were the main constraints and where have improvements been made during the lifetime of IPA I CBC programmes? (please describe briefly)



- To what extent did the CBC call for proposals guidelines and selection procedures facilitate the selection of good quality CBC projects? *(please describe briefly)*

8. Beneficiary capacities

- To what extent was the preparation of IPA I CBC grant applications, and implementation, dependent on external technical assistance? *(please tick)*

Not dependent at all	A little bit dependent	Quite dependent	Very dependent	N/A
2	10	19	11	1

4.6% respondents think that the preparation of IPA I CBC grant applications, and implementation were **not at all** dependent on external technical assistance.

23% think that the preparation of IPA I CBC grant applications, and implementation were **a little bit** dependent on external technical assistance.

44.2% think the preparation of IPA I CBC grant applications, and implementation were **quite dependent** on external technical assistance.

25.6% think that the preparation of IPA I CBC grant applications, and implementation were **very dependent** on external technical assistance.

1 respondent did not provide an answer.

- How did the perceived strengths / weaknesses of project beneficiary capacities differ by beneficiary and sector? *(please describe briefly)*

9. To what extent have beneficiary capacities (at project and programme levels) been developed with the help of technical assistance (including CBIB+)? *(please tick)*

Extremely well	Quite well	Slightly well	Not at all	N/A
10	21	7	0	5

23% think that beneficiary capacities (at project and programme levels) been developed **extremely well** with the help of technical assistance (including CBIB+).

49% think that beneficiary capacities (at project and programme levels) been developed **quite well** with the help of technical assistance (including CBIB+).

16.3% think that beneficiary capacities (at project and programme levels) been developed **slightly well** with the help of technical assistance (including CBIB+).

5 respondents did not provide an answer.

- What are the current deficits at project and programme level? How can any remaining capacity problems be resolved? *(please describe briefly)*
- To what extent has CBIB+ support helped increase beneficiary capacities, in particular through regional coordination, harmonisation, exchange and transfer of good practice? *(please describe briefly)*

10. How adequate are IPA I CBC project results for their target border regions and sectors?  
(please tick)

Very adequate	Quite adequate	Adequate	A little bit adequate	Not adequate at all	N/A
4	28	1	9	0	1

9.3% think that IPA I CBC project results are **very adequate** for their target border regions and sectors.

65% think that IPA I CBC project results are **quite adequate** for their target border regions and sectors.

2.3% think that IPA I CBC project results are **adequate** for their target border regions and sectors.

21% think that IPA I CBC project results are **slightly adequate** for their target border regions and sectors.

1 respondent did not provide an answer.

11. How is the quality of monitoring and reporting of IPA I CBC programmes / projects, and are the results (beyond the output level) adequately documented? (please tick)

Very adequate	Quite adequate	Adequate	A little bit adequate	Not adequate at all
12	26	1	4	0

28% think that the quality of monitoring and reporting of IPA I CBC programmes / projects was **very adequate**, and that the results (beyond the output level) are **very adequately** documented.

60.5% think that the quality of monitoring and reporting of IPA I CBC programmes / projects was **quite adequate**, and that the results (beyond the output level) are **quite adequately** documented.

2.3% think that the quality of monitoring and reporting of IPA I CBC programmes / projects was **adequate**, and that the results (beyond the output level) are **adequately** documented.

9.3% think that the quality of monitoring and reporting of IPA I CBC programmes / projects was **a little bit adequate**, and that the results (beyond the output level) are **a little bit adequately** documented.

- Can you provide illustrations of results achieved by the IPA I CBC programmes? Are some areas / sectors more likely to benefit from CBC activities than others? (please describe briefly)
- What is the added value of IPA I CBC programmes? To what extent, if any, would CBC projects be financed in the absence of EU support? (please describe briefly)

12. What is the contribution of IPA I CBC towards EU accession / integration and EU visibility?  
(please tick)

Very positive	Quite positive	A little positive	Not positive at all	N/A
23	18	0	0	2

54% of respondents think that the contribution of IPA I CBC towards EU accession / integration and EU visibility was **very positive**.

42% of respondents think that the contribution of IPA I CBC towards EU accession / integration and EU visibility was **quite positive**.

2 respondents did not provide an answer.

13. To what extent do CBC activities help promote good neighbourly relations at local level?  
(please tick)

A tremendous amount	Quite a bit	A little bit	Not at all	N/A
26	15	1	0	1

60.5% of respondents think that CBC activities help promote good neighbourly relations at local level **a tremendous amount**.

35% of respondents think that CBC activities help promote good neighbourly relations at local level **quite a bit**.

2.32% of respondents think that CBC activities help promote good neighbourly relations at local level **a little bit**.

1 respondent did not provide an answer.

14. To what extent do CBC activities help promote good neighbourly relations at national level (between OS, JMC etc.)? (please tick)

A tremendous amount	Quite a bit	A little bit	Not at all
29	13	1	0

67.4% respondents think CBC activities help promote good neighbourly relations at national level (between OS, JMC etc.) **a tremendous amount**.

30.2% respondents think CBC activities help promote good neighbourly relations at national level (between OS, JMC etc.) **quite a bit**.

2.3% respondents think CBC activities help promote good neighbourly relations at national level (between OS, JMC etc.) **a little bit**.

15. To what extent do CBC activities help foster EU integration, in general and particularly in border areas (please tick)?

A tremendous amount	Quite a bit	A little bit	Not at all	N/A
22	14	4	0	3

51.2% of respondents think that CBC activities help foster EU integration, in general and particularly in border areas **a tremendous amount**.

32.5% of respondents think that CBC activities help foster EU integration, in general and particularly in border **quite a bit**.

9.3% of respondents think that CBC activities help foster EU integration, in general and particularly in border areas **a little bit**.

3 respondents did not provide an answer.

16. To what extent do CBC activities help promote socio-economic development, in general and particularly in border areas? (please tick)

A tremendous amount	Quite a bit	A little bit	Not at all	N/A
14	20	7	0	2

32.5% of respondents think that CBC activities help promote socio-economic development, in general and particularly in border areas **a tremendous amount**.

46.5% of respondents think that CBC activities help promote socio-economic development, in general and particularly in border areas **quite a bit**.

16.3% of respondents think that CBC activities help promote socio-economic development, in general and particularly in border areas **a little bit**.  
2 respondents did not provide an answer.

17. Are there examples of CBC projects that have only achieved sustainable results with EU support? *(please describe briefly)*

18. Do you think there are any lessons / recommendations regarding IPA I CBC that should be considered for the future (in particular for IPA II CBC)? *(please describe briefly)*

### Annex 33. Questionnaire for TA providers

#### IPA I CBC (2007-2013) Evaluation

#### Email Evaluation Questionnaire for

#### Technical assistance service providers (JTS / CBIB)

**20 respondents, coming from CBIB team, JTS Antennas and JTS.**

1. To what extent is IPA CBC project preparation and implementation dependent on external technical assistance *(please tick)*?

Not dependent at all	Somewhat dependent	Quite dependent	Very dependent	N/A
2	5	7	5	1

10% think IPA CBC project preparation and implementation are not dependent at all on external technical assistance

25% think they are somewhat dependent

35% think they are quite dependent

25% think that they are very dependent and 1 respondent did not provide an answer.

2. Calls for proposals and project selection processes

a) Were the defined calls for proposals / project selection processes for IPA I CBC adequate to deliver the desired outputs and results *(please tick)*?

Very adequate	adequate	Not so adequate	Not adequate at all	N/A
2	15	1	0	2

10% think that the defined calls for proposals / project selection processes for IPA I CBC were **very adequate** to deliver the desired outputs and results.

75% think that defined calls for proposals / project selection processes for IPA I CBC were **adequate** to deliver the desired outputs and results.

5% think that defined calls for proposals / project selection processes for IPA I CBC were not so adequate to deliver the desired outputs and results.

2 respondents did not provide an answer.

b) What were the main constraints in programming and implementation and where have improvements been made during the lifetime of IPA I CBC? *(Please describe briefly)*?

- c) To what extent has technical assistance directly supported the above mentioned improvements (*please describe briefly*)?

3. How do you assess the capacities of the various IPA CBC beneficiaries for preparing and implementing CBC projects (*please tick*)?

Very adequate	Quite adequate	A little bit adequate	Not adequate at all	N/A
0	12	6	1	1

60% think that capacities of the various IPA CBC beneficiaries for preparing and implementing CBC projects are quite adequate.  
 30% think that they are a little bit adequate.  
 5% think they are not adequate at all.  
 1 respondent did not provide an answer.

4. To what extent have CBC beneficiary capacities (at project and programme level) been developed with the help of technical assistance? What are still the main deficits? How can capacity problems be sustainably resolved (*please describe briefly*)?

5. How do you assess the quality of monitoring and reporting for IPA II CBC and the support to effective programme management (*please tick*)?

Very adequate	adequate	Not so adequate	Not adequate at all	N/A
2	8	3	0	7

10% think that quality of monitoring and reporting for IPA II CBC and the support to effective programme management is very adequate  
 40% think that the quality of monitoring and reporting for IPA II CBC and the support to effective programme management is adequate.  
 15% think it is not so adequate.  
 7 respondents did not provide an answer.

6. What could technical assistance do to further improve monitoring and reporting (*please describe briefly*)?

7. What sort of results did IPA I CBC projects bring to the target region/sector (*please describe briefly*)?

8. To what extent did CBC projects help to promote good neighbourly relations, in general, and particularly in border areas? What has been the contribution of technical assistance to supporting such developments (*please tick*)?

A tremendous amount	Quite a bit	A little bit	Not at all	N/A
5	14	0	0	1

25% think that CBC projects helped to a tremendous amount to promote good neighbourly relations, in general, and particularly in border areas.  
 70% think that CBC projects helped quite a bit to promote good neighbourly relations, in general, and particularly in border areas.  
 1 respondent did not provide an answer.

9. How well did CBC projects help to foster EU integration and promote socio-economic development, in general, and particularly in border areas (*please tick*)?

Extremely well	Quite well	Slightly well	Not at all	N/A
1	15	3	0	1

75% of respondents think that CBC projects helped **quite well** to foster EU integration and promote socio-economic development, in general, and particularly in border areas.

5% think that CBC projects helped **extremely well** to foster EU integration and promote socio-economic development, in general, and particularly in border areas.

15% think they helped slightly well.

1 respondent did not provide an answer.

10. What has been the contribution of technical assistance to supporting such developments (*please tick*)?

A tremendous amount	Quite a bit	A little bit	Not at all	N/A
6	11	1	0	2

55% of respondents think that technical assistance supported **quite a bit** such developments.

55% think that technical assistance supported a tremendous amount such developments.

5% think that technical assistance supported a little bit such developments.

2 respondents did not provide an answer.

11. What technical assistance needs remain to be covered in future (*please describe briefly*)?

12. Do you think there are any lessons and recommendations regarding IPA I CBC that could be considered in future (in particular, in relation to IPA II CBC) (*please describe briefly*)?

## Annex 34. Questionnaire for beneficiaries (SurveyMonkey)

### CBC Evaluation

#### Online Evaluation Questions – CBC Beneficiaries

1. The type of institution / organisation you belong to:

- Government
- Civil society
- Public body
- Charity
- Other (please elaborate)

2. Your role and main responsibilities:

- Director
- Manager
- Coordinator
- Staff Member
- Volunteer
- Other (please elaborate)

3. Regarding the application for grant funding, please respond as appropriate:
  - Your organisation has applied for a grant from a Cross Border Programme (EU IPA CBC)? - Yes/No
  - Your organisation has received a grant from a Cross Border Programme (EU IPA CBC)? - Yes/No
  - Has this been your first application under IPA CBC/ EU funds? - Yes/No
  - Have you had previous projects financed from IPA CBC or other funds? - Yes/No
  - If yes, please describe - short description (max 20 words)
4. What are / were the needs specifically addressed by your CBC project?
  - Short description (max 20 words)
5. Do you consider that any CBC grant provided to your institution was an adequate response to the identified needs?
  - Very adequate
  - Quite adequate
  - A little bit adequate
  - Not adequate at all
6. Do you consider that any CBC technical support (e.g. training) provided to your institution was an adequate response to the identified needs?
  - Very adequate
  - Quite adequate
  - A little bit adequate
  - Not adequate at all
7. Do you consider that the CBC programming process adequately included country-specific and regional views?
  - Very adequate
  - Quite adequate
  - A little bit adequate
  - Not adequate at all
8. How would you rate the process of CBC project preparation in terms of openness (was the process clear and transparent to you) and efficiency (was the process well run)?
  - Extremely open and efficient
  - Quite open and efficient
  - Slightly open and efficient
  - Not at all open and efficient
9. What are/ were the main challenges faced in preparing a good CBC project application?
  - Short description (max 20 words)
10. What are the main results of your proposed / actual CBC project?
  - Short description (max 20 words)
11. How would you rate the extent to which your CBC project delivered the expected results?
  - A tremendous amount
  - Quite a bit
  - A little bit
  - Not at all
12. To what extent will / has your CBC project help(ed) improve good neighbourly relations in border areas?
  - A tremendous amount
  - Quite a bit

- A little bit
  - Not at all
13. What are the planned / actual improvements in good neighbourly relations attributable to your project?
- Short description (max 20 words)
14. To what extent does / did your CBC project help foster EU integration and promote socio-economic development, in general and particularly in border areas?
- A tremendous amount
  - Quite a bit
  - A little bit
  - Not at all
15. What are the improvements in fostering EU integration associated with your project?
- Short description (max 20 words)
16. What are the improvements in promoting socio-economic development associated with your project?
- Short description (max 20 words)
17. How do you assess the degree of sustainability of your CBC project (i.e. will the benefits of the project remain / continue to be developed after CBC funding has been utilised)?
- Totally sustainable
  - Quite sustainable
  - Partly unsustainable
  - Not at all sustainable
18. If your project is not at all sustainable or is partly unsustainable, what are the reasons? Mark all that apply.
- Lack of financial means for sustainability
  - Lack of political/government support to our sector of work
  - Lack of community support
  - Lack of human resources to allow continuation
  - Other (please elaborate)
19. Did you succeed in getting other funding for your CBC project from other donors (e.g. Germany, Turkey, Sweden, UK, USA, Saudi Arabia, UAE, UN Agency etc.)?
- Yes
  - No
20. Did you have sufficient financial and political support from your national and / or regional government(s)? Please, mark all that apply
- Yes, both financial and political support
  - Yes, only political
  - Yes, only financial
  - No support
21. In your opinion, what is the extent to which the EU IPA CBC financial assistance in general has contributed to promoting good neighbourly relations, EU integration and socio-economic development between Western Balkans Countries over the years?
- A tremendous amount
  - Quite a bit
  - A little bit
  - Not at all



22. Do you have any further comments/ recommendations that provide additional information in relation to the questions raised above?
- Short description

## Annex 35. Sectors and thematic areas

Sector	Thematic areas	Description
<b>Economic development</b>	Entrepreneurship and SME development	Training and advice to SMEs with product development and marketing, promotion of entrepreneurship, B2B events, partnerships, networking and clustering, capacity building of business support organisations
	IT and connectivity	Investment into IT systems, broadband communications infrastructure, bridging digital divide in rural areas
	Tourism	Joint tourism products, services and itineraries, investment into tourism infrastructure, sign-posting, promotion of natural and cultural assets, development of eco-tourism/tourism in rural areas, branding, strategy development, tourism destination management, networking and partnerships, training and skills development
	Transport	Road infrastructure, investment into border crossing points
	Rural livelihoods	Advice to farmers and producers on modern production techniques and methods, market access, promotion of handicrafts and traditional and home produces, product branding, promotion of organic food production, food safety, irrigation systems, capacity building of agricultural associations and cooperatives, training and exchange of know-how
<b>Environment</b>	Awareness raising, education and capacity building	Raising awareness of the public about environmental issues, building the capacities of administration and civil society in environmental topics, promotion of dialogue on environment and sustainable development, promotion of EU environmental standards, exchange of information and know-how
	Disaster management	Flood/fire prevention and forecasting, demining, capacity building of competent authorities, joint disaster-response simulations, networking and exchange of information
	Energy efficiency	Promotion of renewable energies and energy efficiency, energy audits and implementation of energy saving measures in residential and public buildings, training and awareness raising, exchange of good practices
	Nature preservation and promotion	Preservation and promotion of fauna and flora, management of parks and protected areas, implementation of preservation measures on specific natural sites, capacity building of environmental protection bodies, control of soil pollution, data gathering and exchange of information and best practices
	Solid waste management	Waste collection, disposal and recycling of solid waste, capacity building, cooperation among private, public and civil society sector, cooperation on policy development, exchange of information
	Water management	Management of water resources, river basin/ sea water management, water supply and waste water management, investment into waste water infrastructure, policy planning, capacity building of municipalities and public utilities
	<b>People-to-people</b>	Children and youth
Civil society development		Strengthening the role of civil society in local development, promotion of cross-border cooperation among NGOs, exchange of experience and best practices
Cultural exchange		Promotion of mutual understanding through joint cultural, educational and sporting events, exchange of students, artists and scholars, renewal of cultural links

Education and training	Formal and informal training, skills development, adult training, promotion of long-life training
Employment promotion	Employment policy, capacity building of employment services, development of job services, training of the unemployed
Gender promotion	Promotion of gender equality, awareness-raising, capacity-building of women associations, support to women entrepreneurs
Healthcare	Health prevention (HIV, cardio-vascular diseases, cancers), health promotion, prenatal care, mental health
Social inclusion	Protection and promotion of minorities and disabled people, inter-ethnic dialogue, inclusion of vulnerable groups, poverty reduction, development of community-based social services, partnerships and networking of social welfare organisations

The distribution of projects according to thematic areas is presented in the excel database in Annex 40 of this Report. The chart below shows the thematic areas with the highest contracted amount per sector (thematic areas with low contracting amounts are not represented).

### Annex 36. Example of focused objectives under calls for proposals

PROG	Programme specific objective	Possible objectives of calls for proposals (focus highlighted in bold)
AL-ME	Protection of environmental resources in lake and alpine areas is furthered	<ul style="list-style-type: none"> <li>To improve the management of <b>alpine forests</b>;</li> <li>To promote <b>integrated water resources management</b> in the border area</li> </ul>
AL-XK	Tourism, cultural and natural heritage is valorised as a way to promote the economic development of the area	<ul style="list-style-type: none"> <li>To protect and enhance the ecological and community benefits of <b>river xyz</b>;</li> <li>To promote the sustainable economic, social and ecological management of <b>protected areas</b> in the border region</li> </ul>
BA-ME	Employment opportunities and social inclusion of vulnerable groups are enhanced	<ul style="list-style-type: none"> <li>To promote employment of <b>young people from disadvantaged groups</b>;</li> <li>To develop <b>community-based services</b> for the <b>elderly</b></li> </ul>
ME-XK	Improve the wastewater and solid waste management and sustainable use of resources	<ul style="list-style-type: none"> <li>To improve <b>solid waste</b> management in cross-border in the <b>districts of xyz</b></li> </ul>
MK-AL	Strengthening of the SME productive capacity and access to markets	<ul style="list-style-type: none"> <li>To support the competitiveness of SMEs in the <b>priority sectors</b> of xyz</li> </ul>
MK-XK	Enhance joint actions to address environmental pollution issues in the area	<ul style="list-style-type: none"> <li>To reduce <b>solid waste</b> pollution in the border area</li> </ul>
RS-BA	Improving the management system for emergency interventions	<ul style="list-style-type: none"> <li>To strengthen <b>flood prevention</b> systems along river xyz</li> </ul>
RS-ME	Improving capacities for exploiting tourism potentials of the programme area	<ul style="list-style-type: none"> <li>To develop sustainable tourism in the cross-border <b>district of xyz</b></li> </ul>

### Annex 37. Guidance to assessors

PRAG Grid	Grid section	Max. score	Guidance to assessors
Full application	<b>3. Effectiveness and feasibility of the action</b>		See below.
	3.3 Does the proposal contain objectively verifiable indicators	5	The assessor should check that the applicant has completed the indicator matrix and that it corresponds

	for the outcome of the action? Is any evaluation planned?		with the performance framework in the call for proposals, otherwise mark to zero. Please award scores out of 5 on the extent to which the relationship between proposed outputs, outcomes and impacts appears logical and proportionate.
	<b>5. Budget and cost-effectiveness of the action</b>		See below.
	5.2 Is the ratio between the estimated costs and the expected results satisfactory?	5x2	This question is designed to ensure value for money. Based on the requested funding, the assessor should score the proposal based on how realistic are the projected end-values of the indicator set (outputs, outcomes and impacts) in proportion to costs. In other words, has the applicant forecast unfeasibly high levels for the outturns, to perhaps sway the project selection decision in their favour? Alternatively, has the applicant projected outturns that are too low and hence will make a minimal contribution to the programme objectives, given the resources provided and activities proposed? Assessors should score highest the 'goldilocks' projects that seem neither too high nor too low, but just right.

## Annex 38. Documents consulted

### IPA Regulations

### IPA II Regulations

### IPA Programming Manual

### CBC Programmes 2007-2013

### CBC Programmes 2014-2020

### IPA CBC 2013-2013 annual implementation reports

### IPA CBC 2013-2013 Guidelines for Applicants

### IPA CBC 2014-2020 Guidelines for Applicants (MK-AL, AL-ME, BA-ME)

### JTS Monitoring reports

### Evaluation reports

- *Evaluation of the IPA Cross Border Cooperation Republic of Macedonia - Republic of Albania, Oikos d.o.o, November 2013*
- *TA for Evaluation and assessment of cross Border and Transnational Co-operation Programmes in Serbia, Safege, May 2013*
- *Evaluation of the IPA Cross Border Cooperation Republic of Macedonia - Republic of Albania mid-term evaluation, October 2013 (Oikos d.o.o) and one Western Balkans evaluation (Interim Evaluation of Cross-Border Programmes between Candidate/Potential Candidate Country (Intra-Western Balkan Borders, COWI, July 2010)*

### Monitoring reports

- *Support to monitoring and on-the spot checks of the of IPA Cross-border Cooperation Component in Bosnia and Herzegovina, AETS/Edburgh, November 2011*
- *Support in Monitoring of IPA CBC Action Grants in 2013, HTSPE, November 2013*
- *Support to Monitoring and On-the-spot Checks of the Action Grants under IPA CBC in Bosnia and Herzegovina, Mirela Alikaljić-Terzić, November 2015*

### CBIB+

*Evaluation of IPA Cross Border Co-operation Programmes 2007-2013*

*Contract N°2015/366156/1*

- Guidance package for IPA II CBC Calls for Proposals
- Progress Reports
- Minutes of CBC forums
- Report On questionnaire on ex post monitoring of the projects implemented under 2007-2013  
IPA I Cross-Border Programme Serbia – Montenegro

**Annex 39. CHECKLIST – Quality Assessment for Draft Final Evaluation Report**

<b>Quality Assessment for Evaluation of IPA Cross-border Cooperation Programmes 2007-2013 draft Final Report</b>	
<b>DG/Unit</b>	DG NEAR A3
Official(s) managing the evaluation:	Ana Sorina Canea
<b>Evaluator:</b>	AETS
<b>Assessment carried out by<sup>(*)</sup>:</b>	
Steering group	Y
Evaluation Function	
Other (please specify)	
(*) Multiple crosses possible	
<b>Date of assessment</b>	16/02/2017

<b>Objective of the assessment</b>	<b>Aspects to be assessed</b>	<b>Fulfilled? Y, N, N/A</b>	<b>Comments</b>
1. Scope of evaluation	Confirm with the Terms of Reference and the work plan that the contractor		
	a. Has addressed the evaluation issues and specific questions	Y	
	b. Has undertaken the tasks described in the work plan	Y	
	c. Has covered the requested scope for time period, geographical areas, target groups, aspects of the intervention, etc.	Y	
2. Overall contents of report	Check that the report includes:		
	a. Executive Summary according to an agreed format, in the three languages	Y	Abstract in English and French according to TORs
	b. Main report with required components	Y	

Objective of the assessment	Aspects to be assessed	Fulfilled? Y, N, N/A	Comments
	<ul style="list-style-type: none"> <li>▪ Title and Content Page</li> <li>▪ A description of the policy being evaluated, its context, the purpose of the evaluation, contextual limitations, methodology, etc.</li> <li>▪ Findings, conclusions, and judgments for all evaluation issues and specific questions</li> <li>▪ The required outputs and deliverables</li> <li>▪ Recommendations as appropriate</li> </ul>		
	c. All required annexes	Y	
3. Data collection	Check that data is accurate and complete		
	a. Data is accurate	Y	Within the limits of the data provided by the stakeholders
	<ul style="list-style-type: none"> <li>▪ Data is free from factual and logical errors</li> <li>▪ The report is consistent, i.e. no contradictions</li> <li>▪ Calculations are correct</li> </ul>		
	b. Data is complete	Y	
	<ul style="list-style-type: none"> <li>▪ Relevant literature and previous studies have been sufficiently reviewed</li> <li>▪ Existing monitoring data has been appropriately used</li> <li>▪ Limitations to the data retrieved are pointed out and explained.</li> <li>▪ Correcting measures have been taken to address any problems encountered in the process of data gathering</li> </ul>		
4. Analysis and judgments	Check that analysis is sound and relevant		
	a. Analytical framework is sound	Y	
	<ul style="list-style-type: none"> <li>▪ The methodology used for each area of analysis is clearly explained, and has been applied consistently and as planned</li> <li>▪ Judgements are based on transparent criteria</li> <li>▪ The analysis relies on two or more independent lines of evidence</li> <li>▪ Inputs from different stakeholders are used in a balanced way</li> <li>▪ Findings are reliable enough to be replicable</li> </ul>		
	b. Conclusions are sound	Y	
	<ul style="list-style-type: none"> <li>▪ Conclusions are properly addressing the evaluation questions and are coherently and logically substantiated</li> <li>▪ There are no relevant conclusions missing according to the evidence presented</li> <li>▪ Findings corroborate existing knowledge; differences or contradictions with existing knowledge are explained</li> <li>▪ Critical issues are presented in a fair and balanced manner</li> <li>▪ Limitations on validity of the conclusions are pointed out</li> </ul>		

Objective of the assessment	Aspects to be assessed	Fulfilled? Y, N, N/A	Comments
5. Usefulness of recommendations	a. Recommendations are useful	Y	
	<ul style="list-style-type: none"> <li>▪ Recommendations flow logically from the conclusions, are practical, realistic, and addressed to the relevant Commission Service(s) or other stakeholders</li> </ul>		
	b. Recommendations are complete	Y	
	<ul style="list-style-type: none"> <li>▪ Recommendations cover all relevant main conclusions</li> </ul>		
6. Clarity of the report	a. Report is easy to read	Y	
	<ul style="list-style-type: none"> <li>▪ Written style and presentation is adapted for the various relevant target readers</li> <li>▪ The quality of language is sufficient for publishing</li> <li>▪ Specific terminology is clearly defined</li> <li>▪ Tables, graphs, and similar presentation tools are used to facilitate understanding; they are well commented with narrative text</li> </ul>		
	b. Report is logical and focused	Y	
	<ul style="list-style-type: none"> <li>▪ The structure of the report is logical and consistent, information is not unjustifiably duplicated, and it is easy to get an overview of the report and its key results.</li> <li>▪ The report provides a proper focus on main issues and key messages are summarised and highlighted</li> <li>▪ The length of the report (excluded appendices) is proportionate (good balance of descriptive and analytical information)</li> <li>▪ Detailed information and technical analysis are left for the appendix; thus information overload is avoided in the main report</li> </ul>		
<b>Overall conclusion</b>			
The report could be approved in its current state, as it overall complies with the contractual conditions and relevant professional evaluation standards		Y	