

Project Fiche – IPA National programmes / Component I

1 IDENTIFICATION

Project Title	Support Measures Facility (SMF)
CRIS Decision number	2013/023-583
Project no.	14
MIPD Sector Code	9. Support and other activities
ELARG Statistical code	72
DAC Sector code	43310
Total cost (VAT excluded)¹	EUR 900, 000
EU contribution	EUR 900, 000
Management mode	Centralised
<i>Centralised management:</i> EU Delegation in charge	Delegation of European Union to Montenegro
Implementation management	Delegation of European Union to Montenegro
Implementing modality	Stand alone project
Project implementation type	C01 – project type interventions
Zone benefiting from the action(s)	Montenegro

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

2 RATIONALE

2.1 PROJECT CONTEXT: ISSUES TO BE TACKLED AND NEEDS ADDRESSED

The Support Measures Facility scheme introduced by the European Commission for the candidate countries has been used for fast and flexible interventions to support the adoption of the EU *acquis* and for the implementation of projects under the pre-accession programmes.

The reserve budgets under the previous CARDS programme and IPA annual programmes have been considered successful in terms of delivering short-term assistance in extension of contracts, communication expenses, supervisory services, additional supply of equipments, trainings, specific and ad hoc technical assistance. This reserve budget has been always very useful for improving the sustainability of EC funded projects.

2.2 LINK WITH MIPD AND NATIONAL SECTOR STRATEGIES

The MIPD 2011-2013, indicates the support to the public administration in increasing its capacities of leading Montenegro through the Stabilisation and Association Process as one of the main strategic objectives. Support to the Montenegro government to develop and implement sectoral and EU integration strategies, as well as in the preparation of the relevant services for the decentralisation of community assistance is also in line with the MIPD 2011-2013.

2.3 LINK WITH ACCESSION PARTNERSHIP (AP) / EUROPEAN PARTNERSHIP (EP) / STABILISATION AND ASSOCIATION AGREEMENT (SAA) / ANNUAL PROGRESS REPORT

The project will enhance the authorities' ability to implement projects that help Montenegro meet the full range of its priorities deriving from the European Partnership and Multi-annual Indicative Planning Document, as well as from the Stabilization and Association Agreement. The SMF has been designed in a flexible manner to support also the initiatives contributing to such projects.

2.4 PROBLEM ANALYSIS

The Montenegrin public administration has developed an increased understanding and capability to respond to the EU integration process. The up-coming challenge of EU accession negotiations presents a further test. Despite reforms, the public administration has limited resources, with high staff turnover. These resources are severely stressed when extra challenges are presented outside their day to day work responsibilities.

Particular resource intensive challenges related to the EU accession process include programming and project preparation workshops, identifying EU legislation harmonisation gaps, the preparation of complex programme/project documentation, carrying out feasibility studies, engaging in stakeholder analysis/consultation and evaluations, including inter-ministerial and inter-agency activities and preparing tender procurement documentation. There is a particular need for support in project management and monitoring and building project management capabilities including visibility actions.

2.5 LINKED ACTIVITIES AND DONOR COORDINATION

n/a

2.6 Lessons learned

The SMF has been developed in light of the ongoing assessment of the previous IPA annual programmes. It has become clear that beneficiaries require extra assistance in implementing projects and that in particular it is necessary to provide a facility to enable limited support to be targeted specifically at the implementation phase in order to substantially improve the achievement of the previously foreseen objectives and finally the sustainability of the entire IPA programme.

Lessons learned from the previous activities are that better designed projects produce better results and are also less likely to require subsequent addenda and contractual revision. Also, properly prepared documentation can ensure faster completion of tendering procedures and will require fewer corrigenda once launched. Support measure facilities help in increased disbursement of available funds and improved effectiveness of projects.

3 DESCRIPTION

3.1 OVERALL OBJECTIVE OF THE PROJECT

The overall objective of the SMF is to improve the impact, the quality and the achievement of expected results of the Instrument for Pre-Accession Assistance (IPA) in Montenegro.

3.2 SPECIFIC OBJECTIVE(S) OF THE PROJECT

The specific objective of the SMF is to support the preparation and follow-up directly necessary for the implementation of other activities, as well for the sustainability of the results already defined in IPA programmes and the attainment of their objectives.

3.3 RESULTS

Upon its completion, the SMF should have resulted in the improved implementation of IPA projects and actions through:

- The facilitation of stakeholder consultations throughout the project implementation phase;
- The implementation of IPA projects following timely preparation of various projects' components: logical frameworks with measurable indicators, market studies/cost-benefit analyses for investment components in the projects, technical designs and bills of quantity;
- The preparation and compilation of project tender documentation (terms of reference, technical specifications, other supporting materials for tender dossiers);
- The implementation of good visibility and communication strategies when not originally foreseen;
- Timely input of experts in different phases of the project cycle;
- Purchase of equipment to complement other IPA projects input in order to improve sustainability of the same;
- The realisation of small scale works;
- Higher capacity of beneficiaries in all phases of project cycle.

3.4 MAIN ACTIVITIES

The activities of the project include some or all of the following activities, but should not be strictly limited to the following list:

- Technical assistance in drafting or assessment of sector strategies or multi-sector strategies for the harmonisation of national legislation with the SAA, and its implementation, or for the future use of EU pre-accession funds. The special focus of the strategies should identify “gaps” in compliance with the SAA and to assess institutional readiness for its full implementation;
- Drafting of preparatory documents and impact studies in relation to Montenegro compliance with the SAA and carrying out (pre-) investment studies (environmental impact assessments, business plans, market studies, economic and cost-benefit analysis, investment appraisals etc) for the upcoming investments;
- Carrying out or facilitating workshops for the stakeholder consultations for project implementation;
- Baseline studies and analyses on impact indicators of projects; a special project to prepare the population census could be included;
- Preparation of procurement documents (terms of reference, technical specifications, bills of quantities, guidelines for grant schemes and other supporting documents for tender dossiers);
- Providing training relevant to any of the above-mentioned activities;
- Supply and works contracts to complement and/or complete projects' deliveries.
- Provide funding for additional or complementary services to existing projects

3.5 ASSESSMENT OF PROJECT IMPACT, CATALYTIC EFFECT AND CROSS BORDER IMPACT (WHERE APPLICABLE)

Primarily, the SMF will contribute to the quality of processes and documents required for planning, programming and implementing of the Instrument for Pre-accession Assistance. In parallel, the TA&PPF will strengthen capacities of the Montenegrin authorities in IPA process by enabling learning-by-doing or other forms of trainings in planning, programming and implementing of IPA.

Furthermore, the TA&PPF will enhance capacity building programmes by providing more genuine reflection on state-of-play of Montenegro capacities, systems and co-ordination mechanisms for transition to DIS and for implementation of EP and SAA priorities. Accurate analyses, needs assessment and recommendations will directly lead and contribute to the quality in defining and designing of the capacity building programs.

3.6 SUSTAINABILITY

The project is not linked to any specific activity. The nature of the SMF is to be a non programmable form of aid. It mainly covers unforeseen needs that are identified during the implementation of the IPA programme.

3.7 ASSUMPTIONS AND PRE-CONDITIONS²

Project proposals will be addressed by potential beneficiaries to the NIPAC Office. A Steering Committee composed of the Delegation of the European Union to Montenegro and the National IPA Coordinator Office will be established in order to assess the project proposals according to agreed and pre-defined criteria, and to propose them for financing to the EU Delegation.

The experience in cooperation with beneficiary institutions shows that existing capacities of the line ministries do not match completely the adequate criteria requested for programming of EU funded projects. Line ministries often do not commit the necessary staff which jeopardizes the programming process and development of project fiches. Also, those public servants with experience are often transferred to other roles during the gap between projects finishing and others starting.

Line Ministries will need to maintain a commitment to increasing the capacity of their EU Directorates by retaining staff in existing positions and by actively seeking opportunities to develop these staff through involvement in project design actions undertaken as part of this project.

Beneficiary institutions must ensure that projects supported under IPA are sustainable and the necessary costs of maintenance are factored into budgets.

4 IMPLEMENTATION ISSUES

An average of 8 to 11 contracts (services, grants, supplies and works) will be concluded during the first two years of implementation.

4.1 INDICATIVE BUDGET

€900 000

² Assumptions are external factors that have the potential to influence (or even determine) the success of a project but lie outside the control of the implementation managers. Such factors are sometimes referred to as risks or assumptions but the Commission requires that all risks shall be expressed as assumptions. Pre-conditions are requirements that must be met before the sector support can start.

Indicative Project budget (amounts in EUR) (for centralised management)

<i>PROJECT TITLE</i>			SOURCES OF FUNDING									
			TOTAL EXPENDITURE	IPA CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	% (2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity 1												
contract 1.1	-	-										-
contract 1.2	-	-										-
Activity 2												
contract 2.1	-	-										-
contract 2.2	-	-										-
SMF	X		900,000	900,000	100							
TOTAL IB			900,000	900,000	100							
TOTAL INV												
TOTAL PROJECT			900,000	900,000	100							

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Note 2: Due to the demand-based nature of this project fiche, it is not possible to accurately predict precise the number and amount of contracts.

Amounts net of VAT

(1) In the Activity row, use "X" to identify whether IB or INV

(2) Expressed in % of the **Total** Expenditure (column (a))

4.2 INDICATIVE IMPLEMENTATION SCHEDULE (PERIODS BROKEN DOWN BY QUARTER)

Contracts	Start of Tendering/ Call for proposals	Signature of contract	Project Completion
A number of contracts over the lifetime of the project	From Q2 2014 till Q4 2014	From Q2 2014 till Q1 2015	Q3 2015

NB. Due to demand-based nature of the SMF it is not possible to accurately predict precise timing of the implementation schedule.

4.3 CROSS CUTTING ISSUES

4.3.1 *Equal Opportunities and non discrimination*

The project will ensure that all the cross cutting issues are appropriately incorporated in the sector strategies and programme/projects implemented with the assistance of the Support Measures Facility. In addition, specific training activities can be organized in order to raise the awareness of the importance and individual specificity of these project aspects and train the Montenegro stakeholders on how to integrate them at the strategy and programme/project level.

4.3.2 *Environment and climate change*

The actions envisaged under the present project are not affecting the environment. In case of implementation activities of infrastructure projects, Environmental Impact Assessments and Strategic Environmental Assessments will be part of the activities.

4.3.3 *Minorities and vulnerable groups*

Special attention to minorities and the policy of equal opportunities will be integral part of any action of the project.

4.3.4 *Civil Society/Stakeholders involvement*

Special attention to civil society and other stakeholders' involvement will be integral part of the project.

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche		Project title and number Support Measures Facility		
		Contracting period expires Three years after the signature of the Financing Agreement		Execution period expires One year from the final date for execution of contracts
		Total budget	€ 900,000	
		IPA budget:	€ 900,000	
Overall objective	Objectively verifiable indicators (OVI)	Sources of Verification		
The overall objective of the SMF is to improve the impact, the quality and the achievement of expected results of the Instrument for Pre-Accession Assistance (IPA) in Montenegro	Satisfactory ex-post evaluations of projects and IPA programme Enhanced co-ordination of the EU Integration process	Evaluation reports Progress Reports IPA Monitoring Reports		
Specific objective	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions	
The Specific Objective of the SMF is to support the preparation and follow-up directly necessary for the implementation of other activities, as well for the sustainability of the results already defined in IPA programmes and the attainment of their objectives	Improved achievement of expected results of IPA actions Better achievement of targets set up at the level of project purposes of the different IPA actions Contracting and disbursement in line with programming timetable	IPA programme documents IPA evaluations External ROM and IPA Monitoring Reports	Availability of satisfactory quality expertise.	
Results	Objectively verifiable indicators (OVI)	Sources of Verification	Assumptions	
<ul style="list-style-type: none"> The facilitation of stakeholder consultations throughout the project implementation phase; The implementation of IPA projects following timely preparation of various projects' components: logical frameworks with measurable indicators, market studies/cost-benefit analyses for investment components in the projects, technical designs and bills of quantity; The preparation and compilation of project tender documentation (terms of reference, technical specifications, 		Reports and project documentation from individual TA contracts. Monitoring reports within SEI and beneficiaries	Identification of priority areas for assistance in a timely manner	

<ul style="list-style-type: none"> • other supporting materials for tender dossiers); • The implementation of good visibility and communication strategies when not originally foreseen; • Timely input of experts in different phases of the project cycle; • Purchase of equipment to complement other IPA projects input in order to improve sustainability of the same; • Higher capacity of beneficiaries in all phases of project cycle. 			
Activities to achieve results	Means / contracts	Costs	Assumptions
<ul style="list-style-type: none"> • Technical assistance in drafting or assessment of sector strategies or multi-sector strategies for the harmonisation of national legislation with the SAA, and its implementation, or for the future use of EU pre-accession funds. The special focus of the strategies should identify “gaps” in compliance with the SAA and to assess institutional readiness for its full implementation; • Drafting of preparatory documents and impact studies in relation to Montenegro compliance with the SAA and carrying out (pre-) investment studies (environmental impact assessments, business plans, market studies, economic and cost-benefit analysis, investment appraisals etc) for the upcoming investments; • Carrying out or facilitating workshops for the stakeholder consultations for project implementation; • Baseline studies and analyses on impact indicators of projects; a special project to prepare the population census could be included; • Preparation of procurement documents (terms of reference, technical specifications, bills of quantities, guidelines for grant schemes and other supporting documents for tender dossiers); • Providing training relevant to any of the above-mentioned activities; • Supply contracts to complement and/or complete projects' deliveries • Provide funding for additional or complementary services to existing projects 	<p>Services, grants, supplies, works</p>	<p>€900,000</p>	

ANNEX 2: Description of Institutional Framework

Not applicable

ANNEX 3: Reference list of relevant laws and regulations only where relevant

Not applicable

ANNEX 4: Details per EU funded contract (*) where applicable:

Not applicable

ANNEX 5. Project visibility activities

Participants on EU-funded training courses, conferences, seminars etc. will be made aware that the EU is financing the events. Possible communication tools includes: stationery, report presentation, display panels, press conferences, newsletters, web pages, promotional items etc.