ANNEX C1: Twinning Fiche\(^1\)

**Project title:** Strengthening the capacity of the Albanian Road Authority in applying good governance practices for planning, managing, procuring, implementing and maintaining Road investments.

**Beneficiary administration:** Albanian Roads Authority

**Twinning Reference:** "AL 16 IPA TR 01 19"

**Publication notice reference:** The publication notice reference will be completed by the European Commission

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*EU funded project*

**TWINNING TOOL**

*(It is recommended that the complete Twinning Fiche should not exceed 10 pages, excluding annexes)*

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\(^1\) In case of different language versions of the Twinning Fiche it must be clearly indicated which language version prevails.
1. Basic Information

1.1 Programme: IPA 2016 - Annual Action Programme for Albania - objective 2 under direct management.

For British applicants: Please be aware that eligibility criteria must be complied with for the entire duration of the grant. If the United Kingdom withdraws from the EU during the grant period without concluding an agreement with the EU ensuring in particular that British applicants continue to be eligible, you will cease to receive EU funding (while continuing, where possible, to participate) or be required to leave the project on the basis of Article 12.2 of the General Conditions1 to the grant agreement.

1.2 Twinning Sector: TRANSPORT.

1.3 EU funded budget: 1,300,000.00EUR

2. Objectives

2.1 Overall Objective(s):

- To contribute to the elaboration of an efficient transport system, integrated in the region and in the EU network, which promotes economic development and citizens’ good quality of life, by focusing on the road transport governance and standards.

2.2 Specific objective:

- The specific objective of this project is to strengthen the Albanian Road Authority (ARA) capacity and its staff competences in their role as the main executive agency for planning and management of investments and maintenance of Albanian national road network in sustainable and effective way and in line with the EU standards and EU best practices.

2.3 The elements targeted in strategic documents i.e. National Development Plan/Cooperation agreement/Association Agreement/Sector reform strategy and related Action Plans

As set out in the Stabilisation and Association Agreement (SAA), specific transport sector objectives aim at restructuring and modernising the Albanian transport modes, improving the free movement of passengers and goods, enhancing the access to the transport market and facilities, supporting the development of multi-modal infrastructures in connection with the main trans-European networks (TEN-T), notably to reinforce regional links, achieving operating standards comparable to those in the EU, developing a transport system in Albania compatible and aligned with the EU system and improving the protection of environment in transport.

The Annual Progress Report for 2018 notes that Albania’s transport and energy infrastructure made some progress but is still insufficiently developed. Improvements to the road network continued and a new railway law was adopted in early 2017. However, better connections to neighbour countries and the EU transport network still need to be established to reduce transportation costs and facilitate trade.

As regards the general transport acquis, the national transport strategy and action plan for 2016-2020 for all transport modes was adopted in November 2016. The strategy includes a sustainable transport plan, which aims to ensure a sustainable transport network and improve energy efficiency. The third review of the national transport plan will be initiated in 2018. Albania needs to make further efforts to align with the public services obligations and the acquis on public service contracts.”

In the previous EU report for 2015, it was concluded that while there was a progress in the area of formulation and implementation of the transport policy in general and level of preparation in technical and safety standards, security, social standards, state aid and market liberalisation areas in road transport, progress has remained limited in the fields of road safety, asset management and maintenance. Albania's administrative structures in the different transport sectors need to be made more effective. The Report for 2015 stated that in the coming years, Albania should, in particular,
strengthen the administrative capacity for all modes of transport, adopt and implement the transport strategy and on road transport, legislation on road infrastructure and vehicle inspections needs to be further aligned with the acquis.

The **National Strategy for Development and Integration** 2014-2020 (NSDI) states that an efficient, flexible and safe transportation infrastructure is mandatory for the purpose of the economic growth. A modern transportation system is a prerequisite for creating a high quality business and living environment. Substantial improvements in Albanian transportation facilities will be achieved through the following Strategic Goals: (i) *Modernization of major national motorways, railroad infrastructure, ports and airports, in order to ensure compatibility and further integration with neighbouring countries and with the Pan-European transportation network*; (ii) *Improvement of the regional road network, giving priority to connections between national and regional development centres*; (iii) *Maintaining quality and improving sustainability of regional and local transportation infrastructure by allocating sufficient funding for maintenance of national and local roads*; and (iv) *Enhancing and maintaining traffic safety in order to reduce the number of road casualties*.

The **National Transport Strategy and Action Plan 2016-2020** (hereinafter *The Transport Strategy*) is the main and the most up-to-date reference for addressing the Albanian transport status. The objectives of the Transport Strategy are (i) *Accelerating the integration of the transport system*, and (ii) *Establishing an integrated market*, consisting of transport infrastructure by land, by sea and inland waterways that efficiently supports transport demand.

The **Road Section of the Transport Strategy** considers the four following strategic priorities, which are broken down into seven goals, which reflect their expected results, as well as ten priority actions. The goals of these Priorities are summarised below:

**Strategic Priority No 1**: Create adequate legal and governance conditions for an efficient transport system,

**Strategic Priority No 2**: Complete and modernise primary and secondary road network in Albania,

**Strategic Priority No 3**: Strengthen the regional cooperation via road connections and

**Strategic Priority No 4**: Ensure the functioning of the road transport market in line with the EU standards.

The Transport Strategy is in full alignment with the strategic vision of the Government of Albania (GoA) and with the main concepts of the European Transport Policy. It provides the development of an efficient, sustainable and environment-friendly transport system, able to support the key objectives of economic and social development of Albania and the country’s future integration to the European Union.

To reply to the EC recommendations, NSDI goals and to contribute for successful implementation of the Transport Strategy, the project will aim to provide support for strengthening the legal and governance conditions for an efficient transport system (First Strategic priority, roads).

3. **Description**

3.1 **Background and justification:**

The GoA considers the transport sector as a key multi-dimensional priority, vital to socio-economic development and a strong drive for Albania in its path towards the European Union Integration. After the entry into force of the Stabilisation and Association Agreement (SAA), attention was focused on priority areas related to the transport acquis, as well as, upgrading and construction of road transport infrastructure, particularly in the area of the Trans European Network (TEN-T), in accordance with Article106 and Protocol 5 of the SAA.

Roads and motorways represent the predominant mode of land transportation in Albania and provide essential links for freight and personal mobility in the country. Most of the investments in transport
infrastructure have been oriented towards roads, which in Albania constitute one of the highest value assets, estimated at US $6 billion, with substantial increases over the last decade. These large investments have contributed significantly to the development of the regional infrastructure network, with a view to a future integration with TEN-T. Furthermore, they have contributed towards improved transport services and provided a more efficient connectivity to businesses and citizens, with relevant gains in terms of transport costs and travelling time. However, the focus on roads has not always been supported by quality construction work. Inadequate procurement and contract management, budget tightness and limited transparency, with sometimes unrealistically discounted prices, coupled with weak quality control, have led to the use of lower quality materials, which hampers the infrastructure quality. In addition, major investment projects have not been always properly planned, implemented, monitored, and maintained. Among the signs of poor quality are (i) premature deterioration of new pavement and structures; (ii) development of projects according to different design standards on adjacent sections; (iii) poor and contradictory signalling and other failures to ensure safety; and (iv) non-repair of electrical fixtures and fittings. The generally low quality of new constructions in turn implies an increase in the cost of maintenance and thus leads to poor value for money from capital expenditures. Frequently, the lifespan of the investments is considerably limited.

In addition, roads maintenance has not been addressed systematically as a process to preserve public investment. Because of the under-investment in maintenance during the past decades, currently only 42% of the national road network is considered to be in good or very good condition. While the primary network is well-defined and information on road conditions is available, the condition of secondary roads is not known for 45% of them. Limited road safety is another major problem for Albania, as the number of accidents with either fatal casualties, or serious or light injuries, has increased significantly over the last 10 years. The number of fatalities remains high taking into account European standards and the Government of Albania’s (GoA) aim to decrease it by half by the year 2020, using the year 2009 as a baseline.

Current situation with regard to Roads Good Governance

Besides these four specific strategic objectives related to roads, the Transport Strategy also considers one Transversal Strategic Priority aiming to “Create the adequate coordination and governance conditions for an efficient implementation of the National Strategy and Action Plan 2016 – 2020, including the following goal “to implement transport strategy reforms and align Transport sector with PFM Reform and other practices.”

In addition, the need assessment showed that there is an important demand of quality training and capacity-building. In the specific case of ARA, and in the context of the procurement capacity required for the adequate management of performance-based contracts (PBCs), the following risks were identified: (i) insufficient experience on procuring and implementing PBCs; (ii) insufficient ARA’s Project Management Team capacities and knowledge on multilateral procurement guidelines; and (iii) implementation delays and insufficient PBC experience of the construction industry.

Conclusions and recommendations formulated under the WB public procurement review - using the transport sector as a sample – were made to identify efficiency weaknesses in public procurement and contract management quality control and enforcement. Among other, the World Bank report - *Albania Public Finance Review, of 2014* - underlines that:

- Road projects, particularly those funded from domestic sources, do not seem to be prioritised on solid grounds.
- Returning responsibility for geotechnical investigations from the construction to the design phase would markedly improve quality.
- Supervision Contract activities for locally funded projects should be result oriented and executed till the end of the works contracts, including prolongation of terms.
Modernising maintenance practices could also offer significant efficiency gains by extending output and performance-based maintenance contracting.

The same WB report points out that there is a need to review functional classification of the road network and reclassify roads in line with their functional requirements and the jurisdiction responsible for their preservation. ARA needs to set up and use a **road asset management system** and update it regularly to ensure that it is useful as a planning tool. Such a system is a prerequisite for more efficient and professional management of National road assets and its implementation is expect to improve management and efficiency in roads investment:

It should be mentioned that an external audit of arrears' clearance process, which was concluded in July 2015, confirmed the findings of the above-mentioned reports of the WB defining numerous shortcomings in relation to **public procurement and contract management practices at ARA**.

Taking into account the above stated, the Transport Strategy analysed the previous transport planning efforts in Albania and concluded that: (i) it had overlooked the importance of promoting a national transport system that becomes deeply interconnected with the neighbouring region, and in addition (ii) it **had not placed capacity-building and best-practice dissemination as a ‘core’ factor accompanying any institutional, regulatory or investment action**.

In order to respond to the findings, conclusions and recommendations listed above, adequate measures should be undertaken that, if timely implemented, have a good potential to improve the design, construction, and supervision of the roads in Albania. They would ensure better-quality road works and more efficient use of public money, particularly for projects financed by domestic resources.

**Responsibilities and mandate of National institutions**

The main institution dealing with the governance of the Transport sector in Albania is the **Ministry of Infrastructure and Energy (former MoTI)** which supervises the implementation of road transport policies in the country. Its role includes: (i) An oversight of the planning, design and construction of the national road network through the Albanian Road Authority (ARA); (ii) Administrative oversight of the Road Code and periodically recommending updates to it; and (iii) Oversight of the processes for vehicle registration, vehicle inspections and driver licensing.

With regards to roads area, the main subordinated institutions are:

*The General Directorate of Policies and Development (Transport and Infrastructure), at the MIE:* this is the responsible directorate for the policy drafting and legislative processes. The mission of the directorate is to develop policies for development of the National Core Network, programme resource allocations in the framework of the MTBP and Annual Budget, as well as to provide respective inputs to the National Plan for the Implementation of the SAA for the National Road Network.

*The Road Safety Unit, at MIE,* which is responsible for the road traffic and safety policymaking. Its mission is to draft the sub-sector development policies more concrete in the short and mid-term objective. MIE cooperates with the Inter-Ministerial Committee for Road Safety, the General Directorate of Road Transport Services, the Albanian Road Authority and the General Police Directorate in the Ministry of Interior which are responsible for the control of the implementation of the Road Code for the legal investigation of the accidents.

*The General Directorate of Road Transport Services (GDRTS),* which is responsible for issuing: (i) Driving licenses; (ii) Registration documents and certificates of vehicles dealing with international goods transport and transportation of hazardous goods according to the European Agreement Concerning the International Carriage of Dangerous Goods by Road (ADR); (iii) Certificates pursuant to the Agreement on the International Carriage of Perishable Foodstuffs and on the Special Equipment to be used for such Carriage (ATP); (iv) Documents for the implementation of Digital Tachographs.

*The Albanian Institute of Transport (IoT) as a “Service Unit” depending on the MIE and Albanian Development Fund (ADF),* which is a public agency whose mission is to encourage a sustainable,
balanced and cohesive socio-economic development at local and regional level, which may be decided
to be involved to some extent during the Twinning project implementation.

The Ministry of Finance and Economy (MFE) and the State Supreme Audit Institution, which
contribute to the public financial management component in the design and implementation of the
Road transport management reform in line with the overall public financial management strategy
implementation.

The Albanian Road Authority (ARA) – main beneficiary of this Twinning project, which is the
main agency for the management of the national road network (in administration of about 4000 km of
roads). ARA is the main asset manager of the national road network and responsible for the
construction, upgrading, rehabilitation, and maintenance of the national road network including
associated planning, budgeting, and programming. ARA is accountable to the MIE and is overseen by
the ARA Management Board.

3.2 Ongoing reforms:
through the Decision of the Council of Ministers, No 811, date 16th November 2016.
The Strategy of Transport and its Action Plan 2016-2020 is being implemented under the leadership of
the Ministry of Infrastructure and Energy, along with its subordinated institutions including ARA for
roads sub-sector and, in close cooperation with other related ministries and many international
development partners.

Road Safety strategy reforms are ongoing implementation. The Road Infrastructure has undertaken
wide-range actions across the territory disciplining the access to entry and exit in national and trans-
national axes. Road spaces are in the process of being released from any unprotected and/or
unauthorized facilities, not related to road signaling.

Implementation of the 5 years program for Road Maintenance & Black Spot Elimination Plan for
about 1390km of National road is ongoing with the support of the World Bank. This practice need to
be extended to the whole national road network. The intensification of the road lighting process, the
deployment of the SOS Emergency System and the completion of full signaling for each national axis,
have been a continuous activity. Progress has been achieved for setup and implementing the Road
Safety inspections and Audits in line with EU standards.

Work is ongoing toward achievement of the short-term objective to ensure the implementation of the
cross-border agreement with Montenegro as part of the Adriatic-Ionian highway project, which will be
followed by actions to increased efficiency of other cross-border agreements.

All these aspects are part of the Connectivity Reform Measures Plan, agreed under Western Balkan 6
countries (WB6) Connectivity Agenda aiming at aligning WB6 with the EU policy and standards.
The implementation of these Connectivity Reforms will maximize the economic development benefits
expected from the investment in costly transport infrastructure by removing and addressing the non-
physical barriers, including the regulatory, management and procedural constrains of the transport
system.

Concerning the road infrastructure upgrading, among the most priority projects of the Government of
Albania is the Adriatic-Ionian corridor for which the work for the feasibility study continues with the
team of Consultants and Montenegrin partners in the framework of Western Balkan Investment
Facility. Works are ongoing for completing of several road sections i.e Fier, Vlora and Tepelena
Bypasses, Arberi Road, Tirana Elbasan road, Qukes – Qafe thane, Road Kardhiq Delvine, Vlora river
road etc.

On funding sources, a large part of these projects will be funded by the well-known public-private
partnership scheme and the 1 Billion EUR Program already announced by the Albanian Government.
All infrastructural works are paid by the users, in order to maintain financial stability within budget spaces, as we are making the absorption of private capital possible and a good job has begun already. To respond adequately for the ongoing reforms, the Albanian Road Authority need to be supported and restructured with a view to enhance its performance, by reinforcing the public investment management, public procurement, quality control processes and contract management practices. Albanian Road Authority is not working at its full capacities and needs important improvements mainly regarding its financial autonomy. In order to fulfill this aim by attracting high skilled professional employees as part of ARA, to promote efficiency and quality in fulfilling the main tasks of the authority, the Albanian Government intends to change the status of the Albanian Road Authority from a budgetary institution to a self-financing authority, which will require deep restructuring of this institution. The restructuring of the Albanian Road Authority into a self-financing authority is also included in the 2019 Objectives of the Ministry of Infrastructure and Energy.

3.3 Linked activities:
Substantial funding through EU CARDS and IPA programmes as well as other international donors has been mobilized over the years for the Road sector in various areas such as road network development, preparation of legislation, capacity development and other areas.

Several TA projects were included under EU IPA I 2007-2014 programmes as following:
Technical Assistance to transport sector was provided under IPA 2012, aiming to contribute to the alignment with and transposition of the Transport Acquis in Albania. Beneficiary: MoTI – project completed in 2016.
Technical assistance for improvement of road safety funded under IPA 2013 Programme, aiming to contribute to the establishment of a road safety system in Albania compliant with EU standards through the enforcement of the road code and investigation of road accidents. Beneficiaries: MIE, General Directorate of State Police, ARA, and other Road Safety related institutions. – The project is ongoing.

EU IPA II 2014-2020 funded projects:
IPA 2016 includes an allocation of 24 million EUR from which 21 Million Euro are allocated for the next four years (2018, 2019, 2020, 2021) under a Sector reform contract (SCR).
The SCR supports the Albanian government to implement the Transport Strategy 2016-2020. The aim of the support is to improve road safety, maintenance, and more generally the road sector capacities and governance. The payments are linked to progress in the achievement of concrete results.
In addition, 3 million EUR are foreseen as complementary support for providing TA and capacity building to the MoIE and ARA for implementing the Transport Strategy. Part of the complementary support is the twinning project in subject, which may not have a direct link with the achievement of targets and results on the SCR. Beneficiaries: MIE, ARA, and MFE.
Technical Assistance for capacity building on preparation and management of road PPP's is ongoing. Beneficiaries: MIE, ARA, and MoFE.
Technical assistance to support for capacity building on strengthening of capacities of Albanian Administration for planning and management of infrastructure project provided under EU IPA 2015 programme. The TA is foreseen to start on June 2019.

World Bank
Results-based Road Maintenance and Safety Project (RRMSP). Dated on March 2015. The goal of this project is to provide technical assistance for road safety services, such as data collection and analysis, black spot verification and road infrastructure or furniture problem inspection, designing suitable countermeasures in consultation with key stakeholders, road safety auditing, cost estimation and
prioritisation for funding allocation, and guidance for implementation including planning for procurement, construction and contractor supervision, and monitoring the site. Beneficiary: ARA.

European Investment Bank (EIB) / European Bank for Reconstruction and Development (EBRD)

Technical Assistance for supporting the Project Implementation Unit in Albania, strengthening its capacities on some issues related to FIDIC contract or different donors’ procurement procedures. Beneficiary: ARA.

Technical assistance for preparation of the Albanian Strategic Document in Road Tolling. Beneficiary: MoTI. - Completed

Technical assistance for preparation of the Albanian Sustainable Transport Plan. Beneficiary: MoTI.

Technical assistance to Construction and Maintenance Department (ongoing). Beneficiary: ARA

**Italian Government**


**Swedish Government**

The above mentioned Twinning project, AL12 IB FI 01 Support to the Ministry of Finance of Albania regarding Improved Financial Management and Control of Public Funds was implemented in 2013-2014 under the specific agreement between Sweden and Albania. The overall objective of the project is to explore and improve within the pilot organisations (MoTI and ARA for phase I) the managerial and other changes, including information flows, required to ensure that FMC can be effectively implemented and that FMC can in practice also deliver the benefits expected to flow from it. Recommendations from the Swedish twinning project where ARA was analysed for the purpose of the key study need to be taken into account.

The Strengthening of the Albanian Road Authority Twinning project could be considered also as a follow-up of CARDS 2006 Roads Design and Construction Standards TA project aimed to provide a full set of design and construction standards for the use on future projects and its tail Review of the Albanian Road Standards (IPA 2010). The results achieved from the Developing a Bridge Assets Management System for the National Roads Network in Albania, held during the period September 2009 – September 2010 should be taken into account. Under the last mentioned project a developing of a third generation bridge management system for the inspection of about 600 bridges on the Albanian National Roads network was done. Bridge inventory and condition data input and forward work plan maintenance programmes have been prepared for three and ten year periods. System user manual written and Inspection/ Software training provided for all beneficiary staff.

### 3.4 List of applicable Union acquis/standards/norms:


- Decision of CoM No 207 of 25.02.2009 "On approval of the regulations for road side checks and undertakings, as regards the application of working time rules for persons engaged in road transport, and for drivers working hours", approximates the Directive 2006/22/EC.
- DCM No 1054 of 22.12.2010 “On approval of Regulation on recording equipment in road transport, approximates the Regulation 3821/85/EC
- The Guideline of Minister no 446 of 10.05.2018 “On the categorisation, conditions that should fulfilled by the bus terminal, authorisation, document filing procedure, tariffs and the other obligations of the bus terminal” was issued. The Guideline is partially aligned with the Regulation (EU) No 181/2011 of the European Parliament and of the Council of 16 February 2011 concerning the rights of passengers in bus and coach transport and amending Regulation (EC) No 2006/2004. Based on Table of concordance, the respective articles of this guideline are in full compliance with the Articles 11, 12, 13, 14, 15, 16, 17, 20, 21, 24 and 25, as well as Annex I and Annex II of the Regulation (EU) No 181/2011.

3.5 Components and results per component

Expected results:

1. **EU standards on road construction are adopted and used in the procurement of works**
   1.1 EU standards are incorporated to the Albanian regulation on road construction for procurement of works, including design and maintenance, supervision, construction technology, raw materials used, road safety and road safety audit.
1.2 Adopted EU standards on road construction for procurement of works are incorporated in all new procurement of works.

1.3 Relevant staff is trained and ready to manage all phases of road designs and studies (i.e. Feasibility Study, Preliminary, Conceptual, Main and Detailed Design, Environmental Impact Assessment) and able to follow and give conclusions during the Project Execution design;

2. **ARA's functioning structure, procedures, systems and methodologies are enhanced**
   2.1 Albanian Road Authority is restructured based into a self-financing authority, the low on functioning of ARA is revised and ARA structure is adequately updated.
   2.2 Governance at ARA is enhanced in line with Albanian Public Financial Management Strategy 2014-2020
   2.3 Contract management policies and procedures are reinforced to ensure transparency and increased value for money and reduced wastefulness of public fund management of the Infrastructures Life Cycle (Project-Construction-and Maintenance); Upgraded Total Quality Management System is defined, adopted and implemented.
   2.4 Preliminary project following new TQMS is adopted by ARA;
   2.5 Asset management system of ARA is upgraded and financially sustainable (Budget planning and allocation is done according to maintenance and investment priorities);
   2.6 Monitoring and maintenance of road assets' competence is strengthened;

3 **Road safety in the National Road Network is enhanced.**
   3.1 System and methodology for inspection controls for roads and other related civil infrastructure structures (bridges, walls, culverts, etc) is enhanced.
   3.2 Relevant staff linked with inspection controls is trained.

It is recommended that a deeper and broader gap analysis of the current situation (operational, technical, institutional and cultural) is carried out as an initial activity. Through doing this, several of the shortcomings observed in a past could be overcome. The identified gaps could strongly influence the work plan and the nature, timing, practicality and scope of activities proposed to be delivered by the project.

3.6 **Means/input from the EU Member State Partner Administration(s)**:
This twinning project will provide for exchanging the experience and advanced methods with the administration (administrations) of EU Member States for **24 months** (the project's implementation period). Standard twinning procedures are to be used.

**3.6.1 Profile and tasks of the PL:**
The Member State organisation should provide a Project Leader experienced in road projects preparation and implementation, road transport related standards, road asset management, and organisation management.
The Project Leader will act as a Member State representative in a Project Steering Committee, which will meet in Albania on a quarterly basis.
Profile:
- Be a national of a Member State of the European Union;
- Proven contractual relation to a public administration or mandated body (see Twinning Manual 4.1.4.2);
- University level education or equivalent professional experience of 8 years in European road transport sector;
- Minimum 3 years of experience in the road transport infrastructure planning, construction and maintenance or equivalent field, relevant to the nature of the project. Additional experience will be considered as an asset;
• At least 3 years working experience in a leading management position;
• Experience in management and/or restructuring of a self – financing road authority will be considered as asset.
• Wide knowledge of related good practices/EU acquis.
• Proficiency in spoken and written English (notation 1 to 2 in the scale from 1 to 5, being 1-excellent 5-basic);
• Excellent computer skills;
• Leadership skills.

Tasks:
- Overall responsibility, coordination and direction of the MS TW partner inputs;
- Close cooperation with Albania counterparts;
- Ensuring backstopping and financial management of the project in the MS;
- Supervising and coordinating implementation of the project;
- Mobilization of the short-term experts;
- Overviews the development of all key project outputs and the corresponding procedural/operational manuals, plus the provision of related skills development activities;
- Coordination of work with other relevant institutions in Albania for the implementation of the project;
- Project reporting;
- Assists the ARA with the project management;
- Providing efficient leadership and project administration;
- Participation in Steering Committee meetings.

3.6.2 Profile and tasks of the RTA:
The Member State organisation should provide a long term expert as Resident Twinning Adviser (RTA) experienced in the Road transport policy implementation and organisation management.
The RTA will be mobilised for the entire duration of the project. The RTA has the responsibility to implement the above-listed components and to guide the work of the team. The medium/short term experts will work in close cooperation with the RTA and the staff in order to meet the specific objectives as set out above.
He/she will work on a day to day basis with the beneficiary and should have the following qualifications and the experience:
Profile:
• Relevant University degree equivalent professional experience of 8 years in European road transport sector
• Minimum 3 years of experience in transport infrastructure planning, construction and maintenance;
• Broad knowledge of International Road transport legislation and practice;
• Sound comparative knowledge of relevant Union acquis and institutional requirements related to the various components of the project;
• Sound project management, leadership, communication and coordination skills;
• Proven contractual relation to public administration or mandated body, as defined under Twinning manual 5.4.5;
• Good training, public speaking and written communication skills;
• Excellent computer literacy (Word, Excel, Power Point);
• Proficiency in spoken and written English (notation 1 to 2 in the scale from 1 to 5, being 1-excellent 5-basic).

Additional assets:
Sound background in EU standards, asset management and procurement;
Previous experience as a project coordinator/project manager in similar projects;
Some relevant working experience in the new Member States and the Western Balkans or States with similar development issues.
Previous experience in management and/or restructuring of a self – financing road authority

Tasks:
- Overall supervision of the project implementation and coordination of all activities, as well as management of the project administration;
- Coordination of the activities of the team members in line with the agreed work programmes to enable timely completion of project outputs;
- Monitoring project implementation and proposing corrective management actions, if required;
- Drafting and implementing of the training programme;
- Organization of visibility events (kick-off, final event and thematic events);
- Preparation of project progress reports;
- Permanent contact with the beneficiary RTA counterpart;
- Liaison with EUD Task Manager;
- Liaison with other relevant projects;
- Assistance with management of technical decision making and problem solving on a day to day basis.

The RTA is expected to ensure, together with the beneficiary administration, the achievement of the objectives listed in 2.1 and 2.2. In order to meet these purposes, and if fully justified, the RTA may propose alternative and/or complementary project activities and/or outputs to those identified in the section 3.5.

3.6.3 Profile and tasks of Component Leaders:
List basic skill requirements,
- Minimum three years of specific experience
- University degree or equivalent professional experience of 8 years.
- Professional background in management of Road transport related issues;
- Good training, public speaking and written communication skills;
- Excellent computer literacy (Word, Excel, Power Point);
- Proficiency in spoken and written English (notation 1 to 2 in the scale from 1 to 5, being 1-excellent 5-basic).

3.6.4 Profile and tasks of other short-term experts:
All experts mobilised under this contract must be proficient in English, have good communication and analytical skills, be proficient in report drafting and have good team working abilities.
Short term experts will be required on an ad hoc basis to provide on-site assistance to the beneficiary. The need for the short-term experts will become apparent as the Project matures and in particular as EU Regulations may develop or events dictate (e.g. specific training needs, follow-up of standardization audits, etc.).
The Terms of Reference for short-term adviser(s) will be elaborated by the Project Leader/RTA at the work plan preparation stage.
The actual duration of the assignments of each of the short-term experts will be defined during the drafting of the twinning agreement. The short term experts will work in a close co-operation with the RTA and the Beneficiary in order to meet the specific objectives as set out above.
The short-term experts are expected to have:
- University degree or equivalent professional experience of 8 years in the Transport sector or
PFM sector;
- Professional background in management of Road transport related issues;
- Solid training skills and experience in organizing training courses;
- Sound knowledge of relevant EU legislative and institutional requirements related to the various components of this project;
- Proficiency in spoken and written English (notation 2 in the scale from 1 to 5, being 1-excellent 5-basic);
- Excellent computer skills (Word, Excel, Power-point);
- Minimum of 3 years recent experience working as a supervisor or transport planner, or other relevant for this project position;
- Fully trained in the road regulatory oversight discipline relevant to the project.

Assets:
- Experience in coordination of activities related to Sector Budget support, or transport infrastructure projects auditor;
- Experience in the European integration negotiations process;
- Expertise on planning and budgeting on the basis of data collection, policy coordination and financial impact assessments.

Tasks of the Short-term experts will include but are not limited to the following:
- Support the Project Leader and the Resident Twining Advisor in the implementation of all project activities;
- Close cooperation with beneficiary institutions experts;
- Preparation of reports with recommendations for improvement and adaptation to meet the project results;
- Organizing conferences with intention of presenting project activities and results.
- Implementing the Training Program

4. Budget

Maximum Budget available for the Grant is 1,300,000.00 EUR

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<td>1,300,000,00</td>
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<td>1,300,000,00</td>
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<td>TOTAL IB</td>
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<tr>
<td>TOTAL INV</td>
<td>1,300,000,00</td>
<td>1,300,000,00</td>
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<tr>
<td>TOTAL PROJECT</td>
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(*) The co-financing requirement foreseen under IPA II will be considered fulfilled according to the provision of the relevant Financing Agreement Amounts net of VAT
5. Implementation Arrangements

5.1 Implementing Agency responsible for tendering, contracting and accounting (AO/CFCE/PAO/European Union Delegation/Office):
The European Union Delegation to Albania is the Contracting Authority responsible for tendering, contracting, implementation, quality control, payments and financial reporting, and will work in close cooperation with the beneficiary. A Project Steering Committee will be responsible for the overall direction of the project and comprise of representatives from the beneficiary institutions and the EU Office and other relevant institutions as indicated in 7.2. Monitoring will be performed centrally by the European Commission. The project may be evaluated at the interim or ex-post stages under the supervision of the Commission's Evaluation Unit. The project may be audited by the Court of Auditors in line with the standard European Commission procedures.

The EUD Project Manager will be:
Mr Ardian Metaj, Project Manager, Delegation of the European Union to Albania
Address: ABA Business Center, Rr. Papa Gjon Pali II, 17th floor, Tirana, Albania
Phone: (+355) 4 222 8320 or 223 0871 – 222 8479 – 223 4284, Fax: (+355) 4 223 0752
E-mail: Ardian.METAJ@eeas.europa.eu

5.2 Institutional framework
The Albanian Road Authority (ARA) – Main Beneficiary of this Twinning Project is created by Law nr. 10164 of 15 October 2009 as main agency for the management of the national road network. Amongst its responsibilities, the ARA is responsible for: (i) Implementing the MoTI programme related to construction, rehabilitation and maintenance, as well as preservation of the national road network in compliance with the strategic documents and funds allocated; (ii) Carrying out studies, researches, and tests related to the efficiency, traffic, circulation and road safety; (iii) The management of the national road network, it will also function as the main asset manager of the national road network and ensure maintenance through traditional and performance-based contracts using Property Management System Road (SMPR); (iv) Creating and maintaining a system for administering roads and bridges; (v) Providing safety and security to all road users; and (vi) Preparing medium-term development programmes and annual working plans for all activities related to road construction works. ARA is accountable to the MIE and is overseen by the ARA Management Board, which consists of seven members: four are governmental representatives from the Ministries of transport, finance, economy, local government, and three are representatives from private sector organisations and will play a key role in the implementation of the Transport SBS actions. The overall staff size of ARA is about 100 staff and the organisation structure is shown below:
5.3 Counterparts in the Beneficiary administration: The beneficiary of the Twinning is the Albanian Road Authority (ARA).

5.3.1 Contact person: Ms. Anna Shkreli, Adviser to the General Director – ARA
5.3.2 PL counterpart: Mrs. Sonila Qato, General Director – ARA
5.3.3 RTA counterpart: Mr. Ergys Verdho, Deputy Director and Director of Construction and Maintenance Directory – ARA

6. Duration of the project
6.1 Launching of the call for proposals: (April 2019)
6.2 Start of project activities: (November 2019)
6.3 Project completion: (November 2021)
6.4 Duration of the execution period: (24 months)

7. Management and reporting

7.1 Language
The official language of the project is the one used as contract language under the instrument (English). All formal communications regarding the project, including interim and final reports, shall be produced in the language of the contract.

7.2 Project Steering Committee
A project steering committee (PSC) shall oversee the implementation of the project. The main duties of the PSC include verification of the progress and achievements via-à-vis the mandatory results/outputs chain (from mandatory results/outputs per component to impact), ensuring good coordination among the actors, finalising the interim reports and discuss the updated work plan. Other details concerning the establishment and functioning of the PSC are described in the Twinning Manual.

The SC membership is supposed to be as follows:
- EU Representative
- Head of Road Transport Policies Sector of MIE
- Member State Project Leader
- ARA Project Leader
- RTA
- RTA Counterpart

7.3 Reporting
All reports shall have a narrative section and a financial section. They shall include as a minimum the information detailed in section 5.5.2 (interim reports) and 5.5.3 (final report) of the Twinning Manual. Reports need to go beyond activities and inputs. Two types of reports are foreseen in the framework of Twinning: interim quarterly reports and final report. An interim quarterly report shall be presented for discussion at each meeting of the PSC. The narrative part shall primarily take stock of the progress and achievements via-à-vis the mandatory results and provide precise recommendations and corrective measures to be decided by in order to ensure the further progress.

8. Sustainability
The achievements of the project (mandatory results) should be maintained as a permanent asset to the Beneficiary administration even after the end of the project implementation. The effective mechanisms, like systematic application of procedures, stabilization of the staff and recurrent training, are put in place by the Beneficiary administration to consolidate and disseminate the results of the project. Inter-institutional coordination will ensure the necessary endorsement of all relevant institutions, thus avoiding contradictions in planned policies; in addition, consultation

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2 Sections 7.1-7.3 are to be kept without changes in all Twinning fiches.
with the external stakeholders will ensure that identified policy priorities correspond to the needs of citizens and business.

9. Crosscutting issues (equal opportunity, environment, climate etc…)
The immediate impact of the proposed project is to strengthen the Albanian Road Authority, responsible for management the national road transport infrastructure network in its short and medium term priorities.

*Equal opportunity:* For the roll out of the reforms, the EU principle of equality between women and men will be reflected in the design and implementation of the interventions, in line with Directive 2004/113/EC on equal access to and supply of goods and services; Equality in the freedom and rights of citizens are stipulated in Article 18 of the Albanian Constitution.

*Environment and climate change:* The project should ensure that national legislation in Transport sector is in line with the EU environmental legislation and enforced (proper SEA and EIA’s). Proper monitoring should be in place and environment and climate changes should be taken into account in all preparatory phases of the Transport projects.

10. Conditionality and sequencing
During work plan preparation, the implementing MS together with ARA should focus the scope of the work and analyse the sub-topics which need gap analysis and decide which of them needs more focus and work.

The main assumptions, risks and mitigating measures are:

<table>
<thead>
<tr>
<th>Assumption</th>
<th>Mitigation measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>The beneficiary makes available sufficient qualified personnel to act as counterparts to the Consultant(s) and ensure continuity of employment of such personnel during and after the assignment.</td>
<td>Project precondition</td>
</tr>
<tr>
<td>There is a continued support for the necessary regulatory legislative, administrative and organisational reforms and for the accomplishment of the training.</td>
<td>Regular consultation and coordination at all stages of the project</td>
</tr>
<tr>
<td>Adequate logistics, access to facilities and documentation, reliable translations</td>
<td>Regular consultation and coordination at all stages of the project</td>
</tr>
</tbody>
</table>

11. Indicators for performance measurement
✓ Minimum 50% of contracts are subject of internal audits and minimum 95% of audit report recommendations are accomplished.
✓ Minimum 70% of ARA employees trained per sector.

12. Facilities available
ARA has within its building the facilities as listed:
- Meeting room for 10 – 15 persons with projection facilities.
- Average office space of 30 sq. meters.
- Workstation PC’s with all the necessary software.
- Main document server with enhanced security.

More facilities related to trainings, seminars, workshops of larger groups than 10 persons are available within MIE headquarters.
ANNEXES TO PROJECT FICHE

1. The Simplified Logical framework matrix as per Annex C1a (compulsory)
2. Reference to feasibility /pre-feasibility studies. For all investment projects, the executive summary of the economic and financial appraisals, and the environmental impact assessment should be attached (optional)
3. List of relevant Laws and Regulations (optional)
4. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc.) (optional)
5. Mapping of related interventions by government and/or other actors (if existing)
6. Existing donor coordination framework (if existing)
7. The project/sector monitoring framework (if existing)
8. Sector assessment reports of any kind including publically available reports from other International organisations (SIGMA, IMF, etc.)
9. Project/sector relevant publically available Conclusions/agreements between EU and the Beneficiary resulting from the political dialogue
### ANNEX C1a: Levels of an intervention logic

### ANNEX 1: Logical framework matrix in standard format

<table>
<thead>
<tr>
<th>Description</th>
<th>Indicators (with relevant baseline and target data)</th>
<th>Sources of verification</th>
<th>Risks</th>
<th>Assumptions (external to project)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Overall Objective</strong></td>
<td>To contribute to the elaboration of an efficient transport system, integrated in the region and in the EU network, which promotes economic development and citizens’ good quality of life, by focusing on the road transport governance and standards.</td>
<td>Rate of road traffic fatalities per 1,000 inhabitants is decreased at the end of the project; Positive progress made towards meeting accession criteria (CSP indicator) by the end of the project;</td>
<td>WHO report on Global Status Report on Road Safety EU Annual Report on Albania</td>
<td>Political environment may overturn the strategic framework for reforms in the transport sector</td>
</tr>
<tr>
<td><strong>Specific (Project) Objective(s)</strong></td>
<td>The specific objective of this project is to strengthen the Albanian Road Authority (ARA) capacity and its staff competences in their role as the main executive agency for planning and management of investments and maintenance of Albanian national road network in sustainable and effective way and in line with the EU standards and EU best practices, also helping ARA to develop into a self-financing institution.</td>
<td>At least 70 % of staff in ARA has benefited from the training initiatives by the end of the project The EU standards and EU best practices are applied to the management of investment and maintenance of 70 % of the Albanian national road network by the end of the project</td>
<td>Reports from the project Annual report of ARA</td>
<td>The personnel of ARA is not made available to the project for training purposes ARA and GoA do not implement the best practices and EU standards proposed by the project</td>
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</table>
### Mandatory results/outputs by components

<table>
<thead>
<tr>
<th>Component</th>
<th>Description</th>
<th>Details</th>
<th>Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. EU standards on road construction are adopted and used in the procurement of works</td>
<td>Compliance with EU Regulatory standards</td>
<td>External and internal audit reports. EC annual progress report for Albania; Delays in the approval of applicable legal framework;</td>
<td>Support for legislative reforms in the sector;</td>
</tr>
<tr>
<td>2. ARA’s procedures, systems and methodologies are enhanced</td>
<td>A minimum of 1 procedure/system per each directory of ARA.</td>
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<tr>
<td>3. Road safety in the National Road Network is enhanced.</td>
<td>At least 15 black spots reduced per year</td>
<td>Annual Road Safety audit report</td>
<td>Continuous support to train and help auditors complete the task.</td>
</tr>
</tbody>
</table>

### Sub-results per component (optional and indicative)

<table>
<thead>
<tr>
<th>Component</th>
<th>Description</th>
<th>Details</th>
<th>Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 EU standards are incorporated to the Albanian regulation on road construction for procurement of works, including design and maintenance, supervision, construction technology, raw materials used, road safety and road safety audit.</td>
<td>Procurement regulation regarding works in the transport sector is aligned with EU standards Creation of National Annexes for European normative in road design, construction and maintenance.</td>
<td>Delays in the approval of applicable legal framework;</td>
<td>Support for legislative reforms in the sector;</td>
</tr>
<tr>
<td>1.2 Adopted EU standards on road construction for procurement of works are incorporated in all new procurement of works.</td>
<td>All procurements of works related to road construction are following EU standards by the end of the project</td>
<td></td>
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</tbody>
</table>
1.3 Relevant staff is trained and ready to manage all phases of road designs and studies (i.e. Feasibility Study, Preliminary, Conceptual, Main and Detailed Design, Environmental Impact Assessment) and able to follow and give conclusions during the Project Execution design;

| At least 50% of relevant personnel is trained on how to design and interpret Feasibility Studies |
| At least 50% of relevant personnel is trained on how to design and interpret Main and Detail Design |
| At least 50% of relevant personnel is trained on how to design and interpret Environmental Impact Assessment |
| At least 80% of relevant personnel is trained on how to manage Project Execution design and reporting |

2.1 Albanian Road Authority is restructured based into a self-financing authority, the low on functioning of ARA is revised and ARA structure is adequately updated.

| ARA restructured based on revised low functioning, based on best practises of European Road Authorities. Implementing EU legislation by the end of the project on self financing road agencies. |
| Delays in the approval of applicable legal framework; |
| Support from all the stakeholders, especially GoA. |

2.2 Governance at ARA is enhanced in line with Albanian Public Financial Management Strategy 2014-2020

| Ratio of wastefulness of public fund management of the Infrastructures Life Cycle is reduced |
| Reduction of arrears |
| Reduced No of Claims on procurement |
| ARA annual financial report. |
| 2.3 Contract management policies and procedures are reinforced to ensure transparency and increased value for money and reduced wastefulness of public fund management of the Infrastructures Life Cycle (Project-Construction-and Maintenance); Upgraded Total Quality Management System (TQMS) is defined, adopted and implemented. | % of contingency used in projects. No of projects with contract addendum with and their financial impacts. 
**Project financial transparency (public sharing).** | Annual Report of Contract Management in ARA. | Not properly design projects lead to inadequate planning of public funds. |
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<tbody>
<tr>
<td>2.4 Preliminary designs and detailed designs of project are approved following the new TQMS is adopted by ARA;</td>
<td><strong>No of Preliminary and detailed design projects approved following new TQMS is adopted by ARA</strong></td>
<td></td>
<td>Technical support for project audits from multiple institutions. Training for ARA staff to better design and interpret investment project phases.</td>
</tr>
<tr>
<td>2.5 Asset management system of ARA is upgraded and financially sustainable (Budget planning and allocation is done according to maintenance and investment priorities);</td>
<td><strong>Annual and Multiannual Budget planning and allocation is done according to maintenance and investment priorities by the end of the project</strong></td>
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<tr>
<td>2.6 Monitoring and maintenance of road assets’ competence is strengthened;</td>
<td>At least 10 relevant personnel trained</td>
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</tbody>
</table>
| 3.1 System and methodology for inspection controls for roads and other related civil infrastructure structures (bridges, walls, culverts, etc) is enhanced. | **Creation of inspection protocols and implementation in Road Asset Management System. Risk analysis for infrastructure structures.**
**Minimum of 2 inspections per year.** | | |
| 3.2 Relevant staff linked with inspection controls is trained. | Minimum of 5 relevant staff trained. |  |  |
ANNEX 2: Contracting and disbursement schedule by quarter for full duration of program (including disbursement period)

**Amounts (in €) per Quarter over the full duration of Programme (Indicative)**

<table>
<thead>
<tr>
<th>Contracted</th>
<th>4th Quarter 2019</th>
<th>1st Quarter 2020</th>
<th>2nd Quarter 2020</th>
<th>3rd Quarter 2020</th>
<th>4th Quarter 2020</th>
<th>1st Quarter 2021</th>
<th>2nd Quarter 2021</th>
<th>3rd Quarter 2021</th>
<th>4th Quarter 2021</th>
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<tbody>
<tr>
<td>Contract</td>
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<td>Disbursed</td>
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<td>Cumulated</td>
<td>1,000,000</td>
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</table>
ANNEX 3: List of relevant Laws, Regulations and strategic documents

The following laws and subordinate legal acts govern the activity in the area of road transport:

- Memorandum of Understanding, South-East Europe (11.06.2004);
- DCM No. 270 dated 10.05.06 “On Approval of the National Transport Plan”;
- DCM No.405 dated 08.01.1996 “On Administration of the National Road Network and the Rural Network of the Republic of Albania”, amended;

Other


*Final Declaration & Addendum by the Chair of the Vienna Western Balkans Summit.* 27 August 2015.


Albania’s road tolling strategy (ARTS). Draft report. August 2015.

*Albania National Road Networks and Regional Connections.* Power Point presentation of the Ministry of Transport and Infrastructures (MoTI) at the 2nd International Congress on Roads (Tirana, 24-25 September 2015).

*Enhancing regional connectivity – Identifying impediments and priority remedies.* The Regional Balkans Infrastructure Study (REBIS) Update. September 2015.


*Assessment of ITS deployment on TEN-T Core Network in Western Balkans.* SEETO. July 2016.


*Overview of Road Maintenance in Western Balkans 6.* SEETO. July 2016.

ANNEX 4: Reference to relevant Government Strategic plans and studies

1. General National Spatial Plan -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=2383&token=f069979ee2156e2ea0d00501763dd6f126df841c

2. General National Plan – Infrastructure System_Transport -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=4158&token=8f57e6019460c0267c3d1383b5ddaffb82e2a63d

3. Integrated Cross-Sectional Plan for Tiranë-Durrës Area -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=2728&token=50e96487b1fbc89d4a3ff85c0b0ffe488ef570ef

4. Integrated Cross-Sectional Plan for Tiranë-Durrës Area – Infrastructure -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=2733&token=790704be6b88072723ea26ea3e3ee3779fb09739e

5. Integrated Cross-Sectional Plan for Coastal Belt -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=2744&token=6bd48198928b6ea749c4ce8c142ef1d158bb2b8c

6. Integrated Cross-Sectional Plan for Coastal Belt – Infrastructure -
   http://planifikimi.gov.al/index.php?eID=dumpFile&t=f&f=2739&token=e592efe99b26557502fab0e85e7186d88338850c
## INDICATIVE SCHEDULE (example)

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<tr>
<td><strong>RTA and related activities</strong></td>
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<td><strong>RTA start date</strong></td>
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<td><strong>RTA assistant(s) selection(s)</strong></td>
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<td><strong>Horizontal activities</strong></td>
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<td><strong>Initial work plan preparations</strong></td>
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<td><strong>Steering Committees</strong></td>
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<td><strong>Communication and Visibility activities</strong></td>
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<td><strong>Mandatory results/outputs</strong></td>
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