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Administrative Capacity 2014-2020"***

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Ex-ante Evaluation of the Operational Programme Administrative Capacity 2014- 2020

Ex ante evaluation report

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List of abbreviations

COP	Competitiveness Operational Programme
CPR	Common Provisions Regulation
CPP	Country Position Paper
CSF	Common Strategic Framework
CSR	Country Specific Recommendations
CVM	Cooperation and Verification Mechanism
DG EMPL	Directorate General Employment
ESF	European Social Fund
ESIF	European Structural and Investment Funds
ICT	Information and Communication Technology
ITI	Integrated Territorial Investments
MA	Managing Authority
MEF	Ministry of European Union Funds
MEUR	Million Euro
NAS	National Anti-corruption Strategy
NGO	Non Government Organisation
NPRD	National Programme for Rural Development
NRP	National Reform Programme
OP	Operational Programme
OPAC	Operational Programme Administrative Capacity
OP ACD	Operational Programme Administrative Capacity Development
OPHC	Operational Programme Human Capital
OPTA	Operational Programme Technical Assistance
PA	Priority Axis
ROP	Regional Operational Programme
SO	Specific Objective
SCPA	Strategy for Consolidation of the Public Administration
SDJS	Strategy for the Development of the Judicial System
SMIS	Single Management Information System
SSIJS	Strategy for Strengthening the Integrity of the Judicial System
TO	Thematic Objective



ToR Terms of Reference

Executive Summary

Introduction

This ex ante evaluation report of the Operational Programme Administrative Capacity (OPAC) 2014-2020 has been prepared based on the sixth version of the Programme dated 5th December 2014. This is the final version of the Operational Programme and has been submitted to the European Commission via SFC2014.

The overall objective of the evaluation is to bring real added value and to improve the quality of the Operational Programme Administrative Capacity 2014-2020 by providing value judgements and recommendations regarding aspects of programming.

The ex-ante report addresses a series of eleven evaluation questions which cover the requirements in the Article 55(3) of Common Provision Regulation. The evaluation was carried out in accordance with the European Social Fund (ESF) Regulation and various guidance documents provided by the European Commission.

The evaluation process was iterative and interactive providing ongoing support to programmers, with this being the sixth formal version of the ex ante evaluation report. Information for the evaluation has been generated from the study of documents, interviews with key stakeholders, an online questionnaire and focus groups to gather the perspectives of a wider range of actors. The Operational Programme Administrative Capacity consists of three Priority Axes of which two are thematic and one of technical assistance:

- Priority Axis 1 will support initiatives for elaboration and development of strategic and public policies documents, substantiating them at all stages, the development of human resources policies and tools, continuing the reform of the system of public procurement as well as the improvement of the efficiency of the judicial system;
- Priority Axis 2 will support measures to support the efficient management of local public authorities and institutions, increasing transparency, integrity and accountability of public authorities and institutions as a whole, as well as the improvement of access and quality of services provided by the judicial system, including by ensuring transparency and increased integrity;
- Priority Axis 3 provides the technical assistance for implementing the programme and support to the communication and publicity of the programme.

Conclusions and recommendations

The main conclusions and recommendations are grouped under five key evaluation themes: (i) Programme strategy, (ii) Indicators and performance framework, (iii) Administrative capacity and arrangements for monitoring and evaluation, (iv) consistency of financial allocations, and (v) Contribution to Europe 2020 strategy.

The summary of all conclusions can be found in the Annex A1.

Programme strategy

There is evidence that the Programme is in line with the policy documents relevant for Operational Programme Administrative Capacity as described in the section 1.1 Strategy of the Operational Programme, including the Partnership Agreement, requirements of the Common Strategic Framework, the National Reform Programme, Council Specific Recommendations and Commission Position Paper. It also comprises key elements of the national sectoral strategic framework (including. Strategy for Consolidation of the Public Administration (SCPA), National Anti-Corruption Strategy (NAS), the Strategy for the Development of the Judicial System (SDJS) and the Strategy for strengthening the integrity of the judicial system(SSIJS)).

The qualitative assessment reveals that OPAC makes a significant contribution to the SCPA in terms of coverage of the strategy objective through OPAC actions. It also shows that the OPAC can be expected to make a contribution to the other key strategies mentioned above. Assessment of the contribution to line ministry sector strategies is strong for elements of decision making and provision of services but the scale and scope of these documents varies significantly, an increased demand for administrative capacity support being possible than it is specifically mentioned at present.

Lessons from previous programme Operational Programme Development of Administrative Capacity 2007-2013, the stakeholder views and statistical evidence justifying the challenges have been considered adequately in the design of the Operational Programme Administrative Capacity 2014-2020.

Key complementarities of the Programme with the Operational Programmes Competitiveness, Technical Assistance and Human Capital have been identified and the demarcation between them is clear.

The thematic objective and investment priority were selected based upon the identification of the relevant development needs for the reform of the public administration and judiciary.

The needs and challenges identified are consistently transposed in the specific objectives of the programme. The intervention logic of the Operational Programme Administrative Capacity 2014-2020 is clear and the action to output to result causality chain apparent and justified. Minor considerations for implementation would improve the intervention logic and Operational Programme Administrative Capacity 2014-2020 effectiveness.

The programme structure appears complex despite the reduced number of specific objectives from earlier drafts. The specific objectives are formulated in broad terms and translated into a significant number of results. The choice for the broad approach is justified by the wide range of needs and funding priorities included in the Partnership Agreement for the administration and governance challenge. In these conditions prioritization of the actions is worthwhile and, during the implementation of the programme, it would be practical to concentrate the effects of various actions and various beneficiaries through integrated projects.

The specific objectives continue this theme with a substantial objective under the first priority axis on the improvement of policies, structures and systems at central level and another on implementation of these mechanisms at local level under the second. Both axes also contain more specifically delineated objectives – for human resource development and public procurement under priority axis one and ethics, transparency and prevention of corruption under axis two – that are more readily connected to strategic needs identified in the programme strategy and implementation approaches. Specific objectives to improve the efficiency of the judicial system and access to justice are now more clearly delineated between the two axes.

As designed, the financing structure of OP AC is generally in line with the identified needs and challenges, planned activities and the underlying needs for financing. The selected form of financing through non-repayable grants and no use of financial instruments is well justified in view of the scope of the activities supported by OP AC and the types of beneficiaries.

The Programme substantially covers the way horizontal principles will be taken into account during implementation, but greater detail on key features of equal opportunity in the public administration and access to services could be included in the communication plan and the OPAC overall.

Indicators and performance framework

The suggested system of indicators conforms to the structures developed by the European Commission. All output indicators can be considered relevant to the activities and most result indicators are linked to the specific objectives.

There are opportunities to further increase the clarity and hence the measurability of the result indicators. This could be achieved through exclusion, reformulation or further details provided in the indicators' fiches.

Also in the case of output indicators clarity and measurability can be improved as well as the link with the result indicators.

Administrative capacity and arrangements for monitoring and evaluation

There is a strong base of administrative capacity from the Managing Authority which already has experience in implementing the similar programme from the current period. Whilst some implementation issues are still being addressed from this programme, the tools and mechanisms are principally in place to address these concerns. Sources of data for measuring indicators are appropriate and measures have been taken to reduce the administrative burden for both monitoring and overall management.

Consistency of financial allocations

The financing structure is to a large extent in line with the identified needs and challenges and planned activities, including the contribution to the integrated approach to territorial development.

Contribution to Europe 2020 strategy

The Programme makes a direct contribution to the Europe 2020 flagship Digital Agenda for Europe through actions addressing interoperability between elements of the public administration and e-Government. It will make indirect contributions to other flagship initiatives through horizontal actions supporting the public institutions with responsibility for the various relevant policy areas.

1 Introduction

1.1 Methodology used by the ex ante evaluation

- [1] The overall objective of the evaluation is to bring real added value and to improve the quality of the OPAC 2014-2020 by providing value judgements and recommendations regarding aspects of programming.
- [2] More specifically, the specific objectives are the following, in line with the requirements of Article 55 of the Common Provisions Regulation (CPR) COM1303/2013:
 - ✓ to ensure the OP's contribution to the EU strategy for a smart, sustainable and inclusive growth taking into account the selected thematic objectives and priorities and considering the national and regional needs;
 - ✓ to ensure the programme's internal and external coherence;
 - ✓ to ensure the coherence between the budget allocation and the programme's objectives;
 - ✓ to ensure coherence between the selected thematic objectives, the programme's priorities and objectives with the Common Strategic Framework, the Partnership Agreement and the specific recommendations for Romania, based on Article 121, paragraph 2 of the Treaty and the relevant recommendations of the Council adopted based on Article 148 paragraph 4 of the Treaty;
 - ✓ to ensure the relevance and clarity of programme indicators;
 - ✓ to ensure the conformity between estimated outputs and expected results;
 - ✓ to ensure realistic target values of indicators, considering the scale foreseen of support from the Common Strategic Framework CSF funds;
 - ✓ to ensure the adequate choice of proposed support forms;
 - ✓ to ensure adequate human resources and administrative capacity for programme management;
 - ✓ to ensure adequate procedures for monitoring and collecting the necessary data for evaluations;
 - ✓ to ensure the selection of adequate milestones for the performance framework;
 - ✓ to ensure the implementation of adequate measures to promote equal opportunities among women and men and to prevent discrimination; and
 - ✓ to ensure the implementation of adequate measures to promote sustainable development
- [3] The methodology proposed for the implementation of the project consisted of a mix of methods and tools for answering each of the evaluation questions. The principle methods of data collection and analysis were from document reviews and interviews, supplemented with focus groups and working meetings. The specific methodology for each evaluation question is summarised below:

Q1. To what extent there is coherence between selected thematic objectives, priorities and objectives corresponding to the programme, on one side, and on the other side, the Common Strategic Framework, Partnership Agreement and specific recommendations addressed to each country based on article 121 paragraph (2) of the Treaty and relevant recommendations of the Council adopted based on article 148 paragraph (4) of the Treaty? To what extent there is coherence with other relevant instruments (policies, strategies)?

[4] Answering this question was based on an in-depth documentary analysis visualised in a series of coherence matrices in order to present the links and intensity of the relationships between the OPAC and the main analysed documents and strategies. The findings were discussed through consultation with a number of relevant stakeholders, particularly OPAC programmers, as well as other Operational Programmes (OP) through focus groups.

[5] The main elements included in the evaluation were:

- Coherence with the CSF, PA and EC specific recommendations
- Coherence with other relevant instruments (policies and strategies)
- Coherence with other OPs in Romania for the period 2014-2020

Q2. How is the internal coherence of the programme ensured? Are the proposed support forms the most adequate?

[6] Desk research on internal coherence included an assessment of the extent to which the needs of the sector had been included in the strategic choices of the programme. The intervention logic was reconstructed and summarised in matrixes to identify the strengths and weaknesses of the logical links between different levels of the planned interventions. An assessment of the inclusion of key territorial challenges and lessons learned from the previous period was made along with an assessment of the appropriateness of the proposed implementation modalities. These were presented and discussed at working meetings with programmers.

Q3. To what extent the allocation of budgetary resources corresponds to the objectives of the programme

[7] The assessment complies with Article 55 (3)(c) of CPR which requires the ex-ante evaluation to appraise the consistency of the allocation of budgetary resources with the objectives of the programme. The evaluators determine whether the financial allocations: (i) are consistent with the objectives as well as the planned actions; (ii) concentrate on the most important objectives in line with the identified challenges and needs and with the concentration requirements set out in the Article 18 of CPR and Article 4 of European Social Fund (ESF) Regulation. In addition to the above, the ex-ante evaluation also appraises the compliance with the provisions of CPR and the ESF Regulations.

Q4. To what extent the indicators proposed in the programme are relevant and clear?

[8] The evaluation for this question complies with the CPR which notes “each priority shall set out indicators and corresponding targets expressed in qualitative or quantitative terms, in accordance with the Fund-specific rules, in order to assess progress in programme implementation aimed at achievement of objectives as the basis for monitoring, evaluation and review of performance”.

[9] The answer to this evaluation question includes: “the relevance and clarity of the proposed programme indicators”, the measurability, the use of common indicators and a number of key features as recommended in the guidance documents of the European Commission.

Q5. How do estimated performances contribute to results? To what extent are the results influenced by external factors, including by other existing instruments? Are the quantified target values of indicators realistic, considering the predicted support from Common Strategic Framework funds?

[10] This evaluation question was based on a documentary analysis, quantitative and qualitative assessment of the logic of the indicators, of the external factors that could influence the result indicators and the overall quality of the indicators.

Q6. To what extent the intermediary and final indicators and targets (milestones) selected for the performance framework are adequate?

[11] The structure and content of the performance framework was reviewed for the consistency of the indicators selected against the guidance. Once the quantification methodology has been provided, more concrete analysis of the appropriateness of the target values selected will be provided by documentary review and interviews with the programmers.

Q7. To what extent are the human resources and administrative capacity adequate for programme management?

[12] Evaluation of the management systems was limited to a review of the lessons learned from the implementation of similar types of measures in the current period coupled with an analysis of the new mechanisms, tools and structures the Managing Authority (MA) is planning to implement for the future. An assessment of the administrative burden issues was developed from interviews and a questionnaire to the beneficiaries of the OPAC.

Q8. To what extent are the programme's monitoring procedures and the procedures for collecting data necessary to performing evaluations are adequate?

[13] Evaluation of the monitoring systems was based on a review of the lessons learned from the implementation of the current period coupled with an analysis of the new mechanisms, tools and structures the Managing Authority has developed to address issues of reducing administrative burden. The Managing Authority will be supported in the preparation of an evaluation plan based on the requirements of the Fund and the information needs of the Programme managers.

Q9. To what extent does the Programme contribute to the strategy of the Union for an intelligent, sustainable and favourable growth of inclusion, given the selected thematic objectives and priorities, considering the national and regional needs?

[14] The expected OPAC contribution was measured through how the planned actions could be expected to contribute to:

- Europe 2020 and its 7 flagship initiatives - Digital Agenda, Innovation Union, etc. (intelligent growth), A Resource Efficient Europe, Industrial Policy for Globalization era (sustainable growth) Agenda for new skills and jobs, European Platform for Fighting Poverty (inclusive growth)

Q10. Which is the relation of the programme with other relevant instruments (policies, strategies)?

[15] The relevant national policies, strategies and instruments were identified and the coherence of OPAC with them was assessed as part of the EQ1. An assessment of the contributions of OPAC to these policies and instruments was made in qualitative and – to the extent possible from the information available – in quantitative terms.

Q11. Are the measures planned for promoting chances equality between women and men and preventing discrimination adequate? Are the measures planned for promoting sustainable development adequate?

[16] The analysis considered the extent to which horizontal principles had been included in the design process for the Programme as well as how they had been included in the actions of the Programme itself.

1.2 Overview of the ex-ante evaluation process

[17] The ex-ante evaluation was an iterative and interactive process, with the evaluators working closely with the programmers of the Managing Authority in the development of the content of the Programme. Various evaluation reports are produced reflecting the evolution and development of the Programme itself.

[18] A preliminary consultative document containing the outline structure of the Strategy of the OP was provided on 18th March 2014. Informal comments were presented to the OPAC programmers on 30th March 2014. A second preliminary consultative document containing an updated strategy and outline of the structure of the programme was provided on 8th April and was addressed by the evaluators with further informal comments. The first formal version of the draft OP using the appropriate template - but incomplete - was submitted to the evaluators on 28th April 2014 and formed the basis for both informal comments and the first ex ante evaluation report of the 30th May 2014. An informal intervention logic analysis was presented to and discussed with the evaluators and representative of DG EMPL on 16th May 2014. The second version of the ex ante evaluation report was submitted on the 26th June based on the second version of the Programme from the 16th June. A third version of the ex ante evaluation was submitted on 11th July responding to the Programme of 3rd July, a fourth version on 8th August and a fifth on the 17th October.

[19] This is the sixth version of the ex-ante evaluation report reflecting the revised official version of the OPAC submitted to the European Commission.

[20] The content of this report reflects the information available within the source documents provided by the programmers. .

1.3 Programme structure

[21] The OP consists of three Priority Axes, of which two are operational (covering respectively strengthening the structures, processes and competencies of the public administration and improving the delivery of service of the citizen) and one of technical assistance.

Priority Axis one, '*Efficient public administration and judicial system*' consists of four specific objectives:

- SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the Strategy for the Consolidation of the Public Administration (SCPA)
- SO 1.2 Development and implementing of modern human resource management policies and instruments
- SO 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system

- SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system

Priority Axis 2, '*Accessible and transparent public administration and judicial system*' consists of three specific objectives:

- SO 2.1 Optimising structures and processes within local authorities and public institutions to be able to exercise powers uniformly
- SO 2.2 Increasing the transparency, ethics, integrity of the public authorities and institutions
- SO 2.3 Improving the access and quality of services provided by the judicial system, including by ensuring an enhanced transparency and integrity

Priority Axis 3, '*Technical Assistance*' consists of two objectives:

SO 3.1 Improving the capacity of MA OPAC to effecicently and effectively implement the programme

SO 3.2 Ensuring publicity, information and support for OPAC beneficiaries.

2 Evaluation Question 1

EQ1. To what extent there is coherence between selected thematic objectives, priorities and objectives corresponding to the OPAC, on one side, and on the other side, the Common Strategic Framework, Partnership Agreement and specific recommendations addressed to each country based on article 121 paragraph (2) of the Treaty and relevant recommendations of the Council adopted based on article 148 paragraph (4) of the Treaty? To what extent there is coherence with other relevant instruments (policies, strategies)?

2.1 Approach and methodology

General approach

[22] The methodology adopted to answer this question considered first the CPR requirement assessing :

- the consistency of the selected thematic objectives, the priorities and corresponding objectives of the programmes with the CSF, the Partnership Agreement and the relevant country specific recommendations adopted in accordance with Article 121(2) TFEU and where appropriate at national level, the National Reform Programme (Article 55(3)(d) CPR);
- the internal coherence of the proposed programme or activity and its relationship with other relevant instruments (Article 55(3)(b) CPR).

[23] The definition of consistency in the context of 2014-2020 programming according to the European Commission "Guidance document on ex-ante evaluation" includes two elements (i) programme specific objectives are aligned with the identified challenges and needs in relation to the Europe 2020 strategy and (ii) they are given an appropriate weight in the programme.

[24] The ex-ante evaluation has thus to analyse:

- a) To what extent the identified national or regional challenges and needs are in line with the Europe 2020 objectives and targets, the Council recommendations and the National Reform Programmes;
- b) To what extent the investment priorities and their specific objectives consistently reflect these challenges and needs.

In order to provide an answer to this evaluation question in line with the above requirements, the ex-ante evaluation was structured and developed on two tasks:

A). Assessment of external consistency

B). Assessment of the relation with other relevant instruments

A) Assessment of external consistency

[25] The starting point of programming is the identification of development needs or challenges to be addressed¹, therefore the assessment of the programme strategy was focused on whether:

- the needs identified under the OPAC 2014-2020 are in line with the country-specific recommendations, National Reform Programme and the analysis done in the context of the European semester;
- the programme strategy is consistent with the content of the Partnership Agreement and takes into account the relevant elements of the Commission services country position paper;
- the programme strategy incorporates lessons learnt from 2007-2013 programming period;
- the challenges and needs identified under the OPAC are in line with the Europe 2020 objectives and targets;
- the operational programme is consistent with the CSF set out in Annex I of CPR;

Note: Consistency assessment includes as well the translation of the identified challenges and needs into the objectives of the OP (specific objectives), and to what extent they have an appropriate weight in the programme (Guidance document on ex-ante evaluation). This assessment is part of the Evaluation Question 2.

The assessment of the programme strategy includes also the examination of prioritisation of the identified challenges and needs under the OPAC 2014-2020.

B). Assessment of the relation with other relevant instruments

[26] The objective of this task is to assess if the programme is coherent with other relevant instruments at national and EU level by taking into account the following two aspects:

- the programme contribution to other strategies and policies;
- the influence of other policies and programmes (including other European Structural and Investment Funds (ESIF) programmes 2014-2020) on the expected results of the programme

2.2 Analysis

[27] The evaluation methodology was based on a mix of methods applied in an iterative process, matching with the progress of the OPAC preparation.

[28] The documentary analysis was the principle activity of the evaluation process. It started with an extensive inventory and study of the documents and continued throughout the evaluation, including verification of the updates of documents still in progress, e.g. strategies, other operational programmes, etc.

[29] The information was processed and findings captured using tailored tools, mainly matrix formats, e.g. coherence matrix, contribution matrix.

[30] The iterative process included also stakeholders' consultations to validate the findings of the evaluation and focus groups addressing the overall programme structure and the complementarities with other OPs.

¹ European Commission: Guidance Fiche – Intervention Logic, Version – 06/05/2013

[31] The evaluators provided answers to the evaluation question through five interim evaluation reports, based on different versions of the OPAC, as well as informal consultations on early versions of the programme strategy elements. These findings have been discussed in several working meetings with the programmers and the beneficiary.

A) Assessment of external consistency

Within this section the assessment will cover:

- Consistency of the OPAC with the Country Specific Recommendations (CSR) and the NRP
- Consistency with the Partnership Agreement and the relevant elements of the Commission Services Country Position Paper (CPP)
- Consistency with the CSF

Consistency with the CSR and the National Reform Programme

[32] Based on the assessment of the 2013 convergence programme and national reform programme, the EC formulated an opinion on major challenges that Romania has to address, and it was included in the CSR (COM(2013) 373). Regarding the administrative capacity the opinion was:

- (15) Poor administrative capacity is a core concern for Romania. The public administration is characterized by an inconsistent legal framework, frequent recourse to emergency ordinances, low levels of inter-ministerial cooperation and excessive bureaucracy. It is also undermined by a lack of skills, a lack of transparency in staff recruitment and high management turnover rates. Poor administrative capacity contributes to low absorption of EU funds. [...] The absorption of EU funds stalled for most of the second half of 2012, after several deficiencies in management and control systems and in public procurement were identified by national and European auditors. There is a significant risk that a substantial part of structural and cohesion funds will be de-committed in 2013
- (16)Improvements to the business environment should be integrated into a wider, coherent e-government strategy to promote an administrative culture of transparency and legal certainty and provide for better public online services. Romania should also undertake efforts to ease access to finance and to reduce the administrative burden on SMEs....

The updated opinion formulated in 2014 (COM (2014)424) included the following assessment on administrative capacity:

- (16) The weak capacity of the public administration to develop and implement policies remains a core challenge for Romania, hampering overall development of the country, the business environment and the capacity for public investment, while not allowing for the provision of public services of sufficient quality. The structural causes that led to a low administrative capacity were analysed in 2013. Based on this, a 2014-2020 strategy on strengthening public administration is currently under preparation and is expected to be finalized by mid-2014.
- (17) Despite important progress, the absorption rate for EU funds remains one of the lowest in the EU. Continuously weak management and control systems and public procurement practices may negatively impact the preparations for and implementation of the next generation of programmes. Public procurement legislation suffers from instability and a lack of coherence. The institutional set-up, with multiple actors and

frequently overlapping responsibilities is not equipped to tackle the shortcomings and provide appropriate guidance to contracting authorities. Corruption and conflicts of interests continue to be concerns for contracting authorities. A system for ex-ante checks for conflicts of interest in the award process of public procurement contracts is expected to become operational by the end of 2014.

- (18) Poor quality of regulations and the lack of transparency and predictability of the regulatory framework hinder businesses and citizens. Procedures for obtaining electricity, dealing with construction permits and paying taxes are still complex. Romania has made some progress in improving the quality, independence and efficiency of the Romanian justice system and in the fight against corruption, but these issues remain a concern for businesses seeking effective redress. Resistance to integrity and anticorruption measures at political and administrative levels is still strong.

[33] The council formulated eight recommendations in CSR 2014, one of them addressing directly the administrative capacity issues:

(7) Step up efforts to strengthen the capacity of public administration, in particular by improving efficiency, human resource management, the decision-making tools and coordination within and between different levels of government; and by improving transparency, integrity and accountability. Recommendations refers to accelerating the absorption of EU funds, strengthen management and control systems, and improve capacity for strategic planning, including the multi-annual budgetary element, tackling persisting shortcomings in public procurement, continuing to improve the quality and efficiency of the judicial system, fight corruption at all levels, and ensure the effective implementation of court decisions.

[34] The consistency with CSR 2013 and 2014 was analysed looking at to what extent the eight recommendations (from CSR 2013 and the updated CSR 2014) are translated into needs in the programme strategy and further on into the specific objectives.

[35] In the table below for each specific recommendation, we have identified the corresponding needs included in the programme strategy. For the recommendations where specific sectors have been mentioned we have detailed the analysis with specific sectoral administrative capacity needs that will be supported by the OPAC.

Table 1: OPAC consistency with CSR

Council Recommendation on Romania's 2013 National Reform Programme, delivering a Council opinion on Romania's 2013 convergence programme 2012-2016 ²	CSR 2014 ³	OPAC needs/ challenges (detailed where the case with sectoral specific needs regarding the administrative capacity relevant for the recommendation)	OPAC Specific objectives corresponding to the identified needs.
SR 2013.1. Complete the EU/IMF financial assistance programme	SR. 1. Implement the EU/IMF financial assistance programme by fully addressing the policy conditionality included in the Memorandum of Understanding of 6 November 2013 and its subsequent supplements that complements and supports the implementation of these country specific recommendations.	Consistent; Indirectly addressed through: administrative capacity development addressing the horizontal needs of the public institutions with responsibilities for EU, IMF assistance, except those specifically addressed to EU assistance beneficiaries.	SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions

² <http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2010649%202013%20REV%202>

³ Council Recommendation regarding National Reform Programme of Romania for 2014; http://ec.europa.eu/europe2020/pdf/csr2014/csr2014_romania_ro.pdf

<p>SR 2013.2. Ensure growth-friendly fiscal consolidation and implement the budgetary strategy for the year 2013 and beyond as envisaged, thus ensuring achievement of the medium-term objective by 2015. Improve tax collection by implementing a comprehensive tax compliance strategy and fight undeclared work. In parallel, explore ways to increase reliance on environmental taxes. Continue the pension reform started in 2010 by equalising the pensionable age for men and women and by promoting the employability of older workers.</p>	<p>SR. 2. Implement the budgetary strategy for 2014, significantly strengthen the budgetary effort to ensure reaching the medium-term objective in 2015 in line with commitments under the Balance of Payments programme and as reflected in the 2014 convergence programme, in particular by specifying the underlying measures, and remain at the medium-term objective thereafter. Improve tax collection by continuing to implement a comprehensive tax compliance strategy, stepping up efforts to reduce VAT fraud. Fight undeclared work. Reduce tax burden for low- and middle-income earners in a budget-neutral way. Finalise the pension reform started in 2010 by equalising the pensionable age for men and women.</p>	<p>Consistent; Indirectly addressed through: administrative capacity development needs of Ministry of Public Finance required to address this recommendation (e.g. improving the decision making process, strengthening the regulatory framework and implementation of institutional measures to reduce undeclared work, consolidation of the monitoring of high fiscal risk areas, improving fiscal legislation)</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions</p>
<p>SR 2013.3. Pursue health sector reforms to increase its efficiency, quality and accessibility, in particular for disadvantaged people and remote and isolated communities. Reduce the excessive use of hospital care including by strengthening outpatient care.</p>	<p>SR 3 Step up reforms in the health sector to increase its efficiency, quality and accessibility, including for disadvantaged people and remote and isolated communities. Increase efforts to curb informal payments, including through proper management and control systems.</p>	<p>Consistent; Indirectly addressed through: administrative capacity development needs of Ministry of Health required to address this recommendation (reorganizing the health insurance system, continue reorganisation of the health system, developing the system for monitoring, evaluation and control system of the health services, increase planning capacity at regional, county and local level); optimizing human resources, revision of the financing system, reimbursement, costs control</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increasing transparency, ethics and integrity within the authorities and public</p>

			institutions
<p>SR 2013.4. Improve labour market participation, as well as employability and productivity of the labour force, by reviewing and strengthening active labour market policies, to provide training and individualised services and promoting lifelong learning. Enhance the capacity of the National Employment Agency to increase the quality and coverage of its services. To fight youth unemployment, implement rapidly the National Plan for Youth Employment, including for example through a Youth Guarantee. To alleviate poverty, improve the effectiveness and efficiency of social transfers with a particular focus on children. Complete the social assistance reform by adopting the relevant legislation and strengthening its link with activation measures. Ensure concrete delivery of the National Roma integration strategy</p>	<p>SR 4. Strengthen active labour-market measures and the capacity of the National Employment Agency. Pay particular attention to the activation of unregistered young people. Strengthen measures to promote the employability of older workers. Establish, in consultation with social partners, clear guidelines for transparent minimum wage setting, taking into account economic and labour market conditions.</p> <p>SR 6. In order to alleviate poverty, increase the efficiency and effectiveness of social transfers, particularly for children, and continue reform of social assistance, strengthening its links with activation measures. Step up efforts to implement the envisaged measures to favour the integration of Roma in the labour market, increase school attendance and reduce early school leaving, through a partnership approach and a robust monitoring mechanism.</p>	<p>Consistent; Indirectly addressed through: administrative capacity development needs of Ministry of Labour required to address this recommendation (legal framework development for social assistance; developing the monitoring institutional capacity, evaluation analysis and prognosis development, improving HR competences, setting an efficient, balanced and flexible social benefits system, developing social services addressing elderly people, increasing the capacity of the local public authorities). The needs regarding labour market administrative capacity are addressed by OP HC.</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 1.2 Developing and implementing modern policies and tools for human resource management</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
<p>SR 2013.5. Speed up the education reform including the building up of administrative capacity at both central and local level and evaluate the impact of the reforms. Step up reforms in vocational education and training. Further align tertiary education with the needs of the labour market and improve access for disadvantaged people. Implement a national strategy on early school leaving</p>	<p>SR 5. Increase the quality and access to vocational education and training, apprenticeships, tertiary education and of lifelong learning and adapt them to labour market needs. Ensure better access to early childhood education and care.</p>	<p>Consistent; Indirectly addressed through: administrative capacity development needs of Ministry of Education required to address this recommendation (decision making process improvement, improving legislation, preparing studies evaluations, strengthening the monitoring and evaluation of the public policies and services), strengthening the administrative</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 1.2 Developing and implementing modern policies and tools for human resource management</p> <p>SO 2.1 Optimizing structures and</p>

<p>focusing on better access to quality early childhood education, including for Roma children. Speed up the transition from institutional to alternative care for children deprived of parental care.</p>		<p>capacity of the ministry; preventing corruption in the education system. reorganisation of the schools network, increased quality of the education services (elaboration of the new curriculum, monitoring, evaluation, counselling and control system, etc), finalisation of the methodological framework needed for the transfer of responsibilities from central to local level, etc.</p>	<p>processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
<p>SR 2013.6. Strengthen governance and the quality of institutions and the public administration, in particular by improving the capacity for strategic and budgetary planning, by increasing the professionalism of the public service through improved human resource management and by strengthening the mechanisms for coordination between the different levels of government. Significantly improve the quality of regulations through the use of impact assessments, and systematic evaluations. Step up efforts to accelerate the absorption of EU funds in particular by strengthening management and control systems and improving public procurement.</p>	<p>SR 7. Step up efforts to strengthen the capacity of public administration, in particular by improving efficiency, human resource management, the decision-making tools and coordination within and between different levels of government and by improving transparency, integrity and accountability. Accelerate the absorption of EU funds, strengthen management and control systems, and improve capacity for strategic planning, including the multi-annual budgetary element. Tackle persisting shortcomings in public procurement. Continue to improve the quality and efficiency of the judicial system, fight corruption at all levels, and ensure the effective implementation of court decisions.</p>	<p>Fully consistent; Directly addressed The OPAC specifically and directly address the needs linked to this recommendation. There are horizontal needs across the public administration system consisting of weaknesses and gaps in:</p> <ul style="list-style-type: none"> - Decision making process, - Quality and accessibility of the public services - Human resources management - Strengthening of management control systems and improving public procurement in the context of ESI Funds - Transparency, integrity and accountability - Judiciary system efficiency and access to justice - Increasing EU funds absorption is not specifically addressed by OPAC. 	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management SO 1.4 Enhancing the effectiveness, transparency and accountability in the procurement system</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increase the transparency, ethics, integrity of the public authorities and institutions SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system,</p>

			SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level
SR 2013.7. Improve and simplify the business environment in particular through reducing administrative burdens on SMEs and implementing a coherent e-government strategy. Ease and diversify access to finance for SMEs. Ensure closer links between research, innovation and industry, in particular by prioritising research and development activities that have the potential to attract private investment. Step up efforts to improve the quality, independence and efficiency of the judicial system in resolving cases and fight corruption more effectively	No corresponding recommendation	N/A for CSR 2014 Fully consistent; Directly addressed through: administrative capacity development needs of Ministry of Economy and Ministry of Education responsible for RDI and Competitiveness policy areas.	SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SR 2013.8. Promote competition and efficiency in network industries, by ensuring the independence and capacity of national regulatory authorities, and by continuing the corporate governance reform of state-owned enterprises in the energy and transport sectors. Adopt a comprehensive long-term transport plan and improve broadband infrastructure. Continue to remove regulated gas and electricity prices and improve energy efficiency. Improve the cross-border integration of energy networks and speed up implementation of the gas interconnection projects.	SR 8. Promote competition and efficiency in energy and transport industries. Accelerate the corporate governance reform of state-owned enterprises in the energy and transport sectors and increase their efficiency. Improve and streamline energy efficiency policies. Improve the cross-border integration of energy networks and enable physical reverse flows in gas interconnections as a matter of priority.	Consistent; Indirectly addressed through the OPAC does not directly mention needs linked to this recommendation, but indirectly offers support for strengthening the administrative capacity e.g. for transport master plan implementation, monitoring and evaluation and broadband infrastructure development.	SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management

[36] The table above shows that the CSR are translated in the OPAC programme strategy as follows:

- The OPAC has directly translated into the programme strategy the needs linked to SR no 7 (CSR 2014) "Step up efforts to strengthen the capacity of public administration, in particular by improving efficiency, human resource management, the decision-making tools and coordination within and between different levels of government; and by improving transparency, integrity and accountability" .
- Six other recommendations are indirectly translated into the programme strategy through needs and support measures for ensuring adequate capacity in the respective sectors (e.g. education, social inclusion and poverty, RDI and competitiveness, health, public finance)
- One recommendation - SR 4 - and one specific part of the recommendation SR 7 are not addressed by OPAC, or only partially addressed:
 - o Accelerate the absorption of EU funds, strengthen management and control systems, and improve capacity for strategic planning, including the multi-annual budgetary element (SR 7), will be addressed by the OP Technical Assistance (OPTA).
 - o Labour market administrative capacity strengthening needs (SR 4) are included and addressed by the OP Human Capital (OPHC).
- These issues are also subject of complementarity of the OP Competitiveness with other OPs and will be elaborated later in this section.

The OPAC is fully consistent with CSR 2013 and 2014

Consistency with the National Reform Programme

[37] The NRP 2011-2013 contains a specific priority for improving the efficiency and transparency of the public administration that is substantially covered by the OPAC. The key priorities and their coherence to the OPAC are detailed in the table below:

Table 2: Coherence between NRP Priority and the OPAC

NRP Priority	OPAC needs and specific objectives
Implementing strategic reform for improving the public administration effectiveness [...]	<p>The OPAC addresses relevant needs: decision making process and administrative burden on businesses and citizens</p> <p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p>
Continuing better regulation-oriented measures at central public administration level	<p>The OPAC addresses relevant needs: decision making process and administrative burden on businesses and citizens</p> <p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p>
Professionalizing civil	The OPAC addresses relevant needs: Human resources

servants	<p>management</p> <p>SO 1.2 Developing and implementing modern policies and tools for human resource management</p> <p>All the other SOs include training of civil servants in the field of the respective SO and are coherent with this NRP priority.</p>
Standardizing administrative procedures	<p>The OPAC adresses relevant needs: decision making process and administrative burden on businesses and citizens and accessibility to public services</p> <p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
Increasing the absorption rate of structural and cohesion funds	<p>Not addressed by the OPAC, except the needs related to public procurement process improvement, which are addressed through the OPAC SO 1.4 Enhancing the effectiveness, transparency and accountability in the procurement system</p> <p>Funded by the OPTA, complementarities identified between the OPAC and the OPTA.</p>
Using Information and Communication Technology (ICT) to modernize public administration	<p>The OPAC relevant needs: decision making process and administrative burden on businesses and citizens Quality and accessibility to public services</p> <p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
Territorial development	<p>The OPAC relevant needs: decision making process and administrative burden on businesses and citizens and Quality and accessibility to public services</p> <p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
Continue the reform of the public procurement system	<p>SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system</p>

[38] The NRP 2014 has added additional reform measures and reconfirmed the priorities including those addressing public administration with a focus on: continuation of the reforms, modernisation of the public administration including increasing professionalism of the civil servants, improving the regulations quality, improving absorption rate for the European Funds, consolidation of public procurement, increasing autonomy of the local communities, improving legislation harmonization for an efficient administration, introducing an indicators evaluation system for public institutions at central and local level, revising the functioning norms and regulations. The NRP additional measures are addressed by OPAC.

The OPAC is consistent with the NRP.

Consistency with the Partnership Agreement and the relevant elements of the Commission services country position paper

[39] The Partnership Agreement identifies a number of structural factors affecting public administration reform and references findings from the implementation of the current programme. These broad needs are consolidated into two Development Challenges, Development Challenge 2 'People and Society' and Development Challenge 5 'Administration and Government'

[40] Development Challenge 2 identifies development needs specifically in the educational and health system, i.e. reforming the human resources management.

[41] Development Challenge 5 identifies a number of systemic development needs which have been directly transposed into the OPAC. Our analysis looks to what extent the challenges and needs included in the PA are addressed in the OPAC.

[42] Table 3 below presents the Structural Factors in the Partnership Agreement and the SO of the OPAC that address them, visualising the coherence between the Development Needs of the Partnership Agreement and the OPAC.

Table 3: Coherence between the Structural Factors of the Partnership Agreement and the OP needs and objectives.

Structural Factors identified in the PA	OPAC needs	OPAC specific objectives
The politicization of the public administration. The efficiency of governance is hindered by the excessive politicization of the public administration, a process characterized by a personalized approach to decision-making and institutional management, leading to constant reorganizations and reshuffling of public institutions.	Human resources needs Transparency and integrity	SO 1.2 Developing and implementing modern policies and tools for human resource management SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions
The misallocation of public funds and resources still represents a major issue affecting good and efficient governance. It represents both a cause and an effect for the conflicting mandate of the public	Decision making process needs Transparency integrity and	SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA

<p>administration. The process implies breaking the rules that govern the fair allocation of these funds and resources for transparently debated and substantiated policies meant to promote the public good.</p>	<p>accountability needs</p>	<p>SO 2.2. Increasing transparency, ethics and integrity within the authorities and public institutions</p>
<p>The public administration is fragmented and delegation of responsibilities is unclear, both at central and local levels. Fragmentation and lack of coherence is perceivable in terms of legislation (excess of normative acts, sometimes with contradictory/redundant provisions), budget allocation (across scattered policies and projects), institutional mandates, human resources management and use of IT&C tools (data-bases that are not inter-connected etc.)</p>	<p>Decision making process needs</p> <p>Human resources management needs</p> <p>Quality and accessibility to public services needs</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 1.2 Developing and implementing modern policies and tools for human resource management</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
<p>Lack of trust among political and administrative layers is not conducive to a real empowerment of professional civil servants, resulting in weak ownership and sense of accountability at the level of the administration. Politicization and personalization of public institutions, along with the ambiguity related to institutional mandates preserve a conservative administrative culture defined by resistance to change and lack of initiative. The general lack of trust and empowerment at the level of the administration results in excessive bureaucracy as a means of protecting oneself rather than taking responsibility for the given tasks. This is visible in the extensive micro-management, the number of endorsements necessary for various administrative decisions, the large volume of paperwork, etc.</p>	<p>Decision making process needs</p> <p>Quality and accessibility to public services needs</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>

<p>Lack of transparency – proper consultation that should improve legislation at local and central level is rarely taking place. Transparency is also a measure of the accountability of the public act towards the citizens, which is rather feeble at present and generates mistrust on the behalf of the civil society</p>	<p>Decision making process needs</p> <p>Transparency integrity and accountability needs</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions</p>
<p>Deprofessionalization – the pre-accession period has brought about an influx of young professionals into the public system and their skills were mainly used during the negotiation process with the EU. Once Romania joined the EU in 2007, a process of deprofessionalization started to occur, accentuated by the flow of professional civil servants leaving the administration to work either for EU institutions or in private consultancies.</p>	<p>Human resources management needs</p>	<p>SO 1.2 Developing and implementing modern policies and tools for human resource management</p>

Table 4: Coherence between Development Needs of the Partnership Agreement and the OPAC needs and specific objectives

Development needs	OPAC needs	Addressed by OPAC
Improving decision-making process and the efficiency of public expenditures at all levels	Decision making process needs	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</p>
Reforming the human resources management in public institution	Human resources management needs	SO 1.2 Developing and implementing modern policies and tools for human resource management
Reducing bureaucracy for businesses and citizens	Administrative burden on businesses and	SO 1.1 The development and introduction of systems and common standards in public administration to

	citizens	optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA
Opening the administration – enhanced transparency, integrity, accessibility and accountability of government and public services. Prevention of conflict of interest in public procurement	Transparency integrity and accountability needs Public procurement	SO 1.4 Enhancing the effectiveness, transparency and accountability in the procurement system SO 2.2 Increase the transparency, ethics, integrity and accountability of the public authorities and institutions
Enhancing capacity at all levels for Increasing quality and accessibility of public services throughout the Territory of Romania	Quality and accessibility to public services needs	SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
Enhancing administrative and financial capacity at national, regional and local level in pursuit of Romania's development goals	Decision making process needs Quality and accessibility to public services needs	SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
Developing coordination mechanisms among public institutions for better coordination of reform actions both horizontally and vertically, clear definition of public institutions mandates including coordination mechanism for implementing macroeconomic strategies	Decision making process needs	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA
Developing, introducing and supporting the use of ICT tools and open data concept	Quality and accessibility to public services needs	SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increase the transparency, ethics, integrity and accountability of the public authorities and institutions
More efficient, transparent,	Judiciary system	SO 1.3 The development and

accountable, accessible and consistent judicial system	needs	implementation of modern systems and tools, and effective management of the institutions of the judicial system, SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level.
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[43] The tables above show that the structural factors and the PA development needs are reflected in totality in the OPAC needs. In order to maintain a concise presentation of the findings in the documents in the table are included only the seven categories of needs (decision making process, administrative burden for the business environment and citizens, management, quality and accesibility of public services, management of human resources, transparency ethics and integrity, public procurement, judicial system) – exactly as they are formulated in OPAC, but they are further detailed and explained (see section EQ2).

The tables 3 and 4 lead to the conclusion that the OP addresses the structural factors and development needs formulated in the PA.

Consistency with the Commission Position Paper

[44] The Partnership Agreement is consistent with the Position Paper (Position of the Commission Services on the development of Partnership Agreement and programmes in Romania 2014-2020) and the selection of all 11 thematic objectives is justified by the position paper priorities for funding.

[45] One of the priorities for funding indicated in the CPP is “Modernisation and reinforcement of the national administration and of the judiciary with two components:

- Enhancing institutional capacity and an efficient public administration
- Strengthening ICT applications for e-government

The OPAC addresses directly the CPP priority for funding with its components.

In conclusion the OPAC is fully consistent with the Partnership Agreement and the CPP.

Consistency with the Common Strategic Framework (CSF)

[46] In accordance with Article 10 of CPR the CSF sets out “strategic guiding principles to facilitate the programming process and the sectoral and territorial coordination of Union intervention under the ESI Funds and with other relevant Union policies and instruments, in line with the targets and objectives of the Union strategy for smart, sustainable and inclusive growth, taking into account the key territorial challenges of the various types of territories”.

[47] In order to ensure that the policy commitments under the Europe 2020 are supported by ESIF and other EU investment the CSF incorporates principles regarding:

- i. selection of the thematic objectives for all ESI Funds during the 2014-2020 period;
- ii. adoption of integrated approaches to the utilisation of ESI Funds;
- iii. co-ordination and synergies between ESI Funds and other Union policies and instruments;

- iv. the horizontal principles referred to in article 5, 6 and 8 and cross-cutting policy objectives;
- v. arrangements for addressing key territorial challenges and the promotion of cooperation activities.

[48] For the use of ESF under the OPAC 2014 -2020 only the Thematic Objective (TO) 11 'Enhancing institutional capacity and ensuring an efficient public administration' was selected, as set out in Article 9 of CPR and accordance with Partnership Agreement 2014-2020. The overall objectives of this thematic objective are to 'strengthen institutional and administrative capacity at all levels and in all fields and promoting good governance principles...'

[49] There is no specific reference to adoption of integrated approaches, i.e. integrated projects, in the OPAC implementation, but it is clearly stated the approach to focus on more strategic and larger projects. Integrated projects may enhance synergies with other actions from other OPs or within the OP.

[50] The OPAC is by its nature a horizontal programme designed to support improvements to public administration. It will have a role in territorial development, general administrative development for the Integrated Territorial Investment of the Danube Delta. The OPAC will also be available for activities within the EU Strategy for the Danube Region. This role is further explained in the section dedicated to EQ2.

[51] The Partnership Agreement sets the general framework for the coordination of OPs among themselves and with other EU and national programmes. A mechanism for coordination was designed and will be operationalized during the Partnership Agreement implementation. Further details on the complementarities and synergies are assessed at the level of each OP. For OPAC they are analysed in the section "Coherence of OPAC with other programmes".

[52] The Partnership Agreement agreement designed the way the horizontal principles will be implemented at the ESI Funds mentioning that the subject will be detailed in each OP. OPAC details the implementation of the horizontal principles in the section 11.

Based on the findings detailed above we conclude all five CSF principles, enumerated at the beginning of this section, are considered in the OPAC current version, therefore we may appreciate OPAC is consistent with CSF.

B). Assessment of relation with other relevant instruments

[53] The objective of this task is to assess if the programme is coherent with other relevant instruments at national and EU level by taking into account the following two aspects:

- the programme contribution to other strategies and policies;
- complementarities of the OPAC with other Programmes, i.e. the influence of other policies and programmes (including other ESIF programmes 2014-2020) on the expected results of the programme

Programme contribution to other strategies and policies

[54] The analysis started with the inventory of the strategies included in the PA as a basis for identification of needs and challenges. For the development challenge Administration and Governance referenced the four national strategies: SCPA, National Anti -corruption Strategy (NAS), Strategy for the development of the judicial system (SDJS), Strategy for strengthening the integrity in the justice system (SSIJS) 2011-2016 and National Digital Agenda (NDA). Our

analysis started with assessing to what extent the four key strategies are translated into the OPAC needs and objectives (see table 5 below).

Table 5: Contribution of OPAC to other strategies and policies

Relevant Strategies specific objectives	OPAC relevant needs	OPAC relevant specific objectives
Strategy for Strengthening of the Public Administration		
GO 1 Adapting the structure and mandate of government to citizen's needs and the possibilities for financing		
SO 1.1 Increasing predictability on the organization and functioning of the institutions of the central government and the policies that they manage	Decision making needs	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA
SO 1.2 Ensuring the optimal division of powers between central and local government	Decision making needs; Administrative burden; Quality and accessibility to public services	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SO1.3 Reorganising administrative territories	Decision making needs;	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
GO 2 Implementing an efficient management in public administration		
SO 2.1 Increase the consistency, efficiency, predictability and transparency of decision making in public administration	Decision making needs	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes

		within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SO 2.2 Adaptation of policies and human resources systems objectives and requirements of a modern public administration	Human resources management needs	SO 1.2 Developing and implementing modern policies and tools for human resource management
SO 2.3 Promoting ethics and integrity in public administration and further action to reduce corruption and support recommendations of the CVM	Transparency, integrity and accountability needs	SO 1.4 Enhancing the effectiveness, transparency and accountability in the procurement system SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions
SO 2.4 IT solutions to streamline government	Quality and accessibility to public service needs; Administrative burden	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 1.2 Developing and implementing modern policies and tools for human resource management SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner SO 2.2 Increase the transparency, ethics, integrity of the public authorities and institutions SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level.
SO 2.5 Improve internal processes in the public administration	Quality and accessibility to public service needs	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SO 2.6 Quality and innovation in	Quality and	SO 1.1 The development and introduction of

public administration	accessibility to public service needs	systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA
SO 2.7 Improving the management of material resources in the public authorities and central institutions	Institutional development needs including management of institutional investments	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA
GO 3. Reduce bureaucracy and simplification for citizens, business and administration		
SO 3.1 Cutting red tape for citizens	Quality and accessibility to public service needs; Administrative burden	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SO 3.2 Cutting red tape for business	Quality and accessibility to public service needs; Administrative burden	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
SO 3.3 Reducing inter and intra institutional bureaucracy	Quality and accessibility to public service needs; Administrative burden	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner
GO 4. Strengthening government capacity to ensure quality and access to public services		

National Digital Agenda		
<ul style="list-style-type: none"> - Definition of the informational parameters of public services, focusing on e-identity and e-procurement; - Preparation of a central institutional structure to support the implementation of e-government projects; - Identification of data registries and owners of data registries for interoperability; - Use and promotion of open sources and open standards; - Implementation and management of informational public services. 	<p>Quality and accessibility to public services needs</p> <p>Human resources management needs</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 Optimizing structures and processes within the local authorities and public institutions to exercise competencies uniformly</p>
National Anticorruption Strategy		
<ul style="list-style-type: none"> - Preventing corruption in public 	<p>Transparency integrity</p>	<p>SO 2.2 Increase the transparency.</p>

institutions - Increasing the level of anticorruption education - Combating corruption through administrative and criminal measures - Approving the sectorial plans and developing the national system to monitor NAS	and accountability needs	ethics, integrity within the public authorities and institutions
Strategy for the development of the judiciary system		
- Rendering efficient the justice as a public service - Institutional Strengthening of the judiciary - Integrity of the judiciary - Ensuring the transparency of the act of justice - Improving the quality of the act of justice - Guaranteeing free access to justice	Judicial system needs	SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system, SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level.
Strategy for strengthening the integrity within the judiciary		
<i>Strengthening the integrity of the judicial system</i> Increase the transparency in the judicial system Improvement of the accessibility of the litigant to the system of courts and prosecutors offices and to information	Judicial system needs	SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level.
<i>Strengthening of the individual integrity</i> Improvement of the system of conduct rules and deontology Establishment of a culture of judicial integrity by specific training Improvement of the system of disciplinary liability	Judicial system needs	SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level.

[55] The table above shows that OPAC addresses to a large extent the four strategies needs, they are translated into OPAC needs

The Centre of Government Functional Review was part of a broader series of strategic reviews of the public administration in Romania. The objective of this study is the strengthening of Romania's policy process and policy institutions and as such is most appropriately included within the scope of the OPAC 2014-2020. Prepared under a 2009 agreement, the Review was published in late 2010 following two assessment frameworks from the World Bank and OECD/SIGMA and included a series of recommendations to be undertaken gradually over a period from the beginning of 2011 and into the medium term. As such, some of the recommendations remain valid for the programming of OPAC and are addressed principally through support to central level policy planning structures covered by S.O 1.1

The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA

Table 6: World Bank recommendations addressed by OPAC

Recommendation	Addressed in the design of OPAC 2014-2020 by:
<p><i>Integrate Policy and Financial Planning</i>, including an integrated policy and financial planning calendar; alignment of planning with fiscal strategy and annual budget planning; create a new decision making body to oversee the process; create a multiannual fiscal impact tool; and limit laws that would impose significant financial costs.</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p> <p>SO 2.1 <i>Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner</i></p>
<p><i>Improve Policy Formulation</i>, particularly on procedures, timelines and approach policy and legal documents; review strategic documents; strengthen GSG's quality assurance role; enhance the political review of policy documents; harmonise policy development with EU policies; and reduce the volume of administrative items reviewed at the government meeting</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p>
<p><i>Reduced Reliance on Ad Hoc Decision</i> making through an Annual Government Work Plan; improve the efficiency of government meeting; and enhance transparency</p>	<p>SO 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p>
<p><i>Expand Performance Information</i> by introducing monitoring and reporting on the AGWP and a performance monitoring approach for ministry and government strategic plans</p>	<p>S.O. 1.1: The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</p>
<p><i>Streamline Organisational Structures</i> to</p>	<p>SO 1.1: <i>The development and introduction of</i></p>

enhance the policy management function, including restructuring centre of government management and policy planning structures and procedures	<i>systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA</i>
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Other policy areas to which the OPAC will contribute through administrative capacity actions

[56] The PA also mentioned the need to support line ministries to enhance their administrative capacity in order to achieve the strategic goals of the Government. There are specifically mentioned to be supported eight ministries: Ministry of Economy, Ministry of National Education, Ministry of Labour, Family, Social Protection and Elderly, Ministry of Public Finance, Ministry of Regional Development and Public Administration, Ministry of Transport; Ministry of Health, Ministry for Environment and Climate Change and General Secretariat of the Government.

[57] The analysis aimed to assess to what extent the needs regarding the administrative capacity of the eight ministries and Ministry of Justice are addressed by the OPAC. In annex 1, the administrative capacity development needs of the ministries (as formulated in their strategies) are grouped on the OPAC specific objectives and needs (the six groups of needs formulated in the OPAC: Decision making process, Human resources management, Administrative burden for businesses and citizens, Quality and accessibility to public services, Transparency integrity and accountability, Judiciary system)

Table 7: Administrative capacity needs of line ministries

No	Ministry responsible for a policy area	Decision making process needs	Administrative burden on citizens and businesses	Human resources management needs	Quality and accessibility to public services,	Transparency integrity	Public procurement	Judiciary system
1	Ministry of Health	√		√	√			
2	Ministry of Education	√			√	√		
3	Ministry of Labour	√		√	√			
4	Ministry of Public Finance	√	√					
5	Ministry of Environment	√		√				
6	Ministry of Economy	√	√					
7	Ministry of Regional Development and Public Administration	√	√	√	√	√	√	

8	Ministry of Transport	-	-	-	-	-	-
9	Ministry of Justice	√		√	√	√	√

[58] The needs of the line ministries to implement the sector strategies are included in the OPAC needs.

[59] Although the administrative capacity development needs of the Ministry of Transport are not specifically formulated in sector policy documents, the needs have been confirmed in the stakeholders' meetings and the plans to prepare projects to be funded from the OPAC.

[60] The identification of needs, fine-tuning of those formulated in the existing policy documents should continue throughout the OPAC implementation.

In conclusion, there is a good coherence of the OPAC with national sector strategies.

Update and refining of the needs during the OPAC implementation is required.

Coherence of OPAC with other Programmes

[61] In order to assess the coherence of the OPAC with other programmes the evaluators analysed the OPAC against each OP of ESI Funds looking for:

- Actions that could strengthen effects to actions from other OPs, revealing thus complementarities; they are independently implemented but by nature of activity, or typology of target groups, or territorial target, the effects could be multiplied.
- Actions of the OPAC that could be implemented in synergy with actions of other OPs, meaning that they are implemented in a combined way in order to reinforce and mutually intensify effects as well as reduce administrative burden and ensure appropriate timing in the contracting process.
- Potential overlaps which would require attention for a clear demarcation of the actions.

[62] Tables 2.1 and A 2.2 (Annex 2) analyse the links (complementarities, synergies and demarcation) between the OPAC and other OPs, having as reference base the Ips, PAs in the first table and a theme based approach in the second table. This analysis was updated several times during the OPAC preparation and has been complemented by a focus group dedicated to discuss the issues between the various programmers and ex ante evaluators, as well as bilateral meetings with programmers of other OPs. A coordination system has been put in place by the Ministry of European Union Funds (MEF) to ensure a communication on an ongoing basis.

[63] The tables show a number of potential complementarities between the OPAC and other programmes. The demarcation between the actions of the OPAC is established by target group, or the type of action (which is specific to the OP). There are potential synergies that could be managed to enhance effects.

[64] The key issues in defining the complementarities and demarcations between the actions of the OPs (as detailed in Table 2.1. in Annex 2) are the following:

Complementarities of the OPAC with the OPC;

- Complementarities between the OPAC and the OPC PA2 interventions; demarcation between the actions funded from the two OPs is ensured and specified clearly in both OPs mentioning the ICT actions funded from the OPC and the corresponding support actions funded from the OPAC. The correlation of

the actions funded from the OPAC and the OPC PA 2 may lead to synergies and enhanced effects. This will be strengthened through a protocol of cooperation between the two MAs, formalizing in this way the coordination of the two OPs.

Complementarities of the OPAC with the OPHC.

- Complementarity with the OPHC, S.O. 4.12-4.15 support specific actions in order to support central and local public administration in order to deliver social services of general interest
- Complementarity with the OPHC, PA3, PI3.4, aiming the enhancement of PES (public employment services) capacity to provide high quality services tailored to the needs of the labor market. Complementarity with the OPHC regarding training of personnel in education and health – OPAC being limited to strategic management, budgeting, public policies, monitoring and evaluation, while the OPHC will address specific educational and health skills.
- Demarcation is established by target group; social services and PES capacity will be supported through OPHC.

Complementarities with the OPTA.

- The key areas of complementarity are actions for improving absorption capacity of ESI Funds). Demarcation of the complementary actions is ensured through the differentiation of the target group: the OPTA will fund actions addressing the authorities involved in the ESIF management system for the effective implementation of these funds; the OPAC addresses the interventions horizontally to all authorities and public institutions. During implementation, the OPAC MA will cooperate with OPTA MA which will be formalised through a protocol.

Other complementarities with Regional OP,

- Complementarities are possible by supporting through the OPAC the capacity of the institutions acting in the policy area relevant for other OPs (e.g. OPC, ROP, NRDP, OPHC, etc) that could enhance results.

Complementarities with other programmes

- Complementarities with Danube Delta Integrated Territorial Investments (ITI) actions are planned and specified in the OPAC, referring to the support provided to administrative capacity of the institutions involved in ITI management.
- Complementarities with Danube Region Strategy are possible in a similar way, contributing to the capacity of the institutions responsible for Strategy development and implementation.
- A particular case is the complementarity with two instruments in the Justice sector, funded through the Norwegian Financial Mechanism 2009-2014 and the wiss – Romanian Cooperation Programme.

[65] The key issues in defining the complementarities and demarcations between themes (as detailed in Table 2.2. in Annex 2) approached by the OPs:

HR Policy - Staff appraisal and remuneration in public administration

- Complementarity with the OPTA, S.O. 3.1.: support actions regarding motivation of personnel involved in coordination, management and control of ESIF,

ICT tools and digital agenda, e-government, e-justice

- Complementarity with:
- the OPC, SO 2.1 and S.O 2.3 support actions related to development of ITC infrastructure;
- the OPHC supports actions for increasing increasing utilization of ICT solutions for providing social services (S.O 4.7) and for providing medical services (S.O 4.11) S.O 6. 5 will lead to increased educational offers oriented on skills training and the use of digital solutions / type of ICT in teaching;
- the OPTA, S.O. 2.2 supports developing IT system (SMIS 2014+, including MySMIS) for ESIF implementation;

Open government

- Complementarity with:
- the OPTA, S.O 1.2. supports actions for ensuring transparency with regard of implementing ESIF
- the OPC , S.O 2.3 support actions regarding public services to citizen using e-government platform
- the ROP, S.O.12.1 support actions regarding ensuring transparency of implementation of ROP
- the OP Ro- Bulgaria, SO 5.1 –promotes transparency of public management in the CBC context. The OP also supports actions in order to ensure transparency of implementing the OP

Improvement of methods/procedures in public administration

Complementarity with:

- the OPTA promotes measure to capacity of authorities for implementing ESIF;
- the OPHC, SO. 4.12-4.15 supports specific actions in order to support central and local public administration in order to deliver social services of general interest;
- the OPHC, PA3 and PI8.7, support actions for enhancement of PES (public employment services) capacity to provide high quality services tailored to the needs of the labor market;
- the OPHC supports training for health and education sector other than training regarding policy making process . S.O. 6.7 support actions for improvement of academic management mechanisms to promote quality;
- the OP Ro- Bulgaria - 2.A.6.1. support actions in order to increase efficiency of public administration in CBC context

Measures to increase capacity NGOs

- Complementarity with:
- the OPHC, OPLI, ROP, NRDP, the OP's NGOs Beneficiaries will increase their capacity by accessing the programme
- OP Ro- Bulgaria - S.O.2.A.6. supports social organisations to deliver more efficient, adaptable and tailor-made policies and services with a comparable quality throughout the cross-border region

Reduction of administrative burden for businesses

Complementarity with:

- the OPTA supports actions for simplification of cohesion policy implementation in the period 2014-2020;
- the OPC, supports the use of ICT for business development (S O. 2.2, S.O. 2.3)

Integrated territorial development

Complementarity with:

- the OPTA, the OP supports coordination of European funding provided through the Operational Programmes of the three ministries, with the support of a Functional Working Group within MEF
- the OPHC, Axis 1,3,4,6 supports for development of human resources in the territory of ITI

- the OPLI supports integrated territorial development through investments aiming mobility and connectivity
- the OPC - S.O. 2.2 supports actions for growth of the added value of ICT and innovation in the field by developing clusters
- the ROP, PA 4 supports actions for sustainable urban development
- the NRDP Sub-measure 7.2 finance transport infrastructure

Measures to reform the public procurement system

Complementarity with:

- the OPTA, S.O 2.1. supports actions in order to improve the framework and conditions for implementing ESIF

Measure for improving the judicial system and implementation of anticorruption actions

Complementarity with:

- the OPTA, S.O 2.1 supports actions for development, implementation, monitoring and evaluation of the National Anti-Fraud Strategy for ESIF, S.O 1.2 supports actions related to anti-fraud, interest conflicts and incompatibilities for ESIF

Technical assistance

Complementarity with:

- the OPTA, the ROP, the NRDP, the ETC OP . The OPs supports actions for specific needs.

Conclusions

- [66] The key complementarities of OPAC have been identified in relation with OPC, OPTA and OPHC. The outputs of the actions could be combined, contributing to an enhanced/ extended result
- [67] The demarcation between the programmes is clearly formulated in the programme in terms of: different types of actions (e.g. administrative capacity vs ICT investments) different target groups (e.g. OPTA will support only ESIF beneficiaries and for the scope of ESIF implementation, while OPAC will support capacity development throughout the whole system except ESIF); through the type of competences supported (specific sectoral skills through OPHC vs strategic management, public policies through OPAC). These complementarities will be managed throughout the OPAC implementation, cooperation agreements (protocols will be signed to facilitate coordination).
- [68] The demarcation between the programmes is clearly formulated in the programme in terms of different types of themes approached by the OPs (e.g. OPAC will support improvement of public procurement at a horizontal level, OPTA supports public procurement for improving ESIF implementation, OPAC supports reduction of administrative burden for businesses through simplification of legislation and development and implementation of methods to reduce bureaucracy, OPTA supports simplification cohesion policy)
- [69] Due to the nature of the programme potential complementarities could be enhanced by supporting the administrative capacity of the public institutions involved in other OPs implementation as policy makers and not as authorities for implementation. The support for authorities responsible for implementation of other OPs is subject to support from OPTA.
- [70] There were no identified plans to implement actions from different OPs in a combined way and in this way enhance synergies. There is a good potential to intensify effects through synergies of the actions funded from OPAC with those funded through OPC, PA2.

2.3 Conclusions and recommendations

Conclusions	Recommendations
1. The Strategy of the OP (Section 1.1 Draft Template of the OP) is built upon the PA, the requirements in the CSF, Council recommendations on the National Reform Programme and Position paper on the development of the Partnership Agreement. OPAC is consistent with the above overarching documents.	No recommendation
2. The Programme is highly coherent with the SCPA contributing to all strategic objectives of the strategy. It is also consistent to a large extent to National Digital Agenda – addressing all needs of administrative capacity nature.	No recommendation
3. The programme is highly coherent with National Anticorruption Strategy and the draft of the Strategy for Development of the Judiciary.	No recommendation
4. OPAC contributes to achievement of a large number of sector strategies through support to the administrative capacity of the line ministries responsible for the policy in various areas. OPAC is coherent to a large extent to the sector strategies, although the needs for administrative capacity might not be formulated, e.g. Transport sector, or may evolve.	R1.1 Update , revision and fine-tuning of the administrative capacity needs of the line ministries for the implementation of the sector strategies during OPAC implementation
5. The key complementarities of OPAC are with OPC, OPTA and OPHC. The outputs of some actions therefore combine, contributing to an enhanced/ extended result.	No recommendation
6. The demarcation between the programmes is clearly formulated in the programme in terms of: different types of actions (e.g. administrative capacity vs ICT investments) different target groups (e.g. OPTA will support only ESIF beneficiaries and for the scope of ESIF implementation, while OPAC will support capacity	<p>R1.2. Ensure that planned mechanism of coordination of OPAC with other OPs is functional and effective at the national level and OP level.</p> <p>R1.3. Ensure clarity of the information provided to beneficiaries to understand the demarcation in the call for proposals documents</p>

<p>development throughout the whole system except ESIF); through the type of competences supported (specific sectoral skills through OPHC vs strategic management, public policies through OPAC). These complementarities will be managed throughout a mechanism across OPs and OPAC implementation, cooperation agreements (protocols will be signed to facilitate coordination)</p>	
<p>7. Due to the nature of the OPAC potential complementarities could be enhanced by supporting the administrative capacity of the public institutions involved in implementation of other OPs, as policy makers (the institutions with roles as authorities for OPs implementation are supported through OPTA)</p>	<p>R1.4. Inform and guide beneficiaries of other OPs how they can strengthen results from their projects through the funding of complementary actions from OPAC.</p>

3 Evaluation Question 2

EQ2. How is the programme's internal coherence provided? Are the proposed support forms the most adequate?

3.1 Approach

[71] The evaluation question is in line with the Common Provision Regulations requirement to appraise:

- the **internal coherence of the proposed programme** or activity and its relationship with other relevant instruments (Article 55(3)(b) CPR);
- the rationale for the form of support proposed (Article 55 (3)(h) CPR).

[72] The answer to this evaluation question consists of two parts:

- whether the objectives of the OPAC 2014-2020 consistently reflect the identified challenges and needs, and that they have been given an appropriate weight in the programme;
- the strength of the intervention logic of each priority axis.

[73] The EC guidance document the ex-ante evaluation outlined four directions of the analysis to respond to this evaluation question:

- consistency of programme objectives with needs and challenges;
- internal coherence of the programmes;
- intervention logic of each priority axis;
- the rationale for forms of support proposed.

3.2 Analysis

The evaluation methodology is based principally on the study of the OPAC document, other key documents used for programme preparation, re-construction of the intervention logic and identification of the causal links among the different elements of the OPAC.

The evaluation process was iterative and interactive. The evaluators assessed four intermediary versions of the OPAC, provided opinions in interim reports, discussed the findings and conclusions with the programmers and the beneficiary and consulted the relevant stakeholders on specific parts, e.g. relevance, links with other programmes or instruments.

Consistency of programme objectives with needs and challenges

[74] The needs and challenges identified in the policy documents relevant for OPAC serves as the basis for the selection of specific objectives, therefore the current task aims to show that the specific objective is necessary to address the challenges existing at the start of the programming period and what the programme intends to change.

[75] The findings of this assessment complement the analysis of external consistency under EQ1, as explained in the section 2 of the report. Within the external consistency assessment the evaluators analysed to what extent the relevant EU and national overarching and strategic documents were translated into the OPAC needs. Further on the logical link between the

- needs and the specific objective – object of EQ 2 analysis - will complete the consistency analysis proving that the OPAC specific objectives address the selected priorities of the strategic, overarching EU and national documents.
- [76] In the Strategy of the OPAC the needs and challenges of the public administration and judiciary are identified and organised into seven categories: (i) decision making; (ii) administrative burden for businesses and citizens; (iii) management of public services; (iv) human resources management; (v) transparency, ethics and integrity; (vi) public procurement; and (vii) judicial system.
- [77] The programme structure is built on two priority axes⁴ covering, firstly, improving the structures, systems, tools and capacity of the primarily, but not exclusively, central institutions of the public administration and judiciary and, secondly, improving the performance of the delivery of services, principally at a local level. Priority axis one contains four Specific Objectives – three for interventions in public administration and one for those targeting the judiciary and priority axis two contains three Specific Objectives – two for the public administration and one for the judiciary.
- [78] PA1 supports measures for clarification of roles of competences on different administrative levels, strategic planning and substantiation, programme budgeting, tools, methodologies and mechanisms in SO 1.1 as well as actions to increase administrative capacity and to identify collaborative partners for all institutional beneficiaries. SO 1.2 of this PA will support reviewing of the legal framework, the creation of an adequate, uniform and coherent human resources management framework as well as developing competencies amongst management staff in all public authorities and institutions. The efficiency of the judiciary through strengthened institutional capacity and structures is supported by SO 1.3. SO 1.4 targets the ongoing process of upgrading legislation on public procurement and strengthening implementation of these rules to ensure transparent and efficient commitment of funds by the public administration.
- [79] PA2 covers local level strategic planning and substantiation of decisions, quality and performance management systems, reduction in bureaucracy, capacity building and inclusion of social partners in SO 2.1 and actions for improving integrity, opening access to information and reducing corruption under SO 2.2. Use of the new legal codes, access to information and transparency in the judiciary are covered by SO 2.3.
- [80] A matrix of internal consistence (Table 7 below) was used to analyse the links that demonstrate if the identified challenges and needs are consistently translated into the objectives of the OP (specific objectives).
- [81] The OPAC mentions the intention to support social innovation solutions in the public administration reform but the only concrete reference concerns the support to public interest partnerships and non-profit organisations to develop monitoring and evaluation tools for public policies as well as mechanisms, procedures and tools for the consolidation of the social and civil dialogue. It also mentions supporting civil society in the drafting of policies at local level.

⁴ The third priority axis is Technical Assistance and it is not subject of the intervention logic analysis.

Table *: The matrix of the OPAC internal consistency

	Challenges identified in the Strategy of the OPAC 2014-2020	Addressed by
1. Decision making	<ul style="list-style-type: none"> the substantiation of public policies is still insufficient; limited capacity and information at central level to strategically plan measures or take decisions; the coordination and correlation of policy planning with the budget processes weak insufficient; the monitoring and evaluation of the performance at all administrative levels is difficult or not realised; problems at central level extend to local level; Local level strategies are not coordinated with central level policy and monitoring; Legislation is excessive, contradictory and lacks quality control; Inability to assess the effectiveness of performance; Social partners seen as opponents and not effectively included in decision making processes; Allocation of responsibilities and budgets between administrative levels is unclear 	<p>Consistency identified</p> <p>S.O.1.1 <i>The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the Strategy for the Consolidation of the Public Administration</i></p> <p>S.O.2.1 <i>Optimising structures and processes within local authorities and public institutions to be able to exercise powers uniformly</i></p>
2. Administrative burden for businesses and citizens	<ul style="list-style-type: none"> More services for citizens has been accompanied by overregulation, too many documents, lack of e-governance and poor use of information that is collected; Only 15% of a target of 25% reduction in administrative tasks was achieved to 2013; Administrative tasks burden business; Some areas of the administrative burden were not included in earlier costing exercises 	<p>Consistency identified</p> <p>S.O.1.1 <i>The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the Strategy for the Consolidation of the Public Administration</i></p>
3. Management of public services	<ul style="list-style-type: none"> improve efficiency and speed of service delivery whilst keeping high standards of fairness, predictability and trust; insufficient standardisation of quality and cost of public services; insufficient concern for design and delivery of public services, including over the long term; insufficient monitoring and evaluation of public service provision centrally and locally; Insufficient use of e-government and IT systems Some quality management systems have been developed but a unified approach is needed; Public services are negatively affected by the inability of local public administration to effectively plan and manage finances. 	<p>Consistency identified</p> <p>S.O.1.1 <i>The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the Strategy for the Consolidation of the Public Administration</i></p> <p>S.O.2.1 <i>Optimising structures and processes within local authorities and public institutions to be able to exercise powers uniformly</i></p>

4. Human Resources Management	<ul style="list-style-type: none"> the rules and responsibilities regarding the management functions are different at different administrative levels; the unitary vision of human resources management in the public administration is missing; lack of data means objective planning of human resources is impossible; Lack of a unified vision of human resource management in public service; the application of principles of performance management of human resources from the administration is inconsistent; 	Consistency identified <i>S.O.1.2 Development and implementation of modern human resources management policies and tools</i>
5. Transparency, integrity & accountability	<ul style="list-style-type: none"> Although rules on transparency and integrity are in place, implementation is not always good; the assurance of transparency of actions undertaken by public authorities and institutions is difficult; the size of the phenomenon of corruption in public administration is poorly known; insufficient knowledge of ethics counselling and 'whistleblower' functions; Common approach to risk assessment of line institution anti-corruption strategies is needed, to support effective implementation of the NAS 	Consistency identified <i>SO 1.4 Increase the efficiency, transparency, responsibility of the public procurement system</i> <i>SO 2.2 Increasing transparency, ethics, integrity and accountability of public authorities and institutions</i> <i>SO 2.3 Improving the access and quality of services provided by the judicial system, including by ensuring an enhanced transparency and integrity</i>
6. Public procurement	<ul style="list-style-type: none"> Low capacity of contracting authorities to prepare and contract tenders; Corruption and conflicts of interest; Relevant legislation is complex, unstable and lacks consistency and guidance. Implementation lacks monitoring; Numerous irregularities in procedures and processes. 	<i>SO 1.4 Increase the efficiency, transparency, responsibility of the public procurement system</i>
6. Judicial System	<ul style="list-style-type: none"> Ensuring proper implementation of the new codes; Implementing quality indicators and appropriate court workload and human resources & training; Improve judicial statistics; Better coordination between key stakeholders Institutional strengthening of key stakeholders and modernization of tools in support of decision making (including electronic tools); Strengthen institutions implementing judicial decisions (prisons, probation, seizure of assets); Develop a culture of integrity Improve access to justice 	Consistency identified <i>S.O. 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system</i> <i>S.O.2.3 Improving access and quality of services provided by the judicial system, including by ensuring greater transparency and integrity</i>

Table 8 shows that there are clear links between the selected needs and challenges and the specific objectives formulated in the programme strategy. The specific objectives are consistent with the needs and challenges identified and selected to be addressed through OPAC.

Internal coherence of the Programme

- [82] The appraisal of the internal coherence of the programme aims to determine the relationship between the specific objectives of each priority axis, and between the specific objectives of the different priority axes. Furthermore, the evaluators have verified the existence of complementarities and potential synergies.
- [83] The general design of the programme reveals a high degree of complementarity of the two priority axes. PA 1 is addressing the needs related to structures, systems and tools principally at central level while PA 2 is addressing the administrative capacity needs of the local authorities and public institutions to ensure the access of citizens to quality public services. The first PA sets the structural and systemic framework needed to further improve local level capacity.
- [84] The analysis of the complementarities at the level of SOs – visualised in table 8 below, reveals the translation of the approach explained above in the complementarities of SO 1.1 with SO 2.1 and SO 1.3 with SO 2.3 (marked in the table with the symbol √). In this way there is a complementarity between the structures, processes and tools on one side and the delivery of the services on the other. To some extent, but not entirely, this link could be seen also as a complementarity of the interventions at central level with those at local level.
- [85] SO 1.2 and SO 2.2 also have a complementarity feature in the sense that an improved human resources management framework and increased transparency, integrity and accountability in the public authorities and institutions will support effectiveness all other SOs due to their horizontal role in the system. SO 1.4 is complementary with increased transparency, integrity and accountability of SO 2.2. The links are marked in the table below with the symbol √.
- [86] Synergies could be enhanced through implementation in an integrated manner of the projects on SO1.1 with SO 2.1 combining the actions and the effect. A good understanding of the potential and the ways to enhance synergies will be needed at the beneficiary level.

Table 9: Internal coherence: complementarities and synergies between Specific Objectives and Priority Axes

	Priority Axis	PA1 Efficient public administration and judiciary system				PA2 Administrative and judicial systems accessible and transparent		
Priority Axis	Specific objectives	SO1.1: Common systems and standards [...]	SO1.2: Development and implementation of modern HRM practices and tools	SO1.3: Improving the efficiency of the judicial system	SO 1.4 [...] public procurement	SO2.1: Optimising structures and processes within local authorities [...]	SO2.2: Increase transparency, integrity and accountability [...]	SO2.3 Improving access and quality of services provided by the judicial system, [...]
PA1 Efficient public administration and judiciary system	SO1.1: Common systems and standards [...]					✓		
	SO1.2: Development and implementation of modern HRM practices and tools	✓		✓		✓	✓	✓
	SO1.3: improving the efficiency of the judicial system							✓
	SO 1.4 [...] public procurement							
PA2 Administrative and judicial systems accessible and transparent	SO2.1: Optimising structures and processes within local authorities	✓						
	SO2.2: Increase transparency, integrity and accountability [...]	✓	✓	✓	✓	✓		✓
	SO2.3 Improving access and quality of services provided by the judicial system, [...]			✓				

✓ - complementarity identified: the specific objective contribute to / influence directly or indirectly the achievement of other specific objectives

Intervention logic of Priority Axis

[87] The analysis of the intervention logic of the two PAs followed two lines of causal links:

- (i) the causal link between the specific objective the expected results and the results indicators and
- (ii) the causal links between the specific Objective, Actions and the outputs (measured through outputs indicators)

[88] For each specific objectives the causal links are visualised on the diagrams below.

Priority Axis 1 Efficient administration and judiciary system

Specific Objective 1.1: The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA

Specific Objective	Expected Results	Result Indicators
SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA	Unitary approach for the strategic planning and budgetary planning implemented in the central public authorities and institutions;	5S1 Central public authorities and institutions that have implemented the strategic planning and budgetary planning programme based on common methodologies and tools
	The unitary quality and performance systems implemented within central public authorities and institutions	5S2 Central public authorities and institutions which have implemented the unitary quality and performance management systems
	A system for evidence based policies implemented in central public authorities and institutions	5S3 Central public authorities and institutions that have issued public policies based on evidence, including ex-ante evaluation of the impact
	The framework to support the development at the local level developed and to increase the quality of public services	5S4 Official papers issued by institutions in charge
	Simplified procedures for reducing the administrative burden for business implemented in line with the Better Regulation Strategy	5S5 Central public authorities and institutions which have implemented measures in the strategy for better regulation, reducing the administrative burden for business and citizens
	Simplified procedures for reducing the bureaucracy for citizens implemented at the central level in line with the Integrated Administrative Procedures Simplification Plan for Citizens	
	Increased capacity of NGOs and social partners to involve in the formulation and promotion of alternative proposals to the public policies initiated by the Government	5S6 NGOs and social partners who have formulated and promoted alternative public policy on proposals initiated by the Government
	Knowledge and skills of personnel in central public authorities and institutions improved in order to support measures/actions under this specific objective	5S7 The staff of the central public authorities and institutions who have acquired a qualification by participating to training under SO 1.1.

Figure 1: PA1 SO 1.1. Intervention logic

Priority Axis 1 Efficient public administration and judiciary system

Specific Objective 1.1: The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA

Specific Objective 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA	Actions	Output indicators
	All actions	5S78 Projects supported to develop and introduce common standards in the public administration for optimizing the decision making process
	Strategic planning and programme budgeting at central level:	5S38 Central public authorities and institutions supported to introduce strategic planning and budgeting on programmes 5S39 Central public authorities and institutions supported to introduce unitary quality and performance management systems. 5S40 Public authorities and institutions supported to carry out studies, analyses and ex ante impact assessment for public policy making
	Developing management systems and tools	5S41 Methods, tools, procedures developed by central authorities to support local development
	Improve public policies and increase the quality of regulations	5S42 Public authorities and institutions supported to systematize and simplify the legislation active fund
	Simplify administrative procedures for citizens and business and reduce bureaucracy	5S43 Central public authorities and institutions supported to introduce measures to reduce administrative burdens for business and citizens
	Measures to support NGOs and social partners:	5S44 NGOs and social partners supported to improve their capacity to formulate and promote alternative proposals to the public policies initiated by the Government
		5S45 Staff from NGOs and social partners involved in training
	Developing skills and knowledge	5S46 Participants to training delivered by SO 1.1

Figure 2: PA1 SO 1.1: Intervention logic Actions - Outputs

Priority Axis 1 Efficient public administration and judiciary system
Specific Objective 1.2 Development and implementing of modern human resource management policies and tools

Specific Objective	Expected Results	Result Indicators
SO 1.2 Development and implementing of modern human resource management policies and tools	Unique and coherent management of human resources implemented in public authorities and institutions.	5S8 Central public authorities and institutions who have applied uniform methods in human resource management.
	Revised regulations regarding unitary pay with the introduction of uniform sets of rules	
	Revised procedures regarding recruitment, selection, evaluation, career and training of personnel introduced in the public authorities and institutions	
	Improved knowledge and skills of personnel in human resources departments and of the management personnel in central and local public authorities and institutions in the field of human resources	5S9 Staff in the public authorities and institutions who acquired a qualification at the end of participation in training for SO 1.2

Figure 3: PA 1 SO 1.2 Intervention logic

Priority Axis 1 Efficient public administration and judiciary system
Specific Objective 1.2 Development and implementing of modern human resource management policies and tools

Specific Objective 1.2 Development and implementing of modern human resource management policies and tools	Actions	Output indicators
	Legal and institutional framework regarding human resources management:	5S47 Central public authorities and institutions supported for development and introduction of uniform methods of human resource management
	Modern human resources management instruments for increasing professionalism and attractiveness of public administration:	5S48 Participants in training for human resources development

Figure 4: PA 1 SO 1.2. Intervention logic Actions Outputs

Priority Axis 1 Efficient public administration and judiciary system

Specific Objective 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system

Specific Objective	Expected Results	Result Indicators
SO 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system	Improved strategic management system through which can be ensured key strategic decisions regarding the administration of justice	5S10 Integrated management system created in the judiciary field 5S11 Institutions from judiciary field who have applied tools and quality and performance systems developed within the programme 5S12 Courts in which tools and standard integrated management have been applied .
	Institutional capacity consolidated for increased performance and quality in different institutions, including the implementation of the new codes	5S13 The rate of solving cases (in days) in the courts envisaged by the project 5S14 Cases pending calculated in the courts concerned to 6 months after reaching the aim of the projects 5S15 Courts in which the elimination rate has improved from 6 months to achieve the goal of projects

Figure 5: PA 1 SO1.3 Intervention logic

	Actions	Output indicators
SO 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system	Strategic and operational management system, integrated, assuring key decisions regarding the administration of justice	5S49 Justice institutions involved in the development of integrated management system 5S50 Justice institutions that develop tools and performance systems 5S51 Systems / IT management of court cases and/or institutional trials at the judiciary system developed/improved
	Enhanced institutional capacity at the level of the judicial system for increasing judicial performance, including the continued implementation of the new codes	5S52 Participants of the target group in training actions in areas that support quality and institutional performance in the judiciary 5S53 Courts in question of projects aiming to develop and implement of systems and modern tools for efficient management
	All actions	5S79 Projects aiming at improving the efficiency of the judiciary system

Figure 6: PA 1 SO 1.3 Intervention logic Actions Outputs

Priority Axis 1 Efficient public administration and judiciary system
Specific Objective 1.4 Increase efficiency, transparency, and responsibility of the public procurement system

Specific Objective	Expected Results	Result Indicators
SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system	Stable legal and institutional framework, efficient and coherent and in full compliance with EU legislation	5S16 Authorities and public institutions that have implemented norms and procedures for procurement rules in a uniform way.
	Public authorities able to implement EU rules on public procurement with fewer irregularities and financial corrections	
	Institutions involved in the management of public procurement develop common approaches	
	Knowledge and skills in public procurement of staff in the public administration improved	5S17 Personal acquiring a qualifying in SO 1.4.

Figure 7: PA 1 SO1.4 Intervention logic

	Actions	Output indicators
SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system	Measures to improve the legal and institutional framework of public procurement	5S54 Public authorities and institutions supported to develop and introduce measures for revision / simplification of rules and procedures relating to public procurement
	Support for measures aimed at improving the preparation and management of public procurement procedures and ensuring correct execution of contracts, amongst others	5S55 Public authorities and institutions supported to develop capacity in order to apply uniform rules and procedures for public procurement
	Developing the skills and knowledge of staff in public institutions	5S56 Participants in training on public procurement

Figure 8: PA 1 SO 1.4 Intervention logic Actions - Outputs

Logical analysis of Priority Axis 1. Efficient administration and judiciary system.

SO 1.1 - The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA

Table 10: SO1.1 Intervention logic

Connection	Strength of the connection	Comments / Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	The title suggests a broad objective. The intended change is nevertheless clarified by translating it into eight expected results.	
Specific objectives - actions	Strong	Actions are well connected to the specific objective.	
Actions and outputs	Strong	<p>Actions have a good link with the outputs.</p> <p>The large number of outputs (and output indicators) is a consequence of the large range of actions selected for this SO.</p>	

SO 1.2 Improving human resources management in public authorities and institutions.

Table11: SO 1.2 Intervention logic

Connection	Strength of the connection	Comments/Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	<p>Results are directly linked to needs identified in the Strategy of the OP. No clear targeting of the need for a follow-up to earlier assistance and systematisation of reporting on results</p> <p>Results well defined for legislative basis, institutional structures and capacity building.</p> <p>The change according to the results formulated is expected at central level regarding HR strategies and policies implemented mechanisms tools procedures improved.</p>	
Specific objectives - actions	Strong	<p>The actions logically contribute to the specific objective</p> <p>The actions cover the legislative base as well as the creation of the tools and mechanisms to implement HRM reform</p>	Clarify in the programme strategy the approach to local level beneficiaries although the PA is focused on central level.
Actions and outputs	Strong	Detailed list of output indicators clearly measure the contribution of the list of actions	

SO 1.3 Improving efficiency of the judicial system

Table 2: SO 1.3. Intervention logic

Connection	Strength of the connection	Comments/Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	The expected results reflect the objectives of strengthening the overall judicial system as well as the institutions within it	
Specific objectives and actions	Medium - Strong	The actions comprehensively cover the institutions of the judiciary, which taken together	Prioritization of actions is needed for implementation

		<p>will improve the overall performance</p> <p>There is a large number of actions defined for this specific objective</p>	
Actions and outputs	Medium-strong	<p>The outputs focus on training, IT systems, institutional performance and overall management of the sector, which reflects the large number of actions proposed.</p>	

SO 1.4 - Consolidating the capacity of public authorities and institutions in order to transparently and efficiently implement regulations regarding public procurement

Table 13: SO1.4 Intervention logic

Connection	Strength of the connection	Comments / Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	Results target the effective implementation of EU rules which will directly lead to the achievement of the specific objective	
Specific objectives - actions	Strong	Actions in improving the legal framework, practical implementation of procurement processes and training are clearly linked to the specific objective	
Actions and outputs	Strong	Output indicators can be achieved by actions proposed.	

Priority Axis 2 Administrative and judicial systems accessible and transparent
Specific Objective 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly

Specific Objective	Expected Results	Result Indicators
	Standard mechanisms and procedures for substantiating decisions and long term strategic planning implemented at local level	5S18 Authorities and local institutions that implemented mechanisms and standard procedures for substantiating decisions for long term strategic planning
SO 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly	Quality and performance management systems in line with the Phased Action Plan implemented in local public administration	5S19 Local authorities and public institutions in which have been implemented quality management systems and performance developed through the programme according to the action plan for prioritization and phasing of implementation of quality management
	Simplified procedures for reducing the bureaucracy for citizens implemented at the local level in line with the Integrated Administrative Procedures Simplification Plan for Citizens	5S20 Local authorities and public institutions in which have implemented measures to simplify procedures for citizens in accordance with the Integrated Plan for simplifying procedures for citizens developed at national level
	Increased capacity of NGOs and social partners to involve in the formulation and promotion of development at local level	5S21 Partnerships between NGOs / social partners and local authorities which are operational in 6 months after completion of projects
		5S22 Participants from NGOs and social partners who acquired a qualification by finishing the training.
	Knowledge and skills of personnel in local public authorities and institutions improved in order to support measures/actions under this specific objective	5S23 staff in local public administration who acquired a qualification at the end of the participation in training for SO 2.1.

Figure 9: PA 2 SO 2.1. Intervention logic

Priority Axis 2 Administrative and judicial systems accessible and transparent
Specific Objective 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly

SO 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly	Actions	Output indicators
	All actions	5S 80 Projects supporting optimisation of structures and processes within the local public authorities and institutions
	Strategic and financial planning, including local level elaboration of mechanisms for substantiating impact and cost benefit analysis, mechanisms for collaborating between local actors; financial management and developing and implementing local level policies	5S57 Local authorities and institutions supported for the introduction of mechanisms and standard procedures for substantiating decisions and strategic planning on long term
	Introduction of management instruments and processes at local level including quality management, cost and quality standards, streamlining local tax and spending mechanisms; budget planning and execution, simplification of administrative procedures; development of good practices and exchanges in experience nationally and internationally	5S 58 Local public authorities and institutions supported to introduce unitary quality management systems and performance according to the action plan for prioritization and phasing of implementation of quality management
		5S 59 Local public authorities and institutions supported to introduce measures for simplification of the procedures for citizens in compliance with the Integrated plan for simplifications of the procedures for citizens,
	Measures to support non-governmental organisations and social partners in consulting, supporting, monitoring, and evaluating local level policies and strategies. Development of civic responsibility	5S 60 Partnerships of NGOs and social partners and local authorities supported to support and promote development at local level
		5S61 Staff from NGOs and social partners participating in training activities
	Developing skills in local level public authorities on strategic planning, policy making, budgeting, substantiation, internal management control, monitoring and evaluation. Exchanges of experience	5S62 Staff from local government participating in training activities related to SO 2.1

Figure 10: PA2 SO 2.1 Intervention logic Actions Outputs

Priority Axis 2 Administrative and judicial systems accessible and transparent
Specific Objective 2.2 Increasing transparency, ethics and integrity in public authorities and institutions

Specific Objective	Expected Results	Result Indicators
SO 2.2 Increasing transparency, ethics and integrity in public authorities and institutions	Standardised presentation of public data and information managed by public authorities and institutions	5S24 Public authorities and institutions that have presented data and public information in a standardized format.
	Increased degree of implementation of the internal managerial control system in public authorities and institutions	
	Unitary implementation of norms, mechanisms and procedures in matters of ethics and integrity in public authorities and institutions	5S25 Public authorities and institutions that have adopted operational procedures on preventive measures on corruption and related indicators.
	Increased degree of implementation of measures regarding corruption prevention and of evaluation indicators in public authorities and institutions	
	Increased degree of awareness regarding corruption among citizens as well as among the personnel of the public administration	5S26 Staff from public authorities and institutions that improved knowledge and skills in preventing corruption, transparency, ethics, and integrity.
	Improved knowledge and competencies of the personnel of the public authorities and institutions regarding the prevention of corruption	

Figure 11: PA2 SO 2.2. Intervention logic

Priority Axis 2 Administrative and judicial systems accessible and transparent
Specific Objective 2.2 Increasing transparency, ethics and integrity in public authorities and institutions

SO 2.2 Increasing transparency, ethics and integrity in public authorities and institutions	Actions	Output indicators
	Measures for increasing transparency in the public administration: measures, procedures, tools, standards, training courses, handbooks	5S 63 Public authorities and institutions supported to introduce standards for presentation of data in public information
	Administrative measures in support of internal audit and control	
	Administrative capacity for preventing and reducing corruption	5S 64 Public authorities and institutions supported to develop operational procedures for monitoring the measures preventive anticorruption and corresponding indicators.
	Anticorruption education	5S 65 Surveys regarding the perception among citizens regarding the personnel of the public administration as well as awareness campaigns of the public regarding corruption
		5S 66 Personnel of the public authorities and institutions participant in training to prevent corruption transparency ethics and integrity

Figure 12: PA2 SO 2.2. Intervention logic Actions - Outputs

Priority Axis 2 Administrative and judicial systems accessible and transparent

Specific Objective 2.3 Improving access and quality of services provided by the judiciary system including by ensuring greater transparency and integrity

Specific Objective	Expected Results	Result Indicators
SO 2. 3 Improving access and quality of services provided by the judiciary system including by ensuring greater transparency and integrity	Improved professional knowledge at the level of the judicial system, with a specific focus on the new codes;	5S27 Participants from the target group professionally trained to unify jurisprudence 5S28 Information campaigns / Legal Education / other support services to citizens, including legal aid, implemented in the system 5S29 Courts at which operate developed / improved / updated IT systems
	Increased degree of access to justice of citizens by means of running informative/legal education campaigns and by offering support services, including legal assistance services made available to citizens	5S30 Courts at which operate developed / improved / updated IT systems to communicate with the parties
		5S31 Standardized procedures / support programs implemented to enhance ethics and integrity in the judiciary.
	Transparency and integrity ensured at the level of the judicial system according to the best practices in the area	5S32 Instances (courts) in which are tools of monitoring / evaluation of court activities.

Figure 13: PA2 SO 2.3. Intervention logic

Priority Axis 2 Administrative and judicial systems accessible and transparent

Specific Objective 2.3 Improving access and quality of services provided by the judiciary system including by ensuring greater transparency and integrity

SO 2.3 Improving access and quality of services provided by the judiciary system including by ensuring greater transparency and integrity	Actions	Output indicators
	All actions	5S81 Projects regarding the improvement of the quality and transparency in justice
	Training for the judicial system in new codes and evolution of judiciary practice	5S66 Staff from public authorities and institutions participating in training for prevention of corruption, transparency, ethics and integrity 5S67 Participants of the target group in training (conferences, seminars, training courses and specialization, etc.) aimed to support the unification of jurisprudence. 5S68 Projects relating to information and legal assistance, legal assistance and other measures to facilitate access to justice
	Drafting guidelines, manuals, books, materials, training plans, IT tools to support the training	5S70 Standardized procedures / support programs developed to ensure the integrity and ethics in the judiciary.
	Organizing information campaigns, legal education and awareness raising, development of guidelines/information materials on the provisions of the new codes, citizens' rights, promotion of information on judicial institutions and the services they provide; and improving the communication strategies	
	Further development of the IT systems in terms of increasing the quality and accessibility to services provided within the judicial system	5S69 Systems / IT applications and other tools developed to enhance transparency in the judicial system of information, documentation, access to files etc.
	Drafting and enforcement of improved policies for granting legal assistance, development of services in legal counselling	5S71 Instances (court) targeted projects aimed at improving the quality of services provided by the judiciary
	Actions to increase transparency, ethics and integrity through monitoring of the sector by NAS, improved information systems, surveys and communication strategies	5S73 Participants to the developed measures for MC members 5S74 Analyzes, studies, assessments

Figure 14: PA2 SO 2.3 Intervention logic Action outputs

Logical analysis of priority Axis 2. Efficient administration and judiciary system.

SO 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly

Table 14: PA2 SO 2.1 Intervention logic

Connection	Strength of the connection	Comments/Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	Results strongly orientated on budget/strategic planning and quality management with the link to reducing bureaucracy	
Specific objectives and actions	Strong	<p>Actions are specifically related to the strengthening local administrations and improving the quality of services is expected to cover the whole territory of the country, which is appropriate given that actions are specifically targeted to local authorities</p> <p>Actions to support NGOs and social partners address a weakness of the Operational Programme Administrative Capacity Development (OP ACD) 2007-13 where external parties could not be supported by the Programme. Their inclusion is important not only to strengthen civic dialogue and ensure local needs are identified and included, but also in the (eventual) provision of externally contracted services.</p> <p>Although as yet undefined, all the actions in the SO are expected to be appropriate for improving administrative capacity within the Danube Delta ITI</p>	
Actions and outputs	Strong	Although there are a diverse range of actions in line with the attempt to address diverse needs, the logic is in most cases clear.	

SO 2.2 Increase the transparency, ethics, integrity and accountability of the public authorities and institutions

Table 15: PA2 SO 2.2. Intervention logic

Connection	Strength of the connection	Comments/Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	There are a large number of results providing detail on the information dissemination, procedures, implementation and training. There is no result indicator for citizen's awareness	
Specific objectives and actions	Strong	Demand (training/networking) and Supply (systems/rules) side outputs for anti-corruption included. Action themes of transparency, integrity and anti-corruption specifically target the specific objective Actions cover all areas of the country and the full range of institutional and non government actors.	
Actions and outputs	Strong	Actions cover broad range of legislation, tools, research systems, training and communication that jointly will contribute to outputs and results.	

Specific Objective 2.3 Improving access and quality of services provided by the judiciary system including by ensuring greater transparency and integrity

Table 16: PA2 SO2.3. Intervention logic

Connection	Strength of the connection	Comments/Explanations	Recommendations (if necessary)
Specific Objective and results	Strong	Results are broad and address a number of issues in both improving access to justice and improving the quality of the judicial system	
Specific objectives and actions	Medium-Strong	A very large range of actions are indicated for this specific objective, which makes challenging the concentration of	Prioritization of the actions is needed during implementation

		<p>the support and also implementation.</p> <p>Use of integrated projects, which is mentioned in the OP, could be useful for concentration of the effects.</p>	<p>Facilitate use of large, integrated projects.</p>
Actions and outputs	Strong	There is a clear link between the actions and the outputs	

Summary of the intervention logic

[89] The following series of tables summarise the intervention logic analysis developed throughout this chapter by illustrating the specific changes that are identified at the strategic level (the SCR) and how these are translated into country level needs (the PA), sector level objectives (the SCPA, NACS, National Digital Agenda, SFJ and SSIJ as appropriate), and Programme level needs, specific objectives, expected results and expected outputs.

Table 17: Summary intervention logic

Public Administration priorities of the SCR (2013 & 2014)	Needs of the Partnership Agreement	Objectives of the SCPA	Strategy of the OPAC (Needs)	Specific Objectives of OPAC	Results of OPAC	Outputs of OPAC
Improving capacity for strategic and multi annual budgetary planning	<ul style="list-style-type: none"> Improving the efficiency of public expenditures at all levels Enhancing capacity at all levels for increasing quality and accessibility of public services Enhancing administrative and financial capacity at all levels 	<p>SO 1.1 Increasing predictability on the organization and functioning of the institutions of the central government and the policies that they manage</p> <p>SO 4.1 Increase the quality of and access to public services through cost efficiency and reduction of time delivery public service</p> <p>SO 4.2 Strengthening the financial capacity of local authorities</p>	<i>Decision making process – capacity strengthening at local and central level in strategic planning; monitoring and evaluation of performance; link between strategic planning and budget process; coordination between local and central strategies; unclear responsibilities between central and local levels</i>	<i>SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA</i>	Common strategic and budgetary planning, quality and performance systems and systems for evidence based policies in the central public institutions	Strategic planning and programme budgeting, management systems, public policies and regulations at central level
Increase the professionalism of the public service through improved human resource management	<ul style="list-style-type: none"> The public administration is fragmented Deprofessionalisation Reforming the human resources management 	SO 2.2 Adaptation of policies and human resources systems objectives and requirements of a modern public administration	<i>Management of Human Resources – development of a unified performance based vision of HRM, including transparent management mechanisms and legal structures</i>	<i>SO 1.2 Developing and implementing modern human resources management policies and instruments</i>	Unique and coherent human resources in public institutions; revised pay regulations, procedures for recruitment and career management. Improved knowledge in human resources departments	central public institutions clarified roles, mandates and competencies for human resources management; studies and analysis for policies; introduction of procedures and methodologies. Occupational standards / competencies framework developed & staff trained
Strengthening mechanisms for coordination between the different levels of government	<ul style="list-style-type: none"> The public administration is fragmented Develop coordination mechanisms both horizontally and vertically, clear definition of public institution mandates for implementing macroeconomic 	<p>SO 1.2 Ensuring the optimal division of powers between central and local government</p> <p>SO 1.3 Reorganising administrative territories</p> <p>SO 2.5 Improve internal processes in the public administration</p> <p>SO 3.3 Reducing inter and intra institutional bureaucracy</p>	<i>Decision making process – clarify the mandate of institutions; establish coordination mechanisms between different administrative levels</i>	<i>SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA</i>	The framework to support development and increase the quality of public services at the local level developed	Systematised normative acts

	strategies					
Use of impact assessment and systemic evaluations for improving the quality of legislation	<ul style="list-style-type: none"> Lack of transparency in legislation consultation 	SO 2.1.3 Improve the regulatory impact assessment process	Decision making process – simplification of legislation; ex ante impact analysis; lack of quality control mechanism at central level	SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA	A system for evidence based policies implemented in central public authorities and institutions	Central public authorities and institutions that use the developed studies, analysis to substantiate the impact of public policies
Accelerate the absorption of EU funds by strengthening management and control systems and improving public procurement	<ul style="list-style-type: none"> Effective application of the Union procurement law in the field of ESI funds 	SO 3.3 reducing inter institutional bureaucracy – preparation of a plan for simplifying public procurement	Public procurement – capacity of contracting authorities, legislation, complex institutional framework, monitoring and management.	SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system	Stable legal and institutional framework in line with EU legislation; public authorities able to implement EU rules; common approaches developed; staff skills improved	public institutions supported to create a stable , effective and coherent legal and institutional framework; public procurement departments trained and implement new approaches, mechanisms, tools.
Not referenced	<ul style="list-style-type: none"> Enhancing capacity at all levels for increasing quality and accessibility of public services throughout the territory of the country 	SO 2.5 Improve internal processes in the public administration SO 2.6 Quality and innovation in public administration SO 4.3 Develop mechanisms for monitoring and evaluation of public services	Management of public services – improve quality of service provision; establish standard costs; use of quality management systems; strengthen local capacity to manage funds and collaborate	SO 2.1 Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly	Quality and performance management systems implemented; independent monitoring and evaluation of public services	Local public institutions supported to introduce quality and performance management systems. Independent monitoring by NGOs
Improve decision making tools	<ul style="list-style-type: none"> Excessive politicization of the public administration Misallocation of public funds The public administration is fragmented Lack of trust among political and administrative layers Improving the decision making process 	SO 2.1 Increase the consistency, efficiency, predictability and transparency of decision making in public administration	Decision making process – introduction and extension of mechanisms for substantiation of decisions at the local level; improve involvement of NGOs	SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPASO 2.1 Optimizing structures and processes within	Unitary approach for the strategic and budgetary planning in central public institutions Standard mechanisms and procedures for substantiating decisions and long term strategic planning implemented at local level;	Central public authorities and institutions supported to introduce strategic planning and program budgeting Local public institutions supported to introduce planning and substantiation mechanisms

				<i>local authorities and public institutions to be able to exercise powers uniformly</i>		
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Public Administration priorities of the SCR (2013 & 2014)	Needs of the Partnership Agreement	Objectives of the SCPA/ National Anti-corruption Strategy	Strategy of the OPAC (Needs)	Specific Objectives of OPAC	Results of OPAC	Outputs of OPAC
Improve transparency, integrity and accountability	<ul style="list-style-type: none"> Misallocation of public funds Lack of transparency in legislation consultation Enhanced transparency, integrity, accessibility & accountability 	<ul style="list-style-type: none"> SO 2.3 Promoting ethics and integrity in public administration and further action to reduce corruption and support recommendations of the CVM 	<i>Transparency, ethics and integrity</i> – measure corruption; identification, development and implementation of measures to increase transparency, ethics and integrity; coordinating actions with civil society	SO 2.2 <i>Increasing transparency, ethics and integrity in public authorities and institutions</i>	Public authorities and institutions implementing the measures developed for publishing data in open format	Public authorities and institutions supported to introduce measures for publishing data in an open format
		<ul style="list-style-type: none"> Preventing corruption in public institutions Increasing the level of anticorruption education 			Public authorities and institutions which implement mechanisms for the application and monitoring of measures to prevent and fighting corruption	Public authorities and institutions which received support to develop mechanisms to implement and monitor the measures for corruption prevention and fighting

Public Administration priorities of the SCR (2013 & 2014)	Needs of the Partnership Agreement	Objectives of the Strategy for Reform of the Judiciary / Strategy for strengthening the integrity of judiciary	Strategy of the OPAC (Needs)	Specific Objectives of OPAC	Results of OPAC	Outputs of OPAC
Improve the quality and efficiency of the judicial system	<ul style="list-style-type: none"> More efficient, transparent, accountable, accessible and consistent judicial system 	Objective A – rendering efficient the justice as a public service	adoption and implementation of the new codes; electronic tools for interfacing with and managing the judiciary	SO 1.3 <i>Development and implementation of systems and modern tools and efficient management of the institutions</i>	Institutional capacity consolidated for increased performance and quality in different institutions, including the implementation of the new codes	Justice institutions applied quality tools and systems and performance developed within the programme
Ensure effective implementation of court decisions		Objective B – institutional restructuring of the judiciary				
		Objective E – Improving the quality of the act of justice	Improved jurisprudence unification; strengthen the system of execution of judicial decisions			

Business environment	Needs of the Partnership	Objectives of the SCPA	Strategy of the OPAC (Needs)	Specific Objectives of	Results of OPAC	Outputs of OPAC
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priorities of the SCR 2013	Agreement			OPAC		
		3.1 Cutting red tape for citizens				
Reduce the administrative burden on SMEs	<ul style="list-style-type: none"> Reducing bureaucracy for business and citizens 	3.2 Cutting red tape for business	Administrative burden for the business environment and citizens – simplification of procedures; development of methodological frame; improve quality of regulations affecting business and citizens; use more electronic tools	SO 1.1 <i>The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA</i>	Simplified procedures for reducing the administrative burden for business implemented in line with the Better Regulation Strategy	Central public authorities and institutions which implement measures in the strategy for better regulation, reducing the administrative burden for business
		3.3 Reducing inter and intra institutional bureaucracy				

Business environment priorities of the SCR 2013	Needs of the Partnership Agreement	Objectives of the Digital Agenda	Strategy of the OPAC (Needs)	Specific Objectives of OPAC	Results of OPAC	Outputs of OPAC
Implement a coherent e-government strategy	<ul style="list-style-type: none"> Services need to be provided through the use of e-government 2.0 public entities need to increase adoption of e-government services 	1.1 Increasing the transparency of public administration through computerisation of public services; 1.3 Increasing access to digitised public services; 1.4 efficient public administration and decrease the costs of the public administration 1.6 Improving governance on implementation of computerised public services	<i>Administrative burden for the business environment and citizens – the development of e-governance programmes and other IT&C instruments have not been carried out in a coordinated and integrated manner; poor use of IT&C tools and mechanisms</i> <i>Management of public services – insufficient use of e-government and IC&T systems and tools</i>	SO 1.1 <i>The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the SCPA</i> 2.1 <i>Optimizing structures and processes within local authorities and public institutions to be able to exercise powers uniformly</i>	Simplify administrative procedures for citizens and business and reduce bureaucracy; Simplified procedures for reducing the bureaucracy for citizens implemented at the local level in line with the Integrated Administrative Procedures Simplification Plan for Citizens	Central public authorities and institutions supported to introduce measures to reduce the administrative burden for business and citizens; Local public authorities and institutions in which is implemented the measures to simplify procedures for citizens in accordance with Integrated Plan to simplify procedures developed at national level.

Business environment priorities of the SCR 2013	Needs of the Partnership Agreement	Objectives of the Strategy for strengthening the integrity of the judiciary / National Anti-corruption Strategy	Strategy of the OPAC (Needs)	Specific Objectives of OPAC	Results of OPAC	Outputs of OPAC
Fight corruption more effectively	<ul style="list-style-type: none"> More transparent, accountable, accessible and consistent judicial system 	1.1 Increase the transparency in the judicial system	<i>Judicial system – strengthening the integrity of the judicial system as a whole</i>	SO 1.3 <i>Development and implementation of systems and modern tools and efficient management of the institutions</i>	Justice institutions applied quality tools and systems and performance developed within the programme	Legal institutions involved in the development of the integrated management system
		Preventing corruption in public institutions; Increasing the level of anticorruption education; Combating corruption through administrative and criminal measures	Transparency, ethics and integrity – scale poorly known; integrity in exercising the public position; promoting transparency and use of technology to fight corruption; ensure the transparency of public actions	SO 2.2 <i>Increasing transparency, ethics and integrity in public authorities and institutions</i>	Increased degree of implementation of measures regarding corruption prevention and of evaluation indicators in public authorities and institutions	Public authorities and institutions supported to develop mechanisms to implement and monitor the measures for corruption prevention and fighting

Lessons learned from the interim evaluation of OP ACD 2007-13

[90] The interim evaluation of the 2007-13 OP ACD was undertaken in 2012 and published in March 2013. It included an evaluation question on the ongoing relevance of the intervention logic and the strengths and weaknesses of the design in targeting the objectives of the programme. The findings from this part of the evaluation along with how they have been taken into consideration by the OPAC 2014-2020 is included in table 17.

Table 18: lessons learned from OP ACD 2007-2013

Finding on intervention logic from OP ACD 2007-2013	Addressed in the design of OPAC 2014-2020 by:
The OP continued to be relevant during the time of the interim evaluation, reflecting the needs as they were identified and in line with the national strategic documents in force;	The programming of the OPAC has been based upon both a comprehensive assessment of the needs of beneficiaries as well as the needs identified in their published national strategic planning documents
Whilst remaining relevant to the problem analysis and current situation, the objectives were formulated in too general a manner that made it difficult to identify performance indicators or quantify the degree to which programme objectives are or will be achieved. Lack of depth of analysis substantiating the OP weakens the intervention logic;	The programming of OPAC has similarly faced issues of clarity and detail of analysis given the large number of beneficiaries and the broad scope of the development needs identified in the overarching planning documents of the PA
Although eligible operations and activities, target groups and beneficiaries were exhaustively defined, the specific needs of different levels and types of institutions within the public administration was not sufficiently well identified. This compromised the implementation strategy and made it difficult to create an appropriate system of performance indicators;	The individual sectoral strategies of the principal government institutions benefiting from the programme, along with broad consultation with these and other beneficiaries during the planning period have enable a better estimation of individual beneficiary needs to be made. However, issues of clarity and the expected change within individual institutions by the end of the programme continue to be elusive due to the scale of the beneficiaries and their diverse needs
Apart from concentrating some resources in the three priority sectors for decentralisation, no operations or target groups were initially prioritised. This was subsequently corrected by financing projects identified in the government programmes and the national reform plan;	The programming process has included an informal process to identify the individual projects that beneficiaries may be interesting in developing. The specific experience of the 2007-13 period, where the concentration of funding in target sectors failed, led to the MA specifically avoiding this concentrating at the planning stage
Three types of intervention – ‘evaluation’, ‘elaboration of quality and cost standards of the	The reconstruction of the intervention logic has enabled the effective concentration of actions

public services' and 'administrative costs thereof' are included in the justification, but are subsequently included in several major intervention domains. This compromises the concentration of the interventions.	within specific objectives
Local level reform is undeniably needed but local projects have a low efficiency and effectiveness in the context of comprehensive reform which has been designed centrally;	The OP is designed around the concept of centralised policy change followed when ready by local level implementation. It also includes more details of local level needs and actions planned to address those needs.
The high percentage of central government authorities in the OP budget reflects the orientation of the programme logic to strategic interventions with effects throughout the administration.	The financial distribution of the benefits of the programme are now more specifically identified and quantified between central and local level (more and less developed regions)
Future capacity building interventions should be integrated and cover a whole system that delivers a public service (with all its levels) or a horizontal issue and should integrate monitoring and evaluation activities to ensure and highlight the effectiveness.	Some elements of the OPAC 2014-2020 cover a whole system (such as HRM) but the breadth of the sector and the diverse needs of beneficiaries have made this challenging.

Integrated approach

- [91] There is only a limited role for the OP in the instrument of the integrated approach. OPAC will support the administrative capacity of the public authorities and institutions integrated territorial investments Danube Delta. The whole range of needs for the strengthening of the administrative capacity are relevant to the ITI, so the support will be provided through the five specific objectives orientated towards the public administration (SO 1.1, SO 1.2, SO 1.4, SO 2.1 and SO 2.2).
- [92] The OPAC includes funds (16MEUR) for general administrative development for the Integrated Territorial Investment of the Danube Delta, identifying supporting the local administration systems and provision of public services which are threatened by limited budget resources and personnel retention. The support from OPAC will also complement other assistance coming from a range of other Operational Programmes targeting more technical environment, social and economic development. More detailed information regarding the extent of the support and the way the allocation was calculated would allow evaluators to formulate an opinion regarding the appropriateness of the allocation but this is not expected until the completion of the World Bank financed strategic development plan for the Danube Delta in mid 2015. Given historical experience of difficulties for new and inexperienced beneficiaries to apply for and manage funding, it would be beneficial if this was taken into consideration by the MA when planning for implementation

Rationale of the proposed forms of support

[93] As set out in Article 66 of CPR the ESI Funds can be used to provide support in the form of grants, prizes, repayable assistance and financial instruments, or a combination thereof. The forms of support proposed in the OPAC are limited to grants. This is appropriate considering that the beneficiaries are principally institutions of the central and local government or nonprofit organisations and the specific objectives of the programme are targeted towards institutional capacity building that will have no direct revenue generation or other financial benefits.

3.3 Conclusions and recommendations

Conclusion	Recommendation
<p>The specific objectives are consistent with the needs and challenges identified and selected to be addressed through OPAC.</p> <p>The objectives of the OPAC reflect the identified challenges and needs and have been given an appropriate weight in the Programme.</p> <p>The clarity of the section 1 could be improved in order to make the reader links easier the needs with the specific objectives</p>	<p>R2.1 Revise the first three groups of issues in section 1 (decision making process, administrative burden and management of public services) to clarify the connection with the specific objectives in the programme</p>
<p>Complementarities and synergies are apparent throughout the Programme</p> <p>The general design of the programme reveal a high degree of complementarity of the two priority axes PA 1 "Efficient public administration and judiciary system" and PA 2 "Administrative and judicial systems accessible and transparent" and their specific objectives.</p> <p>The approach reveals a complementarity between the structures, processes, and tools on one side and the delivery of the services on the other. To some extent, but not entirely, this link could be seen also as a complementarity of the interventions at central level with those at local level</p>	<p>R2.2. Synergies could be enhanced through implementation in an integrated manner of the projects on SO1.1 with SO 2.1 combining the actions and the effects and reducing the administrative burden on applicants. A good understanding of the potential and the ways to enhance synergies will be needed at the beneficiary level.</p>
<p>SO 1.2 and SO 2.2. have also a complementarity feature in the sense that an improved human resources management framework and increased transparency, integrity and accountability in the public authorities and institutions will support effectiveness of all other SOs due to their horizontal role in the system.</p>	<p>No recommendation</p>
<p>The link between specific objectives and results is strong for all specific objectives although the specific objectives appear to be formulated</p>	<p>No recommendation</p>

<p>broadly and for this reason they are translated in a large number of results (e.g. six for SO 1.1).</p>	
<p>The link between actions and specific objectives is to large extent clear, nevertheless the large number of actions in many of the SOs (particularly SO 11, SO 2.1 SO 1.3, SO 2.3) make them appear lacking concentration. The choice is justified by the PA wide range of needs and funding priorities proposed for the administration and governance challenge. Particularly</p>	<p>R2.3. Prioritization of the actions and use of integrated projects that could concentrate effects of various actions should be facilitated during OPAC implementation.</p>

4 Evaluation Question 3

EQ3. To what extent does the allocation of budgetary resources correspond to the programme's objectives?

4.1 Approach

[95] Article 55 (3)(c) of CPR requires the ex-ante evaluation to appraise the consistency of the allocation of budgetary resources with the objectives of the programme. This will determine whether the financial allocations:

- are consistent with the objectives as well as the planned actions;
- concentrate on the most important objectives in line with the identified challenges and needs and with the concentration requirements set out in the Article 18 of CPR and Article 4 of ESF Regulation.

[96] In addition to the above, the ex-ante evaluation also appraises the compliance with the provisions of CPR and the ESF Regulation.

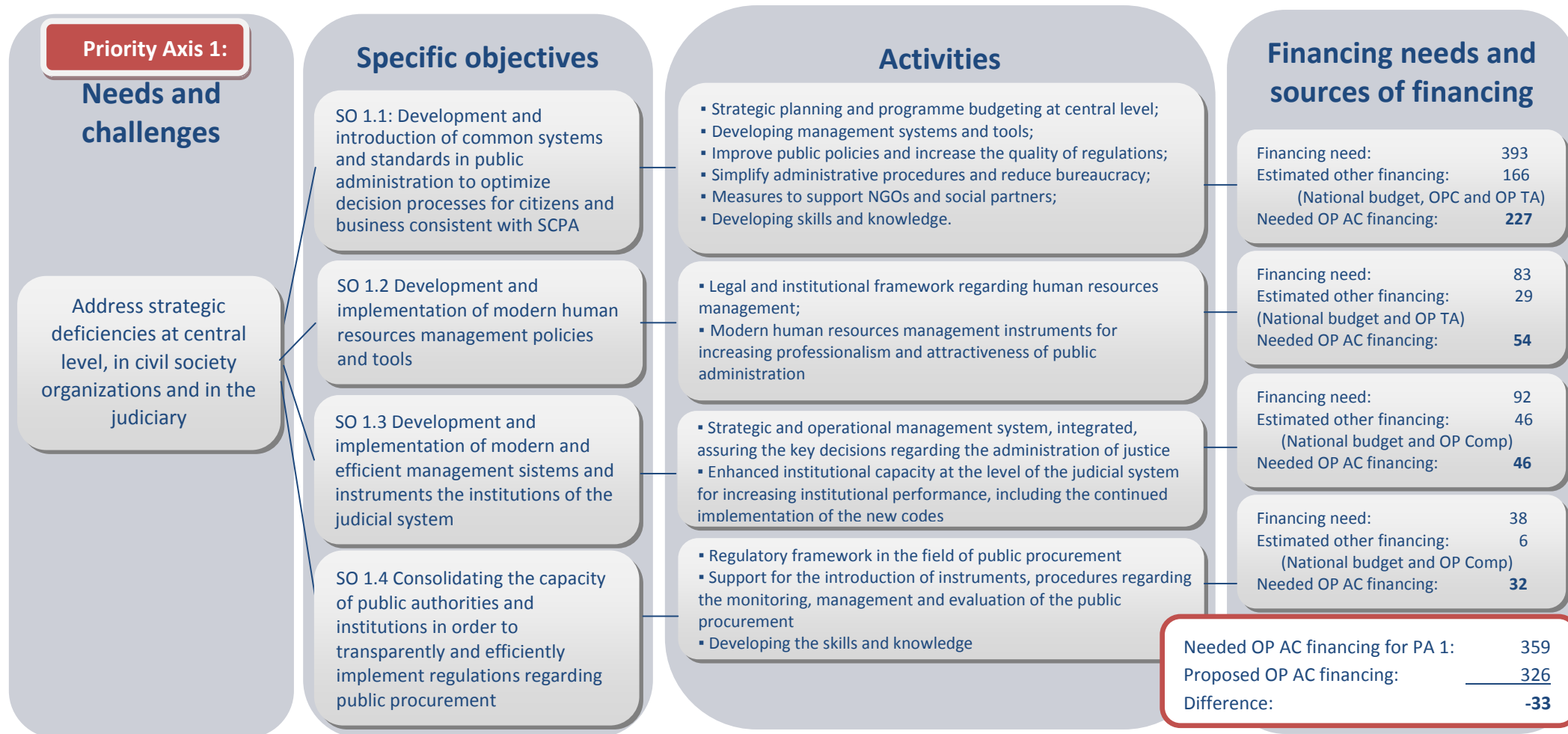
4.2 Consistency with the programme objectives

[97] The task aims at assessing the whether the financial resources are properly allocated, taking into account:

- the identified needs and challenges;
- the planned actions and the target level of output indicators;
- the forms of support proposed in the OP AC 2014-2020;
- the contribution to integrated approach.

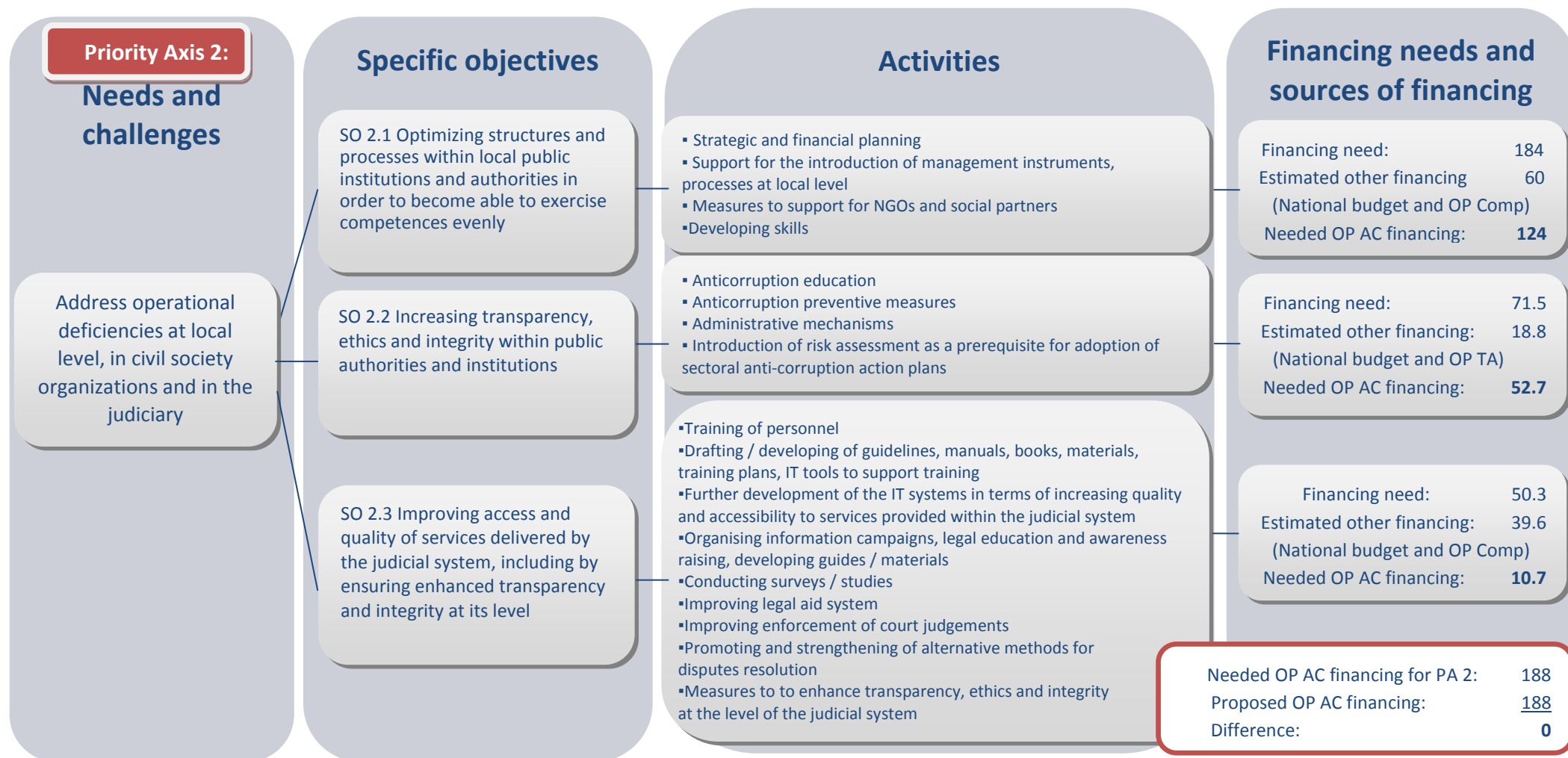
[98] OP AC 2014-2020 is elaborated taking into account the priorities and needs identified in the relevant strategic documents and key recommendations drawn based on the experience from OP ACD 2007-2013. In order to evaluate the consistency of the budget allocations with the **needs and challenges, programme objectives and planned activities**, we have developed a map of the objectives and key activities under PA 1 and PA 2 against the needed financing. The latter is then compared to the proposed financing under OP AC 2014-2020. Given the variety of activities included in each priority axis and the fact that some have not been financed under OP ACD 2007-2013, the evaluator has not adopted the approach of calculating unit costs for each of them.

[99] Financing requirements are estimated, based on the SCPA, which contains a detailed financing plan in its annex. According to this strategic document, OPAC 2014-2020 is intended to finance approximately half of the measures outlined in the strategy, where the remaining half will be ensured from the national budget (around 25% of total financing) and OPC and OP TA.



Source: Operational programme “Administrative capacity” 2014-2020 (version from September 2014), Strategy for Consolidating the Public Administration 2014-2020 in Romania, Memorandums of understanding on the implementation of the EEA and Norwegian financial mechanisms 2009-2014, own calculations.

Figure 15: Matrix of needs, objectives and activities vs. needed and proposed financing for PA 1, in thousand euro.



Source: Operational programme “Administrative capacity” 2014-2020 (version from September 2014), Strategy for Consolidating the Public Administration 2014-2020 in Romania, Memorandums of understanding on the implementation of the EEA and Norwegian financial mechanisms 2009-2014, own calculations.

Figure 16: Matrix of needs, objectives and activities vs. needed and proposed financing for PA 2.

Ex-ante evaluation findings:

- [100] The above schemes clearly show the link between the objectives and activities and their financing. A large part of OP AC resources is destined to finance measures under the SCPA. However, a part of the OP AC budget will also be allocated for the achievement of the objectives of the Romanian Strategy for the Development of the Judiciary 2014-2018, where there are synergies in certain areas between the two above-mentioned strategies.
- [101] The financial plan of the Strategy for the Development of the Judiciary 2014-2018 is very general. It is intended to be applied within the “existing fiscal framework”, where internal resources of the institutions involved, EU funds and other funding will be used. As stated in the Strategy, the estimated budgetary implications from its application will be included in the action plan, i.e. they are still not publicly available and cannot be directly linked to the financial allocations under OP AC. In the light of this and also taking into account that the judiciary is part of the public administration and, therefore, if the two strategies are coordinated, that the financial implications of the Strategy for the development of the judiciary 2014-2018 should be taken into account in the SCPA. Therefore, the estimate of the financial needs concerning administrative capacity are derived from the SCPA.
- [102] Based on the financing plan of the SCPA, the proposed budget allocations under priority axis 1 are estimated to be by around 33 MEUR less than the financing needs. These calculations are based on an assumption that national financing will consist only of 15% co-financing of EU-funded projects that OP Competitiveness will finance mainly IT-related projects and OP TA will contribute to the financing of measures addressing absorption capacity, as well as human resource development and visibility and transparency.
- [103] For priority axis 2 and again assuming complementary financing from the national budget, OP Competitiveness and OP TA, the financing needs and resources are practically balanced.
- [104] As a general conclusion, assuming that the financing needs are correctly estimated in the SCPA and that there is a high extent of coherence between this strategy and the Strategy for the development of the judiciary 2014-2018, it can be stated that the financing structure of OP AC is to a high extent in line with the needs for financing.
- [105] The **EEA grants and Norway grants** constitute one additional international source of financing in areas similar to those covered by OPAC 2014-2020. These grants represent the contribution of Norway, Iceland and Liechtenstein to the reduction of economic and social disparities between 16 EU countries in Eastern and Central Europe and the rest of the EU.
- [106] For Romania, total allocations under EEA and Norway grants amount to EUR 306 mln. (EUR 190.8 out of the EEA and EUR 115.2 mln. out of the Norway grants). The key areas of interventions, eligible for financing from EEA and Norway grants, for technical assistance and bilateral relations, civil society and justice and home affairs to some extent cover activities that will be financed from OP AC. For these priorities, a total of EUR 69.2 mln is allocated. This amount represents over 10% of the total (EU + national) budget of OP AC. Therefore, *the funding amount and priority areas under the EEA and Norwegian grants should be taken into account in the development of the financial justification of OP AC, along with the financing for the administrative reform from the national budget, OP Competitiveness and OP TA, mentioned in the SCPA.*
- [107] In all three priority axes of OP AC 2014-2020, the proposed **form of financing** is non-repayable grants. This approach is justified given the lack of market for the planned activities under OP AC and the potential beneficiaries of the programme – public administration

organizations, NGOs and social partners. The use of financial instruments (FIs) under TO 11 is also not recommended in a recent study by Price Waterhouse Cooper on the use of FIs in all 11 thematic objectives⁵. It shows that FIs are deemed to be the least applicable for financing of the interventions under TO 11.

[108] OP AC 2014-2020 is also designed to have a small contribution to the integrated approach in EU funds implementation, by supporting measures to develop the administrative capacity and to make use of the economic and social potential of the envisaged integrated territorial investments in the Danube Delta. Generally, the allocation of resources contributing to the integrated approach for territorial development is positive, as their value added should be higher when combined with other complementing investments. Both PA 1 and PA 2 are supposed to contribute, each at the amount of EUR 8 mln for the less developed regions in Romania. *There is, however, little information as to what activities will be supported with OP AC resources, how their amount has been decided upon and how they will contribute to the integrated territorial development.*

4.3 Concentration on the most important objectives

[109] A total of EUR 553 191 489 of European funding is allocated for the achievement of the objectives of the OPAC. Assuming an 80% co-financing rate for the more developed and 85% for the less developed Romanian regions, the total budget, including national co-financing, amounts to EUR 658 296 768.

[110] In terms of **categories of regions**, over 80% of the budget will be spent to improve institutional capacity in less developed regions, while the remaining 20% will be allocated for the Bucharest-Ilfov region. The programming document, in the justification of the financial allocations, contains an explanation as to how the funds are split between categories of regions. *It is still not clear, though, how the financing of measures, implemented in central authorities, will be attributed to more or less developed regions. Also, the share of the more and less developed regions in the financial allocations under PO 3, as stated in the justification of the financial allocations, does not correspond to the one, provided in the financial plan.*

[111] A general comparison with the budget of OP DAC 2007-2013 shows that total resources for OPAC have been significantly increased in 2014-2020 – by 166% in nominal terms and 146% in real terms. Additionally, taking into account that the scope of activities financed under each of the three priority axes will remain more or less the same, the structure of financing by priorities has been changed as compared to 2007-2013. The shares of funding for enhancing effectiveness of the institutions (PA 1) and for technical assistance are further expanded by 3 percentage points each, at the expense of the resources allocated for the improvement of the public services (PA 2). Thus, the funding for PA 1 and PA 3 amount respectively to 59% and 7% of total OP AC budget, while the allocations for PA 2 are down to 34% of the total budget.

Table 19: General comparison of OPAC budget in 2014-2020 with the OP DAC 2007-2013 budget by priority axes and categories of regions

⁵ Price Waterhouse Cooper, 2014, "Ex-ante assessment methodology for financial instruments in the 2014-2020 programming period: General methodology covering all thematic objectives", commissioned by the EIB and EC under Framework Agreement for the provision of technical assistance and advisory works, within the context of the JESSICA initiative, http://www.eurada.org/files/Access%20to%20finance/Ex-ante_financial_VolumeI.pdf

	Category of region	Commitments		% of commitments		Percentage difference from 2007-2013	
		2014-2020	2007-2013	2014-2020	2007-2013	in nominal terms	in real terms
Priority axis 1: Efficient public administration and judicial system		326 382 979	116 481 469	59%	56%	180%	158.9%
	Less developed	263 199 437	116 481 469	48%	56%		
	More developed	63 183 542	N/A	11%	N/A		
Priority axis 2: Accessible and transparent public administration and judicial system		187 697 657	83 201 049	34%	40%	126%	108%
	Less developed	151 361 807	83 201 049	27%	40%		
	More developed	36 335 850	N/A	7%	N/A		
Priority axis 3: Technical assistance		39 110 853	8 320 104	7%	4%	370%	334%
	Less developed	36 858 068	8 320 104	7%	4%		
	More developed	2 252 785	N/A	0%	N/A		
	Less developed	451 419 312	208 002 622	82%	100%		
	More developed	101 772 177	N/A	18%	N/A		
TOTAL		553 191 489	208 002 622	100%	100%	166%	146%

Source: OPAC 2014-2020 (version from November 2014), OP ACD 2007-2013 (version from 2012), own calculations.

Ex-ante evaluation findings:

[112] As formulated, **PA 1** includes a wide range of interventions and beneficiaries and the programme document does not contain any breakdowns of the EUR 326 mln. set aside for this priority axis. However, as a general remark, *putting the activities related to transnational cooperation in a separate axis might be considered to achieve an increase in the EU co-financing rates by 10 percentage points.*

[113] Funding for **PA 2** has increased almost by 126% as compared to 2007-2013, but its share in the total budget of the OP declined. Increasing support for ensuring better and more accessible public services entirely corresponds to the EU-wide result-oriented approach. However, experience in 2007-2013 shows that financial implementation of similar activities was slightly worse than that of the interventions under PA 1, which might justify the transfer of funds to PA 1 in 2014-2020.

[114] The share of EU resources, dedicated for Technical Assistance (**PA 3**) is 3 percentage points higher in 2014-2020, thus amounting to over EUR 39 mln. It will be used for covering management costs and for measures aiming to increase the administrative capacity of both the Managing Authority and the potential beneficiaries of the operational programme. Additionally, some of the resources will be spent to ensure visibility and information about OP

AC 2014-2020. In line with the inclusion of measures for training of potential beneficiaries, the share of technical assistance in the overall budget of the programme has been increased.

[115] The distribution of funding between categories of regions is the same by priority axes. In our opinion, it seems logical to *set the allocations for the less developed regions at higher level for PA 2, as under this axis more actions, related to the development of the institutional capacity and services provision at local level, are envisaged. Meanwhile, concerning PA 3, a higher share for the more developed regions might be applied as OP AC MA is situated in Bucharest.*

4.4 Compliance with the requirements set out in the Regulations

[116] According to the CPR, the amount of **co-financing** under the relevant priority axes of the operational programmes will be determined by the Commission. In the case of OP AC, it may not exceed 85% (for the less developed regions of the Member States whose average GDP per capita for the period 2007 to 2009 has been below 85% of the average for EU - 27 during the same period, as well as for the outermost regions). However, as the Bucharest-Ilfov region in Romania is qualified as more developed, the maximum EU co-financing rate for it is 80 % (Art. 120, p. 3 (c) of the CPR).

[117] According to Art. 11 (2) of the ESF Regulation, the share of EU funding can be increased by 10 percentage points (provided they do not exceed 100%), if an entire Priority Axis is defined as **transnational cooperation** or social innovation or a combination of both.

[118] In terms of content, as specified in the CPR (Article 96, item 2 (d)), the **Financial Plan** for each operational programme must contain a predefined set of tables and breakdowns of the financial allocations.

[119] The General Regulation introduces a requirement on the maximum amount of funds for **technical assistance**, which, according to Art. 119 of the Regulation must not exceed 4% of the total funds allocated for operational programmes under each category of target regions for growth and jobs.

[120] 1304/2013 ESF Regulation specifies additional constraints on the **thematic concentration** of aid financed by the Fund. Art. 4 of the Regulation sets minimum thresholds for the financing of certain thematic objectives and restrictions on the concentration of resources in a small number of priorities set out in Art. 3 (1) of the ESF Regulation.

Ex-ante evaluation findings:

[121] There is scope for increasing EU **co-financing** rate by 10 percentage points, a separate axis on transnational cooperation is established.

[122] From a formal point of view, Tables 17, 18a, 18b and 18c in the **financing plan** in the current version of the operational programme, feature all required elements, including breakdown by main funds, categories of regions, years, thematic objectives and performance reserve.

[123] The draft OPAC 2014-2020 from July 2014 contains a first draft of the **justification of the financial allocations**. It provides information of the thematic objective, to which achievement the operational programme will contribute, as well as a justification of the financial allocations by priority axes and categories of regions. References to the relevant strategic documents are provided. Still, despite mentioning of the synergies that will be sought with the interventions, which will contribute to the achievement of TO 2, practically *no information is given as to how complementarity with other sources of financing will be achieved.*

[124] The requirement on the maximum amount of funds for **technical assistance** is not met with respect to OP AC. It is however valid at the level of EU fund and region and not at the level of each of the OPs, financed out of it and will most probably be compensated by the other ESF-funded OPs.

[125] With respect to the requirements for **thematic concentration** set out in Art. 4 of the ESF regulation, they are either non applicable for OP AC 2014-2020 or automatically met.

4.5 Conclusions and recommendations

Conclusion	Recommendation
As designed, the financing structure of OP AC is generally in line with the identified needs and challenges, planned activities and the underlying needs for financing. The selected form of financing through non-repayable grants and no use of financial instruments is well justified, in view of the scope of the activities, supported by OP AC and the types of beneficiaries.	No recommendation
Although the proposed contribution of OP AC to the implementation of an integrated approach to territorial development is small, no information is provided as to what activities will be supported with OP AC resources, how their amount has been decided upon and how they will contribute to the integrated territorial development.	R 3.1. Further elaboration as to how the resources, dedicated for ITI, will be spent might be provided.
The current version of the OPAC contains much more elaborated information on the justification of the financial allocations . It is however more focused on the results sought to be achieved rather than the needs and challenges that will need to be addressed.	R3.2. The programmers could elaborate the justification of the financial allocations by: <ul style="list-style-type: none"> Summarizing the main needs and challenges that the programme addresses and give evidence of their magnitude (if possible);.
There is scope for optimization of the share of the EU financing, if a separate priority axis on transnational cooperation is established.	R3.3. Setting apart the activities, related to transnational cooperation in a separate axis might be considered to achieve an increase in the EU co-financing rates by 10 percentage points.
Justification of the allocation of funding by categories of regions is provided in the current version of the programme. However, it might benefit from further fine-tuning.	R 3.4. Provide justification on how the financing of measures, implemented in central authorities, will be attributed to more or less developed regions. In purely technical terms, the share of the more and less developed regions in the financial allocations under PO 3, as stated in the

	justification of the financial allocations, needs to be aligned with the one, provided in the financial plan
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5 Evaluation Question 4

Q4. To what extent are the indicators proposed in the programme relevant and clear?

5.1 Approach

[126] According to the CPR *“each priority shall set out indicators and corresponding targets expressed in qualitative or quantitative terms, in accordance with the Fund-specific rules, in order to assess progress in programme implementation aimed at achievement of objectives as the basis for monitoring, evaluation and review of performance”*.

[127] Following Article 55 (3) (e) the ex ante evaluators shall assess *“the relevance and clarity of the proposed programme indicators”*.

[128] Following the recommendations of the Guidance document on ex-ante evaluation:

- the output indicators are relevant if they reflect the actions;
- the results indicators are relevant if they reflect the change that the programme intends to bring (the objectives of the priority axis). Result indicators should cover the most important intended change.
- the programme-specific indicators have a clear title and an unequivocal and easy to understand definition.
- In addition the evaluation team assessed the measurability of the indicators, which is a common criterion for indicator quality. By measurability is meant the degree to which it is possible to quantify the relevant indicator.
- The use of common indicators was also assessed.

[129] The evaluation of the relevance and clarity of indicators went through a structured approach in five basic stages:

- assessment of relevance of the proposed indicators by relating them to the intervention logic;
- the effective capacity of the proposed result indicators to demonstrate and summarise the achievement of the OPAC objectives;
- presence in the system of indicators of all necessary type of indicators (common indicators, output indicators, result indicators);
- the possibility to quantify, measure and aggregate the proposed indicators.

[130] The following key features of the indicators, identified in the Guidance Document on Indicators of Public Administration Capacity Building were also taken into account in the analysis:

- indicators should be as simple as possible, easy to measure, reliable and closely linked to the actions supported;
- output and result indicators should relate to the same "target group" and measure the "supported" units;
- it is not recommended to use results indicators which are aimed at measuring performance improvements in public administrations;

The Commission usually recommends limiting the number of programme-specific result indicators and focusing them on the main objectives of the programme (Guidance document on ex-ante evaluation (January 2013)⁶, which means that result indicators should potentially provide appropriate monitoring results aggregated across several activities/projects. At the same time, the Guidance Document on Indicators of Public Administration Capacity Building admits that in some cases, when the activities under a specific objective are heterogeneous, it could be difficult to find summary result indicators. This difficulty is manifest in OPAC 2014-2020, which has a high number of result indicators per specific objective.

[131] As a horizontal activity, the evaluators have continuously provided detailed recommendations with regards to the development of the system of indicators of the operational programme during meetings with the programmers from the Ministry of Regional Development and Public Administration and in the previous evaluation reports.

5.2 Analysis

[132] This section contains the analysis of the indicator system of OPAC 2014-2020 (version from December 2014). The OPAC indicator system includes output and result indicators for all Priority axes.

[133] The tables below provide consolidated comments at the level of specific objectives.

Result indicators

Evaluation criteria	Overall ex-ante findings
Relevance	<p>All indicators can be considered relevant to the Specific Objectives with the exception of the following:</p> <ul style="list-style-type: none"> Participants in the target group professionally trained to unify jurisprudence – because it can also be considered an output indicator Rate of successfully completed projects – not related to the specific objective “Providing advertising, information and support to beneficiaries POCA” <p>The following indicators can be considered “performance indicators” (impact indicators), which are not recommended by the Guidance Document on Indicators of Public Administration Capacity Building:</p> <ul style="list-style-type: none"> The rate of solving cases (in days) in the courts covered by the project Cases pending in the relevant courts up to 6 months after reaching the aim of the projects Courts in which the elimination rate has improved from 6 months to achieve the goal of projects <p>The indicators for qualification (training completion) can be considered as relevant horizontal indicators.</p>

⁶DG Employment, Social Affairs, and Inclusion and DG Regional and Urban Policy. Monitoring and Evaluation of European Cohesion Policy. Guidance document on ex-ante evaluation. January 2013. Available at: <http://ec.europa.eu/social/BlobServlet?docId=7858&langId=en>

Clarity	<p>Most indicators can be considered clear with the exception of:</p> <ul style="list-style-type: none"> • Systematized normative acts, depending on the institutions implementation role – it is not clear what is meant by systematized acts, besides the target unit is different from the output indicator • Integrated management system created in the judiciary – in the indicator fiche it should be specified what is meant by integrated management system • Partnerships between NGOs / social partners and local authorities, which are operational up to 6 months after completion of projects - in the indicator fiche should be specified what is the scope of “partnerships” • Degree of compliance with deadlines for payments to beneficiaries – in the indicator fiche should be specified how it will be measured, e.g. the degree will be measured through the overall percentage of payments within the deadlines (the indicator can be reformulated in this way) • Rate of successfully completed projects – difficult to operationalize “successful”. <p>In the indicator fiches it should be specified that all indicators concern institutions that were supported under the programme.</p> <p>In order to further increase their clarity it is recommended to describe in the indicator fiches what is meant by: “implementing” and “applying”, i.e. how will it be determined, if the measures are indeed applied.</p>
Measurability	<p>Most indicators concern numbers of institutions (incl. NGOs) and participants, which are units that can be measured.</p> <p>It is obvious that clarity and measurability are two criteria that are linked. If an indicator is unclear, it would be difficult to measure it. Hence, the above observations on clarity are also relevant to measurability.</p> <p>Specific surveys will be needed for the indicators “Awareness of the potential beneficiaries about funding opportunities through POCA” and “Satisfaction of POCA beneficiaries in terms of support provided by the MA”.</p>

Output indicators

Evaluation criteria	Overall ex-ante findings
Relevance	All indicators are relevant to the activities
Clarity	<p>All indicators can be considered clear with the exception of:</p> <ul style="list-style-type: none"> • Authorities and public institutions supported to systematize and simplify the active elements of the legislation – (perhaps due to translation) the meaning of active elements of the legislation is unclear • Institutions of the judiciary involved in the development of integrated management system – it is not clear what is meant by

	<p>involvement in the development</p> <ul style="list-style-type: none"> Participants in measures for MC members – the indicator is unclear, because “measures” needs to be specified Participants in measures for beneficiaries of POCA – the indicator is unclear, because “measures” needs to be specified
Measurability	<p>Most indicators concern numbers of institutions (incl. NGOs), tools / analyses, and participants, which are units that can be measured. Due to the link between clarity and measurability the above observations on clarity also apply to the measurability criterion.</p>

5.3 Main conclusions and recommendations

[134] The conclusions and recommendations as a result of the analysis of each indicator are presented in the table below.

Conclusions	Recommendations
All output indicators can be considered relevant to the activities and most result indicators are linked to the specific objectives.	
There are opportunities to further increase the clarity and hence the measurability of the result indicators.	<p>R4.1. As a result of the analysis, it is recommended to exclude, reformulate, and/or provide further details in the indicator fiches for the following indicators:</p> <ul style="list-style-type: none"> Systematized normative acts, depending on the institutions implementation role – should be clarified or reformulated in order to be clear what is meant by systematized acts Integrated management system created in the judiciary – in the indicator fiche should be specified what is meant by integrated management system Degree of compliance with deadlines for payments to beneficiaries – in the indicator fiche should be specified how it will be measured, or it could be reformulated, i.e. overall percentage of payments within the deadlines Rate of successfully completed projects – it is not recommended to include this indicator, because it is difficult to operationalize “successful” projects (projects that met deadlines, indicators?) <p>R4.2. In order to further increase their clarity it is recommended to describe in the indicator fiches</p>

	<p>what is meant by: “implementing” and “applying”, “decision making”.</p> <p>R4.3. It is not recommended to include the following “performance indicators”:</p> <ul style="list-style-type: none"> • The rate of solving cases (in days) in the courts covered by the project • Cases pending in the relevant courts up to 6 months after reaching the aim of the projects • Courts in which the elimination rate has improved from 6 months to achieve the goal of projects
<p>There are opportunities to further increase the clarity and hence the measurability of the output indicators</p>	<p>R4.4. As a result of the analysis, it is recommended to exclude, reformulate, and/or provide further details in the indicator fiches for the following indicators:</p> <ul style="list-style-type: none"> • Authorities and public institutions supported to systematize and simplify the active elements of the legislation – (perhaps due to translation) the meaning of active elements of the legislation is unclear and the indicator should be reformulated and/or details should be provided in the indicator fiche • Institutions of the judiciary involved in the development of integrated management system – it is not clear what is meant by involvement in the development and the indicator should be reformulated and/or details should be provided in the indicator fiche • Participants in measures developed for MC members – the indicator is unclear probably due to translation, so it should be reformulated • Participants in measures developed for beneficiaries of POCA – the indicator is unclear probably due to translation, so it should be reformulated

6 Evaluation Question 5

EQ 5. How do estimated outputs contribute to results? To what extent are the results influenced by external factors, including by other existing instruments? Are the quantified target values of indicators realistic, considering the predicted support from Common Strategic Framework funds?

6.1 Approach

[135] Article 55 (3)(f) of CPR envisages the following questions that need to be answered by ex ante evaluation

- how the expected outputs will contribute to the results; and
- whether the quantified target values for indicators are realistic, having regard to the support envisaged from the ESI Funds.

The ToR also envisages an analysis of the indicators based on two criteria:

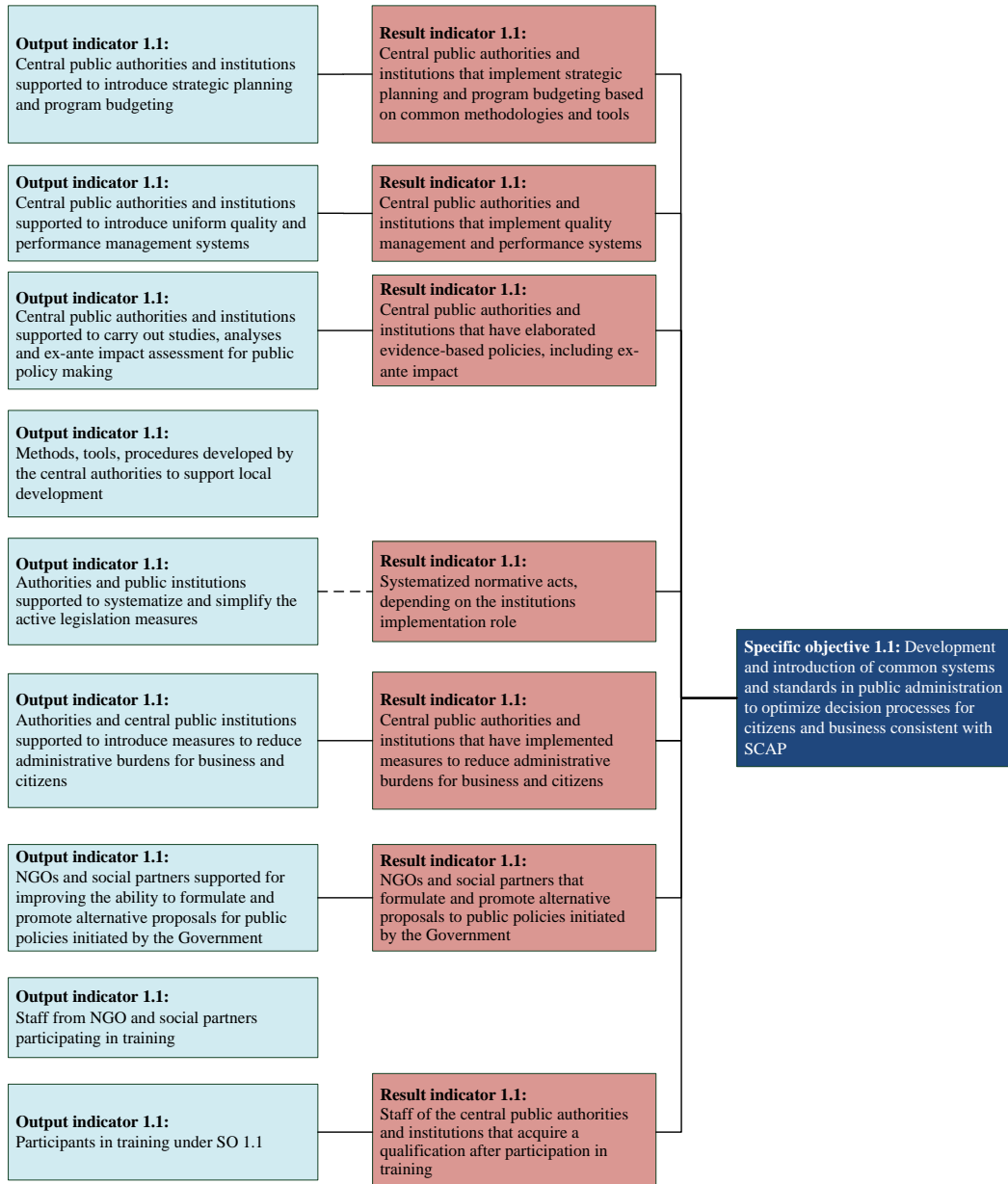
- if the result indicators are robust and can be statistically validated (indicators' robustness)
- the existence of trustworthy data sources for result indicators.

6.2 Analysis

[136] This section describes if the output indicators are likely to contribute to the change in the result indicators.

[137] The analysis was based on a series of logic of intervention graphs constructed for each Specific objective linking the output, and result indicators. The analysis also considered factors and interventions that could potentially influence the achievement of result indicators.

PA1 / SO 1.1



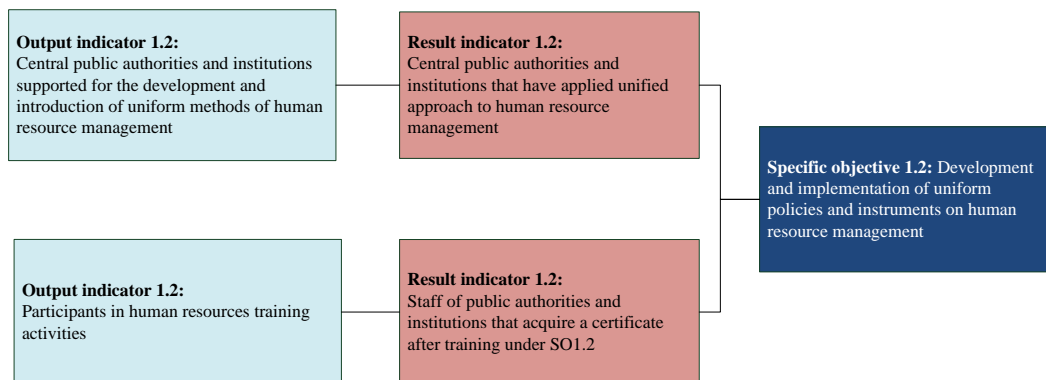
Ex-ante evaluation findings:

Output-result link	<p>For most indicators the links are clear, but for the following indicators they are not well-established:</p> <ul style="list-style-type: none"> Authorities and public institutions supported to systematize and simplify the active elements of the legislation and Systematized normative acts, depending on the institutions implementation role. The target units of both indicators are different. There are no result indicators associated with the following output indicators: <ul style="list-style-type: none"> Methods, tools, procedures developed by the central authorities to support local development Staff from NGO and social partners participating in training
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External factors	<p>The result indicators are closely linked to the actions supported. They measure the effects on the "supported" units and are not measuring performance improvements in public administrations. Thus, no major influence of external factors on achieving the results can be expected in this case. This is also valid for most of the remaining result indicators.</p> <p>The following factors could have potential influence:</p> <ul style="list-style-type: none"> - Structural changes in the administrative units - Delays in applying the achieved outputs by the public administration, e.g. due to lack of sufficient number of qualified staff - Inappropriate design of the training courses, e.g. due to the lack of training needs assessment - Changes in the legislation affecting public administration processes
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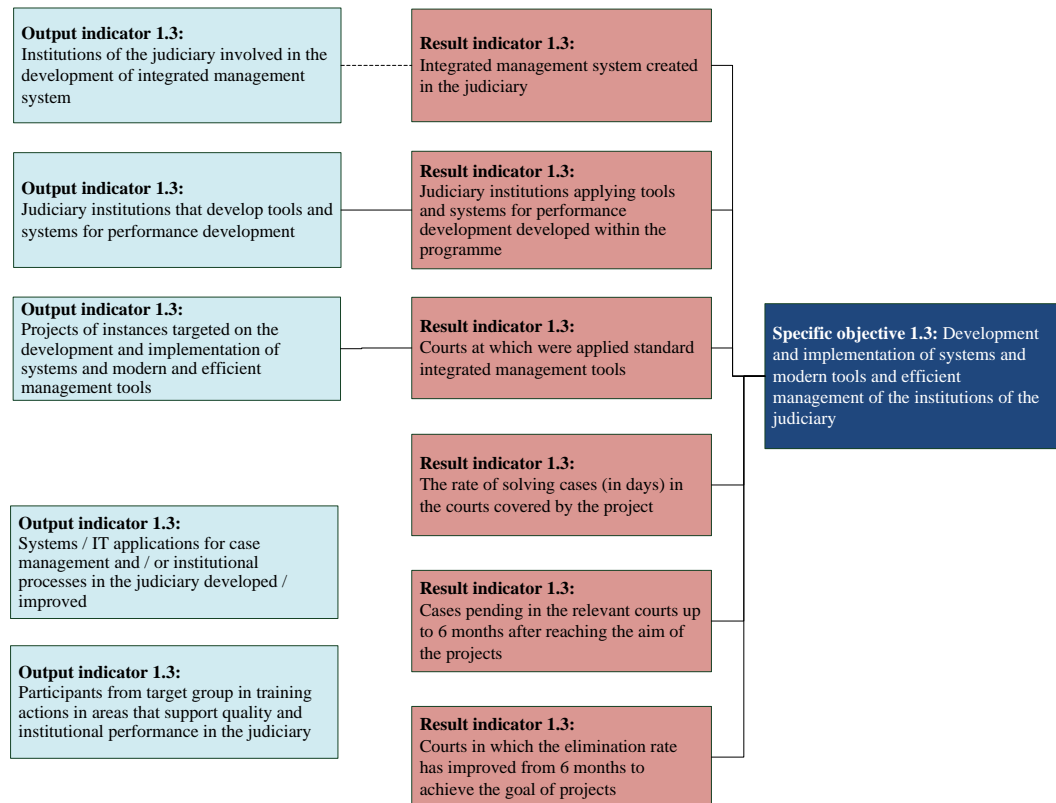
PA1 / SO 1.2

Ex-ante evaluation findings:



Output-result link	The output indicators will contribute to the achievement of results. It should be noted that the result indicator for training is more detailed than the output indicator, i.e. the output indicator does not specify "SO1.2".
External factors	Same as for SO1.1

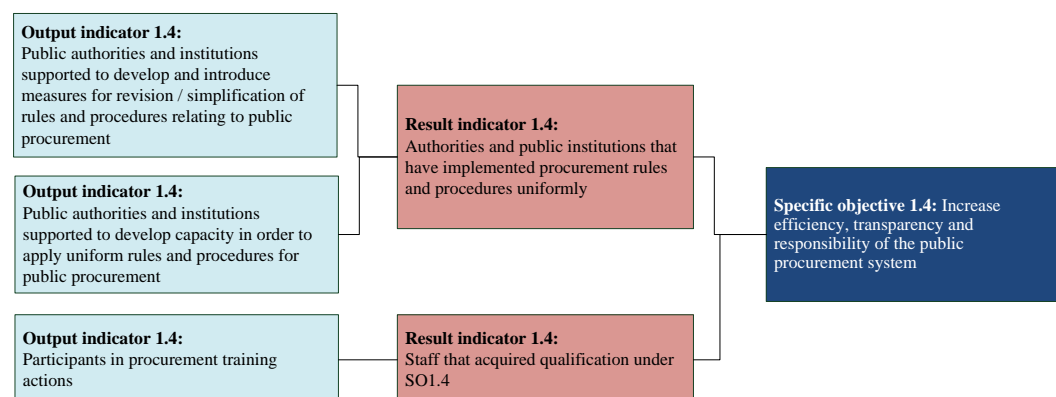
PA1 / SO 1.3



Ex ante evaluation findings:

Output-result link	The output-result link is clear for three of the above indicators, but for the other two indicators ("Systems..." and "Participants...") it is not well-established.
External factors	<p>The following factors could have potential influence on the result indicators:</p> <ul style="list-style-type: none"> - Structural changes in the judicial units - Delays in applying the achieved outputs - Changes in the legislation affecting the judicial system

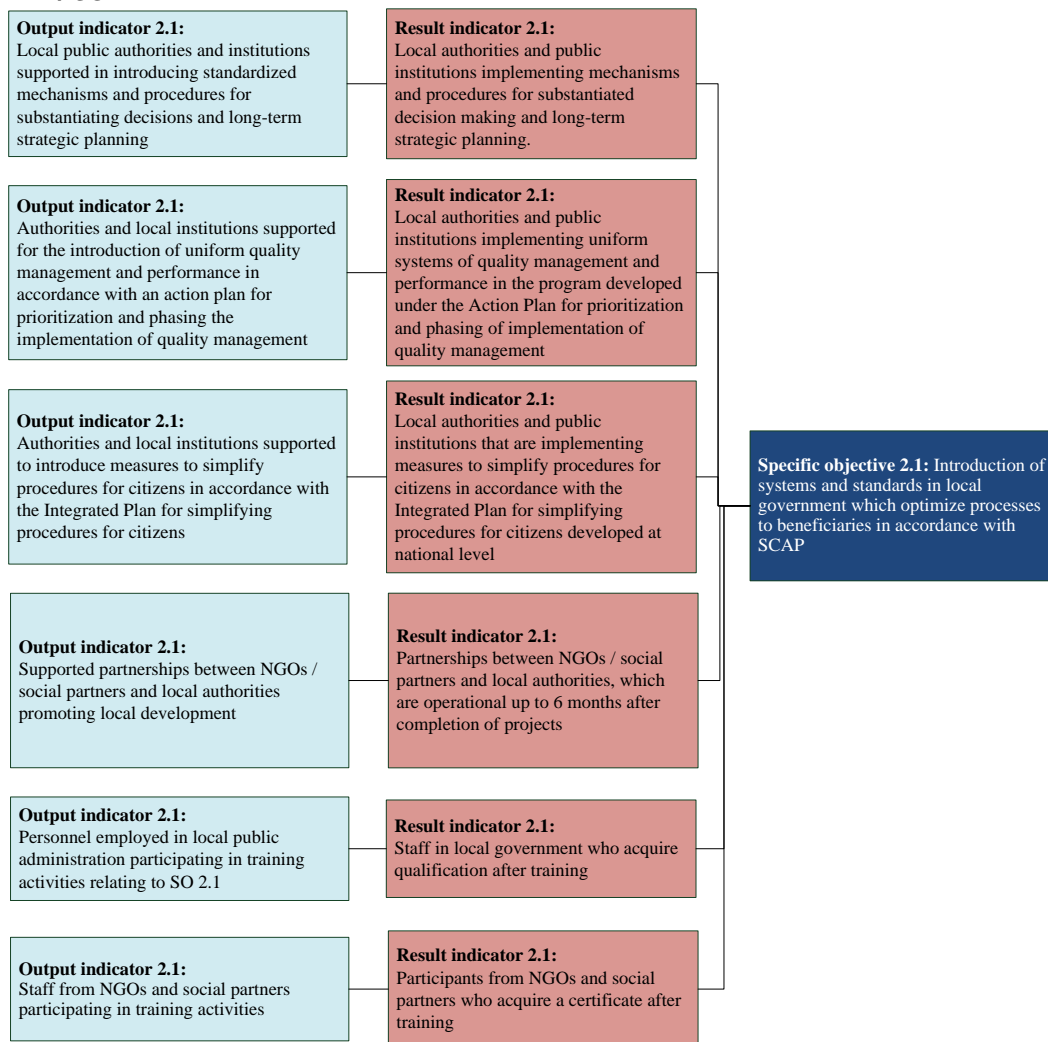
PA1 / SO 1.4



Ex ante evaluation findings:

Output-result link	The links between the indicators are clear.
External factors	Same as for SO 1.1

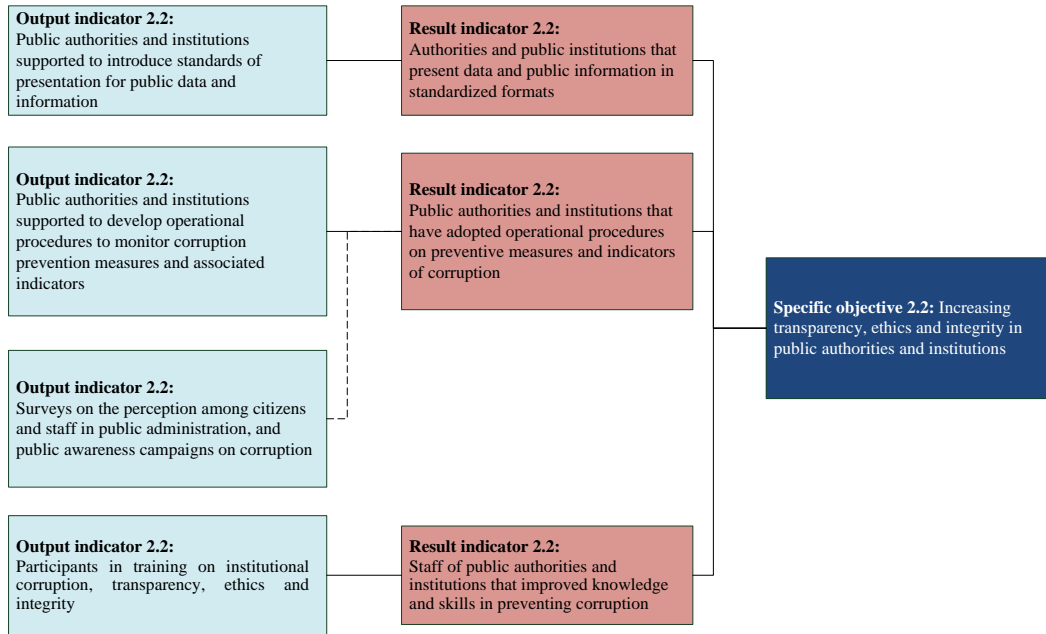
PA2 / SO 2.1



Ex ante evaluation findings:

Output-result link	All output indicators are expected to contribute to the achievement of the results.
External factors	Same as for SO 1.1, but with a focus on the regional development.

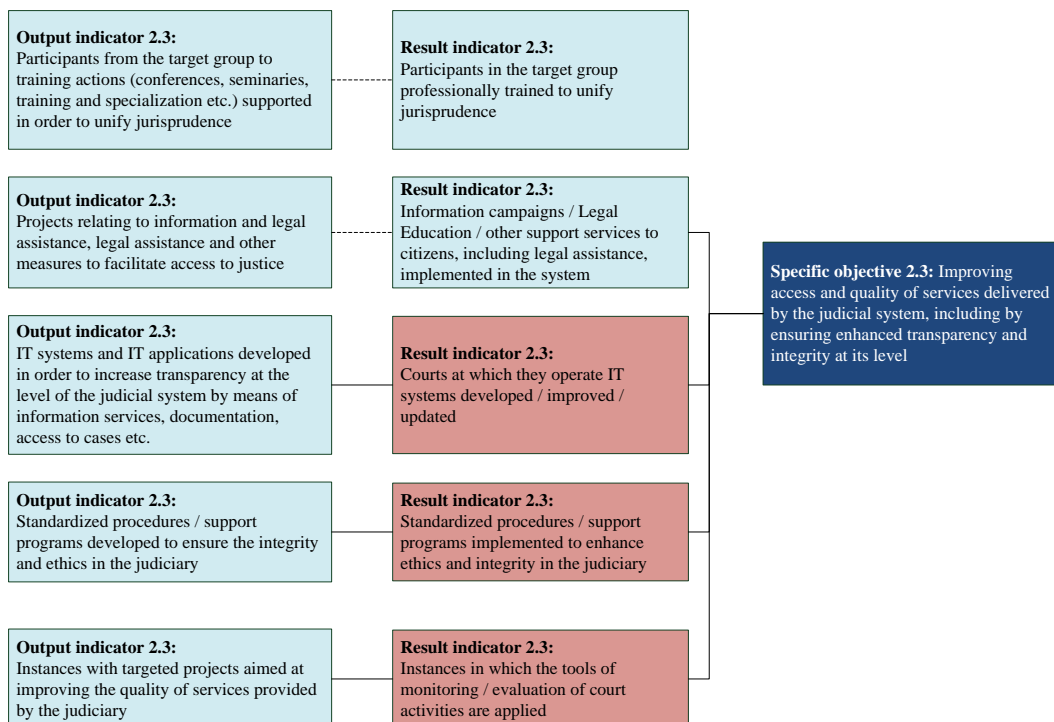
PA2 / SO 2.2



Ex-ante evaluation findings:

Output-result link	All output indicators are expected to contribute to the achievement of the results.
External factors	The potential external factors for the result indicators are the same as for SO1.1

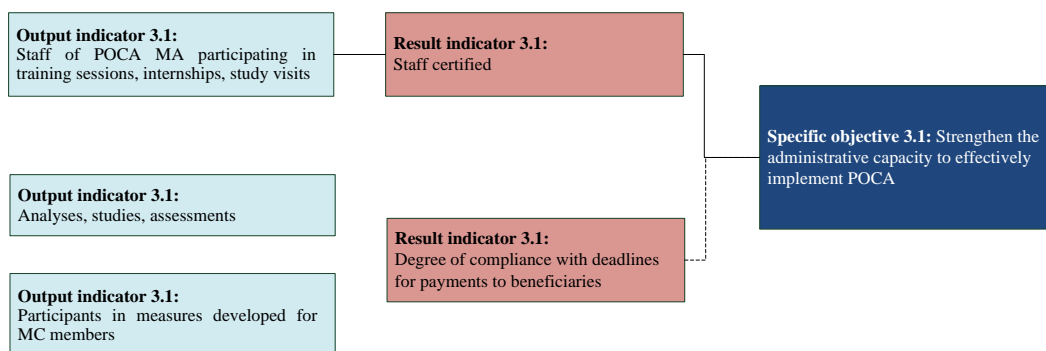
PA2 / SO 2.3



Ex-ante evaluation findings

Output-result link	The link is clear for most indicators. However, the indicator “Participants in the target group professionally trained to unify jurisprudence” is practically an output indicator. There are different target units for the second pair of indicators – projects (for the output) and information campaigns (for the result).
External factors	Same as for SO1.3

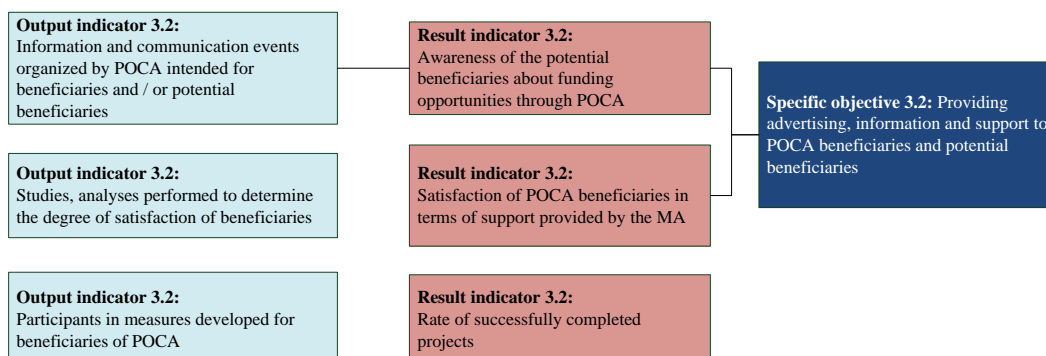
PA3 / SO 3.1



Ex-ante evaluation findings

Output-result link	The output-result link between the following indicators is not very clear: Analyses, studies, assessments and Participants in measures developed for CM members (outputs) and Degree of compliance with deadlines for payments to beneficiaries (results).
External factors	The following factors/interventions could have potential influence: <ul style="list-style-type: none"> - Inappropriate design of the training courses, e.g. due to the lack of training needs assessment - Low participation of beneficiaries in publicity and information events and/ or low quality of these events - Interventions under OP “Technical Assistance” 2014-2020 could have positive influence on both results, because the programme is expected to include trainings and communication activities

PA3 / SO 3.2



Ex-ante evaluation findings

Output-result link	<p>The link is clear for the first pair of indicators, but should be improved for the following indicators:</p> <ul style="list-style-type: none"> • Studies, analyses performed to determine the degree of satisfaction of beneficiaries (output) • Participants in measures developed for beneficiaries of POCA (output) • Satisfaction of POCA beneficiaries in terms of support provided by the MA (result) • Rate of successfully completed projects (result)
External factors	Same as for 3.1

[138] According to the Guidance on ESF evaluation, an indicator is robust if its value cannot unduly be influenced by outliers or extreme values. The measurement unit of most relevant indicators is “number”, which means that these indicators cannot be influenced by outliers or extreme values. No matter how big or small, numbers can be easily summed together.

[139] Statistical validation is needed when indicator values are collected by means of surveys, which is overall not the case for the OPAC indicators considered relevant in this evaluation report. For the few indicators under PA1 and the indicators under PA3 which have percentage as a measurement unit, the methodology for data gathering and calculation should be specified.

[140] The data sources and the frequency of reporting are not included in the revised version of the programme.

[141] Concerning the question on the quantification of the indicators, the evaluation team reviewed additional materials, which provide indication on how the targets were determined. The conclusions based on this review are:

- most targets are determined through actual counting of the institutions that will be supported, which means that they are established realistically
- the indicator fiches should specify the method for calculation of participants in training for all relevant indicators

6.3 Main conclusions and recommendations

As noted in the text, due to the fact that most indicators are closely linked to the supported actions, no major influence of external factors on achieving the results can be expected.

Conclusions	Recommendations
Some output indicators (specified in section 6.2) do not contribute to particular results.	R5.1. The output-result link should be established/improved for the above-mentioned indicators under SO1.1, 1.3, 2.3, 3.1, and 3.2.

7 Evaluation Question 6

EQ6 To what extent are the intermediary and final indicators and targets (milestones) selected for the performance framework adequate?

7.1 Approach

[142] In line with Article 5 (3) (k) of the CPR, ex ante evaluations need to appraise “the suitability of the milestones selected for the performance framework (PF)”

[143] This analysis is performed on the basis of the following criteria:

- the performance framework includes the compulsory indicators: financial and outputs;
- the financial indicators relate to the total amount of eligible expenditure entered into the accounting system of the certifying authority and certified by the authority in line with Article 126 of the CPR;
- the output indicators are a subset of indicators defined for priority axes;
- the output indicators correspond to more than 50% of the financial allocation to the priority;
- the milestones can realistically be achieved at the review points;
- the performance framework does not apply to the technical assistance priority axis

[144] The evaluators are using in the analysis the final version of the Guidance Fiche on Performance Framework Review and Reserve in 2014-2020 (14 May 2014)⁷ and took into account the National Guide for the performance framework⁸. In order to provide further clarification, when needed, the evaluators also had working meetings / talks with the programmers.

7.2 Analysis

[145] The financial indicators that are included in the performance framework are the relevant ones.

[146] The indicators selected for the performance framework are:

PA 1	
5S78	Projects that support the development and introduction of common standards in the public administration for optimisation of the decision making process
5S79	Projects supporting the improvement of the efficiency of the judiciary system

⁷Available at: http://ec.europa.eu/regional_policy/sources/docgener/evaluation/pdf/guidance_performance_framework.pdf

⁸Version No.4, 28.07.2014

PA 2	
5S80	Projects supporting the optimisation of the structures and processes in authorities and local public administration.
5S81	Projects regarding the improvement of the quality and transparency of justice

- [147] The above indicators are a subset of the output indicators, which are already selected for the programme. However, the selected output indicators should be explained in the indicator fiches, because their formulation is broad.
- [148] No explanation is included on why they represent more than 50% of the financial allocations under these priority axes. Having in mind Articles 5(3) and 19(3) of the ESF Regulation the milestones can be considered realistic.
- [149] The performance framework assumes that around 13% for each priority axis will be certified by end-2018 and the budgetary commitments will be entirely absorbed by 2023. The milestone and target values of the financial indicators in the performance framework are set at values that ensure that the financial absorption under OP AC will be executed with no decommitments of funds neither in 2018, nor in 2023. Such an approach is conservative but nonetheless ensures compliance with the EU guidance on the performance framework, which states that *“For the financial indicator, it would imply that the absolute minimum for a milestone value would be the amount that avoids decommitment due to the N+3 principle at programme level. However, the Commission expects the bodies preparing programmes which in 2007-13 had no problems in meeting the N+2 requirement to set higher milestones than the bare minimum.”*

7.3 Main conclusions and recommendations

Conclusions	Recommendations
The output indicators of the performance framework are a subset of the programme indicators.	R6.1. The selected output indicators should be explained in the indicator fiches, because their formulation is broad
Both the milestone and target values of the financial indicators in the performance framework are set at values that comply with the minimum requirement to satisfy the N+3 rule to avoid decommitment.	-

8 Evaluation Question 7

EQ7. To what extent the human resources and administrative capacity are adequate for programme management?

[150] Article 55(3)(i) of CPR requires the ex ante evaluation to appraise *“the adequacy of human resources and administrative capacity for management of the programme”*.

[151] The analysis is structured on the basis of following aspects:

- the Management structure and delivery mechanism of the OPAC are compliant with the 2014-2020 EU Regulations and adequate in relation to the size and complexity of the programme;
- adequacy of human resources;
- possible bottlenecks which might impede management of the programme. The evaluators will examine the previous experience and where appropriate will recommend preventive measures.
- administrative burden on the beneficiaries and measures taken to reduce it;
- the use of technical assistance for capacity building.

[152] The evaluation process was based on documentary review, validated and complemented through interviews with the managing authority. A series of sub-questions based around the administrative capacity systemic factors of structure, human resources and systems and tools was developed to address the analysis requirements. The opinion of the beneficiaries on the possible reduction of administrative burden was acquired through an on-line questionnaire. The experience with the implementation of similar measures in the 2007-2013 programming period was studied in order to draw conclusions on the arrangements and factors that enhance or hamper implementation and achievement of results. Earlier evaluations, including the analysis of the administrative capacity within the ex-ante evaluation of the PA, offered relevant information.

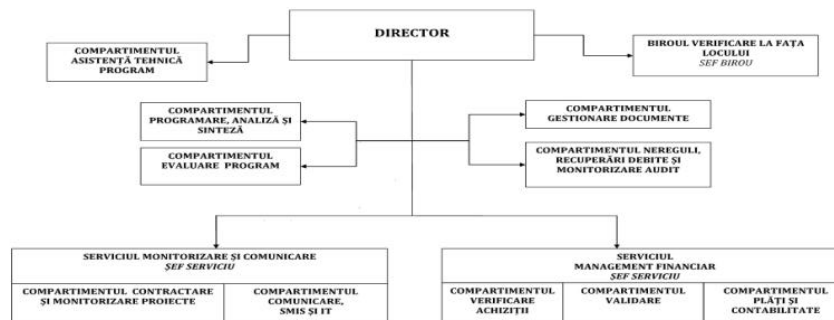
8.1 Analysis

Management structures

[153] The Managing Authority for OPAC will remain the same as for the implementation of the OP ACD 2007-2013, with implementing structures limited to the MA and without Intermediate Bodies (IB). The OP ACD Managing Authority is a directorate within the General Directorate European Programmes of the MRDPA, including sections with responsibilities for contracting and monitoring, public procurement and conflict of interest verification, reimbursement applications validation, accounting and payments, on the spot verifications, irregularities, debts recovery and audit monitoring, communications, SMIS and IT, programme technical assistance, programming, programme evaluation and documents management. During 2013 the department was reorganised to streamline the flow documents and enhance the reimbursement process, reflecting a key weakness identified in the previous period. The effect of unifying technical and financial verification in one department has been the reduction in time for processing reimbursement applications.

Further reorganization will be made in order to simplify the workflow of the OPAC projects verification within the MA

- [154] Currently, the MA has 74 posts allocated, out of which 9% are vacant. Recruitment procedures are being undertaken by the MRDPA. A high level of staff turnover (about 50%) was experienced in 2011, but these issues have not been faced more recently due in part to salary increases to bring the MA in line with other central bodies managing EU funds and enforcement of human resources management rules. Staff numbers are considered by the MA to be sufficient to implement the transition from the OP ACD to the OP AC, with the option to rotate staff from monitoring and verification structures to contracting as necessary.
- [155] The organigram for the MA is provided below:



- [156] In terms of actions to strengthen the administrative capacity of the MA, training plans are implemented for the staff of the unit. A range of courses on subjects such as public procurement, project management, fraud indicators and horizontal themes were included within projects funded by the technical assistance axis of the OP ACD and the OP AT. This

was appropriate because of the need to train new recruits and update the skills of all staff due in part to frequent changes in the public procurement legislative base and implementing rules. Training is expected to continue under the OP AC.

- [157] Monitoring committees are not yet established. The inclusion of NGOs, regional and socio-economic partners may create conflicts of interest where these organisations are also interested in applying to the Programme for funding. These partners have already been involved in the design of the Programme but their interest may not be sustained once this process is finalised.
- [158] Collaboration between the MA and the beneficiary ministries is not expected to be problematic despite the lack of an administrative hierarchy. Inter institutional agreements will be created to ensure that there are formal systems for collaboration. At the national level, centralised coordination has been strengthened through institutional restructuring and reorganisation of ministries and their responsibilities for EU funds management. This is expected to address weaknesses in central coordination of the MAs in the previous period.

Administration issues and administrative burden

- [159] The evaluation of project applications was outsourced under OP ACD and this practice will be continued under the new programme, however plans for the use of the technical assistance budget and associated tender documentation still remains to be done. Once the institutional framework for the OP AC has been confirmed – which is expected imminently – the organisational documents for the MA will be approved.
- [160] The MA has undertaken a series of internal studies to assess the administrative burden of the programme, leading to a reduction in the number of procedures from 41 to 23. Procedures are developed internally and changes reviewed and endorsed by the Audit Authority. They cover internal management processes, programming, contracting, implementation, reporting, technical and financial verification, payments and irregularities. The scope of the procedures appears to be comprehensive but in line with para 107 of the CPR, the ex ante evaluation is not required to undertake audit work when the management systems are essentially the same as in the 2007-13 programming period. Section 10 of the OPAC included a number measures which the programme will apply for simplification of procedures and reduction of the administrative burden.
- [161] The annual reports from 2008-12 of the OP ACD 2007-13 identified a series of issues with the implementation and management of the programme that can be used to highlight management issues that might need to be considered with the implementation of the OPAC. In line with the development of programme implementation, these were initially orientated around the application and contracting processes and moved towards implementation in later reports. The key issues identified in more recent reports that are likely to affect the implementation of the OPAC are: slow process of reimbursement claims due to delays in submitting payment requests and overly bureaucratic procedures required by law, staff turnover, delays caused by public procurement processes and low interest in the actions for decentralisation of key ministries. Some of these issues have been addressed but issues of bureaucratic procedures and staff turnover are likely to be systemic and need constant corrective management actions and some, such as public procurement, are intended to be resolved but have not yet been. Some of these aspects (in particular actions to speed up the absorption of EU funds) will be covered by the OP TA and OP HC.

[162] The ex ante evaluation conducted an online consultation with beneficiaries, sending a short questionnaire to 250 people (some including more than one beneficiary) and receiving 31 responses, principally from local administrations and central government institutions. The principle findings on the administrative burden imposed by the OP ACD were:

- Preparation and submission of funding applications was the aspect that generated the most administrative burden, mainly because of the volume of documents requested in the application process and less because of the lack of clear guidelines on the process itself;
- Financial management, reporting and submitting requests for reimbursement as well as monitoring and reporting to the managing authority were also a cause of administrative burden. This was because of the large volume of printed documents required in the reporting process and the duplication of electronic reporting with reporting on paper;
- Half the respondents noted that the corrections applied as a result of check and audits caused an administrative burden;
- Less substantial administrative burdens were created by the need to monitor the changes in rules from the MA, meeting and communicating with representatives of the MA for compliance with programme requirements, assisting assessors, verifiers, assessors and audits during control, monitoring and verification missions.

[163] The Single Management Information System (SMIS) is used by the MA to input financial and operational data reported by the beneficiaries. It is currently being upgraded to a new web based system - MYSMIS - in a significant programme implemented by the MEF. It will be introduced to six operational programmes in the 2014-2020 financial perspective to meet the e-cohesion objective of allowing electronic interconnectivity to be extended to beneficiaries. The lengthy development process for this solution has led the MA to also begin developing its own internal information system to reduce the administrative burden currently being experienced. This is likely to address problems with electronic submission of both monitoring data and reimbursement claims and supporting documentation that was identified in the most recent interim evaluation and in the online questionnaire.

[164] Whilst the management capacity is expected to remain substantially the same for the OPAC as for the 2007-13 period, the levels of funding available will increase by approximately 150% in real terms. Effects on management capacity are however expected by the MA to be limited as the number of projects should remain broadly similar and the experience of individuals and institutions in both fund management and public procurement rules have substantially increased over the past six years. A final factor that could have negative effects on the overall administrative capacity is the limitations on expanding civil servant recruitment and remuneration to increase capacity if needed due to broader macro-financial constraints.

Simplified costs

[165] The evaluation also considered the relevance of the use of simplified costs as a mechanism to reduce the administrative burden on programme management for all parties and focus on the achievement of results. Apart from ESF operations of less than 50.000 EUR, the use of simplified costs is optional and is covered by Article 57 and 58 of the Common Provision Regulation and Article 14 of the ESF Regulation. Depending on the proposed approach, they are best used when the OP finances a number of common or standard actions, where

these homogenous actions are implemented principally by the beneficiary and when the staff and overhead costs are a significant proportion of overhead costs.

[166] The large range of actions eligible to be funded under the Programme, the extensive use of public procurement processes to contract in assistance and the limited amount of staff and overhead costs as a proportion of project expenses suggest that there will be limited benefit from developing simplified costs for the OPAC. For the development of *standard unit costs*, the diverse range of activities and types of cost in the previous period will make it challenging to develop appropriate rates that can be applied to the broad range of actions expected under the current programme. For *flat rate financing*, the OPAC will use mostly projects implemented through public procurement procedures. The MA has analysed projects from the previous period and found that overheads and staff costs as a proportion of overall project costs was very low – 2.71% for NGOs and public administration and 0.14% for central government beneficiaries. This is compared to flat rates given in guides of up to 20%. The application of flat rate financing in this instance is therefore both unnecessary and represents a risk to the successful implementation of assistance as too much of the project budget will be allocated through the mechanism.

[167] In accordance with Article 59 CPR, the funds necessary for the administrative demands of the OPAC 2014-2020 are assured through the third priority axis of the programme, Technical Assistance.

8.2 Conclusions and recommendations

Conclusions	Recommendations
Although the implementation mechanisms have yet to be confirmed, they will continue with the same structures, individuals and procedures from the 2007-2013 period. The OPAC therefore has a strong base of administrative capacity. Annual reports show that implementation issues are however still being addressed. Whilst this and the increase in the scale of the programme raise some concerns that additional resources may be required, the tools and mechanisms are in principally in place to address this in due course. New information systems have the potential to substantially reduce the administrative workload, especially in areas of known weakness such as reimbursement. The development of simplified costs is not appropriate to the programme and will not be implemented by the MA.	R7.1. The MA is recommended to elaborate the mechanisms and procedures for the OPAC implementation in parallel with the finalisation of the OP itself.

9 Evaluation Question 8

EQ8. To what extent the programme's monitoring procedures and the procedures for collecting data necessary to performing evaluations are adequate?

[168] Art 55(3)(j) of the CPR requires the ex ante evaluator to *appraise "the suitability of the procedures for monitoring the programme and for collecting the data necessary to carry out evaluations"*.

[169] With this aim the evaluators assess whether:

- the monitoring procedures are adequate to collect the necessary data in due time to support decision making, reporting and evaluation, including the possibility to measure the implementation and achievement of the objectives of the integrated territorial approaches;
- the public access to monitoring information (for instance the indicators) is ensured, and on the basis of which mechanisms and provisions;

[170] The quality and reliability of monitoring systems is highlighted under Article 134(1)(d) CPR which notes that *"serious deficiency in the quality and reliability of the monitoring system or the data on common and specific indicators of the programme"* may lead to a suspension of payments and Article 44(3) CPR which specifies that the annual implementation reports submitted in 2017 and 2019 shall assess *"progress towards achieving the objectives of the programme including the contribution of the CSF funds to changes in result indicators, when evidence is available from evaluations"*.

9.1 Analysis

[171] The analysis is made on the basis of review of the monitoring system in the MA and the lessons learned from the implementation of similar measures in the current period. The conclusions will be validated in a working meeting of the evaluation team with the Beneficiary and monitoring and evaluation managers

[172] The monitoring system has not yet been developed by the MA and whilst much of the monitoring and reporting of data will remain the same as in the previous period, important changes concentrating on results monitoring and analysis will need to be reflected in the system to be developed for the current period. The MA intends to implement a similar monitoring system as has been put in place for the monitoring of the OP ACD 2007-2013, with the same staff and institutional management structures remaining in place from that programme. The draft OP identifies the data sources for the programme outputs indicators as the Programme beneficiaries. Most of the indicator data sources for outputs and results remain missing, but this information is assumed to be generated from the monitoring mechanisms of the MA. Most indicators will be measured on a monthly basis, with the exception outputs under Priority Axis 3 that will be recorded for the annual Monitoring Committee. As the OPAC is targeted internally at the institutions of government, these sources of data are appropriate.

[173] The Integrated Territorial Development Strategy for the Integrated Territorial Investment in the Danube Delta is under preparation and therefore the monitoring arrangements for this specific element of the OPAC have not yet been reviewed.

- [174] The operational procedures for the MA have been extensively developed and assessed by the Audit Authority, who also review and validate any changes to the procedures and associated manuals. Of the 23 current manuals of procedure, five are specifically focused in monitoring and cover the organisation of the Monitoring Committee, monitoring of the programme, use of the SMIS MIS, monitoring implementation and the evaluation plan.
- [175] Interviews determined some administrative issues. Project level performance monitoring is required on a quarterly basis but this does not have to be substantiated with documentary proof that indicators have been met. The financial reimbursement exercise, which does require documentary evidence, occurs every six months and is usually out of synch with the monitoring reporting exercise. The MA is planning to introduce a monthly reporting of indicators which is expected to bring greater management control, smooth the administration demands on beneficiaries and bring the operational and financial reporting data requirements into line.
- [176] In terms of capacity to perform monitoring, it is important to continue ongoing efforts to strengthen the capacity of the MA and beneficiaries in the areas of monitoring. It could be reasonably assumed that ongoing training in monitoring will be a necessary part of the management functions of the MA to address natural staff turnover throughout the OPAC stakeholders. Upgrades in information systems remain a critically important factor to monitoring, especially with the increased frequency of reporting output data from quarterly to monthly that is envisaged under the OPAC. Both the MYSMIS and in house monitoring system of the MA remain under development and therefore objective assessment of their functionality cannot be made at this stage.
- [177] The measurement of result indicators will be a new feature of the OPAC – previously monitoring at programme level was based only on a consolidation of output indicators rather than specific result indicators to measure change in institutions. Whilst the sources of data for results indicators are not yet available and therefore substantive comment cannot be made, its focus on improving the operational performance of its beneficiaries suggests that monitoring performance at the programme level will be of direct relevance to beneficiaries and information will be available from them.
- [178] The Evaluation Plan will be developed by the ex ante evaluator in collaboration with the MA once the specific information needs from the result indicators are known. The MA has no specific evaluation subjects under consideration at the moment and there were no evaluations in the current period that need to be continued or replicated. There is a budgetary allocation of 2.2MEUR for evaluations and studies, which is appropriate for the anticipated number of studies.

9.2 Conclusions and Recommendations

Conclusion	Recommendation
The MA intends to use a similar institutional structure for monitoring as in the current period. Processes have been reviewed for administrative burden and revised. Information system upgrades remain in development.	R8.1.The MA is recommended to elaborate the mechanisms and procedures for monitoring and collection of data in parallel with the finalisation of the OP itself.

10 Evaluation Question 9

EQ9. To what extent does the Programme contribute to the strategy of the Union for an intelligent, sustainable and favourable growth of inclusion, given the selected thematic objectives and priorities, considering the national and regional needs?

10.1 Approach

[179] The question complies with Article 55(3)(a) of CPR and the ex-ante evaluation will appraise the *"contribution of the programme to the Europe 2020 strategy, having regard to the selected thematic objectives and priorities, taking into account national and regional needs"*.

[180] In addition to verifying the consistency and intervention logic of the programme with the Europe 2020 strategy performed under the previous evaluation questions, the ex-ante evaluation will assess the potential contribution of the programme to the strategy with focus on the following aspects:

- the contribution to Europe 2020 flagships initiatives, and
- the contribution to the achievement of objectives and targets of the strategy.

Contribution to the Europe 2020 flagships

[181] A qualitative analysis shows the OPAC 2014-2020 contribution to the Europe 2020 flagship initiatives. The table below illustrates the link between among the OPAC actions and the relevant action areas of the flagships. The actions areas were extracted from the flagships documents.

Table20.: Potential contribution the EU 2020 flagships

Europe 2020 priorities/ flagship initiatives		Action areas of flagship	OP AC PA/ SOs	OPAC expected actions
Smart growth	Digital agenda for Europe	to promote interoperability between public administrations;	PA 2 / SO 2.1	Direct contribution
		e-Government services	PA 1/ SO 1.1;	Direct contribution
	Innovation Union	create job opportunities for all	PA 1 / SO 1.1 PA 2/ SO 2.1.	Indirect contribution through support to administrative capacity of public institutions
		improve competitiveness		
		address resource and social issues		
		improve smart green transport		

	Youth on the move	reduce youth unemployment		
<u>Sustainable growth</u>	Resource efficient Europe	resource efficient, low carbon economy to achieve sustainable growth	PA 1 / PA 2/	Indirect contribution through support to administrative capacity of public institutions
	An industrial policy for the globalisation era	maintaining and supporting a strong diversified and competitive industrial base	PA 1 / SO 1.1; PA 2/ SO 2.1.	Indirect contribution through support to administrative capacity of public institutions responsible for the respective policy and reduction of administrative costs for businesses
<u>Inclusive growth</u>	An agenda for new skills and jobs	improve labour market flexibility and security	PA 1 / SO 1.1; PA 2 /SO 2.1.	Indirect contribution through support to administrative capacity of public institutions responsible for the respective policy
		equipping with the right skills		
		improving quality of jobs		
		improving conditions for job creation		
	European platform against poverty	Actions across policy spectrum	PA 1 /SO 1.1 PA 2 / SO 2.1.	Indirect contribution through support to administrative capacity of public institutions responsible for the respective policy
		support social inclusion		
		develop social policy innovations		
		partnering with civil society		
		policy coordination in the EU		

[182] The OPAC will make a direct contribution to a wide range of e-Government actions orientated around the principles of improving efficiency of service provision and improving the effectiveness and transparency of government institutions and their actions. This is

particularly apparent under SO 1.1 with the development of one stop shops and other ICT tools for the reduction of bureaucracy. The Programme contains ICT initiatives in almost all Specific Objectives.

[183] Whilst making only a limited direct contribution to the objectives of the Europe 2020 Strategy, the OPAC will target the horizontal requirements for an efficient, predictable, consistent and transparent public administration and judiciary. As such, it will make indirect contributions to all of the flagship initiatives by strengthening sectoral management and policy making capacity.

Contribution to objectives and targets

[184] The Europe 2020 Strategy is supported directly by OPAC through the Thematic Objective 11. Although there are no indicators for this objectives, the key actions for the ESF and the contribution of the OPAC to them are:

Table 21: Contribution of OPAC to Europe 2020

Key action for TO 11	Contributed by
reforms to ensure better legislation, synergies between policies and effective management of public policies, and transparency, integrity and accountability in public administration and spending of public funds;	SO 1.1 on legislative impact analysis and better regulation, SO 2.1 on effective implementation of policies at local level and SO 2.2 on transparency, ethics, integrity and public procurement
development and implementation of human resources strategies and policies.	SO 1.2 on the development of human resources policies, strategies, tools and mechanisms at central levels of the public administration
Specifically for the sectors of employment, education, health and social policies:	
enhancing the capacity of stakeholders, such as social partners and non-governmental organisations, to help them delivering more effectively their contribution in employment, education and social policies;	Social partners and NGOs are included as beneficiaries of actions under
the development of sectoral and territorial pacts in the employment, social inclusion, health and education domains at all territorial levels.	sectoral policy development is included in SO 1.1 and the implementation of sectoral policies and other sectoral actions at the local level is included in SO 2.1

10.2 Conclusions and recommendations

Conclusion	Recommendation
OPAC makes a direct contribution to Europe 2020 flagship Digital Agenda for Europe through actions addressing interoperability between public administrations and e-government	No recommendation
OPAC makes an indirect contribution to the other flagships initiatives through supporting the	R9.1. Monitor the contribution of OPAC to the administrative capacity of the policy makers

administrative capacity of the public institutions with direct responsibilities in the relevant policy areas (RDI, competitiveness, employment, environment, poverty and social inclusion)	responsible for the relevant policy areas.
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11. Evaluation Question 10

EQ10. What is the relation of the programme with other relevant instruments (policies, strategies)?

11.1 Approach

- [185] Once the relevant national policies, strategies and instruments have been identified and the coherence of OPAC with them was assessed as part of the EQ1, an assessment of the contributions of OPAC to these policies and instruments is requested in qualitative and quantitative terms.
- [186] The analysis will consist of a comparison of the targets of the OPAC against the Strategies and an assessment of the extent to which the budgetary needs of the Strategies are expected to be covered by the financial resources of the OPAC, for those specific objectives for which coherence was identified at EQ 1. Where quantitative assessment is not possible due to lack of quantitative information the assessment will be limited to one of a qualitative nature.
- [187] A current constraint is the fact that not all the relevant policies and strategies have been finalised and adopted at this stage, although most are close to adoption and there are not expected to be significant changes. The Strategy for the Development of the Judiciary and the Strategy for Better regulation both remain in drafts form. The evaluation question therefore considers the remaining relevant instruments of the Strategy for the Consolidation of the Public Administration, The National Digital Agenda, The National Anticorruption Strategy and the Strategy for strengthening the integrity of the judiciary.

11.2 Analysis

- [188] Only the SCPA contains sufficient budgetary information to be able to make a quantitative assessment of the expected contribution of the OPAC to it. The remaining strategies do not contain budgets and therefore assessment has been of a more qualitative nature, considering the extent to which the specific objectives of the strategies are included within the scope of the OPAC. The evaluation also considers a qualitative assessment of the contribution of the OPAC to the administrative capacity priorities identified in the sectoral strategies of line institutions.
- [189] The principle horizontal strategy, the SCPA, is substantially financed by the OPAC, with additional support from COP and OPTA. Approximately half of the needs of the SCPA is going to be financed from the OPAC, a further quarter from the other two programmes of the ESIF and the remainder from the national budget. The following table illustrates the extent to which the OPAC is expected to provide support to this strategy.

Table 22: Contribution of OPAC to SCPA

SCPA Action	Budget (RON)	Funding source
SO I.1. Increasing predictability on the organization and functioning of the institutions of the central government	32 252	OP AC, SO 1.1

and the policies that they manage		National budget, OP TA
SO I.2 Ensuring the optimal division of powers between central and local government	74 300	OP AC, SO 1.1
SO I.3 Reorganising administrative territories	67 500	OP AC, SO 1.1
SO II.1. Increased coherence, efficiency, predictability and transparency of public decision	501 078	OP AC, SO 1.1, 2.2 National budget
SO II.2. Adaptation policies and human resources system objectives and requirements of a modern administration	545 664	OP AC, SO 1.2, 1.3 National budget, OP TA
SO II.3. Promoting ethics and integrity in public administration and further action to prevent and combat corruption and supporting the implementation of related recommendations made in the Cooperation and Verification Mechanism (CVM)	147 564	OP AC, SO 1.4, SO 2.2 National budget
SO II. 4. IT solutions to streamline government	663 382	OP AC, SO 1.1, 1.3, 2.1, 2.3, National budget, OP Competitiveness
SO II. 5. Improving internal processes in public institutions	72 625	National budget
SO II. 6. Quality, Research and Innovation Management	207 882	OP AC, SO 1.1 National budget
SO II. 7: Improving the management of material resources in the public authorities and institutions at central	9 070	National budget, OP TA
SO III.1. Reducing red tape for citizens	120 391	OP AC, SO 2.1 National budget
SO III.2. Cutting red tape for business	127 860	OP AC, SO 2.1 National budget
SO III.3. Paperwork Reduction inter and intra-institutional	945 458	OP AC, SO 1.1, 2.1 National budget, OP TA
SO IV.1. Increase the quality of and access to public services through cost efficiency and reduction of public service	309 410	OP AC, SO 1.1 National budget
SO IV.2. Strengthening the financial autonomy of local authorities	108 000	OP AC, SO 1.1 National budget
SO IV.3. Develop mechanisms for monitoring and evaluation of public services	76 500	OP AC, SO 2.1 National budget

[190] As was identified earlier under EQ 1, the objectives of the SCPA is highly coherent with the objectives of the OPAC, in particular under specific objectives 1.1 on strengthening the decision making process and 2.1 on improving the delivery of public services. EQ 3 analyses the sufficiency of financing from the OPAC at the level of the Priority Axis, which is the extent of financial detail provided in the OP. It is therefore not possible to make further comment on the sufficiency or contribution of OPAC to the achievement of specific objectives of the SCPA. In addition, the lack of indicators makes any further elaboration of the analysis of expected contribution somewhat speculative. However, the financial needs outlined in the SCPA above suggest that:

- There is a substantial financial requirement for the reform of human resources management throughout the public administration but the OPAC will be financing only the establishment of processes and training of central management structures so its financial contribution to the SCPA will be limited;
- There is a substantial financial requirement for the provision of IT solutions to streamline government and for the reduction of inter and intra institutional paperwork which will involve mostly the procurement of equipment under OP Competitiveness and national funds.

[191] The remaining thematic strategies lack the level of financial quantification given in the SCPA and therefore assessment of contribution has to be made based on qualified information. The assessment considers whether the specific objectives of the strategies are covered by the actions of the OPAC, but can make no assessment of sufficiency or extent of the contribution without further information on financial allocations in both documents.

Table 23: OPAC contribution to National Anti-corruption strategy

Objective of the strategy	Actions in the OPAC
1 - Preventing corruption in public institutions	(SO 2.2) Measures for increasing transparency in the public administration: measures, procedures, tools, standards, training courses, handbooks (SO 1.4) Measures to improve the legal and institutional framework of public procurement
2 - Increasing the level of anticorruption education	(SO 2.2) Anticorruption education; transparency, ethics and integrity
3 - Combating corruption through administrative and criminal measures	(SO 2.2) Surveys on corruption perception among citizens and the public administration; campaigns for raising awareness of corruption (SO 2.2) Administrative measures in support of internal audit and control
4 - Approving the sectorial plans and developing the national system to monitor NAS	No direct contribution

[192] OPAC is expected to make a contribution to three of the four objectives of the NAC with a range of eligible actions under SO 2.2 Increasing the transparency, ethics, integrity of the public authorities and institutions and SO 1.4 Increase efficiency, transparency and responsibility of the public procurement system.

Table 24: OPAC contribution to National Digital Agenda

Objective of the strategy	Actions in the OPAC
1. eGovernment, Interoperability, Cyber Security,	(SO 1.1) Simplify administrative procedures for citizens and business and reduce bureaucracy
2. ICT in Education, Health, Culture and eInclusion	(SO 1.1) Developing management systems and tools
3. eCommerce, Research-Development and Innovation in ICT	No direct contribution
4. Broadband and digital services infrastructure	No direct contribution

[193] OPAC is expected to make a contribution to two of the four objectives of the NDA with most of the eligible actions coming from the development of eGovernment and reduction in administrative burden for citizens, businesses and inter and intra government under SO 1.1 The development and introduction of common systems and standards in public administration to optimize decision processes for citizens and business consistent with the Strategy for the Consolidation of the Public Administration

Table 25: OPAC contribution to National strategy for strengthening the integrity within the judiciary

Objective of the strategy	Actions in the OPAC
1.1 Increase the transparency in the judicial system	(SO 1.3) Strategic and operational management system, integrated, assuring key decisions regarding the administration of justice (SO 2.3) Actions to increase transparency, ethics and integrity through monitoring of the sector by NAS, improved information systems, surveys and communication strategies
1.2 Improvement of the accessibility of the litigant to the system of courts and prosecutors offices and to information	(SO 2.3) Organizing information campaigns, legal education and awareness raising, development of guidelines/information materials on the provisions of the new codes, citizens' rights, promotion of information on judicial institutions and the services they provide; and improving the communication strategies (SO 2.3) Further development of the IT systems in terms of increasing the quality and accessibility to services provided within the judicial system (SO 2.3) Drafting and enforcement of improved policies for granting legal assistance, development of services in legal counselling
2.1 Improvement of the system of conduct rules and deontology	(SO 2.3) Drafting guidelines, manuals, books, materials, training plans, IT tools to support the training
2.2 Establishment of a culture of judicial integrity by specific training	

2.3 Improvement of the system of disciplinary liability	No direct contribution
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[194] OPAC is expected to make a contribution to most of the objectives of the Strategy for strengthening the integrity of the judicial system, with the only element not covered being that for strengthening the system of disciplinary control over members of the judicial system. Actions are available under both OPAC Specific Objectives for the judicial system, SO 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system and SO 2.3 Improving the access and quality of services provided by the judicial system, including by ensuring an enhanced transparency and integrity, but primarily the latter

Table 26: OPAC contribution to National for development of the judicial system

Objective of the strategy	Actions in the OPAC
Rendering efficient the justice as a public service	(SO 1.3) Enhanced institutional capacity at the level of the judicial system for increasing judicial performance, including the continued implementation of the new codes
Institutional Strengthening of the judiciary	(SO 1.3) Strategic and operational management system, integrated, assuring key decisions regarding the administration of justice
Integrity of the judiciary	As in contribution to strategy for strengthening the integrity of the judiciary
Ensuring the transparency of the act of justice	(SO 2.3) Actions to increase transparency, ethics and integrity through monitoring of the sector by NAS, improved information systems, surveys and communication strategies
Improving the quality of the act of justice	(SO 2.3) Training for the judicial system in new codes and evolution of judiciary practice (SO 2.3) Further development of the IT systems in terms of increasing the quality and accessibility to services provided within the judicial system
Guaranteeing free access to justice	SO 2.3) Drafting and enforcement of improved policies for granting legal assistance, development of services in legal counselling

[195] OPAC is expected to contribute to all of the objectives developed in the draft Strategy for Development of the Judiciary, under both OPAC Specific Objectives for the judicial system, SO 1.3 Developing and implementing modern and efficient system and instruments in the institutions of the judicial system and SO 2.3 Improving the access and quality of services provided by the judicial system, including by ensuring an enhanced transparency and integrity.

[196] Annex 1 identifies the key sectoral strategies and the role that the OPAC is expected to play in addressing their needs. As also elaborated in EQ1, the scale and scope of these strategic plans vary considerably between institutions and sectors. In terms of themes of interventions, the OPAC can understandably be expected to make the greatest contribution to the national sector strategies of line institutions through those broader Specific Objectives of SO 1.1 and SO 2.1 which include a very wide range of actions to strengthen administrative, operational and legislative structures and implement these actions at the local level. More specifically defined objectives in the areas of human resource development and anti-corruption attract more limited interest. Five of nine beneficiaries include actions for the former with only three of the nine beneficiaries covering actions for the latter. This is not particularly surprising as acknowledgement of transparency and corruption issues is sometimes politically challenging.

11.3 Conclusions and Recommendations

Conclusion	Recommendation
A qualitative assessment reveals that OPAC makes a significant contribution to SCPA in terms of coverage of the strategy objective through OPAC actions. It also shows that the OPAC can be expected to make a contribution to the other key thematic strategies included within the evaluation. Assessment of the contribution to line ministry sector strategies is strong for elements of decision making and provision of services but the scale and scope of these documents varies significantly making an overall opinion impossible. Further quantification of contribution requires more comprehensive financial and performance information in both the OPAC and the contributory strategies.	No recommendation

12 Evaluation Question 11

EQ11. Are the measures planned for promoting chances equality between women and men and preventing discrimination adequate? Are the measures planned for promoting sustainable development adequate?

12.1 Approach

- [197] Article 55(3)(l-m) CPR requires the ex-ante evaluator to assess *"the adequacy of planned measures to promote equal opportunities between men and women, to prevent discrimination and to promote sustainable development"*.
- [198] Article 7 of CPR covers the promotion of equality between men and women and Article 8 of the CPR requires that ESI funds should follow the principle of sustainable development and preservation of the environment.
- [199] The assessment of the horizontal principles is realised on the basis of the following aspects:
- whether the equality between men and women, nondiscrimination and sustainable development have been considered in the identification of needs and challenges;
 - how the principles are incorporated in the programme:

12.2 Analysis

- [200] In section 11.1 of the OPAC notes that the MA will include aspects of sustainability in training and promote the awareness of protecting the environment and promoting sustainable development, although there are no specific actions for this in the programme.
- [201] The horizontal measures proposed in the OP include the use of the sustainable development principle in the selection process and later in the monitoring and evaluation, including sustainable development competences in the training activities (as appropriate). Another measure is the MA support to increase awareness regarding sustainable development and the way beneficiaries could define and implement practical actions.
- [202] The OPAC affects principally central and local public administrations and civil society organisations which are typically well covered by national anti-discrimination laws regarding recruitment and employment. However, important disparities may exist at different grades and with different age groups and effective consideration of the issue needs to be built into the development and implementation of the programme.
- [203] The OPAC notes a series of specific measures that had been undertaken in the consideration of equality between men and women during the preparation of the programme (in line with Article 7 of the CPR). These mainly include consultations within the scope of the working groups as well as in bilateral meetings and presentations of the performance of the current OP ACD 2007-13. There has not been any particular research or analysis on the development of measures or approaches for promoting equality during the planning stage.
- [204] Measures for equality are proposed for the implementation phase although existing national legislation provides some basis for ensuring equal opportunities in the recruitment and

employment policies of the potential beneficiaries. However, elements of SO 1.2 will contribute to ensuring that this legislation is enforced in practice by the further strengthening of human resources management legislation and implementation in practice. Other areas of the programme, such as SO .2.1 on developing or improving service delivery needs to specifically take equal access into consideration, for example social groups that may not have access to or experience of information technology. The OP notes that this will be taken into consideration during the project design process.

[205] Implementation of the programme will be supported by a range of actions to disseminate information on equality to all parties and include it in evaluation criteria and monitoring and reporting processes. The communication plan, which has yet to be created, is expected to also include an element on equality and how it is addressed by the programme.

[206] As stated in the programme, the three horizontal principles were considered during the OPAC design stage.

12.3 Conclusions and Recommendations

Conclusions	Recommendations
The OP covers to a large extent the way horizontal principles will be implemented throughout OP implementation	No recommendation.
Although a direct link with the four sustainable development principles cannot be established, contributions have been identified, e.g. training in green procurement.	No recommendation
The elements included in the OP for the promotion of equality thus far are somewhat general and more specific actions could be considered to be included, for example those in the recommendation column, next to this one.	<p>R11.1. Details on specific elements of the OPAC that require gender sensitivity analysis and how this will be addressed in procedures manuals and application processes;</p> <p>Identification of areas where information on male and female beneficiaries (required for reporting of indicators) may be difficult to obtain;</p> <p>Any assessment of equality or sustainable development prepared in the 2007-2013 period;</p> <p>Specific actions for physically handicapped people to be included in the communication plan and the OPAC overall (information available in Braille, audio information such as radio advertisements);</p>

Annex 1

A.1 Summary of conclusions

Conclusions	Recommendations
<i>Q1. To what extent there is coherence between selected thematic objectives, priorities and objectives corresponding to the programme, on one side, and on the other side, the Common Strategic Framework, Partnership Agreement and specific recommendations addressed to each country based on article 121 paragraph (2) of the Treaty and relevant recommendations of the Council adopted based on article 148 paragraph (4) of the Treaty? To what extent there is coherence with other relevant instruments (policies, strategies)?</i>	
1. The Strategy of the OP (Section 1.1 Draft Template of the OP) is built upon the PA, the requirements in the CSF, Council recommendations on the National Reform Programme and Position paper on the development of the Partnership Agreement. OPAC is consistent with the above overarching documents.	No recommendation
2. The Programme is highly coherent with the ScPA contributing to all strategic objectives of the strategy. It is also consistent to a large extent to National Digital Agenda – addressing all needs of administrative capacity nature.	No recommendation
3. The programme is highly coherent with National Anticorruption Strategy and the draft of the Strategy for Development of the Judiciary.	No recommendation
4. OPAC contributes to achievement of a large number of sector strategies through support to the administrative capacity of the line ministries responsible for the policy in various areas. OPAC is coherent to a large extent to the sector strategies, although the needs for administrative capacity might not be formulated, e.g. Transport sector, or may evolve.	R1.1 Update , revision and fine-tuning of the administrative capacity needs of the line ministries for the implementation of the sector strategies durin OPAC implementation
5. The key complementarities of OPAC are with OPC, OPTA and OPHC. The outputs of some actions therefore combine, contributing to an enhanced/ extended	No recommendation

Conclusions	Recommendations
result.	
<p>6. The demarcation between the programmes is clearly formulated in the programme in terms of: different types of actions (e.g. administrative capacity vs ICT investments) different target groups (e.g. OPTA will support only ESIF beneficiaries and for the scope of ESIF implementation, while OPAC will support capacity development throughout the whole system except ESIF); through the type of competences supported (specific sectoral skills through OPHC vs strategic management, public policies through OPAC). These complementarities will be managed throughout a mechanism across OPs and OPAC implementation, cooperation agreements (protocols will be signed to facilitate coordination)</p>	<p>R1.2. Ensure that planned mechanism of coordination of OPAC with other OPs is functional and effective at the national level and OP level.</p> <p>R1.3. Ensure clarity of the information provided to beneficiaries to understand the demarcation in the call for proposals documents</p>
<p>7. Due to the nature of the OPAC potential complementarities could be enhanced by supporting the administrative capacity of the public institutions involved in implementation of other OPs, as policy makers (the institutions with roles as authorities for OPs implementation are supported through OPTA)</p>	<p>R1.4. Inform and guide beneficiaries of other OPs how they can strengthen results from their projects through the funding of complementary actions from OPAC.</p>
<i>Q2. How is the internal coherence of the programme insured? Are the proposed support forms the most adequate?</i>	
<p>The specific objectives are consistent with the needs and challenges identified and selected to be addressed through OPAC.</p> <p>The objectives of the OPAC reflect the identified challenges and needs and have been given an appropriate weight in the Programme.</p> <p>The clarity of the section 1 could be improved in order to make the reader links easier the needs with the specific objectives</p>	<p>R2.1 Revise the first three groups of issues in section 1 (decision making process, administrative burden and management of public services) to clarify the connection with the specific objectives in the programme</p>
<p>Complementarities and synergies are apparent throughout the Programme</p> <p>The general design of the programme reveal a high degree of complementarity of the two priority axes PA 1 "Efficient administration and judiciary</p>	<p>R2.2.Synergies could be enhanced through implementation in an integrated manner of the projects on SO1.1 with SO 2.1 combining the actions and the effect. A good understanding of the potential and the ways to enhance synergies</p>

Conclusions	Recommendations
<p>system” and PA 2 “Administrative and judicial systems accessible and transparent” and their specific objectives.</p> <p>The approach reveals a complementarity between the structures, processes and tools on one side and the delivery of the services on the another. To some extent, but not entirely, this link could be seen also as a complementarity of the interventions at central level with those at local level</p>	<p>will be needed at the beneficiaries’ level.</p>
<p>SO 1.2 and SO 2.2 have also a complementarity feature in the sense that an improved human resources management framework and increased transparency, integrity and accountability in the public authorities and institutions will support effectiveness of all other SOs due to their horizontal role in the system.</p>	<p>No recommendation</p>
<p>The link between specific objectives and results is strong for all specific objectives although the specific objectives appear to be formulated broadly and for this reason they are translated in a large number of results (e.g. six for SO 1.1).</p>	<p>No recommendation</p>
<p>The link between actions and specific objectives is to large extent clear, nevertheless the large number of actions in many of the SOs (particularly SO 11, SO 2.1 SO 1.3, SO 2.3) make them appear lacking concentration. The choice is justified by the PA wide range of needs and funding priorities proposed for the administration and governance challenge. Particularly</p>	<p>R2.3. Prioritization of the actions and use of integrated projects that could concentrate effects of various actions should be facilitated during OPAC implementation.</p>
<p>Q3. To what extent the allocation of budgetary resources corresponds to the objectives of the programme</p>	
<p>As designed, the financing structure of OP AC is generally in line with the identified needs and challenges, planned activities and the underlying needs for financing. The selected form of financing through non-repayable grants and no use of financial instruments is well justified, in view of the scope of the activities, supported by OP AC and the types of beneficiaries.</p>	<p>No recommendation</p>
<p>Although the proposed contribution of OP AC to the implementation of an integrated approach to territorial development is small, no information is provided as to what activities will be supported with</p>	<p>R3.1. Further elaboration as to how the resources, dedicated for ITI, will be spent might be provided.</p>

Conclusions	Recommendations
OP AC resources, how their amount has been decided upon and how they will contribute to the integrated territorial development.	
The current version of the OPAC contains much more elaborated information on the justification of the financial allocations . It is however more focused on the results sought to be achieved rather than the needs and challenges that will need to be addressed.	R3.2. The programmers could elaborate the justification of the financial allocations by: <ul style="list-style-type: none"> Summarizing the main needs and challenges that the programme addresses and give evidence of their magnitude (if possible);
There is scope for optimization of the share of the EU financing, if a separate priority axis on transnational cooperation is established.	R3.3. Setting apart the activities, related to transnational cooperation in a separate axis might be considered to achieve an increase in the EU co-financing rates by 10 percentage points.
Justification of the allocation of funding by categories of regions is provided in the current version of the programme. However, it might benefit from further fine-tuning.	R 3.4. Provide justification on how the financing of measures, implemented in central authorities, will be attributed to more or less developed regions. <p>In purely technical terms, the share of the more and less developed regions in the financial allocations under PO 3, as stated in the justification of the financial allocations, needs to be aligned with the one, provided in the financial plan</p>
Q4. To what extent are the indicators proposed in the programme relevant and clear?	
All output indicators can be considered relevant to the activities and most result indicators are linked to the specific objectives.	
There are opportunities to further increase the clarity and hence the measurability of the result indicators.	R4.1. As a result of the analysis, it is recommended to exclude, reformulate, and/or provide further details in the indicator fiches for the following indicators: <ul style="list-style-type: none"> Systematized normative acts, depending on the institutions implementation role – should be clarified or reformulated in order to be clear what is meant by systematized acts Integrated management system created in the judiciary – in the indicator fiche should be specified what is meant by integrated management

Conclusions	Recommendations
	<p>system</p> <ul style="list-style-type: none"> Degree of compliance with deadlines for payments to beneficiaries – in the indicator fiche should be specified how it will be measured, or it could be reformulated, i.e. overall percentage of payments within the deadlines Rate of successfully completed projects – it is not recommended to include this indicator. Besides, what would be the target value? <p>R4.2. In order to further increase their clarity it is recommended to describe in the indicator fiches what is meant by: “implementing”, “applying”, “decision making”, i.e. how will it be determined if the measures are indeed applied.</p>
<p>There are opportunities to further increase the clarity and hence the measurability of the output indicators</p>	<p>R4.3. As a result of the analysis, it is recommended to exclude, reformulate, and/or provide further details in the indicator fiches for the following indicators:</p> <ul style="list-style-type: none"> Authorities and public institutions supported to systematize and simplify the active elements of the legislation – the meaning of active elements of the legislation is unclear and the indicator should be reformulated and/or details should be provided in the indicator fiche Institutions of the judiciary involved in the development of integrated management system – it is not clear what is meant by involvement in the development and the indicator should be reformulated and/or details should be provided in the indicator fiche Participants developed measures for members CM – the indicator is unclear probably due to translation, so it should be reformulated Participants developed measures for beneficiaries of POCA – the indicator is unclear probably due to translation, so it should be reformulated
<p>Q5. How do estimated performances contribute to results? To what extent are the results</p>	

Conclusions	Recommendations
<i>influenced by external factors, including by other existing instruments? Are the quantified target values of indicators realistic, considering the predicted support from Common Strategic Framework funds?</i>	
Some output indicators (specified in section 6.2) do not contribute to particular results.	R5.1. The output-result link should be established/improved for the above-mentioned indicators under SO1.1, 1.3, 1.4, 2.2, 2.3, 3.1, and 3.2.
<i>Q6. To what extent the intermediary and final indicators and targets (milestones) selected for the performance framework are adequate?</i>	
The output indicators of the performance framework meet the requirement of the guidance.	No recommendation
Both the milestone and target values of the financial indicators in the performance framework are set at values that complies with the minimum requirement to satisfy the N+3 to avoid decommitment.	No recommendation.
<i>Q7. To what extent are the human resources and administrative capacity adequate for programme management?</i>	
Although the implementation mechanisms have yet to be confirmed, they will continue with the same structures, individuals and procedures from the 2007-2013 period. The OPAC therefore has a strong base of administrative capacity. Annual reports show that implementation issues are however still being addressed. Whilst this and the increase in the scale of the programme raise some concerns that additional resources may be required, the tools and mechanisms are in principally in place to address this in due course. New information systems have the potential to substantially reduce the administrative workload, especially in areas of known weakness such as reimbursement.	R7.1. The Managing Authority (MA) is recommended to elaborate the mechanisms and procedures for the OPAC implementation in parallel with the finalisation of the OP itself.
<i>Q8. To what extent are the programme's monitoring procedures and the procedures for collecting data necessary to performing evaluations are adequate?</i>	
The MA intends to use a similar institutional structure for monitoring as in the current period. Processes have been reviewed for administrative burden and revised. Information system upgrades remain in development.	R8.1. The MA is recommended to elaborate the mechanisms and procedures for monitoring and collection of data in parallel with the finalisation of the OP itself.
<i>Q9. To what extent does the Programme contribute to the strategy of the Union for an intelligent, sustainable and favourable growth of inclusion, given the selected thematic</i>	

Conclusions	Recommendations
objectives and priorities, considering the national and regional needs?	
OPAC makes a direct contribution to Europe 2020 flagship Digital Agenda for Europe through actions addressing interoperability between public administrations and e-government	No recommendation
OPAC makes an indirect contribution to the other flagships initiatives through supporting the administrative capacity of the public institutions with direct responsibilities in the relevant policy areas (RDI, competitiveness, employment, environment, poverty and social inclusion)	R9.1. Monitor the contribution of OPAC to the administrative capacity of the policy makers responsible for the relevant policy areas.
Q10. Which is the relation of the programme with other relevant instruments (policies, strategies)?	
A preliminary qualitative assessment reveal that OPAC makes a significant contribution to SCPA in terms of coverage of the strategy objective through OPAC actions/	No recommendation
Q11. Are the measures planned for promoting chances equality between women and men and preventing discrimination adequate? Are the measures planned for promoting sustainable development adequate?	
The OP covers to a large extent the way horizontal principles will be implemented throughout OP implementation	No recommendation.
Although a direct link with the four sustainable development principles cannot be established, contributions have been identified, e.g. training in green procurement	No recommendation
The elements included in the OP for the promotion of equality thus far are somewhat general and more specific actions could be considered to be included, for example:	<p>R11.1. Details on specific elements of the OPAC that require gender sensitivity analysis and how this will be addressed in procedures manuals and application processes;</p> <p>Identification of areas where information on male and female beneficiaries (required for reporting of indicators) may be difficult to obtain;</p> <p>Any assessment of equality or sustainable development prepared in the 2007-2013 period;</p> <p>Specific actions for physically handicapped people to be included in the communication plan and the OPAC overall (information available in Braille, audio information such as radio advertisements);</p>

Administrative capacity needs of the line ministries according to strategic documents available

A2: SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA

<p>Ministry of National Education</p>	<ul style="list-style-type: none"> • Conducting needs analysis and exploiting results for vocational and technical education; • Completing secondary legislation regarding the recognition of learning results; • Strengthening the monitoring, evaluation capacity of the system and strategic planning; • Developing, monitoring and evaluating the impact of public educational policies at national and regional level; • Strengthening the administrative capacity of the Ministry and its subordinated institutions; • Reorganizing the school network – implementing the policy and strategy for the management and modernization of the schools network.
<p>Ministry of Labour, Family, Social Inclusion and Elderly</p>	<ul style="list-style-type: none"> • Intensifying the legislative process and the institutional measures for enforcement against undeclared employment; • Developing the legal framework for achieving a national, sustainable and effective social services quality system; • Developing systematic monitoring & assessment mechanism in the field of social assistance and social inclusion, as well as strategic planning and determining the most effective policies and programs in the field; • Developing procedures manuals, methodological guidelines, instructions for work in local communities; • Assess the impact of the interconnection of databases for quality services from different sectors of social assistance; • Establishing an effective, balanced and flexible social benefits system.
<p>Ministry of Public Finances</p>	<ul style="list-style-type: none"> • Intensifying the legislative and institutional measures enforcement process aiming to reduce undeclared employment; • Strengthening the monitoring system with high fiscal risk areas as a priority; • Improving tax legislation in order to reduce tax evasion. • Simplifying the tax system, and promoting measures to improve

	transparency, stability and predictability.
Ministry of Economy	<ul style="list-style-type: none"> Better regulating the business environment at national and regional level and developing the regional capacity of economic management.
Ministry of Regional Development and Public Administration	<ul style="list-style-type: none"> Conducting a functional analysis on the public administration sector. Improving the administrative performance on local planning and development control, especially in issuing the construction authorization <ul style="list-style-type: none"> ✓ Increasing transparency and simplification of administrative procedures; ✓ Improving efficiency of public service delivery; ✓ Improving the business climate and reducing the information obligations of the private sector. Reducing administrative costs and simplification of administrative procedures impacting on citizens.
Ministry of Transport	
Ministry of Health	<ul style="list-style-type: none"> Reorganization of the health insurance system by amending and revising the legislation; Redefining the basic package of health services, developing the legal framework to stimulate private insurances); Defining a strategy of developing long-term care (setting the tariff per solved case based on the degree of dependency of home care services, increasing the coverage of long-term elderly dependents); Developing the monitoring, evaluation and control system of health care providers; Increasing the planning capacity of the health system at regional / county / local level. Reviewing the funding and reimbursement of health services and controlling costs system.
Ministry of Environment and Climate Change	<ul style="list-style-type: none"> Public Policy Unit institutional strengthening, establishing monitoring and reporting procedures to implement the strategy and action plan; Strengthening the coordination of climate change policy. Reviewing the regulatory and approval framework for the simplification of procedures; Reviewing the Construction Law in order to reduce the burden of environmental authorities regarding the approval process; Strengthening the regulatory, approval and application functions. Strengthening the inter-ministerial cooperation – strengthening the inter-ministerial committees functioning.

Ministry of Justice	<ul style="list-style-type: none"> Analyses / assessments / strategies / tools / mechanisms / procedures, etc, as well as training for the institutions of the judicial system staff; Strengthening the penitentiary and probation system; Strengthening the national system of debt recovery and recovery of claims resulting from crime; Improving the system of judicial statistics;
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A3: SO 1.2 Developing and implementing modern policies and tools for human resource management

Ministry of National Education	
Ministry of Labour, Family, Social Inclusion and Elderly	<ul style="list-style-type: none"> Increasing the social assistance system's performance by promoting competence and quality of the staff hired within the system.
Ministry of Public Finances	
Ministry of Economy	
Ministry of Regional Development and Public Administration	<ul style="list-style-type: none"> Creating and implementing a public policies system in favour of an integrated strategic management of human resources in the public sector; Decentralising the public function management to the authorizing officers; Developing and implementing occupational / competency standards; Developing and implementing of monitoring and evaluating tools for the application of staff remuneration within the public administration; Developing the legislative framework to encourage professional performance, improving retention within the public sector and attracting poor socio-professional categories in public administration by introducing incentive items; Updating the performance evaluation system; Restating the training policies planning, management and implementing;
Ministry of Transport	
Ministry of Health	<ul style="list-style-type: none"> Developing the legal framework for optimizing human resources
Ministry of Environment and Climate Change	<ul style="list-style-type: none"> Training of core staff regarding the formulation of policies and the development of strategies, including investment assessment techniques.
Ministry of Justice	<ul style="list-style-type: none"> Training of staff in the judicial system in the implementation of the

	<p>new codes and the unification of jurisprudence, the enforcement of laws for execution of sentences, and other measures ordered by the court, but also on other aspects such as the management of courts, etc;</p> <ul style="list-style-type: none"> • Developing of guidelines, manuals, various documentaries, etc; • Developing a system for better identification of training needs and measurement the effectiveness of training.
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A4: SO 2.1 Optimizing structures and processes within the local public authorities and institutions in order to be able to exercise its powers in a uniform manner

Ministry of National Education	<ul style="list-style-type: none"> • Developing the new curriculum and textbooks to ensure appropriate manuals; • Securing the autonomy of decision making at school level, together with parents, local contributing authorities and economic operators; • Securing the monitoring / evaluation / counselling and monitoring activities by the School Inspection. • Accelerating the education reform at central and local level, in terms of regionalization and decentralization; • Harmonising the provisions and other regulations in the National Education Law including the completion of the methodological framework needed for the transfer of responsibilities in the education field from the central level to the local authorities. • Improving the degree of autonomy of educational units.
Ministry of Labour, Family, Social Inclusion and Elderly	<ul style="list-style-type: none"> • Promoting public policies targeting the elderly social assistance in the context of accelerated demographic aging process. • Increasing the capacity of local public administrative authorities to effectively manage the existing social needs at the community level; • Concluding partnerships and developing working methodologies to stimulate local level collaboration in provision of social services; • Facilitate cooperation between authorities at county / local level in the areas of social assistance, education, health, and employment.
Ministry of Public Finances	
Ministry of Economy	
Ministry of Regional Development and Public Administration	<ul style="list-style-type: none"> • Introducing quality and cost standards for all public services both at central and local level; • Fostering the association of territorial-administrative units in order to provide more efficient public services;

	<ul style="list-style-type: none"> • Developing the managerial culture in institutions and authorities providing public services; • Developing systems and interoperable database for monitoring and evaluation of public services; • Using modern information technologies in the provision of public services; • Increasing the use of systems and tools of quality management within the public administration, in order to improve accessibility and quality of its provided services; • Promoting good practices and innovation in the provision of public services and exchange of experience & networking between organizations. • Drafting analyses on the effects of the implemented decentralization measures, as well as of the opportunity to transfer new powers; • Developing studies and impact analysis supporting the substantiation of options related to the administrative-territorial organization of Romania, and the involvement of specialized institutions, the academic environment, and the civil society; • Adopting legislative measures to reduce the administrative fragmentation and the territorial development gaps; • Strengthening of local public administrative capacity to promote local development and reduce disparities and development gaps; • Strengthening of Ministry decentralized structures, and ensuring complementarity of their actions with of the local public administration. • Operational one-stop shop – a single point of information and opinion organized at county administrative centres and county councils level coupled with the decentralization process, and obligations as foreseen within the governance program for improving the business environment and the public administration reform;
Ministry of Transport	
Ministry of Health	<ul style="list-style-type: none"> • Continue needed activities to expand the quality management system at all levels of health care; • Promoting the use of generic drugs for the population; • Communication campaigns of proposed reform measures and expected results; • Developing and implementing mechanisms for quality assurance and accreditation of providers. • Training of decision makers in the public services management; • Clarifying the responsibilities and powers of public institutions in the health field; • Increasing the capacity of the health system management at regional / county / local level; • Developing and implementing intersectoral national programs

	<p>tailored to specific needs of the vulnerable groups at local level;</p> <ul style="list-style-type: none"> Stimulating cooperation of decentralized institutions at regional, county and local level to support the delivery of integrated medical and social services to the vulnerable populations
Ministry of Environment and Climate Change	
Ministry of Justice	<ul style="list-style-type: none"> Organising information, legal education and awareness campaigns of individuals, drafting guides / informative materials on the provisions of the new codes, the rights of individuals, etc; Improving the legal aid system through the development and implementation of improved policies and legal aid assessment of quality of aid; Promoting alternative methods of dispute resolution.

A5: SO 2.2 Increasing transparency, ethics and integrity within the authorities and public institutions

Ministry of National Education	<ul style="list-style-type: none"> Preventing corruption in the education and training field introducing anticorruption thematic in extra-curricular activities and school programs (promoting an optional discipline in the CDS – the school-based curriculum – from the curriculum areas <i>Man and Society</i> and <i>Guidance and Counselling</i>). Reducing corruption cases at pre-university and university level
Ministry of Labour, Family, Social Inclusion and Elderly	
Ministry of Public Finances	
Ministry of Economy	
Ministry of Regional Development and Public Administration	<ul style="list-style-type: none"> Increasing administrative capacity in the field of implementation of ethical and integrity standards within the public administration
Ministry of Transport	
Ministry of Health	
Ministry of Environment and Climate Change	
Ministry of Justice	<ul style="list-style-type: none"> Increasing efficiency regarding resolution of cases and fighting corruption; Promoting of anti-corruption measures and professional standards of ethics and integrity;

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| | <ul style="list-style-type: none">• Improving communication strategies within the anticorruption field. |
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Anexa 2 – Coherence with other Operational Programmes

Table 2.1.A Coherence with other Operational Programmes

OPAC (Operational Programme Administrative Capacity), version 30 th July 2014							
TO Thematic Objective	PA Priority Axis	IP Investment priority	SO Specific objective	Competitiveness OP (COP), Ver. July 2014	OPHC (OP Human Capital) Ver. July 2014	ROP (Regional OP) ver. July 2014	OPTA (OP Technical Assistance) ver. July 2014
TO 11 - Enhancing institutional capacity of public authorities and stakeholders and efficient public administration	PA1. Effective public administration and judicial system	PI 11.1 Investing in the institutional capacity and efficiency of public administrations and public services in order to achieve reforms, a better regulation, and good governance	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA	Complementarity: - COP, PA2 with the action "Development of mechanisms for coordination and collaboration between relevant actors on specific areas of competence/activity (including IT solutions)". -COP (Action 2.1.1, 36 life events) with the OPAC (PA1), to increase admin capacity) to support MIS to develop e-governance -COP - Action 2.2.2 Support the use of ICT for business development, in particular the framework for conducting electronic commerce -COP Action 2.3.1 Strengthening and ensuring interoperability of systems dedicated to e-government services type 2.0-centered on events from the life of citizens and businesses, development of	Complementarity with -OPHC, PA4-Social inclusion and combating poverty, PI S.O 4.1, SO 4.12-15. regarding the enhancement of the capacity of the social partners to be financed by the OPAC - OPHC, PA3, PI8.7, aiming the enhancement of PES (public employment services) capacity to provide high quality services tailored to the needs of the labor market. - OPHC,PA6-Education and skills (the OPAC supports Min. of Education & OPHC results will enhance the the OPAC actions)	Potential complementarity with ROP-PA5 (OPAC support to Min. of Culture) Complementarity with ROP-PA8 (OPAC support to Min. of Health & support to enhance the capacity of local authorities to administrate the health and social infrastructure) Complementarity with ROP-PA9 (OPAC support for the local authorities beneficiaries of ROP-PA9) Complementarity with ROP-PA10 (OPAC support to Min. of Education & support to enhance the capacity of local authorities to administrate the educational infrastructure)	Complementarity with: - the actions for Increasing the capacity of the social partners and Non Government Organisation (NGOs) to cooperate & interact with the public administration with OPTA supporting "horizontal trainings", including on "partnership development" actions regarding "specific trainings" with OPTA financing "horizontal trainings" - The actions for development of mechanisms for consultation and participation of stakeholders in decision making" with OPTA, PA1, SO 1.2, Action 1.2.2 "Development of partnership culture for coordinating ESIF and assuring the needed partnership with stakeholders for implementing the Partnership Agreement.

				<p>governmental cloud computing and communication social media, the Open Data and Big Data</p> <p>-COP (Action 2.3.2, e-commerce) ensuring the infrastructure for e-commerce and OPAC-PA1 ensuring the development of regulatory framework and strength the admin capacity of MIS+NACOP and NAMRC.</p> <p>COP (Action 2.1.1, broadband infrastructure, Internet access) ensuring NGN infrastructure and access with OPAC-PA1 supporting MIS to develop the legal and institutional framework for developing NGN infrastructure.</p>			
				<p>Complementarity with -COP (Action 2.2.2, cyber security) with OPAC (PA1 and 2), to increase admin capacity) to promote and strength the culture of cyber safety.</p> <p>-COP (Action 2.2.4, open data and use of big data) with OPAC-PA2 to increase admin capacity) to ensure the processing and analysis of data collected infrastructure</p> <p>Complementarity with -COP-PI2.1 Strengthening of ICT applications for e-government, e-learning,</p>	<p>Complementarity with -OPHC, PA4-Social inclusion and combating poverty, PI 4.1, regarding the enhancement of the institutional capacity of the social partners to be financed by OPAC & to strength the capacity of local authorities to develop integrated project with OPAC support</p> <p>- OPHC, PA5-Local strategies within CLLD framework, regarding the need of strengthening the capacity of the local authorities with OPAC support</p>		<p>Complementarity with: OPTA, PA2, SO 2.1 - Improving the regulatory framework, strategy and procedures for the coordination and implementation of ESIF Demarcation is ensured by the target group- OPTA is limited to beneficiaries of funding from ESI Funds and capacity/competences related to ESI Funds projects implementation.</p>

				digital inclusion, online culture and e-health			
			SO 1.2 Development and implementation of modern policies and instruments for human resource management	Complementarity of "HR management by using ITC" with COP actions developing ICT e-learning solutions	Complementarity with the OPHC, PA6-Education and skills Demarcation is ensured by target group		Complementarity regarding HRM actions funded by OPAC and OPTA PA 3 Demarcation is ensured by the target group- OPTA is limited to beneficiaries of funding from ESI Funds and capacity/competences related to ESI Funds projects implementation.
			SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system	Complementarity with COP, PA2 to the "Development and strengthen of trade register / insolvency proceeding [...]" & "Developing guides, manuals, IT training tools [...]" & "Further development of e-justice [...]"			Complementarity regarding HRM actions funded by the OPAC and the OPTA Demarcation is ensured by the target group- the OPTA is limited to beneficiaries of funding from ESI Funds and capacity/competences related to ESI Funds projects implementation
			SO 1.4 Enhancing the efficiency, transparency and accountability in the public procurement system				Complementarity with OPTA – PA2 (supports for institutions involved in public procurement NARMPP and UCVPP in order to be improved the framework and conditions for the ESIF coordination and control.
TO 11 Enhancing institutional capacity of public authorities and stakeholders and efficient	PA2. Effective and responsible public administration and judicial	PI 11.1 Investing in the institutional capacity and efficiency of public administration	SO 2.1 Optimizing structures and processes within the local authorities and public institutions to exercise competencies uniformly	Complementarity with COP- PI 2.1 Strengthening of ICT applications for e-government, e-learning, digital inclusion, online culture and e-health, SO 2.1 A & SO 2.1 B for: "Developing, introducing and	Complementarity with the - OPHC – PA 4 (support central and local public administration, other institutions in order to deliver social services of general interest) -OPHC, PA3 (support	Complementarity with ROP-PA1 for "strengthening the local administration cooperation in providing more efficient public services". Complementarity with ROP-PA5 (support for	Complementarity regarding training actions funded by OPAC and OPTA Demarcation is ensured by the target group- OPTA is limited to beneficiaries of funding from ESI Funds and capacity/competences related to

public administration	system	s and public services in order to achieve reforms, a better regulation, and good governance		supporting the use of TIC tools (IT systems - software and database development)" Complementarity between COP (Action 2.1.3, cloud computing) and OPAC-PA2, to increase admin capacity) to create and develop secure and scalable IT infrastructure for Government's cloud, common to all organizations from the public sector.	activities in order to enhance capacity of public employment services to provide high quality services tailored to the needs of the labor market)	local authorities to administrate cultural activities, NGO will increase their capacity by accessing the Programme)	ESI Funds projects implementation
			SO 2.2 Improving transparency, integrity and accountability of public authorities and institutions	Complementarity with COP (Action 2.1.2, cyber security) with OPAC (PA1 and 2), to increase admin capacity) to promote and strength the culture of cyber safety.		Complementary with ROP – technical assistance SO12.1 - Supporting transparent and efficient implementation of ROP	OPTA supports through SO 1.2. actions for ensuring transparency with regard of implementing ESIF
			SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level	Complementarity with COP-PA2 for " Improving the access to jurisprudence in the online environment, improving the access case files (e-file), continuously improving the current IT applications (e.g. ECRIS), other measures for the increase of the quality and accessibility of the services supplied in the judicial system"			

Table 2.1.B Coherence with other Operational Programmes

OPAC (Operational Programme Administrative Capacity), version 30 th July 2014				Comments (including complementarities with other EU/ national instruments)			
TOThematic Objective	PA Priority Axis	IP Investment priority	SO Specific objective	OPLI (Large Infrastructure OP)	OP ETC	NPRD (National Program Rural Development) Ver. July , 2014	Other instruments
TO 11 - Enhancing institutional capacity of public authorities and stakeholders and efficient public administration	PA1. Effective public administration and judicial system	PI 11.1 Investing in the institutional capacity and efficiency of public administrations and public services in order to achieve reforms, a better regulation, and good governance	SO 1.1 The development and introduction of systems and common standards in public administration to optimize decision-making processes geared towards citizens and the business environment in accordance with the SCPA				OPAC-PA1 is supporting activities within the EU Strategy for the Danube Region: Pillar 3 - Building prosperity in the Danube Region, PA8 - Supporting enterprise competitiveness, including the cluster development and Pillar 4 - Strengthening the Danube region, PA10 - Step up institutional capacity and cooperation & PA11 - Work together to promote security and tackle organised and serious crime. OPAC-PA1 supports the administrative capacity development of ITI for Danube Delta (Danube Delta the Biosphere Reserve) The Norwegian Financial Mechanism 2009-2014 and the Swiss – Romanian Cooperation Programme
			SO 1.2 Development and implementation of modern policies and instruments for human resource management		-	-	
			SO 1.3 The development and implementation of modern systems and tools, and effective management of the institutions of the judicial system		-	-	
			SO 1.4 Enhancing the efficiency, transparency and accountability in the public procurement system		-	-	
TO 11 - Enhancing institutional capacity of public authorities	PA2. Effective and responsible public administration and judicial	PI 11.1 Investing in the institutional capacity and efficiency of public administrations and public services in order to achieve reforms, a	SO 2.1 Optimizing structures and processes within the local authorities and public institutions to exercise competencies uniformly	Complementary with AP 5 – SO 4.1, 5.1 (NGOs will increase their capacity by accessing the programme)	Complementary with OP Ro-Bulgaria (2.A.6.1. promotes specific actions	Complementary with Measures 7.2, 7.6, 16 (NGOs will increase their capacity by accessing the	OPAC-PA2 is supporting activities within the EU Strategy for the Danube Region: Pillar 3 - Building prosperity in the Danube Region, PA8 - Supporting enterprise competitiveness, including the cluster development and Pillar 4 -

and stakeholder s and efficient public administrati on	system	better regulation, and good governance			in order to increase efficiency of public administration in CBC context)	programme	Strengthening the Danube region, PA10 - Step up institutional capacity and cooperation & PA11 - Work together to promote security and tackle organised and serious crime. OPAC-PA2 supports the administrative capacity development of ITI for Danube Delta (Danube Delta the Biosphere Reserve) The Norwegian Financial Mechanism 2009-2014 and the Swiss – Romanian Cooperation Programme
			SO 2.2 Improving transparency, integrity and accountability of public authorities and institutions		OP Ro- Bulgaria - SO 5.1 – promotes transparency of public management in the CBC context		
			SO 2.3 Improving access and quality of services delivered by the judicial system, including by ensuring enhanced transparency and integrity at its level				

Table 2.2 - Correlations with other Operational Programmes

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
HR Policy - Staff appraisal and remuneration in public administration	HR policy for all public administration institutions (except ESIF system) will be tackled under S. O.1.2. OPAC supports specific actions related to legal and institutional framework for human resources management in public administration and modern tools of human resource management for increasing professionalism and attractiveness of public administration	MEF will develop, with OPTA support, the HR policy for all OPs financed from ESIF (S.O. 3.1 OP TA), addressing the main deficiencies of human resources involved in the management and control of ESIF. Specific actions regarding motivation, including a unified and competitive remuneration system, professionalization and training of human resources involved in the coordination, management and control of ESIF, will contribute to implementation of the Strategy regarding strengthening of public administration 2014-2020.	-	-	-	-	-	-	-
ICT tools and digital agenda e-government e-justice	S.O. 1.1 supports specific actions related to identifying ICT solutions for approaching life events. OPAC supports creation of the institutional framework and administrative capacity for the systemic approach to electronic public services, i.e. online access to 36 life events. Specific actions lead to: ensuring the institutional and administrative capacity of MIS and of other public authorities and of institutions involved in managing ICT issues; supporting MIS for	S.O. 2.2 supports developing IT system (SMIS 2014+, including MySMIS) that will enable electronic communication between institutions involved implementation, coordination and control of ESIF.	OPHC supports specific actions (e.g. best practices exchange/ training) to support increasing utilization of ICT solutions for providing social services (S.O 4.7) and for providing medical services (S.O 4.11) S.O 6. 5 will lead to increased educational offers oriented on skills training and the use of digital solutions / type of ICT in	-	OPC supports expansion and development of the broadband high speed (SO2.1) OPC - S.O 2.3: Increasing use of e-government systems supports actions regarding : Strengthening and ensuring interoperability of systems dedicated to e-government services type 2.0-centered on	-	-	-	-

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	<p>preparation of the horizontal framework for e-government development; ensuring institutional and regulatory framework for e-commerce and cross-border offer and administrative capacity of MIS to manage this issue; ensuring institutional framework for the development of Next Generation Access Infrastructure / Next Generation Networks and as well as administrative capacity of MIS as beneficiary / coordinator; developing a regulatory framework regarding electronic commerce and cross-border offer; Developing administrative capacity for easy solving of specific abuse and disputes specific for e-commerce.</p> <p>Also OPAC S.O 2.2 supports actions related to open data and big data, respectively actions for improving free access to information, data presentation, developing partnerships with civil society and business for increasing use of information generated by open data, encouraging a positive attitude of the public administration related to open data, definition of datasets,</p>		teaching		<p>events from the life of citizens and businesses, development of governmental cloud computing and communication social media, the Open Data and Big Data (Actions 2.3.1 Ensuring cyber security of ICT systems and computer networks (Action 2.3.2.) Improving digital content and systemic ICT infrastructure in e-education, e-inclusion, e-health and e-culture (action 2.3.3). Supporting the use of ICT for business development mainly of the framework for e-commerce (Action 2.2.2) Beneficiaries will be public authorities that provide / coordinate public services aimed at the 36 predefined life events,</p>				

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	<p>implementation analysis process for data sets collected.</p> <p>For justice administration, specific actions of S.O. 1.3 target:</p> <p>implementation of an IT Business Intelligence module; development / modernization of IT support systems for business processes and ensuring interoperability / integration with other IT systems, development of systems for assessing / monitoring business processes and security management;</p> <p>IT solutions for. expansion / improvement / development / management of IT judiciary system for reconfiguration causes ("ECRIS"), including the development of new functionalities and increasing technical capacity of PM</p> <p>development of an integrated IT solutions to meet the needs of the judiciary system</p> <p>OPAC supports the introduction and use of e-government and ICT at the local government level in order to reduce administrative burdens for users of public services, and proximity to citizens and businesses, by facilitating access to services</p>				including partnerships between the public institutions				
Open government	OPAC - S.O 2.2 supports actions for increasing	OPTA - S.O 1.2. Supports actions for ensuring transparency with			OPC – S.O 2.3 target actions	S.O.12.1 - Supporting	Specific actions in order to	-	

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	transparency: development and implementation of policies, procedures and tools for management; publication and dissemination of data and information sets, managed by public authorities and institutions; -development and implementation of standards relevant to data/information presentation by public authorities and institutions; -development and implementation of training, support materials and supplementary materials addressed in particular to public authorities and institutions; -development of public service book, guides for recipients of public services, information and promotion campaigns;	regard of implementing ESIF.			regarding public services to citizen using e-government platform (Action 2.3.1. - Strengthening and ensuring the interoperability of information systems for e-Government services type 2.0 centred on the life events for citizens and businesses, development of government cloud and social media communication, Open Data and Big Data.)	transparent and efficient implementation of ROP	ensure transparency of implementing the OP OP Ro- Bulgaria - SO 5.1 – promotes transparency of public management in the CBC context		
Improvement of methods/procedures in public administration	S.O1.1 supports specific actions regarding development and implementation of systems and standards in public administration to optimize decision-making processes at central level. Specific actions within S.O. 2.1 target developing of standard mechanism and procedures for making decisions and strategic planning for the long term at the	OPTA promotes measure to capacity of authorities for implementing ESIF.	OPHC – S.O. 4.12-4.15 supports specific actions in order to support central and local public administration in order to deliver social services of general interest. OPHC, PA3, PI8.7, aiming the enhancement of PES (public employment				OP Ro- Bulgaria - 2.A.6.1. promotes specific actions in order to increase efficiency of public administration in CBC context		

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	<p>local administration level.</p> <p>OPAC supports training of decision makers in the health and education sector structures on topics such as: strategic and budgetary management, public policy, evaluation, monitoring, so on.</p> <p>OPAC will support the cross-border cooperation through intervention interventions that aim transnational exchange and dissemination of information and best practice, joint solutions of European administrations, strengthening communication networks of local public administration with NGOs, social partners and educational and research institutions</p>		<p>services) capacity to provide high quality services tailored to the needs of the labour market.</p> <p>OPHC supports training for health and education sector other than training regarding policy making process</p> <p>OPHC – S.O. 6.7 targets improvement of academic management mechanisms to promote quality.</p>						
Measures to increase capacity NGOs	<p>S.O. 1.1. support measures to increase the capacity of NGOs and social partners through training, activities jointly undertaken participation and development of thematic networks of local / regional / national / European initiatives</p>		<p>OPHC will support beneficiary, NGOs with specific activities in the programme field.</p>	<p>NGOs will increase their capacity by accessing the programme: S.O. 4.1 Increasing the protection and conservation of biodiversity through</p>		<p>NGOs will increase their capacity by accessing the programme: OS5.1.1 - Conservation, preservation and promotion of cultural heritage to strengthen cultural identity and its effective use</p>	<p>OP Ro- Bulgaria - S.O.2.A.6. will assist social organisations to deliver more efficient, adaptable and tailor-made policies and services with a comparable quality throughout the cross-border region</p>	<p>NGOs will increase their capacity by accessing the programme: Measure 16 (Co-operation) to support the establishment and running of Operational Groups</p>	

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
				appropriate management measures and restoration of degraded ecosystems SO 5.1 – Reduction effects and damage on the population caused by natural phenomena associated to principal risks exacerbated by climate change				Sub-measures 7.2 Investments in the creation and upgrade of small-scale infrastructure Sub-measures 7.6 Investments associated with the protection of cultural heritage	
Reduction of administrative burden for businesses	.S.O... 1.1. supports specific actions regarding: simplification of legislation in the field of labour, health, education, environment, justice, tax administration, construction; measurement of administrative for businesses by authorities subordinated/coordinated by GGS and Parliament, which were not included in previous measurements; development and implementation of new methodologies / tools for measuring and reducing bureaucracy	The OPTA will fund actions for simplification of cohesion policy implementation in the period 2014-2020. The Programme will support activities of working group for simplification, horizontal actions at the system level and specific actions at the OPTA, OPC, OPLI		-	S O. 2.2 Support the use of ICT for business development, in particular the framework for conducting electronic commerce (Action 2.2.2) S.O 2.3 support Action 2.3.1 regarding: Strengthening and ensuring the interoperability of	-		Clear and specific measures regarding themes as :: - <i>Su</i> <i>bmission of</i> <i>financing</i> <i>applications:</i> <i>Pr</i> <i>oject</i> <i>evaluation</i> <i>Ch</i> <i>ecking price</i> <i>reasonablen</i> <i>ess</i> <i>Pr</i>	

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
					information systems for e-Government services type 2.0 centred on the life events for citizens and businesses, development of government cloud and social media communication, Open Data and Big Data			object selection - available project models for financing	
Integrated territorial development	OPAC supports measures to improve the local capacity to manage the effects of economic and social development, generated by ITI (S.O. 2.1) OPAC complements actions financed from ROP, OPLI, NRDP, and OPFMA. Aspects related to complementarity and synergies between the involved programs will be debated in OPAC Monitoring Committees and working groups.	OPTA will support management of ADI ITI Danube Delta. OPTA will ensure the coordination of European funding provided through the Operational Programmes of the three ministries, with the support of a Functional Working Group within MEF	ITI Danube Delta OPHC through its priority axis 1,3,4,6 will make an important contribution to the strategic goals of development of human resources in the territory of ITI and to increasing the inclusion of marginalized communities. OPHC will fund integrated measure in order to reduce population at risk of unemployment, poverty and social exclusion in ITI area	OPLI supports integrated territorial development through investments aiming mobility and connectivity S.O.2.1 increase mobility by developing road transport network TEN-T S.O.2.2 increase regional accessibility by connecting areas with low	S.O. 2.2 Support the growth of the added value of ICT and innovation in the field by developing clusters (Action 2.2.1)	Growth poles PA 4 - Supporting sustainable urban development	OP Romania Bulgaria NA	NRDP finance transport infrastructure Sub-measure 7.2 Investment in the development and modernization of basic infrastructure on small scale	-

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
				connectivity to the TEN-T road infrastructure S.O.2.3 regional mobility through sustainable growth of airports					
Measures to reform the public procurement system	OPAC- S.O1.4 supports actions to improve the legal and institutional framework in the field of public procurement (studies for reform options, harmonization of existing legal acts with regard to public procurement, identifying transpositions options for harmonization of the new directive and ensuring coherence with sectorial legislation, developing of standardisation documentations, identifying competencies overlaps, possible sources of inter-institutional conflicts and clarifying the responsibilities of the institutions responsible for public procurement, depth critical analysis followed by concrete measures to streamline internal working practices NARMPP and UCVPP and NCSC, development of mechanisms and procedures for improving	S.O 2.1. supports actions in order to improve the framework and conditions for the ESIF coordination and control, including measures for strengthen of the administrative capacity of NARMPP and UCVPP/CVPP (logistic support, functioning costs, participation to events related to the ESIF) and activities for improving implementation of public procurement rules by the institutions involved in the ESIF implementation and control.	-	-	-	-	-	-	-

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	intra and inter-institutional cooperation, strengthening the legal status of public officials to protect them from external interference). support for measures to improve the preparation and management of public procurement procedures and ensuring correct execution of contracts								
Measure for improving the judicial system and implementation of anticorruption actions	The OPAC actions will support ensuring of the results sustainability of the project Development Strategy of the judiciary system, the relevant measures for the judiciary system of the National Anticorruption Strategy and also strategy of strengthening judicial integrity 2011-2016 and elements of ethics and administration for public authorities and institutions as a whole. The specific actions for strengthening the judicial system will be achieved under S.O 1.3. S.O. 2.2 supports actions regarding transparency, integrity, ethics and reducing corruption in the public administration	The OPTA – S.O 2.1 will finance activities to for improving the framework and conditions (logistic and functioning support) for institutions involved in implementation and control of ESIF, including DLAF and support for the development, implementation, monitoring and evaluation of the National Anti-Fraud Strategy for ESIF S.O 1.2 support actions related to anti-fraud, interest conflicts and incompatibilities for ESIF		-		-		-	
Technical assistance									
Training and exchanges of experience	Supports S.O. 3.1 target: specific training for the MA OP AC and structures from Ministry of Regional Development that support MA OP AC, encouragement and support for experience exchange and networking in	Specific training for ESIF coordination and control structures (MEF, CPA, AA, DLAF, ESIF-dedicated structures of NARMPP and UCVPP/CVPP) Training on ESIF or on other topics necessary for the proper ESIF implementation for the staff of other	Specific training MA IBs OP HC	Specific training MA IBs OPLI	Specific training MA IBs OP COMP	Specific training MA IBs ROP	Specific training MA, First Level Control, ETC Certifying Authority and Joint Secretariats ETC OPs	Specific training Bodies involved in the NRDP implementation	Specific training MA OP FMA

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	specific areas, including internships; MA's staff through participation in seminars, conferences, workshops, networking and so on regarding management and implementation of the operational program;	structures involved in the OP implementation Training on horizontal themes for ESIF coordination and control structures.							
Functioning of the ESIF coordination, management and control structures	S.O. 3.1 support specific actions for : ensuring expenditures for staff salaries; logistic support for the operations, including the implementation of measures to reduce the administrative burden for beneficiaries;	S.O. 2.1 supports strengthening administrative capacity and ensuring regulatory framework, strategy and procedures for coordination, management and control ESIF The OPTA 2014-2020 supports development of horizontal evaluation culture at the PA and ESIF, strengthening internal evaluation capacity of MEF and direct support for the assessments provided for AP, OP LI, OPC and OPTA. MEF, CPA, AA, DLAF, ESIF-dedicated structures of NARMPP and UCVPP/CVPP and other structures designated for ESIF coordination and control will receive specific support, if necessary In accordance with S.O. 2.2 technical assistance will be used for development and the operation of the unitary system SMIS 2014+ and its related applications, including MySMIS that will enable electronic communication between users and the management structures of OPs financed by ERDF, ESF, CF and EARDF - except OP ETC and strengthening the ability of users to	MA IBs OP HC	MA IBs OP LI	MA IBs OP COMP	MA IBs ROP	First Level Control ETC OPs	Management system NRDP	Management system OP FMA

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
		use these systems / applications.							
Evaluation/studies/analyses at PA level/ESIF/OP	S.O. 3.1. support specific actions regarding: conducting analyses, studies, assessments that contribute to effective and efficient management of the funds allocated for the OPAC; - conducting assessments under the OPAC in accordance with the program evaluation plan; - development and introduction of monitoring and reporting systems for specific indicators of the programme;	At PA/ESIF level On horizontal issues or on at least 2 OPs (one funded by ERDF / ESF / CF) Evaluation culture at ESIF level	Specific at OP HC level	Specific at OP LI level	Specific at OP COMP level	Specific at ROP level	Specific at ETC OPs level	Specific at NRDP level	Specific at OP FMA level
Evaluation/verification/monitoring of ESIF projects	Specific actions within the S.O. 3.1: support for all stages of the OPAC implementation (planning, evaluation and selection, project monitoring, verification and control); - support for increasing the capacity of members of the OPAC Monitoring Committee (through participation in meetings, seminars, training courses, workshops, etc.) - monitoring and evaluation; support for the organization and implementation of the OPAC monitoring committees;	OP TA projects	OP HC projects	OP LI projects	OP COMP projects	ROP projects	ETC OPs projects	NRDP projects	OP FMA projects
Preparation of the next programming exercise, post	S.O. 3.1 supports : collection, aggregation and analysis of data and statistical information, preparing reports	the With regard post 2020 programming period, S.O 2.1. Will provide horizontal support ESIF and	OP HC	OP LI	OP COMP	ROP	ETC OPs	NRDP	OP FMA

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
2020	and documentation, conducting research and implementing other actions to provide support for the preparation of the next programming period (pS.O.t 2020);	specific support for OPTA, OPC, OPLI.							
Training for ESIF beneficiaries	Specific actions within S.O. 3.1: organizing training sessions for beneficiaries / potential beneficiaries, ensuring complementarity with OPTA	Within the S.O.1.1. will be trained: ESIF potential beneficiary and beneficiary will be trained on horizontal themes; OPTA, OPLI, OPC beneficiaries on specific themes Training on horizontal topics for all OPs beneficiaries, according to the relevance of the training topics at OP level will cover project management, public procurement, projects implementation, state aid, environmental impact assessment projects, prevention of irregularities and fraud, conflict of interests, incompatibilities, equality between men and women and equal opportunities for people with disabilities, development of partnerships and of sectorial and territorial integration etc. Specific training OPTA beneficiaries	Specific training OP HC beneficiaries	Specific training OP LI beneficiaries	Specific training OP COMP beneficiaries	Specific training ROP beneficiaries	Specific training ETC OPs beneficiaries	Specific training NRDP beneficiaries	Specific training OP FMA beneficiaries
Communication and publicity actions	S.O 3.2 supports: advertising, information, communication of the OPAC; -organising events to raise public awareness regarding OPAC and the OPAC' results obtained through funding; -setting an effective exchange of information with beneficiaries and other	Under S.O 1.2, the specific actions target the ESIF level and, also, programme level (OPTA, OPC and OPLI) The technical assistance will support the coordination of all the MAs' actions for information and publicity and increasing coherence of the message and the visibility of the OP	Priority Axis 7 support specific actions for OP HC. Note: Within S.O 7.4 will be achieved specific action to operationalize an information centre, including 41 branches (one in	Specific actions for OP LI	Specific actions for OP COMP	Specific actions for ROP	Specific actions for ETC OPs	Specific actions for NRDP	Specific actions for OP FMA

Themes covered by different OPs	FSE OP AC	FEDR OP TA	FSE OP HC	FEDR+FC OPLI	FEDR OPC	FEDR ROP	FEDR ETC OP	EAFRD NRDP	EMFF OP FMA
	stakeholders; -organizing events in order to increase awareness and improve knowledge and skills of beneficiaries and potential beneficiaries with regard to OPAC; developing manuals / guidelines / methodologies for applicants and OPAC beneficiaries; conducting studies and surveys on satisfaction of OPAC beneficiaries;	OPTA supports ESIF Information Centre at national level and ESIF information points at county level. This network of information centres will also serve as one-stop-shop for small and medium enterprises in order to provide comprehensive and accessible information and guidance on accessing ESIF and national funds. OPTA supports information and promotion actions for launching the post 2020 programming period, and for highlighting the results obtained during 2007-2013 period for all policy areas post 2020 and for the results of all 2007-2013 O	each county) for ESF operations (common OPHC and OPAC), including help desk functions. The centre will be financed by OPHC funds (for specific information on activities financed by the ESF Operational Programmes) and OPTA (for ERDF operations))						





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