

# TABLE OF CONTENTS

LIST OF ACRONYMS.....	6
TABLE OF FIGURES.....	8
PREAMBLE.....	11
EXECUTIVE SUMMARY.....	12
<b>1. INTRODUCTION.....</b>	<b>19</b>
<b>1.1 Project Overview .....</b>	<b>19</b>
<b>1.2 Component ToR.....</b>	<b>20</b>
<b>1.3 Approach .....</b>	<b>20</b>
1.3.1 Main Evaluation Questions .....	20
1.3.2 Methodology .....	21
1.3.3 Data Sources .....	22
1.3.4 Assumptions.....	23
1.3.5 Technical Issues .....	24
<b>1.4 The National Strategic Framework.....</b>	<b>25</b>
1.4.1 NSRF Function .....	25
1.4.2 NSRF Structure .....	26
1.4.3 NSRF Institutional System.....	28
<b>2. PERFORMANCE OF THE STRUCTURAL INSTRUMENTS .....</b>	<b>29</b>
<b>2.1 NSRF-Level .....</b>	<b>29</b>
2.1.1 Introduction.....	29
2.1.2 Allocation.....	30
2.1.3 Progress.....	31
2.1.4 Project Portfolio .....	38
2.1.5 International Comparison.....	40
2.1.6 Priority Comparison .....	41
<b>2.2 Progress by OP.....</b>	<b>42</b>
2.2.1 Regional OP .....	42
2.2.2 SOP Environment.....	44
2.2.3 SOP Transport.....	46
2.2.4 SOP Increasing Economic Competitiveness .....	48
2.2.5 SOP Human Resources Development.....	51
2.2.6 OP Development of Administrative Capacity.....	53
2.2.7 OP Technical Assistance.....	55
2.2.8 ETC Romania-Bulgaria.....	56
2.2.8 ETC Black Sea .....	58
2.2.9 ETC Romania-Ukraine-Moldova.....	59
2.2.10 ETC Romania-Serbia .....	60
<b>3. EXTERNAL FACTORS .....</b>	<b>62</b>
<b>3.1 NSRF Level.....</b>	<b>62</b>
3.1.1 Political Factors.....	62
3.1.2 Economic Factors.....	65
3.1.3 Regulatory Factors .....	69
3.1.4 Capabilities of Beneficiaries .....	73

3.1.5	Other Factors .....	75
<b>3.2</b>	<b>OP-Level .....</b>	<b>75</b>
3.2.1	Regional Operational Programme .....	75
3.2.2	SOP Environment.....	76
3.2.3	SOP Transport.....	77
3.2.4	SOP Increase of Economic Competitiveness .....	77
3.2.5	SOP Human Resources Development .....	78
3.2.6	OP Development of Administrative Capacity .....	78
3.2.7	OP Technical Assistance.....	79
3.2.8	ETC Romania-Bulgaria.....	79
3.2.9	Black Sea Basin JOP .....	79
3.2.10	Romania-Ukraine-Moldova JOP.....	80
3.2.11	Romania-Serbia IPA CBC Programme .....	80
<b>4.</b>	<b>ADVERTISEMENT AND AWARENESS .....</b>	<b>81</b>
<b>4.1</b>	<b>National Communication Strategy and Communication Plans.....</b>	<b>82</b>
<b>4.2</b>	<b>Management and Coordination of Communication Activities .....</b>	<b>84</b>
<b>4.3</b>	<b>Progress of I&amp;P Measures at NSRF level.....</b>	<b>85</b>
<b>4.4</b>	<b>Progress of I&amp;P Measures at OP level.....</b>	<b>87</b>
4.4.1	Regional Operational Programme .....	87
4.4.2	SOP Environment.....	90
4.4.3	SOP Transport.....	94
4.4.4	SOP Increase of Economic Competitiveness .....	97
4.4.5	SOP Human Resources Development .....	100
4.4.6	OP Administrative Capacity Development .....	103
4.4.7	OP Technical Assistance.....	105
4.4.8	ETC Romania-Bulgaria.....	107
4.4.9	Black Sea Basin JOP .....	109
4.4.10	Romania-Ukraine-Moldova JOP.....	111
4.4.11	Romania-Serbia IPA CBC Programme .....	112
<b>4.5</b>	<b>Synergies and Overlaps.....</b>	<b>113</b>
<b>4.6</b>	<b>Examples of Good Practice .....</b>	<b>114</b>
<b>5.</b>	<b>INTERNAL FACTORS .....</b>	<b>117</b>
<b>5.1</b>	<b>Appropriateness of the Programme.....</b>	<b>117</b>
<b>5.2</b>	<b>Capacity and Quality of Management and Implementation .....</b>	<b>118</b>
5.2.1	Institutional Structure.....	119
5.2.2	Operation of the Institutional System.....	121
5.2.3	Feedback on Implementation from Beneficiaries.....	123
5.2.4	Capacity .....	124
5.2.5	Capability .....	127
5.2.6	Suggestions from Beneficiaries to Improve the Implementation System.....	128
<b>5.3</b>	<b>Appropriateness of Project Pipeline and Selection.....</b>	<b>130</b>
5.3.1	Introduction .....	130
5.3.2	Preparatory Assessment .....	131
5.3.3	Evaluation by Selected Operations.....	132
5.3.4	Findings.....	141
5.3.5	Good Practice on Effectiveness Reflected in the Selection Criteria.....	142
5.3.6	Beneficiary Perception .....	144
<b>5.4</b>	<b>TA support to Management and Implementation .....</b>	<b>144</b>

5.4.1	Progress to Date .....	144
5.4.2	Evaluation Issues.....	146
5.4.3	Examples of Good Practice .....	148
<b>6.</b>	<b>CONCLUSIONS .....</b>	<b>150</b>
6.1	General Conclusions.....	150
6.2	Main Evaluation Question 1a – Progress.....	151
6.3	Main Evaluation Question 1b – Capacity and Capability .....	152
6.4	Main Evaluation Question 2a – External Factors.....	153
6.5	Main Evaluation Question 2b – Internal Factors .....	154
6.6	Main Evaluation Question 3 – TA Support.....	155
6.7	Main Evaluation Question 4 – Information and Publicity .....	156
6.8	Main Evaluation Question 5 – Project Portfolio and Selection .....	156
<b>7.</b>	<b>RECOMMENDATIONS.....</b>	<b>158</b>
7.1	General Recommendations .....	158
7.2	Main Evaluation Question 1a – Progress.....	158
7.3	Main Evaluation Question 1b – Capacity and Capability .....	159
7.4	Main Evaluation Question 2a – External Factors.....	159
7.5	Main Evaluation Question 2b – Internal Factors .....	159
7.6	Main Evaluation Question 3 – TA Support.....	160
7.7	Main Evaluation Question 4 – Information and Publicity .....	160
7.8	Main Evaluation Question 5 – Project Portfolio and Selection .....	161
<b>ANNEXES.....</b>		<b>162</b>
Annex 1	– Basic Progress Table.....	162
Annex 2	– DCA: Basic Table by OP Priority Axis .....	163
Annex 3	– Categorisation of Beneficiaries .....	164
Annex 4	– NSRF Call for Proposals: Schedule.....	165
Annex 5	– Projects Financed Through the TA Priority Axis of each OP .....	165
Annex 6	– Project Selection Criteria: Methodological Tools Applied.....	167
Annex 7	– Project Selection Criteria: Efficiency & Effectiveness .....	169
Annex 8	– List of Literature Consulted to Answer to Q5.....	170
Annex 9	– List of interviews and meetings.....	172

## LIST OF ACRONYMS

ACIS	Authority for Coordination of Structural Instruments
BEUR	Billion Euros
CF	Cohesion Fund
CP	Communication Plan
DAC	(OP) Administrative Capacity Development
ECU	Evaluation Central Unit
ENPI	European Neighbourhood and Partnership Instrument
ENV	(SOP) Environment
ERDF	European Regional Development Fund
ESC	Evaluation Steering Committee
ESF	European Social Fund
ETC	European Territorial Cooperation
EU	European Union
EUR	Euro
FID	Framework Implementation Document
GD	Government Decision
GEO	Government Emergency Ordinance
HRD	Human Resources Development
IB	Intermediate Body
IE	Interim Evaluation
IEC	(SOP) Increase of Economic Competitiveness
I&P	Information and Publicity
IPA	(Single) Instrument for Pre-accession Assistance
JASPERS	Joint Assistance to Support Projects in European Regions
JEREMIE	Joint European Resources for Micro-to-Medium Enterprises
JMA	Joint Managing Authority
JOP	Joint Operational Programme
JTS	Joint Technical Secretariat
IR	Inception Report
KAI	Key Area of Intervention
MA	Managing Authority
MC	Monitoring Committee
MEUR	Million Euros
M&I	(SI) Management and Implementation
MRON	Million Romanian Lei
n.a.	not available
NCC	National Coordination Committee
NDP	National Development Plan
NIP	National Info Point
NSRF	National Strategic Reference Framework
OP	Operational Programme
OPTA	OP Technical Assistance
PA	Priority Axis
PRAG	Practical Guide to Contract Procedures for EC External Actions

RCBI	Regional Capacity Building Initiative
ROP	Regional Operational Programme
RON	Romanian Lei
SI	Structural Instruments
S.M.A.R.T	Specific, Measurable, Available, Relevant and Time-bound (indicators)
SMIS	Single Management Information System
SOP	Sectoral Operational Programme
TA	Technical Assistance
ToR	Terms of Reference

## TABLE OF FIGURES

Table 1 – Project Summary .....	19
Table 2 – Summary of the Project’s Objectives, Purpose and Expected Results .....	19
Table 3 – Main Evaluation Questions and Chapters .....	21
Table 4 – Main Evaluation Questions, Tools and Techniques .....	21
Figure 5 – Major Stages of the Application Process .....	22
Table 6 – Overview of Beneficiary Questionnaires .....	23
Table 7 – Colour coding of OPs in the Report .....	24
Figure 8 – Position of NSRF .....	25
Figure 9 – Internal Structure of the NSRF .....	26
Table 10 – Annual Allocations by OP under the Convergence Objective (EU contributions; in EUR) .....	27
Figure 11 – Split of NSRF Allocation by OP .....	30
Figure 12 – Schedule for the Allocation of Funds for the Period 2007-13 .....	30
Figure 13 – Concentration of Allocation of Funds for the Period 2007-13 .....	31
Figure 14 – General Trend of Progress to Date and Extrapolation of Progress (in BRON) .....	31
Figure 15 – Main NSRF Progress Figures .....	32
Figure 16 – Overview of Progress by OP .....	32
Table 17 – Absorption and Progress by OP .....	33
Figure 18 – Concentration of Approved Grants .....	34
Figure 19 – Process Factors of Progress (based on the Results of the DCA) .....	34
Table 20 – Process Factors of Progress (based on the Results of DCA); by OP .....	36
Table 21 – Process Factors of Progress (based on the Results of DCA); by OP .....	37
Table 22 – Process Factors of Progress (based on the Results of DCA); at 30/06/2009 and 2010; by OP; in % .....	37
Figure 23 – Distribution of Approved Grants by Region and OP .....	38
Figure 24 – Regional Distribution of Approved Grants .....	39
Figure 25 – Public vs. Private Distribution of Approved Grants .....	39
Figure 26 – Public vs. Private Distribution of Approved Grants by OP .....	39
Figure 27 – Split of Approved Grants based on Beneficiary Types; by OP .....	40
Figure 28 – CEE Comparison of GDP and Population vs. Total EU Funds .....	40
Figure 29 – CEE Comparison of Progress based on Contracted Grants .....	41
Figure 30 – CEE Comparison of Time-proportional Progress based on Contracted Grants .....	41
Table 31 – OP Priority Axis Categorisation by Progress Achieved .....	42
Table 32 – Economic Trend Indicators .....	66
Table 33 – Private Sector Credit and Lending .....	67
Table 34 – Debt and Deficit .....	68
Figure 35 – Project Implementation Experience .....	73
Table 36 – Information Sources about Project Opportunities .....	74
Table 37 – NCS Objectives, Target Groups and Instruments .....	83
Figure 38 – Share of I&P Contracted Amounts – NSRF Level .....	86
Table 40 – Sources of Information: Least Useful .....	87
Table 41 – I&P projects Contracted – ROP .....	88
Figure 42 – Share of I&P Contracted Amounts – ROP .....	89
Table 43 – FID Indicators - ROP .....	90
Table 44 – I&P Projects Contracted – SOP ENV .....	92
Figure 45 – Share of I&P Contracted Amounts – SOP ENV .....	93
Table 46 – FID Indicators – SOP ENV .....	94
Table 47 – I&P Projects Contracted – SOP T .....	95

Figure 48 – Share of I&P Contracted Amounts – SOP T.....	96
Table 49 – FID Indicators – SOP T.....	96
Table 50 – I&P Projects Contracted – SOP IEC.....	98
Figure 51 – Share of I&P Contracted Amounts – SOP IEC.....	98
Table 52 – FID Indicators – SOP IEC.....	99
Table 53 – I&P Projects Contracted – SOP HRD.....	101
Figure 54 – Share of I&P Contracted Amounts – SOP HRD.....	101
Table 55 – FID indicators – SOP HRD.....	102
Table 56 – I&P Projects Contracted – OP DAC.....	103
Figure 57 – Share of I&P Contracted Amounts – OP DAC.....	104
Table 58 – FID Indicators – OP DAC.....	105
Table 59 – I&P Projects Contracted – OPTA.....	106
Figure 60 – Share of I&P Contracted Amounts – OPTA.....	106
Table 61 – FID Indicators - OPTA.....	107
Table 62 – I&P Projects Contracted – ETC RO-BG.....	108
Figure 63 – Share of I&P Contracted Amounts – ETC RO-BG.....	109
Table 64 – I&P Projects Contracted – Black Sea Basin JOP.....	110
Figure 65 – Share of I&P Contracted Amounts – Black Sea Basin JOP.....	110
Table 66 – FID Indicators – Black Sea Basin JOP.....	111
Table 67 – I&P Projects Contracted – Romania-Ukraine-Moldova JOP.....	111
Figure 68 – Share of I&P Contracted Amounts – Romania-Ukraine-Republic of Moldova JOP.....	112
Table 69 – I&P Projects Contracted – Romania-Serbia IPA CBC Programme.....	113
Table 70 – Programme Indicators – Romania-Serbia IPA CBC Programme.....	113
Table 71 – Preparedness of Project Idea.....	117
Table 72 – Likelihood of Project Implementation without EU Support.....	118
Figure 73a – Appropriateness of Selection Criteria.....	118
Table 73b – Appropriateness of Selection Criteria.....	118
Figure 74 – NSRF Institutional System.....	119
Figure 75 – Hampering Factors of Project Implementation.....	123
Figure 76 – Hampering Factors of Project Implementation.....	123
Figure 77 – Full-time HR Resource Allocations at MAs.....	125
Figure 78 – Use of MA HR Capacities.....	125
Table 79 – Overview of the Capacity of the Institutional System.....	126
Table 80 – Support Received.....	127
Figure 81 – Survey Response: Beneficiaries’ Suggestions to Improve the Implementation System.....	129
Table 82 – Sampled Interventions Selected for Assessing the Efficiency and Effectiveness of Project Selection.....	130
Table 83 – Objectives of the Thematic Priorities of the NSRF.....	131
Table 84 – PA vs. Objectives Interconnection Template for Q5 evaluation.....	132
Table 85 – Effectiveness & Efficiency: Productive Sector.....	133
Table 86 – Effectiveness & Efficiency: RTDI.....	134
Table 87 – Effectiveness & Efficiency: Social Infrastructure.....	135
Table 88 – Effectiveness & Efficiency: Business Environment.....	135
Table 89 – Effectiveness & Efficiency: Tourism.....	136
Table 90 – Effectiveness & Efficiency: Education & Training.....	137
Table 91 – Effectiveness & Efficiency: Life-long Learning.....	138
Table 92 – Effectiveness & Efficiency: Public Policy.....	139
Table 93 – Effectiveness & Efficiency: Road.....	140
Table 94 – Effectiveness & Efficiency: Water.....	141
Table 95 – Good Practice: Effectiveness & Eligibility Criteria.....	143

Table 96 – Good Practice: Effectiveness & Project Selection Criteria.....	143
Table 97 – TA by OP and KAI – 30 June 2009 based on DCA Analysis (in MRON).....	145
Table 98 – Types of TA Activity by OP .....	146
Table 99 – Degree of Satisfaction with TA under Phare, ISPA and SI .....	147