



# Phare

## Indicative Programmes N°1 1995

published by the European Commission



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# Indicative Programmes

N°1 1995

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# Introduction

This brochure aims to give the interested public an insight into the Indicative Programmes, Phare's strategy documents for its partner countries. These set down a partner country's priorities for Phare support and form the framework on which the operational programmes are designed.

There are three types of Indicative Programme. Yearly Indicative Programmes indicate a country's priorities by looking ahead no more than a year. Multi-annual Indicative Programmes, which are becoming the norm, plan ahead for anything up to four years. Finally, Cross-border Indicative Programmes outline the activities foreseen for the programmes that build links between the border regions of European Union Member States and Phare partner countries.

Indicative Programmes are published after they have been approved by both the Commission and the partner countries.

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## What is Phare?

The Phare Programme is a European Community initiative which supports the development of a larger democratic family of nations within a prosperous and stable Europe. Its aim is to help the countries of central and eastern Europe rejoin the mainstream of European development through future membership of the European Union.

Phare does this by providing grant finance to support its partner countries through the process of economic transformation and strengthening of democracy to the stage where they are ready to assume the obligations of membership of the European Union.

In its first five years of operation to 1994, Phare has made available ECU 4,248.5 million to 11 partner countries, making Phare the largest assistance programme of its kind.

Phare works in close cooperation with its partner countries to decide how funds are to be spent, within a framework agreed with the European Community. This ensures that Phare funding is relevant to each government's own reform policies and priorities.

Phare provides know-how from a wide range of non-commercial, public and private organisations to its partner countries. It acts as a multiplier by stimulating investment and responding to needs that cannot be met by others. Phare acts as a powerful catalyst by unlocking funds for important projects from other donors through studies, capital grants, guarantee schemes and credit lines. It also invests directly in infrastructure, which will account for more Phare funds as the integration process progresses.

The main priorities for Phare funding are common to all countries, although every one is at a different stage of transformation. The key areas include restructuring of state enterprises including agriculture, private sector development, reform of institutions, legislation and public administration, reform of social services, employment, education and health, development of energy, transport and telecommunications infrastructure, and environment and nuclear safety.

For countries which have signed Europe Agreements, Phare funding is also focused on meeting the conditions required for membership of the European Community. In particular this concerns preparation for participation in the European Union's internal market and development of infrastructure, especially in border regions.

# Albania

## Indicative Programme

Year	1995
Amount	ECU 35 million

### Background

The new indicative programme for Albania sets out the guidelines and the overall framework for cooperation under the Phare Programme for 1995. It defines the priorities for this next phase of support for the restructuring and development of the Albanian economy, summarising the core areas and sectoral priorities to be supported.

The indicative programme has been drawn up against the background of the Phare guidelines for 1994-1997 and the signing of the Trade, Commercial and Economic Cooperation Agreement with the European Union in 1992 (the negotiation of a Europe Agreement will form the next stage in strengthening relations with the European Union). The conclusions of the Copenhagen and Essen Councils on Phare co-financing of certain infrastructure projects have also influenced the preparation of the programme.

Phare is now operating on the basis of an indicative multi-annual budget and in the context of a medium-term support strategy for each central and eastern European country. This type of strategy will be prepared for Albania during 1995 for the period 1996-1999. Therefore the present indicative programme identifies priorities purely for 1995.

Albania has received almost ECU 400 million from the European Union since 1991. Initially, support took the form of emergency assistance for urgent food, agricultural and industrial supplies. During the 1991-1994 period, Phare financed some ECU 63 million of humanitarian aid for industrial imports, rehabilitation of hospitals, schools and prisons, NGO development and rehousing of political prisoners, as well as ECU 15 million in food aid (out of a total European Union contribution of ECU 135 million).

The nature of support has subsequently evolved in direct response to the considerable progress which Albania has made in stabilising its economy and introducing reforms. Grants totalling ECU 70 million were made in 1992 and 1993 to reinforce the balance of payments situation. Further macroeconomic support of up to ECU 35 million was agreed at the end of 1994, as part of a G-24 package.

Albania became a beneficiary of the Phare Programme in 1992. ECU 25 million was provided for agriculture, transport, private sector development, higher education reform and initial activities in public administration and the health sector. In 1993 and 1994, ECU 30 million and ECU 22 million were provided for the same priority areas, with the additional fields of environment, transport, approximation of economic legislation and coordination of external support.

Phare also provided ECU 20 million in 1994 for cross-border cooperation with Greece and Italy, focusing on improvements to road infrastructure and border crossings, and is running a joint programme with the Council of Europe on the reform of the legal system.

### New orientations

The 1995 indicative programme will build on activities already begun, constituting a logical progression from the 1994 programme, and will concentrate on

- infrastructure development
- human resources development
- sectoral restructuring.

### Infrastructure development

Albania's poor infrastructure poses a particular problem and must be improved if the country's overall economic and social development is to be ensured. For this reason, a maximum amount of funds will be concentrated on investment support, on a co-financing basis with international financing institutions, in line with the conclusions of the Copenhagen Summit and the increased limits agreed at Essen. Support will focus on improving transport and telecommunications systems.

### Transport

Phare will concentrate on rehabilitating the road network, for which technical studies are already under way. The cross-border programmes with Greece and Italy are proving to be a catalyst for attracting loans from the international financing institutions.

In particular, support will be provided for the further development of road safety measures and for financing pre-investment studies for additional work on the road network. Support may also be considered, on an exceptional basis, for investment in the international airport, including air safety measures.

### Telecommunications

Certain areas of Albania, in particular the mountain regions, are disadvantaged as a result of their inaccessible location and isolation from the main centres. This is impeding their development.

Phare will assess a number of different possibilities for improving telecommunications provision and will implement a number of pilot operations.

### Environment

Improved water supply and adequate facilities for waste water and sewage treatment are key government priorities. Some studies and work are already planned under the 1993 Phare environment programme, which concentrates on the sustainable use of water and natural resources, as well as waste handling.

Phare will continue to concentrate on activities in these fields and in particular on investment and infrastructure issues. Support will be provided to address the problems of smaller local communities, for example, by means of small infrastructure grants through the Albanian Development Fund.

### Energy

Energy supply and distribution need to be improved and the World Bank and the European Bank of Reconstruction and Development (EBRD) are already planning investment activities for this purpose.

Phare will complement these activities through continued support to the Committee of Energy. Emphasis will be on preparing a national energy strategy, policy and legislative framework and in particular on pre-investment studies in strategic sub-sectors, such as oil refining, coal mining and solar energy.

### Human resources development

As well as support for higher education from Tempus, which has been operating in Albania since 1992, steps need to be taken to expand and diversify support to the education sector generally, to develop human resources, to counteract the negative effects of economic reform and to train a workforce in skills appropriate to the rapidly expanding private sector.

Tempus support will be continued, in areas such as agro-food technologies and business administration and management, and provision will be made for staff and student mobility. In addition, Phare will carry out preparatory work aimed at addressing issues at other levels of education, including vocational education and training.

### Sectoral restructuring

Phare has already provided restructuring support for areas that are of crucial importance to the economic reform process, such as privatisation, private sector development, SMEs, banking, agriculture and tourism. Phare has also supported a number of activities in public administration reform and set up a programme in 1994 to facilitate the decentralisation process by strengthening local government. Phare is also running a programme with the Council of Europe to reform the legal system.

It has now been agreed that a more flexible form of support should be made available in the form of a General Technical Assistance Facility programme to fund specific ad hoc requirements. This could be used to top up existing activities related to the reform process, including measures to support the privatisation of larger state-owned enterprises, the introduction of new credit techniques for the reform of the banking sector, local government reform and the reform of the justice system.

### Local community development

Generally speaking, living conditions need to be improved across the board while growing unemployment in rural areas must be contained. Substantial resources need to be injected into the local economy to promote local development.

Phare will set up a specific programme to support local community development and to provide investment directly at local level. This will focus on small-scale projects in specific areas and will target measures with a strong social dimension, benefiting people directly and alleviating unemployment. Funds will be channelled through the Albanian Development Fund, established in the context of the World Bank's rural poverty alleviation programme, to which Phare already subscribes through its 1993 agriculture programme.

### Allocation by sectors

<b>Infrastructure development</b>		<b>52%</b>
transport	46%	
telecommunications	2%	
energy	4%	
<b>Human resources development</b>		<b>12%</b>
Tempus	10%	
education	2%	
<b>Sectoral restructuring</b>		<b>36%</b>
local community development	24%	
other - privatisation, financial/ banking sector, public administration	12%	

# Czech Republic

## Multi-annual Indicative Programme

Years	1995-1999
Amount	ECU 165-240 million (ECU 320-395 million with cross-border cooperation)

### Background

Over the past four years, the Czech economy has been transformed into a market economy dominated by the private sector. GDP grew by some 2.7 per cent in 1994 and may accelerate to 4 to 5 per cent over the next years. Unemployment stands at some 3 per cent, inflation is decreasing to single figures, the state budget is balanced and the current account is showing a surplus. The Republic is now faced with the challenge of sustaining structural adjustment against a background of continued industrial restructuring, the need to improve public infrastructure and the cost-effective delivery of public services and the lead up to accession to the European Union.

The Czech Republic received an allocation of ECU 265 million from Phare over the 1990-1994 period. The 1994 allocation of ECU 60 million included ECU 25 million allocated under the new budget line for cross-border cooperation.

Of this total commitment, some ECU 81 million was committed to private sector development, including restructuring and privatisation of state enterprises, SME development, foreign investment promotion and regional development. ECU 78 million was committed for infrastructure development, comprising the environment, energy, transport, telecommunications and agriculture (including land registration programmes). Some ECU 45 million was allocated for human resources development, including an educational reform programme, vocational education training, creation of a training fund and higher education reform through Tempus. ECU 32 million was allocated for labour market development and social protection. Some ECU 25 million was allocated for government institutions, mainly for activities related to implementation of the Europe Agreement, public administration, customs, statistics, industrial property and standards.

During 1993 and 1994, in line with the conclusions of the Copenhagen Summit and in the light of the introduction of the cross-border cooperation facility, an increasing proportion of Phare funding was used for investment support. As well as the creation of energy, environment,

SME and regional development funds, the 1994 cross-border cooperation programme committed ECU 25 million to infrastructure investment in the transport and environment sectors. A programme to support the implementation of the Europe Agreement was launched in 1993, with the aim of helping the Republic to approximate its legislation to that of the European Union.

### New orientations

Phare support for the 1995-1999 period will focus on preparing the Republic for accession to the European Union, rather than on a broad range of transformation issues. The type of support required for this purpose will be primarily of an investment support nature, although continued technical support will be necessary in specific fields, particularly areas related to the adoption of the "acquis communautaire". To prepare itself for membership, the Republic also needs to consolidate and strengthen its economy to withstand the competitive pressures of the European Union market.

Therefore, Phare support for 1995-1999 will be oriented towards:

- legislative integration with the European Union, focusing on implementing the Europe Agreement through approximating legislation and the eventual adoption of the "acquis communautaire"
- institutional integration with the European Union, focusing on reforming public administration as a prerequisite to proper implementation of the Europe Agreement and on investment in public institutions which are central to European integration, for example the customs, statistics, industrial property, competition and standards administrations
- infrastructure integration with the European Union, focusing on improvements in the transport, energy and environment fields, primarily under the cross-border cooperation programme but also under the national programme, in line with the conclusions of the Copenhagen summit
- social and economic development in certain areas where there is clearly a role for public support, for example SME, export and regional development and the promotion of direct foreign investment.

### Institutional integration

#### Europe Agreement - approximation of legislation

The Europe Agreement obliges the Czech Republic to approximate its legislation to that of the European Union. The European Council in Copenhagen under-

lined the importance of approximation and set out certain priority areas, including competition law and rules on the protection of workers, consumers and the environment. The Commission has prepared a White Paper on the internal market, indicating the components of the "acquis communautaire", which constitute the minimum that must be approximated to ensure the proper functioning of the internal market. The White Paper also defines the necessary implementation and enforcement structures.

Phare will support the approximation exercise, including the recommendations of the White Paper, through technical support, training and equipment supply, including foreign legal expertise, translation of legislation, studies and seminars and language and specialised training for lawyers. Technical support will be provided for the detailed assessment of the medium and long-term impact of integration on the various sectors, with emphasis on their importance for macroeconomic development and balance, for the population and the regions. A comprehensive analytical study will also be conducted on the impact of membership of the European Union on the macroeconomic position of the Republic.

#### **Public administration reform**

The adoption of the "acquis communautaire" necessitates changes to legislation but also depends on the existence of proper structures for enforcing that legislation and informing the public of its implications. Public administration reform must aim to build up a well-functioning public administration with properly trained civil servants, to ensure that adequate structures, systems of management and professionalism exist to deliver public services effectively. The Czech Government is committed to designing an action-oriented strategy to develop central government administration. Efficient administrative structures at local level will also be necessary for effective public policy implementation.

Phare will provide technical support, training and equipment. Technical support will complement previous Phare activities on strategy design for reforms and the setting up of a public administration school. Initial concentration will be on in-service training, in particular for officials responsible for European affairs, turning gradually to pre-service training at the postgraduate level and extending into a more comprehensive approach, encompassing the lower government tiers and integrating national and international experiences. A needs assessment of local government development will also be conducted with a view to providing a targeted support package for upgrading local administration and economic development services.

#### **Public institutions related to European integration**

In addition to the fundamental issues of public administration reform, support is needed for new key public institutions which provide essential services within a market economy. Examples of these are the authorities responsible for customs, statistics, standards, competition and industrial property. These institutions will play a crucial role in facilitating the integration of the Republic with the European Union.

Phare will provide technical support to these institutions for institutional development, training and related equipment.

#### **Infrastructure integration**

##### **Trans-European transport networks**

The development of basic infrastructure is a key factor for facilitating integration with the European Union and for promoting sustainable economic development in the Republic. Enormous sums of investment capital are needed for the energy, transport and telecommunications networks to raise these to western European standards. Much of this capital will come from private sources and the international financing institutions but Phare support will be provided as part of the pre-accession strategy on trans-European network projects agreed at the Essen summit and to sustain the regulatory and legislative adjustments necessary to facilitate accession.

Phare funding will be provided in the transport field for high priority infrastructure improvements of a trans-European and cross-border character and will be directed to support the balanced development of the sector from an inter-modal perspective and to integrate further the Czech transport system with the European one.

The major priority in the rail sector is to modernise the Berlin-Dresden-Decin-Prague-Breclav-Vienna-Bratislava rail corridor and funding will be provided for the modernisation of the Decin-Prague-Breclav section, with co-financing from the European Investment Bank (EIB) and the European Bank of Reconstruction and Development (EBRD). In the road sector, selected components of the European road network have been selected as priorities for funding, with co-financing from the EIB.

The demand for technical support in the transport area in the pre-accession context will fall primarily within the scope of European integration, although there could be limited specific technical support needs outside this category. Complementary technical support will be provided for the trans-European networks transport

project for preparing and implementing the investment programme.

### **Cross-border cooperation**

Phare will also support investment projects under cross-border cooperation programmes which have a positive cross-border impact in Germany or Austria, particularly in the fields of transport, energy and the environment. The cross-border cooperation programmes will absorb some 45 to 47 per cent of the total Phare allocation to the Republic and could amount to some ECU 155 million over the 1995-1999 period.

## **Socio-economic development**

### **Private sector development**

Important structural adjustment challenges still remain, particularly as regards enterprise restructuring and the strengthening of the banking and financial sector. In line with Government policy, Phare funding in the private sector will only be sought in future where the Government sees a need for public intervention, namely in support of the export potential of business, capital investment, SME development or regional economic development.

Regional development has become an area of increasing concern, since some Czech regions have been more seriously affected than others by the consequences of restructuring. Priorities include the implementation of regional economic transformation measures, mobilisation of local finance to support new activities, further SME development and the development of local infrastructure. Phare support could be provided for policy/institution building, the development of local infrastructures and the establishment of financial instruments, such as the Regional Investment Fund, a venture capital fund established in Ostrava.

Phare support is needed to strengthen the existing export promotion framework, including the provision of marketing expertise and advice on adapting production to foreign market demands. Database upgrading and export training programmes will also be key priorities.

The Government will gradually assume the financing of Czech Invest, the Phare-funded agency responsible for promoting inward investment. Continued Phare support will be needed, however, for training, regional investment support activities and for establishing a network of foreign offices for the agency.

The Phare SME programme will become more closely aligned with existing Government SME programmes and delivery mechanisms. Continued support is antici-

pated for consultancy services, information technology, training and institution building.

Technical support will be needed to adopt the "acquis communautaire" in the public financing, financial and banking sectors. In addition, support will be provided to help develop the capabilities of the banks, the Central Bank and regulatory authorities to operate in a market environment according to commercial principles prevalent in the European Union.

Phare will continue to provide the agricultural sector with support for institutional development and harmonisation of legislation towards adoption of the "acquis communautaire".

Phare will provide the energy sector with support for investment in the area of market deficiencies, specifically for energy efficiency activities, where there is an acute shortage of financing for small-scale energy saving projects. Phare financing will therefore continue in the medium term for the fund which has been established to support energy saving investment. Technical support will also be provided to adapt technical regulations, legislation, administration and management to European Union standards.

The Government is committed to taking action to make the quality of the environment comparable with the OECD average of 1990-1991 by 2005. Many things need to be done to meet this goal and the clean-up process and pollution prevention measures will require considerable investment. A Bank Environmental Fund is being designed as a mechanism with which to support environmental investment and Phare may support this over the medium term.

### **Human resources development**

Phare support will be provided over the medium term for management training through the National Training Fund and for higher education reform through Tempus, as well as for participation in European Union programmes. The National Training Fund is seeking to develop links with the European Training Foundation in Turin to foster cooperation between European Union and Czech training institutions, to exchange vocational training management programmes and to examine issues on training systems. The Tempus programme will gradually be phased out during the pre-accession period and the Czech Government will participate more widely in European Union programmes, such as Socrates on higher education, Leonardo on vocational education and Youth for Europe.

Phare may also provide further support for vocational education training.

**Social sector**

Phare will continue to support improvements in the services of employment offices. It will also support the further development of pro-active employment measures in the context of regional restructuring, using the Pro-active Labour Market Initiative Fund. The Government will co-finance the Fund's operations through its regular employment promotion schemes and so ensure that Phare-supported pilot projects are incorporated into regular labour market policies.

There is a continued need for technical support and training for social insurance, particularly in respect of the self-employed, accident insurance, health insurance and automation of administrative procedures. There is also a need for the establishment and computerisation of

regional support units to take over delivery of family benefits from employers and the social insurance system.

A new fund to promote innovative local social assistance schemes through local government and NGOs is to be launched in two pilot regions. Phare will continue to provide technical expertise and equipment support to meet all these needs, building on current comprehensive support programmes and complementing state and local government funding.

In the health care field, as well as support for the reform of health financing, there may also be a need for technical cooperation on primary health care, privatisation and decentralisation of health care delivery.

**Phare contribution to total cost**

	<b>1995-1999 In ECU million</b>	<b>Percentage of total</b>
<b>Institutional integration</b>	<b>21-30</b>	<b>6.9%</b>
Europe Agreement - approximation of legislation		
Public administration reform		
Public institutions related to European integration		
<b>Infrastructure integration</b>	<b>50-60</b>	<b>15-18%</b>
Trans-European transport networks		
<b>Socio-economic development</b>	<b>54-81</b>	<b>16-25%</b>
Private sector development	55-60 *	
Human resources development	9-12	
Social sector	10-19 *	
Civil Society	3-5	
<b>General technical support</b>	<b>9-15</b>	<b>3-5%</b>
<b>European Union programmes, including Tempus</b>	<b>30-54</b>	<b>9-16%</b>
<b>Sub-total - Phare national</b>	<b>165-240</b>	<b>53%</b>
<b>Cross-border cooperation</b>	<b>155</b>	<b>47%</b>
<b>Total</b>	<b>320-395</b>	<b>100%</b>

\* The indicative figures include amounts allocated under the headings General Technical Support and Europe Agreement

# Czech Republic

## Multi-annual Indicative Programme for cross-border cooperation with Germany

Years 1995-1999

Amount ECU 125 million per annum

The Multi-annual Indicative Programme (MIP) reflects the strong commitment of the Czech Republic to fostering good relations with neighbouring countries, promoting the development of the border region and integrating the Republic with the European Union.

Commission Regulation N° 1629/94 on cross-border cooperation between the Member States and central and eastern European countries in the framework of the Phare Programme provides the rules for financing actions of a structural nature in the border regions of those central and eastern European countries sharing a common border with Member States, in harmony with the European Union structural policies and with INTER-REG II in particular.

The territories in the region adjacent to the Czech/German border have very varied characteristics. Northern Bohemia, which shares a frontier with Saxony, has a significant concentration of heavy industry and suffers from serious environmental pollution stemming from the brown coal industry. The private sector is still under-represented and there are not enough qualified and skilled workers in the service sector. Western Bohemia, which shares a frontier with Bavaria, has little industry, being primarily dependent on agriculture and forestry, and has therefore fewer environmental problems, but few alternative employment opportunities. Its much less developed communications network is impeding the development of tourism, a natural economic sector for this highly attractive area. Both regions, northern Bohemia in particular, are threatened by unemployment due to industrial and agricultural restructuring.

The priority development needs of the region are to overcome the most important constraints to development and an improved quality of life, namely

- transport bottlenecks, especially relating to cross-border communications
- deficiencies in the provision of utilities
- environmental pollution.

The MIP will concentrate on these three priorities, especially during the first years of the programme.

In addition, four other priorities of major concern are covered by the programme:

- economic development
- agriculture and rural development
- human resources
- inter-disciplinary studies and transfer of know-how.

The objectives of the MIP are to

- support the transformation process and facilitate the preparation of the Czech Republic for accession to the European Union
- promote the development of the economic potential of the border region, reinforcing existing structures, increasing competitiveness of Czech enterprises and reviving economic life on both sides of the border to support the co-existence of the respective populations
- overcome problems in the border region, including environmental pollution and the lack of infrastructure
- reduce the general peripherality of the region, so as to improve the quality of life and form cooperation networks on both sides of the border.

The following indicative budgetary split for the various priorities has been agreed:

• transport	34%
• technical infrastructure and utilities	18%
• environment	33%
• agriculture and rural development	2%
• human resources	2%
• inter-disciplinary studies and technical support	8%

The regions/districts that will be eligible for funding are

- Liberec
- Česká Lipa
- Decin
- Usti nad Labem
- Teplice
- Most
- Chomutov
- Karlovy Vary
- Sokolov

- Cheb
- Tachov
- Domazlice
- Klatovy
- Prachatice
- Litomerice
- Louny.

The MIP is fully compatible with the INTERREG operational programme drawn up by Saxony and Bavaria, which focuses on transport, infrastructure, environment, socio-economic development, agriculture, human resources, spatial planning, interdisciplinary studies and technical support.

In 1994, ECU 25 million was made available for the cross-border programme for the Czech Republic and six projects are now in an advanced stage of preparation, including a road project, a rail project, three sewage projects and a steam pipeline project. In the border region of northern Bohemia, a pilot regional development programme was launched in 1994 with Phare funding of ECU 2 million. Phare has also funded a comprehensive regional strategy of which cross-border cooperation is a significant component. The Phare pilot programme for northern Bohemia has allocated ECU 1.36 million for a number of cross-border cooperation projects, including improvements to cross-border roads, water course and sewage projects. The new MIP builds on the previous experience of cross-border cooperation resulting from the pilot programme for northern Bohemia.

A number of criteria have been influential in project selection, in particular:

- the coherence of the project in relation to the overall programme and its relationship to the programme objectives
- cross-border impact
- complementarity with projects being implemented under INTERREG on the German side
- the level of integration between the project and other related actions within the priority area and measures concerned
- linkages between the project and other actions under way or foreseen within the national Phare programme or through other national or international agencies

- co-financing
- the development impact of the project and its likely effect in overcoming problems within the border region
- the internal rate of return of the project
- the readiness for implementation
- the participation of and recommendations from local and regional authorities
- environmental impact.

## Transport

The capacity and quality of the transport network in the Czech border region is unable to cope with current needs and the opening up of the borders has increased pressure on already weak infrastructures. Transport bottlenecks are a major problem, particularly at border crossings.

The road network in the border region consists of highways and other roads which suffer from technical problems, such as surface deterioration, poor safety, increased traffic volumes and lack of investment. Most of the international routes are relatively narrow and run through towns and villages at the border.

The rail network is relatively dense, particularly in the north, but is characterised by outdated equipment and track. Poor technical conditions result in a lack of adequate capacity, especially for goods transport. Cross-border operational difficulties occur, stemming from the incompatibility of the Czech and German railway systems, for example differences in the electricity systems, exacerbated by low public transport frequency and the lack of coordination in schedules and territorial coverage.

Measures will aim to eliminate bottlenecks, improve capacity and improve technical conditions.

Indicative road projects include a bypass for Rumburk (Decin district) and Vojtanov (Cheb district), bridge and road rehabilitation at Zelezná Ruda-Bayerisch Eisenstein (Klatovy region), reconstruction of the access road to the new border crossing at Modava-Neurehefeld and reconstruction of road I/2543 at Klíny-Mn'šek.

An indicative project for upgrading the railway network involves the electrification of the Cheb-German border section, to modernise and speed up passenger and freight transport on the main west-east route of Paris-Nuremberg-Prague.

## Technical and utility infrastructures

### Energy system modernisation

The dependence in the region on brown coal for heat and power production has caused excessive air pollution. Quality of energy supply is poor, due to the unsuitable structure of primary energy sources, solid fuels accounting for some 87 per cent. The importance of reducing energy consumption and introducing appropriate environmentally conscious technology in power and heat production has been recognised. The introduction of gas and steam pipelines and the modernisation of steam boilers and units for the central supply of heat are priorities.

The quality of water is poor, due to the low capacity of sewage treatment plants and networks, coupled with ecologically unsuitable industrial and agricultural processes. There are also supply deficits, since supply is mainly based on regional water supply networks using surface water, due to excessive use and poor water management. At the same time, high losses occur in pipeline networks as a result of inadequate maintenance while certain municipalities close to the border experience water shortages because of their altitude and peripheral location.

The installation and modernisation of energy supply systems, namely electricity, gas and water supply systems, especially for cross-border links, are therefore priorities.

Indicative projects include expansion of the high pressure gas pipeline system of the West Bohemian Gas Company Ltd (Skalná, Plesná, Luby-Cheb district), construction of a high pressure gas pipeline and a local medium pressure network in the Sumava National Park area (Laziste, Volary, Lenora-Prachatice district) and rehabilitation of the sewage system and improvement to the water supply system of Krompach and Jonsdorf.

### Architectural rehabilitation

The maintenance of architectural heritage has been neglected and, while rehabilitation of important monuments would have a positive impact on tourism development, the state budget cannot cope adequately with the requirements.

Indicative projects for the rehabilitation of historical monuments include the reconstruction of the 12th century Church of the Ascension of the Virgin Mary at Kladruby, including renovation of its paintings, and the reconstruction of Metternich's castle at Kynzvar (Cheb district).

## Environment

Serious environmental problems exist in the border region, resulting in health hazards and landscape deterioration. Air and water pollution have considerable cross-border impact. The main sources of air pollution are thermal power plants, concentrated in northern Bohemia, which use brown coal for combustion with resultant high levels of nitrogen and sulphur emissions. High production of solid waste, inadequate or non-existent treatment facilities and soils contaminated by hazardous substances are also posing serious problems in the region. Industrial activity is threatening water quality in northern Bohemia and the western and southern Bohemian forest regions, as well as the Elbe river, and the quality of water is poor generally, owing to inadequate sewage treatment.

The construction and modernisation of systems for sewage disposal and treatment, waste management and treatment of toxic soils are a priority across the entire border region but with emphasis on the water courses draining into Germany, because of their cross-border impact.

Indicative projects include the provision of a sewage pipeline and pumps to drain waste water into the existing treatment plant at Alzbet'n (Klatovy district), construction of sewage and waste water treatment plants at Vseruby (Domazlice district), Česká Kubice/Folmava, Chrastava and Filipov/Jirikov, construction of a 1.8 km sewer at Liberec, construction of a sewage plant and rehabilitation of the water supply system at Krompach and construction of a sewage collector at Varnsdorf.

Other possible projects include the construction of a waste water treatment plant at Dec'n, protective measures for the water supply reservoir at Lucina and construction of a solid waste disposal system at Ostrov, Sáčymov and Potůcky.

## Economic development

Northern Bohemia has a significant concentration of heavy industry while western Bohemia has little industry, depending primarily on agriculture and forestry, but has a much less-developed communications network and is an economically weaker territory. Agricultural transformation will place many jobs at risk in western Bohemia while industrial restructuring in northern Bohemia is likely to lead to heavy unemployment. The private sector is still under-represented in both areas. The rich natural environment and various cultural points of interest make western Bohemia potentially very

attractive for the development of tourism but the poor quality of road, rail and telecommunications is impeding growth in this sector and trade generally.

Efforts are needed to remove the barriers to economic development in the region, promote a healthy private sector and overcome the shortcomings in infrastructure and services.

Priority will be to support the general development of the SME sector in the region and to promote tourism. The emphasis for measures directed at SME development will be in the districts of Chomutov, Most and Teplice, while measures for tourism development will be concentrated on the Sumava-Bohemian forest, the western Bohemian spas and the Liberec agglomeration.

SME development will concentrate on investment support in the border region and support for cross-border cooperation between SMEs, including cross-border transfer of know-how and product and process innovation.

Indicative SME projects include the establishment of cross-border associations/small organisations to facilitate the exchange of information between small businesses, and the provision of specific services on management training and know-how transfer to meet the needs of SMEs.

Measures for tourist development will concentrate on establishing infrastructures for cooperation in the field of tourism, especially through cross-border structures and mechanisms, including the creation of cross-border tourism information systems.

Indicative projects include the development of a tourist information system for Nysa/Neisse and improvements to and construction of tourist, cycle and ski routes in the Sumava National Park.

### **Agricultural and rural development**

Agriculture in the border region is undergoing heavy restructuring, resulting in a decline in production and an increase in unemployment. Western Bohemia is particularly dependent on the agricultural and forestry sectors, where job losses are increasing and the primary and secondary sectors are declining. The Sumava area is particularly at risk. Agricultural incomes need to be diversified through other activities, for example the promotion of handicraft production and further specialisation in typical regional products, such as wood and glass.

The protection and development of forestry is also a priority and there is an overwhelming need to redress the damage caused by sulphur and nitrogen emissions, which have devastated the Krusné Hory, the Jizerske Hory and Krkonose forests.

Measures will therefore concentrate on diversifying agricultural incomes and promoting cross-border cooperation on rural development and marketing. At the same time, measures will be taken to treat and stabilise damaged areas, including treating agricultural and forest waste, and to rehabilitate forests.

An example of an indicative project is the rehabilitation of the Krusné Hory forest with the temporary substitution of declining trees with new species and the reintroduction of indigenous tree species.

### **Human resources**

Despite high levels of qualification in traditional industries, there are not enough qualified and skilled workers in the service sector. A weakness of the border region is the relatively low level of qualifications of large numbers of people, compared to the national average, especially in the districts of Chomutov, Most, Teplice, Sokolov, Sumava and Tachov. This problem is coupled with increasing levels of unemployment in those areas and in Louny.

Measures will focus on employment and related vocational training issues to reinforce actions undertaken under other priorities within the cross-border programme, such as tourism development. Emphasis will also be placed on cross-border cooperation to develop common training and cultural activities, with the aim of improving communications and reciprocal information flow, as well as bridging language, legal, administrative and other barriers to cross-border cooperation.

Indicative projects include the establishment of a study and information centre and a language training centre at the Technical University of Liberec to support cooperation with the International Institute of Higher Education in Zittau, the development of scientific cooperation between universities in Northern Bohemia, Germany and Poland on a trilateral basis and support for the European international student symphony orchestra comprising musicians from the three Nysa Euro-region countries.

## **Interdisciplinary studies and technical support**

Institutional and technical support for the balanced development of the border region will be important to ensure efficiency and appropriateness in the programme's operation. This will ensure the coordination of economic development in the area, the levelling of economic potential on both sides of the border and improved environmental protection.

The facility of a small projects fund will provide finance for small-scale projects in the fields of training and economic development and for the organisation of conferences, meetings and workshops for partners from both sides of the border. It will also be able to finance common publications about the regions, support organisations and bodies responsible for cross-border cooperation and finance the purchase of related equipment.

## **Implementation**

The Ministry of Economy of the Czech Republic will have overall responsibility for the programme and has established a Programme Management Unit to assist it in its tasks. Other national and local government organisations will be involved in the setting of priorities, project selection and implementation through a joint programming and monitoring committee, which has been established to provide an on-going mechanism for coordination and complementarity. The committee will be responsible for final project selection and will play the principal role in ensuring overall coordination between the two Governments in the planning and implementation stages of the programme. It will be the principal forum for the joint programming of cross-border activities under Phare and INTERREG. The committee involves the appropriate authorities from the Czech Republic and Germany.

The programme will specify projects annually in the framework of a financing proposal and financing memorandum. The projects will derive from measures and priorities specified in the MIP, taking account of the development of the programme and the absorption capacity of the different sectors.

# Poland

## Multi-annual Indicative Programme for cross-border cooperation with Germany

Years to 1999

Amount ECU 49-55 million per annum

The Multi-annual Indicative Programme (MIP) has been prepared under the Phare cross-border cooperation programme for the Polish-German regions. The time-frame for the completion of projects within the MIP is five years and coherence is therefore ensured within the long-term development of the region.

The Polish Government regards the region bordering Germany as a development priority area in view of its strategic location in respect of transport lines and its importance for the integration process with the European Union. Key priority areas identified in the Polish Government's 'Strategy for Poland 1994-1997' apply to the Polish-German border in particular. They include the development of the physical infrastructure, restructuring and development of multi-functional rural areas, privatisation of state ownership (including state farms), development of financial skills/resources and increased emphasis in the budget for education, science and culture.

The top priority developmental needs of the region are

- the establishment of modern efficient transport communications, both rail and road, especially with the European Union
- the preservation of the environment, by halting the increase in environmental damage and, if possible, reversing the trend
- parallel measures to promote other aspects, depending on the speed with which the transport and environmental problems can be addressed.

Together with these priorities, the MIP aims to assist the Polish border area to overcome the socio-economic gap compared to the German region on the other side of the border. More particularly, it aims to

- complement the European Union's INTERREG programmes from the Polish side of the border in the case of common projects
- promote cooperation between the Polish and German border regions
- help the border regions overcome specific development problems stemming from their relative isolation within their national economies

- address wider environmental problems
- encourage the creation and development of cooperation networks on each side of the border and the establishment of links between these networks and wider European Union networks.

The following priorities and indicative budgetary split have been agreed:

- transport, including border crossings, roads, railways, waterways and air transport 55 %
- environment, including waste water treatment, refuse disposal, pollution prevention, natural resources administration and promotion of ecologically acceptable tourism 25 %
- utilities, including the provision of water, gas, electricity and energy 5 %
- economic development, including business cooperation, services to SMEs, technology transfer and tourism 3 %
- agriculture, including rural development, cooperation in forestry and ecological renovation 3 %
- human resources, including education, training, employment measures and health 4 %
- research studies, monitoring, implementation and management, including transfer of know-how, support for Euro-regions, research and regional studies 5 %.

In respect of financing and co-financing with the European Union structural funds, the German side has benefited from considerably higher resources for a much longer period for these priorities. It has, therefore, been able to subsidise its side of the border to such an extent that its future perspectives and present emphasis can concentrate on the second stage of economic development, since the fundamental infrastructure is catered for. On the other hand, the Polish side is still at the beginning of this reconstruction and has a massive backlog of infrastructure problems to resolve. It is largely with this cross-border programme that the Polish side will begin to address the corresponding complementary measures, which are currently lacking. However, some funding is being set aside for urgent economic development and a special fund for fostering immediate cross-border contacts is being set up to allow neighbouring communities to meet and start working together on concrete questions.

The regions that will be eligible initially for funding are the voivodships of

- Szczecin
- Gorzów Wielkopolski
- Zielona Góra
- Jelenia Góra.

Phare has already financed measures to stimulate cross-border cooperation between the Member States of the European Union and the central and eastern European countries. In particular, a number of investments to improve border crossings were approved in 1993 and are being implemented, including crossings between Poland and Germany.

Commission Regulation N° 1629/94 on cross-border cooperation between the Member States and the central and eastern European countries in the framework of the Phare Programme provides the rules for financing actions of a structural nature in border regions of central and eastern European countries sharing a common border with Member States, in harmony with the European Union structural policies and with INTERREG II in particular. In 1994, a number of infrastructure projects located on the Polish-German border amounting to ECU 55 million were approved. Six out of seven of these projects relate to improvement or construction of border crossing points and access roads, the other relates to education. The 1995-1999 MIP builds on the experience of the 1994 programme, in particular in respect of implementation needs and project selection.

A number of criteria have been influential in project selection, in particular:

- cross-border impact
- complementarity of the projects of the Polish municipalities located on the border with INTERREG projects of the German Kreise on the other side of the border
- the development impact on the population of the border areas
- the readiness for implementation
- the coherence of project content with declared project objectives
- the co-financing possibility
- bankability of projects
- environmental impact.

## Transport

### Border crossings

The Polish-German border region has an important position in central and eastern Europe, since this is the external border of the European Union, through which freight destined for the New Independent States (NIS) must pass. There are currently 29 border crossings, but these are inadequate, especially between Kostrzyn/Kietz and Szczecin and between Zgorzelec/Goerlitz and Swiecko/Frankfurt Oder. Due to the large increase in traffic in recent years, the capacity of the crossings is insufficient, particularly for goods transport, which is dealt with alongside passenger traffic. There is a lack of freight terminals and local traffic is dealt with together with long-distance traffic. The blockages also hinder the development of local cross-border economic units based on local commuting markets.

Measures will be taken to reduce waiting time, increase the capacity of crossings, streamline customs clearance, reduce pollution and increase safety. Concentration will be on improving existing border crossing transit procedures and providing infrastructure for new crossings, together with the training and equipping of border administrations.

Indicative projects include the construction of customs buildings and the provision of electric supply and security facilities at the Rosowko-Rosow crossing and the modernisation of facilities at Rzepin railway station.

### Link roads

Traffic passing through the border by road increased from 12.2 million vehicles in 1989 to more than 100 million in 1993. Access roads to border crossings need to be upgraded and new ones built. Bypasses around towns and cities are also needed to save damage to centres from traffic and to improve throughput. The road network generally is of poor quality.

Measures will be taken to link up with European Union networks, increase safety, improve capacity, reduce pollution and shorten waiting time for access to border crossings. Concentration will be on upgrading the technical condition of roads to adjust them to increased traffic volumes and higher speeds, through improving road surfaces and widening roads.

The possible projects include modernising roads 132 and 133 between Gorzow and the crossing at Kostrzyn, modernising roads 274 and 275 leading to the crossing at Gubinek, modernising road 117 leading to the Szczecin-Rosowko crossing and modernising the access road to the Miloszew-Srbska crossing.

**Railway links**

The railway network in Poland is dense but inadequate. There are eight railway border crossings, including six for passenger traffic. The network is in poor condition and has not been modernised for a long time. The frequency and speed of trains need to be improved as well as marshalling facilities. In addition, there is a need to develop combined transport and to improve efficiency for goods traffic, in order to alleviate pressure on road border crossings.

Measures will be directed at modernising railway lines, including upgrading their electrification and providing missing railway links.

**Air transport**

There are only three international airports serving the border region and local air traffic possibilities need to be increased.

Measures will be directed at establishing airports for regional traffic and passenger transport to link up with the three international airports, possibly using existing 'recreational' and former Soviet army airports.

**Waterways**

The quality of waterways and the river ports on the Polish side of the border is very poor due to lack of investment. Current needs require measures to ensure that transport is on time and that ports are able to cater for container transport and liquid fuel transport. Ferry terminals also need modernising. Szczecin in particular needs to be converted into a modern port which can cater for the Berlin agglomeration, the Czech Republic and Hungary, and act as a connection between Balkan and Scandinavian countries.

The focus will be on building a new terminal at Szczecin and modernising the terminal at Swinoujscie. Developing the tourism potential of the Odra/Oder river will also be a priority, together with the connection of this river and the Warta and Notec rivers to the west European river system.

**Environment****Waste water treatment and management**

While there are fresh mineral springs and thermal water sources in the border region, a prolonged lack of waste water treatment has led to heavy water contamination. The Odra river is said to contain the highest level of untreated sewage in Europe and is the main contributor to pollution of the Baltic Sea. Waste water treatment plants for at least 200 towns on both sides of the border are needed.

Concentration will be on increasing the capacity of existing plants and modernising/building sewage systems.

Indicative projects include constructing main sewage pipelines for Sulecin and Rzepin, a sewage collector system in Slonsk, waste water treatment plants in Zielona Góra and Szczecin, an intermediate sewage pumping station at Ujazd and a common waste water treatment plant for Gubin and Guben. Another priority is to make water quality improvements to the Gunica river and the Swidwie nature reserve.

**Waste management**

Large amounts of industrial waste are located in Szczecin (phosphorus-gypsum) and Jelenia Góra (brown coal waste), with adverse consequences for the environment. The environment has also suffered from Soviet military sites previously located in the area.

Measures need to be taken to reduce pollution, through exchanging information on waste management on both sides of the border and establishing waste processing plants (compostation).

Indicative projects include the construction of a sludge stabilisation plant at Jedrzychowice (compost plant) and a municipal waste landfill for Gozdnica, together with the development of a water and gas monitoring system.

**Forest/national park management**

The Polish border area is largely forested and is used as a recreation area for people from both sides of the border. These natural amenities need to be increased in a controlled manner through establishing and extending national parks and cross-border protection areas.

Indicative projects include the renovation of the Muzakowski park in Leknica/Bad Muskau at the Nysa/Neisse riverside and water quality improvements to the Gunica river in the area of the Swidwie biosphere reserve

**Air pollution**

The south-west part of the border region suffers from heavy air pollution, 70 per cent of which is due to emissions from brown coal power stations located in Germany and the Czech Republic.

Measures will be taken to modernise the equipment of power stations, in coordination with the German and Czech authorities.

**River pollution**

Efforts are needed to reduce natural environmental disasters, which pollute rivers, and to decrease dumping.

Measures will concentrate on minimising the effects of catastrophes, monitoring water quality, exchanging information and technology transfer.

#### **Disaster control and emergency service**

Coordinated and efficient methods need to be adopted to address both natural and man-made disasters.

Measures will be directed at developing warning systems, common disaster intervention systems, forest observation systems and fire-fighting infrastructures, as well as tackling socio-epidemiologist issues.

### **Utilities**

#### **Drinking water**

Drinking water in the border region is drawn from contaminated rivers, and waste water treatment is inadequate.

Measures will concentrate on ensuring the safety and adequate supply of drinking water, through joint ventures in border towns, the construction of sewage systems and small water reservoirs.

#### **Gas supply**

Only 0.8 per cent of the rural population in the border regions has access to the gas network, compared to a national average of 3 per cent.

Measures will concentrate on building local distribution systems for towns and villages, based on the expected natural gas sources under construction.

#### **Energy supply**

Two big power stations are operating in the border region: Turow and Dolna Odra. These use regionally sourced brown coal, which causes considerable ecological problems.

Measures will be taken to integrate the network with the European energy network, to help ensure an adequate supply of cheap, clean-source electrical energy and to introduce market economy methods into the energy sector through changes in the existing organisational and technological structures. A further priority is to speed up development of a 400 kV distribution network meeting CENTREL standards.

#### **Heating**

The use of brown coal as the heating energy source in the border region contributes to the high level of air pollution.

Measures will concentrate on introducing new technology to heating stations to reduce air pollution, constructing small- to medium-sized central heating stations to prevent energy loss caused by large distances between

source and user, and constructing district heating stations based on oil and gas and using alternative sources of heating energy, such as geothermal sources.

#### **Utilities infrastructure**

It is estimated that the population in the Polish border region will increase by 10 per cent over the next 20 years, and current housing levels are already inadequate.

Measures will concentrate on providing adequate basic urban infrastructure to encourage the private sector development of housing to meet the needs of the growing population. Former Soviet army bases may be converted for local population use, for example converting the Keszycza base into flats for 2,500 people.

### **Economic development**

The Polish border region is classified as an average region in the Polish national scale in terms of economic potential but although this has recently increased rapidly in areas close to the border, the differences in economic potential and the level of investment between the Polish region and the German side are increasing. The slow level of privatisation on the Polish side and the general lack of investment could provoke widespread emigration if appropriate support is not forthcoming.

#### **Business cooperation**

Measures will be taken to improve cooperation between chambers of commerce, cooperation between enterprises, to encourage trade-mark and quality mark development and to promote foreign investment.

#### **SMEs**

Measures will be taken to increase the number of SMEs and to help them to sustain their position in the market place. Information will be provided about market possibilities and the labour market. Fairs will be organised to promote local products and exchange experience. Training courses, new market halls, parking, stores, hotels and restaurants are also needed, as well as new industrial units/seedbed development.

#### **Technology transfer**

Measures will be directed at improving competitiveness through increasing the scientific and research potential in the regions, including establishing innovation centres and promoting cooperation between universities, research institutes and companies, as well as technological transfer between science and industry.

#### **Tourism**

Tourism can be developed relatively quickly without major capital investment, using the natural endowments of the area.

Measures will be taken to encourage the tourist potential. Examples of activities that could be developed include: organising common sailing events on the Szczecin lagoon and the Odra/Oder delta, constructing cycle track routes joining Germany, the Czech Republic and Poland, constructing paths for pedestrians, modernising the Jakuszyce cross-country skiing centre, training multilingual tourist guides, developing multilingual advertising material and maps and establishing a tourist information network.

## **Agriculture**

### **Quality improvement**

Legal controls and enforcement procedures have not kept pace with the rapid expansion of cross-border trade in agricultural and food products.

Measures will be taken to ensure that only those products which meet acceptable standards are allowed through the border to the market-place by introducing a quality control testing system.

### **Forestry**

The forests in the region are in a state of deterioration owing to excessive monoculture planting and also owing to pollution, in particular from brown coal power plants in Germany and the Czech Republic.

Measures are needed to establish healthy self-sustaining forests. The focus will be on activities aimed at reforestation, bio-diversification, creation of fire barriers and watch towers and maintaining the water table.

### **Rural development**

Measures need to be taken to sustain and develop the rural community and generate employment in rural areas.

The focus will be on developing small infrastructure projects, social services and urban renewal plans to make towns and villages more attractive for tourists. Activities will also involve refurbishing historical monuments, upgrading landscapes, improving local and regional communications networks, building local roads, establishing municipal transport facilities for common use, rural telephony, waste water treatment and ensuring good drinking water.

## **Human resources**

### **Education and training centres**

Measures need to be taken to encourage cooperation across borders through the promotion of cultural exchange and education programmes for border regions.

Activities will be directed at establishing language centres at schools, universities and vocational schools, setting up German-Polish schools and developing kindergarten projects.

Indicative projects include setting up a joint nature education centre in the lower Odra/Oder river valley and activities designed to foster the Viadrina European University.

### **Increased employment**

Measures will be taken to help increase employment through the creation of common vocational training centres with appropriate curricula and through cooperation between labour offices on employment possibilities.

### **Disadvantaged groups**

Measures will be taken to increase the awareness of the general population of the needs of disadvantaged groups and the more efficient use of scarce resources and innovation.

Activities will include training courses and exchanges of experience between social workers, trainers and counsellors from both sides of the border.

### **Health**

Measures will be taken to make more efficient use of scarce resources and innovation in the health sector.

Activities will include modernising and creating a technical basis of health provision, common use of hospital facilities, training and exchanging personnel and pooling specialist resources.

## **Small projects**

A number of small projects for various activities may be funded at the level of municipalities located on the border.

Such projects may involve equipment purchase for Euro-region secretariats, training, support for small infrastructure projects, organisation of meetings and conferences, and support for regional/Euro-regional publications.

## **Implementation**

A joint programming and monitoring committee, composed of the appropriate authorities from Poland and Germany, will play the principal role in ensuring overall coordination between the two governments in the planning and implementation stages of the programme. It will be the principal forum for the joint programming of cross-border activities under Phare and

INTERREG II. The committee will undertake joint project selection in the context of the programme and will also monitor and coordinate the implementation of these activities.

The Office of Trans-border Cooperation at the Council of Ministers' Office will have responsibility for the overall coordination and financial responsibility of the programme. A Programme Management Unit has been established for this purpose under the responsibility of the Director of the Office for Trans-border Cooperation.

The programme will specify projects annually in the framework of a financing proposal and financing memorandum. The projects will derive from measures and priorities specified in the MIP, taking account of the development of the MIP and the absorption capacity of the different sectors.





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