

Date: 16 July 2008

REF: SIPU/JMWEN ASS. 02

Sweden's Strategic Role in Assisting Ukraine Come Closer to the European Union-
Section ii. Using Twinning and TAIEX to Ukraine's Advantage and enhancing the
performance of SIDA in implementation of these instruments.

Author: Kevin Prigmore

1. Background

Twinning and TAIEX are already being phased in under the current Tacis programmes for Ukraine and will become the major source of technical expertise within the new European Neighbourhood and Partnership Instrument (ENPI).

This paper responds to specific twinning and TAIEX issues raised by SIDA personnel in the area of trends, process, and maximising the advantages for Ukraine and SIDA.

Development Framework

The EU-Ukraine Country Strategy Paper (CSP) for Ukraine covers the period 2007-2013. Assistance to Ukraine over that period will principally be provided under the new European Neighbourhood and Partnership Instrument (ENPI).

European Commission (EC) assistance over the period covered by this strategy will aim at supporting Ukraine's ambitious reform agenda on the basis of the policy objectives defined in the Partnership and Cooperation Agreement (PCA) of April 1998 and the EU-Ukraine Action Plan of February 2005.

EC assistance priorities for the CSP have been identified primarily on the basis of the policy objectives defined in the jointly agreed EU-Ukraine Action Plan and are presented in the CSP under the six chapter headings in the Action Plan.

- Political dialogue and reform
- Economic and social reform and development
- Trade, market and regulatory reform
- Cooperation in justice, freedom and security
- Transport, energy, information society and environment
- People-to-people contacts: education, cultural expression, scientific and technological cooperation.

The Action Plan also notes that cross-cutting issues such as human rights, gender and the environment will be mainstreamed into the design of all programmes and projects to the maximum extent possible.

The EU-Ukraine Action Plan, indicates that assistance priorities apply to all assistance instruments and programmes which will or might be available for Ukraine, and that Twinning or TAIEX will play an essential role in the achievement of the Action Plan priorities and will be used whenever appropriate.

Within this framework the National Indicative Programme (NIP) for 2007-2010 translates the strategy into support for three priority areas:

- i) democratic development and good governance;
- ii) regulatory reform and administrative capacity building;
- iii) infrastructure development, in particular in the transport, energy and environment sectors, in close collaboration with the EIB, EBRD and other IFIs.

2. Outline of Twinning Programmes and TAIEX

Twinning programmes started in Ukraine in 2005. There is a national twinning and TAIEX office, as National Focal Point in the Main Civil Service offices and an EU funded project supporting the development of the twinning programme. The European Commission (EC) Delegation is actively involved in the programme, with approvals provided by the EC in Brussels.

Twinning and TAIEX will take an increasing role in EU aid programme implementation as European Neighbourhood and Partnership Instrument (ENPI) is gradually introduced into Ukraine and the two key ENPI methods of support will be budgetary support and twinning and TAIEX, though technical assistance will continue in older and future programmes.

Twinning and TAIEX provide a range of assistance inputs from long term and medium term (1-2 years) expertise of twinning through to TAIEX short term inputs of as little as 1 day or 1 week. Both twinning and TAIEX are forms of technical assistance, but differ fundamentally from classical technical assistance. They are:

- Government to government assistance
- Interactive, working closely with Civil Servants in Ukrainian Ministries (GoU) and Agencies
- Using Member State (MS) public servants mainly to provide the expertise
- A partnership with Government of Ukraine (GoU) Ministries as managers of the twinning project jointly working with leaders from the MS and having a responsibility for funding certain projects costs
- Normally 'acquis' focussed, rather than general public administration reform

A glossary of terms is provided in Annex 3 for those uninitiated to twinning.

A twinning project will have a MS public servant as team leader resident full time for at least one year, supported by experts and the administration of Ministries and other organisations from his/her own country's administration and other Member States. 'Twinning light' provides a medium term civil servant supported in a similar way. The coordination is undertaken primarily in Ukraine, with a final approval from the EC in Brussels.

TAIEX provides government to government assistance in short term actions, such as specialist short training courses, workshops, study visits, and short term experts in specific fields (e.g. preparing a technical law) and is centrally coordinated in Brussels, and in Ukraine by the Main Civil Service office.

3. Ukraine – Trends in Twinning by Volume and Sector

Volume Trends

Ukraine is rated second amongst the ‘ENPI’ countries for the number of twinning projects under preparation or published in the period 2005-2008.

In the TAIEX programme Ukraine also performs well providing in 2007 the most participants (866) for TAIEX of all the ENPI countries (nearly 30% of total participants) and hosting 10 events (about 15% of total for ENPI countries). Though if using a per capita basis Ukraine would drop in the rating.

Currently there are about 30 twinning projects working or in preparation in Ukraine. The Twinning projects are focussed on technical areas, and cover a wide range of topics, with a focus on support to the national authorities in preparing coherent sectoral strategies. A table of the current projects list is attached in Annex 3.

ENPI gives a priority to the twinning programme and there is a great deal of demand for twinning projects in Ukrainian Ministries. However the current and future twinning programme will cover over 40 projects and will be running at maximum capacity.

Therefore there is unlikely to be a significant increase in the volume of twinning projects. This is confirmed by the funding available, the Annual Action Plan for 2009 (AAP 2009) will allocate Euro 20 million to ‘twinning assistance’, which is similar to previous years.

Sector Trends

The provisional twinning programme by priority has been approved for the period 2008-2011 and is attached in Annex 2. The main focus is on the enforcement of the Acquis relating to:

- Free trade agreement and internal market (10 priorities)
- Convergence with EU standards in transport, energy and environment (3 priorities)
- Justice, freedom and security issues (JFS) (1 priority)

These priorities align reasonably well with the SIDA sector goals of governance and environment/energy efficiency, so Swedish twinning projects could be a good fit with these aims and could offer synergy with other SIDA projects.

Despite the demand for more twinning projects, there will probably not be many project changes in the current programme in the medium term, as it will require a substitution for an already identified project proposal and possibly changes to the twinning priorities programme. In practice, due to inter-ministerial sensitivities, substitution may only take place if a prospective beneficiary ministry fails to prepare its documentation, which is a

factor of the willingness and capability of its technical level staff to prepare and promote the twinning concept paper, project fiche or terms of reference for an expert to draft the project fiche.

There is the possibility to include other projects/priorities depending on extreme urgency or the openness of the current priority, for example Justice Freedom and Security (JFS) actions are unspecified, and this probably reflects uncertainty on the requirements and possibly differences in perceived needs and priorities by the Ukrainian and EU Sides. Any changes in projects are likely to be in EC priority areas of:

- Transport, environment
- Free trade agreement, judicial reform, migration issues

Ukraine is starting to increasingly utilize TAIEX as the administration is easier and the speed of response faster than for twinning projects. Ukraine has a number of TAIEX projects undertaken or in process, there is no clear trend as these activities are of an ad hoc nature or outside the Government of Ukraine (GoU) policy making structure as it is stimulated/agreed by Member States or other ENPI countries. The comparatively high volume of projects in which Ukraine contributes, suggests Ukraine could be constrained by the need for balance between participant countries.

These initial attempts by Ministries with TAIEX may well lead to future twinning projects as the Ukrainian staff see the benefits of cooperation with MS and feel more confident.

Trends and Role of European Commission

The Commission has no significant changes planned for the Twinning and TAIEX programmes. The twinning procedures are fundamentally the same for all 'twinning' countries. The main differences between ENPI and prospective accession countries lies in the management of the twinning process: ENPI, targeted at non-accession countries, potentially offers increased flexibility in choice of sector projects, while 'accession' countries are given more responsibility and expected to co-finance more project costs.

A key factor is that in 'ENPI' States the European Commission has a significant role in developing the twinning programme and has the majority say in the twinning selection process, though in the case of reasonably equal bids it will probably favour the beneficiary ministry's selection as this is likely to produce a more harmonious implementation. The EC Delegation will monitor the implementation of the twinning projects and will intervene only if necessary.

4. Increasing The Advantages of Twinning and TAIEX for Ukraine

The comparative results suggest that Ukraine is successfully managing the programming process for Twinning and TAIEX. Currently the Ukrainian Government officials are supported by EU experts, who assist in administration and prepare the project fiche/ToRs. The future will show how well the Ministries cope when they are solely responsible for project planning and initiation.

The Ukrainian list of priorities for twinning projects provides a reasonable range of sectors, which have been agreed by both parties and there are no obvious areas

missing from the list. The field is so wide that future twinning projects could also be undertaken in regional development and cohesion policy, public finance etc.

The Ukrainian Ministries/Agencies are solely responsible for day to day twinning implementation, which requires increased management and financial responsibilities and an open pro-active culture, compared to a classic technical assistance project. This is the area where improvements need to be made for twinning and to a lesser extent TAIEX. For despite the enthusiasm for twinning projects, Ministries have constraints due to old-style administration, lack of co-financing required by Ministries, lack of project management skills and knowledge on twinning/TAIEX objectives and methodology by counterparts and managers, and sometimes a lack of motivation and staff time to absorb the twinning experts' expertise.

The Ukrainian central coordinator also needs to be developing its monitoring and quality control functions, which are currently undertaken by the EU twinning project or the EC.

It was suggested locally that a potential SIDA input could be to provide assistance and training in practical project design and management for Ministries. In principle this could be useful, if harmonized with the EU twinning projects activities. There are potential drawbacks as this assistance may be seen as 'interference' by some officials (whilst probably welcomed by senior management) and may possibly bar Sweden from bidding on project fiches, which SIDA experts have assisted in preparing.

Ukraine is performing well in the utilization of twinning and TAIEX projects, but could maximize its advantages by continuing to develop its programming, monitoring and implementation capability.

5. SIDA – Improved Performance in Twinning

Current Status

SIDA is performing satisfactorily in twinning bidding, taking part in the period 2005-2008 in approximately 8 ENP twinning proposals with a 50% success rate, which is about average among comparable Member States; France with 70% success rate on 45 proposals was best (source Europe Aid). Sweden is also a supporter of TAIEX, with 11 events held in country in 2007; this is below the average for comparable Member States (e.g. Finland 11, Netherlands 31).

Sweden is moving in the right direction to improve its performance in winning twinning bids as advance preparation and relationship building before offers are called for are key factors in success. In particular Sweden is developing good contacts with the European Commission on Ukrainian joint aid programming and with the Ukrainian national twinning coordination office and the EU funded twinning support project (ITO-Implementation of Twinning Operations project).

It is generally acknowledged that Swedish twinning projects are implemented reasonably successfully and its project working with the Main Control and Revision Office of Ukraine has been highlighted as one of the most successful, by a senior EC Delegation Official.

Improving Performance of SIDA in Twinning and TAIEX Models

Successful twinning and TAIEX projects require an effective package of: marketing, preparation, programming, design, implementation, and ex-post evaluation. Winning twinning projects is only one phase, which encompasses all these areas. There are key factors which improve Sweden's potential to win twinning proposals, these are:

- Recognized expertise in the technical field and similarity of proposed systems
- Relevant experience from different MSs and preferably a joint proposal with a new MS.
- Positive personal relationship with beneficiary / counterpart Ministry and EC Delegation. (e.g. Swedish Ministry/Agency worked with Ukrainians)
- Presenting a professional and relevant proposal and presentation.
- Good preparation and pro-active approach to twinning by Swedish authorities.
- Comparative advantage of Resident Twinning Adviser (RTA), in for example specialist experience, languages.
- Good track record on implementing twinning (or TAIEX) projects.

Winning TAIEX projects also requires many of these factors, particularly personal relationship building, though the coordination and main selection process is centrally allocated in Brussels.

These marketing and competitive factors are new to most MS governments and this capability needs to be developed as a theme within the framework of the work of SIDA, Swedish Ministry of Foreign Affairs, and all Ministries.

The comparative advantages of Sweden for twinning and TAIEX projects are similar to those for technical assistance: a generally high standard of public administration, specialist areas of excellence such as public financial management, local government, environment and energy saving, and mainstream items such as gender equality etc.

Areas for possible development of the Swedish twinning and TAIEX programmes, based on the experience of other Member States, include:

Environment and Preparation

A key to successful twinning and TAIEX programmes is in establishing a pro-twinning/TAIEX climate within Government and good networking relationships with potential beneficiary Ministries, European Commission, and partner Member States. Actions include:

- Support from senior political (Senior Minister level) and government officials in Sweden for twinning and TAIEX programmes
- Swedish ministries/agencies, during the normal work can build relationships with beneficiaries and potential partners for twinning (for example discussing twinning collaboration at sector meetings in Brussels with representatives of suitable Member States) as well as obtaining advanced information on projects
- Swedish twinning/TAIEX coordination personnel need to develop a rapport with the Twinning and TAIEX central offices, the EC Delegations and Ukrainian

- Twinning/TAIEX Focal Point/ Coordinator and EU projects and prospective Ministries. This relationship is clearly already being developed.
- Swedish experts could be encouraged to enrol with TAIEX and undertake assignments. This provides an excellent method of making contacts with Ukrainian ministries wishing to undertake potential twinning projects and with like-minded experts from Member States. For TAIEX it is noticeable that the same experts are used regularly, because of their competence and willingness to undertake the work.
 - Establish a pool of officials interested in undertaking EU projects. These experts are then rapidly available for future projects, and often act as intra-preneurs promoting twinning. Many have an interest in a country like Ukraine for personal reasons. In reality these individuals are a key factor in animating the twinning/TAIEX programme.
 - The preparation of the bid documentation should be carefully undertaken to focus on the needs and outputs expressed in the Project Fiche and the discussions with the beneficiary and EC Delegation. Particular attention should be taken to address issues in order to maximize the points for each item on the interview committee evaluation sheet.
 - The presentation at the interview should be professional and show competence, care about the beneficiary's requirements and a good team spirit. Like any interview, personality counts, particularly the RTA.

Administration

The Swedish National Focal point and twinning/TAIEX coordinator must ensure administratively that there is:

- good communication of Ukrainian calls for twinning project fiche offers and news and a mechanism within the Swedish Government to develop and support projects.
- an effective project management unit to run the projects and provide back-up technical support to the twinning and TAIEX projects.
- an effective project management accounting system of actual and anticipated expenditure to correctly maintain records and prepare payment requests. This may be in Excel spreadsheet format.
- preferably a system for the EU Twinning and TAIEX funds to be kept completely separate from the National Government accounting and management systems as they use different rules and are in different currencies.
- availability of extra funds from 'uplift' which can be used for related twinning matters, this can include preparing new offers, attending relevant twinning meetings, providing equipment/supplies to projects etc.
- support for the RTA and twinning experts administratively and personally

Project Design and Implementation

The project design and implementation phase is a very wide topic, so just a few points which may be missed are provided here.

Training and support of Swedish personnel is needed in project preparation and management:

- The RTA and Swedish Administration staff are required to prepare the project contract, which is very specific, with a very detailed budget and rules. It is essential for the effective management of the twinning project to ensure compliance whilst incorporating flexibility in the activities and the budget.
- The RTA is a technical person, but much of the work of the RTA involves project management. RTAs with experience of project management have a definite advantage. The twinning system is a little illogical; it is like inviting Pavarotti to sing and then asking him to book the concert hall and orchestra and sell the tickets! But that is how it is. RTAs with training, support or experience in project management will perform better and have more time for providing technical inputs.

Establish standard project systems and management information systems for twinning projects, as well as a mechanism for developing project publicity and media materials and websites.

Ensure the beneficiary/counterparts is closely involved at all stages in preparing the work plan for the twinning project. This ensures partnership and stops suspicions and recriminations later.

The bureaucratic, lethargic and impoverished situation in Ukrainian Ministries can be very frustrating for twinning project personnel and this should be taken into account when choosing RTAs, supporting them emotionally and providing selective additional resources to ensure successful implementation of Swedish twinning projects.

The assumption that your beneficiary / counterparts is wanting a twinning project must also be questioned. Reasons for non-interest may include: the project was introduced by a previous minister/director or another department, the central government and/or European Commission are pressurizing the ministry to introduce the regulations, the counterpart\ministry is expecting a Technical Assistance project that does all the work or are envious of the twinning fee rates, or lack staff and financial resources. Finally one pitfall to note is that in the past some twinning beneficiaries undertook twinning projects linked to an equipment contract, as this equipment requirement, when linked to twinning, was more likely to be acceptable to the Commission.

ANNEXES

ANNEX 1: Provisional list of long-term priorities of the Twinning instrument implementation for 2008 – 2011 -Ukraine and EU

ANNEX 2: List and Status of Twinning Projects- Implementing and in Preparation (Source ITO-Ukraine) – at May 2008

ANNEX 3: Glossary

Provisional list of long-term priorities of the Twinning instrument implementation for 2008 – 2011 in the frameworks of the new enhanced Agreement on the Partnership and Cooperation between Ukraine and EU (source ITO-Ukraine)

- Custom services – elimination of corruption and introduction of technically advanced procedures that would logistically support Ukraine’s entry into the European supply Chain;
- Industrial products standards – compliance with EU standards of primary importance and implementation of suggested by EU plan of achieving by 2011 of high level harmonization and mutual recognition;
- Agricultural and food products – compliance with EU sanitary and phytosanitary standards to enable Ukraine exporting diversified range of the products to the EU;
- Competition policy – reinforcement of political independence of regulatory authorities that are in charge of the issues of the competition safety and controlling of the state aid;
- Public procurement – compliance with EU and WTO standards;
- Financial sector – disconnecting of the sector from government and domestic monopolistic power along with EU regulatory norms;
- Transport sector – convergence with EU standards, especially for air (full inclusion of Ukraine into “Single European Sky by 2010) and road transport. Integration of Ukraine into TEN-T and EU transport services markets;
- Telecommunication sector – legal provision of the functioning of the regulatory body in the sphere of telecommunication and division of the functional responsibilities between sectoral regulator and Antimonopoly Committee of Ukraine;
- Energy sector – compliance with EU technical and regulatory standards to link Ukraine with EU and South-Europe electricity grid, convergence with EU standards regarding energy sector regulation. The development and enforcement of the national energy policy, which corresponds to Ukraine national interests and consistent with relevant EU standards to ensure energy resources extraction growth and their optimized consumption, and diversification of energy sources;
- Service sector – ensure effective activity of the independent and competent regulators in compliance with the internationally recognized standards;
- Corporate governance – put in line with European standards and ensure proper implementation of laws for joint-stock companies, the protection of minority rights, for mandatory accounting and audit standards;

- Environment – step-by-step alignment with EU environmental acquis e.g. framework of joint policy for UN Framework Convention and Kyoto Protocol implementation;
- Labour regulation – improvement of labour safety standards, introduction of liability insurance system and mutual recognition of professional qualification, coordination of social security systems;
- Intellectual property rights protection;
- Public health
- Justice, security and freedom issues

ANNEX 2
List and Status of Twinning Projects- Implementing and in Preparation (Source ITO-Ukraine) – at May 2008

№	Central Ukrainian executive authority	Project Name	
1	1 State Aviation Administration of Ministry of Transport and Communications of Ukraine (SAA)	Harmonization with EU norms of the legislation and standards of Ukraine in the field of Civil Aviation	Implementing
2	National Electricity Regulatory Commission (NERC)	Regulatory and Legal Capacity Strengthening of Electricity Regulation of the National Electricity Regulatory Commission	Implementing
3	Antimonopoly Committee of Ukraine (AMKU)	Strengthening the enforcement of competition law and policy in Ukraine	Implementing
4	State Committee of Ukraine for Technical Regulation and Consumer Policy (DSSU)	Strengthening of Standardization, Market Surveillance, Metrology and Legal Metrology, Conformity Assessment and Consumer Policy in Ukraine	Implementing
5	Ministry of Transport and Communications of Ukraine (1)	Support to Transport Policy Design and Implementation	Contract
6	Ministry of Transport and Communications of Ukraine (2)	Support to the Strengthening of Road Freight and Passengers Transport Safety	Contract
7	National Space Agency of Ukraine (NSAU)	Boosting Ukrainian space cooperation with the European Union	Implementing
8	Ministry of Internal Affairs of Ukraine	Introduction and Development of Quality Management within the Ukrainian Police	Contract
9	Main Control and Revision Office (KRU)	Assisting the State Control and Revision Office (KRU) in implementing a new system of Public Internal Financial Control	Implementing
10	State Customs Service of Ukraine	Development of Post-Audit Control	Fiche
11	National Electricity Regulatory Commission	Approximation to EU norms of the legislation in the field of gas	Fiche
12	National Accreditation Agency of Ukraine (NAAU)	Strengthening of the National Accreditation Agency of Ukraine	Implementing
13	National Bank of Ukraine	Capacity building for central banking: a SWAP based financial sector project for National Bank of Ukraine	Fiche
14	National Bank of Ukraine	Capacity building for banking supervision: a SWAP based financial sector project for National Bank of Ukraine	Fiche
15	Ministry of Fuel and Energy of Ukraine (Oil Stock Agency)	Oil Stock Agency Development	Fiche
16	Ministry of Agrarian Policy of Ukraine	Approximation and enforcement of WTO SPS standards	Fiche

17	Ministry of Regional Development and Construction		ToRs
18	Ministry of Regional Development And Construction		Concept
19	National Agency of Ukraine for Efficient use of Energy Resources (NAER)		Concept
20	Ministry of Labour and Social Policy of Ukraine	Support to the International Treaty Concluding in the Sphere of Labour and Social Security	Concept
21	State Committee of Ukraine for Regulatory Policy and Entrepreneurship (SCURPE)	Improvement of the Procedures of Business Entering According to the Standards and Improvement of the Conditions of its operation (SCURPE)	Concept
22	Ministry of Finance of Ukraine	Public Debt Management System and Medium Term Budgetary and Macro-economic Forecasting	Fiche
23	State Agency for Investment and Innovation Establishment of Consolidated Exchange System of Ukraine	State Agency for Investment and Innovation Establishment of Consolidated Exchange System in Ukraine; Development and Realization of Legal and Organization Actions of Investment Policy Stimulation	Fiche
24	Ministry of Environmental Protection of Ukraine	Support to the Ministry of Environmental Protection of Ukraine for the implementation of the Law on Ecological Audit	Fiche
25	National Academy of Public Administration of Ukraine (NAPA)	Support to the National Academy of Public Administration of Ukraine	Fiche
26	Academy of Judges of Ukraine (AJU)	Support to the Academy of Judges of Ukraine	Contract
27	Ministry of Justice of Ukraine	The Analysis of Impact of the Adaptation and Harmonization of Ukrainian Legislation to the EU Legislation	ToRs
28	Main Department of the Civil Service of Ukraine	Main Department of the Civil Service Institutional Development of the Civil service; Best practices of the Implementation of Twinning operations	Concept
29	Ministry of Defence of Ukraine	Defence reform conduction in Ukraine and reform of military organization of the state; destruction and recovery of ineligible ammunition, excessive arms, anti-personnel mines	Concept
30	Higher Administrative Court		ToRs

Note:

Implementing = Implementation of twinning project,

Contract = Preparing contract for twinning project,

Fiche = Project Fiche design and selection of twinning project,

ToRs = preparing Terms of Reference for experts to assist in preparing project fiche,

Concept = agreeing for twinning project.

GLOSSARY

–Extracts from Common Twinning Manual (2007) plus Additions

AWP	<p>Annual Work Plan. In the South, the AWP is the annual programming documents containing the budgetary envelopes of the projects to be implemented. AWPs are approved each year, between the Beneficiary country and the European Commission.</p>
AO	<p>The administrative office (AO) is a body within the administration of the beneficiary country, which has been designated to retain the overall procedural, financial and contractual management of the Twinning projects. The actual scope of its responsibilities varies depending upon the geographical area and the applicable management system (See also PAO for ENPI Countries).</p>
BC	<p>Beneficiary Country (beneficiary of twinning projects under IPA or ENPI).</p>
CARDS	<p>CARDS (Community Assistance for Reconstruction, Development and Stabilisation) was the main means of assistance to support the Stabilisation and Association Process countries. CARDS was adopted by Council Regulation (EEC) 2666/2000 of 5 December 2000. For more information, see http://ec.europa.eu. As from 1 January 2007 it is replaced by IPA regulation.</p>
Centralisation	<p>The European Commission is the Contracting Authority and takes decisions for and on behalf of the beneficiary country.</p>
CFCU	<p>Central Financing and Contracting Unit: Structure within the Beneficiary Country's Ministry of Finance, responsible for contracting and disbursing Community funds. Applicable for decentralised programmes (Except for MEDA).</p>
CC	<p>Candidate Countries. As from 1st January 2007, these countries are, Croatia, Former Yugoslav Republic of Macedonia, and Turkey .</p>
EDIS	<p>Extended Decentralised Implementation System. As of the date of accession, implementing agencies in the new MS assume management authority for contracting, implementation and payments in the framework of Twinning under IPA (including Transition Facility)</p>
ENPI	<p>The Tacis and the MEDA programmes have been replaced by the ENPI. For the period 2007-2013, Community assistance under the Neighbourhood and Partnership Instrument shall promote enhanced cooperation and progressive economic integration between the European Union and the partner countries</p>

and, in particular, the implementation of partnership and cooperation agreements, association agreements or other existing and future agreements. It shall also encourage partner countries' efforts aimed at promoting good governance and equitable social and economic development.

FOCAL POINTS	Each beneficiary ministry of the ENPI will be responsible for appointing a "Focal Point" that will be in charge of the technical implementation of the instrument. Each focal point will be the PAO contact point for the project(s) of its Ministry or public sector institution.
IPA	Same as the Unified pre-Accession Instrument.
ITO	EU funded Project supporting twinning management in Ukraine-Implementation of Twinning Operations in Ukraine
JFS	Justice Freedom and Security
MDCSU	Main Department of the Civil Service of Ukraine-National Contact Point
MS	Member State(s) of the European Union. From 1st January 2007 the European Union consists of 27 MS.
NIS	Newly Independent States (NIS), created as a result of the break-up of the Soviet Union. As for the time being Twinning in the Newly Independent States is mainly managed in a centralized way, it has been reflected so in this Twinning Common Manual until it will gradually fit into a decentralized framework.
NCP	National Contact Point for Institution Building. Main Civil Service Office GoU-A designated public official in each of the MS and beneficiary countries is the institutional contact point for all Twinning activities. Tasks include communication, facilitation and liaison.
PAO	Programme Administration Office. In the Newly Independent States, the PAO is a designated unit, a body within the administration of the beneficiary country which has been designated to assist the Delegation with the overall management of Twinning projects.
Partnership and Cooperation Agreement (PCA)	The formalisation of bilateral relations between the EU and individual partner countries has been achieved through the negotiation of Partnership and Co-operation Agreements (PCAs), now in force with ten of the Eastern European and Central Asian countries. PCAs are legal frameworks, based on the respect of democratic principles and human rights, setting out the political, economic and trade relationship between the EU and its partner countries. Each PCA is a ten-year bilateral treaty signed and ratified by the EU and the individual state.
PL	Project Leader: a high-ranking official in MS and BC respectively. Directs the implementation of the Twinning project.
Practical Guide	European Commission, Practical Guide to contract procedures financed from the EC general budget in the context of external actions, September 2006 which is available on

http://europa.eu.int/comm/europeaid/tender/gestion/index_en.htm.

RTA	Resident Twinning Adviser: A civil servant from a Member State administration who works in the BC on a full-time basis for at least one year in the framework of a Twinning project.
TACIS	Launched by the EC in 1991 and ongoing until December 2006, the TACIS Programme provided grant-financed technical assistance to 13 countries of Eastern Europe and Central Asia and mainly aimed at enhancing the transition process in these countries. Countries concerned were: Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgystan, Moldova, Mongolia, Russian Federation, Tadjikistan, Turkmenistan, Ukraine and Uzbekistan.
Twining Contract	Contractual agreement on the Twinning Project. It includes the work plan and additional standard annexes. Previously known as a Twinning Covenant
Twining Programme	It is for i.e, the annual financial allocation for Twinning in the NIS 'National Action Programmes.
Unified pre-Accession Instrument	Since 1st January 2007, the existing financial instruments (PHARE, ISPA, SAPARD e.a.) in the accession and pre-accession framework are replaced by one specific instrument to cover Institution building, regional and cross border co-operation, regional development, rural development and human resources.