Standard Summary Project Fiche

1. Basic Information

1.1 CRIS Number: 2003/005-850.03.01
1.2 Title: Twinning Light Facility
1.3 Location: Estonia
1.4 Sector: Administrative capacity

2. Objectives

2.1 Overall Objective:
• Readiness of the institutions and administrative capacity for the full application of the *acquis communautaire*.

2.2 Project purpose:
• Legal and institutional framework in compliance with the *acquis communautaire* and administrative capacity enhanced in the areas of internal market, including free movement of goods, free movement of persons and free movement of services, competition and state aid, agriculture, fisheries, energy, transport policy (especially for safety purposes), social policy and employment, environment, justice and home affairs, financial control (especially in the local governments).

2.3 Accession Partnership and NPAA priority:

*Accession Partnership 2002:* It is important that Estonia fulfils the commitments of legislative approximation and the implementation of the *acquis* in accordance with the commitments made under the Europe Agreement, and in the context of the negotiation process.


*Free movement of goods*

Regular Report 2002: Estonia has made steady progress in the transposition of EC legislation as well as developing an administrative capacity. However, in order to complete preparations for membership, Estonia’s efforts need to focus on completing the alignment of New Approach Directives and the adoption of European standards, the development of administrative capacity (including training in areas like public procurement and market surveillance), as well as applying and enforcing the principle of mutual recognition.

*Accession Partnership:*
- Complete the transposition and implementation of New Approach directives;
- Reinforce the national accreditation system and market surveillance system and continue with the adoption of European standards.

*Free movement of persons*
Regular Report 2002: The process of bringing Estonia’s legislation and structures in relation to the free movement of persons into line with the acquis has developed satisfactorily, although further efforts are required. In order to complete preparations for membership, Estonia’s efforts now need to focus on the adoption of outstanding legislation with respect to mutual recognition, on bringing curricula and training into line, in particular for nurses and vets, and on further strengthening institutional capacity.

Accession Partnership:
- Complete alignment of mutual recognition of professional qualifications and diplomas and continue efforts to introduce required administrative structures, education and training programmes;
- Reinforce the administrative structures for the co-ordination of social security.

Free movement of services
Regular Report 2002: Estonia is generally meeting the commitments it made in the accession negotiations in this field. However, Estonia’s efforts now need to focus on completing alignment and concluding the establishment of a fully independent data protection authority. Accession Partnership: Complete alignment of data protection legislation, strengthen and ensure the independence of the supervisory body.

Competition (antitrust and state aid)
Accession Partnership: Ensure the enforcement of anti-trust and state aid rules; increase awareness of the rules among all market participants and aid grantors; intensify the training of the judiciary in the competition field.

Agriculture
Regular Report 2002: Estonia is generally meeting the commitments it has made in the accession negotiations in this field. However, Estonia's efforts now need to focus on: ensuring close cross-departmental co-operation, availability of competent staff and efficient project management (within both the Ministry of Agriculture and beneficiary institutions, such as the Agricultural Registers and Information Board) in particular for the paying agency, the Integrated Administration and Control System, Common Market Organisations price support measures, trade mechanisms and the milk quota system; further reinforcing the administrative capacity to implement and enforce the Common Agricultural Policy acquis, in particular in the veterinary field and that of food safety; and ensuring that establishments are duly upgraded to meet Community standards.

Accession Partnership: Up-grade the capacity of the agricultural administration and complete preparations for the enforcement and practical application of the management mechanisms of the Common Agricultural Policy. Reinforce the food control administration. Complete veterinary and phytosanitary inspection arrangements, with particular emphasis on improvement of laboratory capacity.

Fisheries
Regular Report 2002: Estonia is partially meeting the commitments it has made in the accession negotiations in this field. Urgent attention must be paid to the implementation of market policy, the establishment of an effective catches management and monitoring system, including the Fisheries Information System, and the full operation and compliance of the Fishing Vessel Register.
Accession Partnership: Complete the establishment of adequate administrative structures with sufficient institutional resources and equipment at central and regional level that ensure the implementation of the Common Fisheries Policy including management of resources, inspection and control of fishing activities, the market policy, structural programmes co-financed by the Financial Instrument for Fisheries Guidance, a fishing vessel register and a management plan for the fleet capacity in accordance with available resources.

Energy
Regular Report 2002: Estonia has achieved progress in aligning with the EC energy acquis, however in order to complete preparations for membership, efforts now need to focus on the restructuring of the oil shale sector, on ensuring full and timely implementation of legislation in the area of the internal energy market (gas and electricity) and energy efficiency, in encouraging the development of renewable energy resources, and on strengthening the administrative capacity of the energy regulator. Measures need to be taken for the progressive building up of oil stock levels.
Accession Partnership:
- Continue preparations for the internal energy market and /.../ establish an independent transmission system operator;
- Strengthen the administrative capacity of the independent regulator of the energy sector;
- Make progress in building up levels of oil stocks, including necessary investments, towards the level of 90 days, and develop adequate administrative structures;
- Improve energy efficiency, promote the use of renewable energy sources and strengthen the relevant institutions in this area.

Transport
Regular Report 2002: Estonia is generally meeting the commitments and requirements necessary for accession. However, for safety purposes attention must be paid to completing the adoption of the legal acts in areas such as aviation and rail transport in particular as well as strengthening of administrative capacity, especially in the land transport sector.
Accession Partnership:
- Complete legislative alignment in maritime transport, taking into account its latest developments, and in particular, strengthen the implementation of maritime safety standards, and further reinforce the relevant administrative capacity in order to improve the flag State performance of the Estonian fleet;
- Complete legislative alignment and reinforce administrative capacity in the inland waterways sector, in the road sector in particular as regards road safety, dangerous goods and taxation, and in the railway transport sector with a view to the implementation of the revised railway acquis, particularly by setting up an independent allocation and charging body; complete legislative alignment in aviation, and in particular, set up an independent aviation accident investigation authority.

Social policy and employment
Regular Report 2002: In order to complete preparations for membership, Estonia’s effort should focus on completing transposition in the field of labour law, gender
equality and anti-discrimination legislation, effectively implementing the *acquis* in the areas of public health and safety at work, and developing social dialogue in line with EU practice.

**Accession Partnership:**
- Ensure proper implementation of EC legislation in particular in the field of equal treatment for women and men. Continue to support social partners' capacity-building efforts in particular with a view to their future role in the elaboration and implementation of EU employment and social policy, including the European Social Fund, notably through autonomous bipartite social dialogue;
- Prepare a national strategy, including data collection, with a view to the future participation in the European strategy on social inclusion.

**Environment**

*Regular Report 2002:* Estonia is meeting the majority of the commitments it has made in the context of the accession negotiations. However, problems have occurred in the areas of air quality (revision of the legislation and completion of transposition, in particular of the limit values set in the daughter directives to the Air Framework Directive and Ozone requirements) and Radiation Protection. Estonia’s efforts need to focus on finalising transposition (air quality, nature protection and radiation protection) and strengthening overall administrative capacity.

**Accession Partnership:**
- Continue strengthening administrative capacity, in particular at regional and local level;
- Continue to integrate environmental protection requirements into the definition and implementation of all other sectoral policies with a view to promoting sustainable development.

**Justice and home affairs**

*Regular Report 2002:* Estonia should finalise legislative alignment as regards migration, asylum, money laundering and protection of financial interests of European Communities and ensure enforcement of the laws. Law enforcement agencies should be reinforced, with special attention to the bodies in charge of the fight against organised crime, illegal trafficking in corruption, and improving interagency co-operation.

Estonia should continue its preparation for the full implementation of the Schengen acquis and start preparing for the implementation of provisions of the Schengen acquis on police co-operation.

Estonia needs to adopt the necessary provisions and ensure administrative capacity in order to guarantee effective implementation of the new visa regulation upon accession. A proper border management plan should be devised with the aim of further developing border control capacities. Training of Border Guards should be reinforced.

Estonian legislation should be aligned with the criteria and mechanisms for determining the responsible Member State including provisions on databases, fingerprinting and data protection. As for administrative capacity, adequate implementation of the asylum procedures should be ensured by Border Guards.

The capacity of police forces should be further developed. Police management practices should be reinforced and integrated.
Regarding the fight against fraud and corruption, the new Penal Code should be amended to specifically foresee fraud affecting the financial interests of the EC. It should also be properly implemented.

The capacity to fight drug trafficking should be improved by strengthening the administrative and operational capacities of the law enforcement agencies, especially the police and customs. As regards money laundering, the Financial Intelligence Unit (FIU) should be reinforced. Training activities should be pursued for FIU, economic police, prosecutors, customs officials, bank managers and employees.

The training of judges has improved and court information systems have been upgraded. However, development of forms of operational co-operation, including information exchange, between all institutions working in the field of law enforcement, including the prosecutors and the judiciary, should continue. Estonia should also develop national statistical instruments for measuring the crime rate.

As far as judicial co-operation in criminal and civil matters is concerned, preparations are largely completed in terms of alignment. Direct contacts between competent judicial authorities should be made possible.

**Accession Partnership:**
- Ensure implementation of Schengen Action Plan;
- Continue the fight against organised crime; strengthen the capacities to deal with money laundering;
- Align legislation on visas, legal migration and asylum; implement border and migration legislation to prevent illegal immigration; properly implement the Refugees Act.

**Financial control**

Regular Report 2002: Estonia is generally meeting the commitments it has made in the accession negotiations in this field. In order to complete preparations for membership, Estonia’s efforts now need to focus on in particular, completion of implementation of the Public Internal Financial Control system (especially at the local level), further implementation of internationally recognized auditing standards and sound management of Structural Funds upon accession, and the reinforcement of its legal framework and administrative capacity to prevent and combat fraud affecting the Communities' financial interests.

**Accession Partnership:**
- Ensure the implementation of the new legislation on Public Internal Financial Control; continue to develop internal audit/control units in all spending centres; strengthen managerial accountability and public financial control functions through the provision of adequate staff, training and equipment;
- Strengthen the fight against fraud.

### 2.4 Contribution to National Development Plan
N/A

### 2.5 Cross Border Impact
N/A

### 3. Description
3.1 Background and justification:

The development of this Twinning Light Facility derives from the good and solid planning and implementation of the previous Twinning Light Facility, which was a part of the Accession Facility in the Phare 2003 first wave (Project: 2003/004-582.01.02). In the first Twinning Light Facility altogether 21 Terms of References (ToR) were proposed in the total amount of approximately 2.2 MEUR of Phare support which exceeds the total budget of the Twinning Light Facility by almost 300 000 EUR. Now 16 project proposals are in the planning process, out of which 2 are in the implementation phase and 1 is starting the implementation. Another 3 proposals are currently in the contracting phase and 1 is under recirculation to Member States. Due to the relatively small size of Estonia and its administration, Twinning Light Facility is a supreme instrument for institution building ensuring an efficient use of scarce resources.

In general Estonia has achieved a high degree of alignment with the *acquis* in the large majority of areas and has developed administrative capacity to implement the *acquis* in a considerable number of fields. However, in certain areas, the judicial and administrative capacity and drafting of secondary legislation need further support for a full enforcement of the *acquis*.

Estonia has changed its whole legal system over the past decade. Although it is recognised that Estonia has been relatively successful in adopting new laws, the proper implementation of the legal acts still needs to be improved.

At the same time the administrative capacity of the Estonian civil service needs to be strengthened. Human resources skills have to be enhanced in order to develop regulatory systems capable of approximating, implementing and enforcing the *acquis*.

This Twinning Light Facility will support the tasks related to the implementation and enforcement activities as well as strengthening the capacity of the implementing administration.

An unallocated institution building envelope is therefore deemed necessary to cover the potential remaining needs in several identified fields through twinning light (Twinning Light Facility). This tool may in particular be used to quickly address possible gaps identified through the monitoring process, in particular by the Comprehensive Monitoring Report of the Commission in November 2003.

The Ministry of Finance has, at that stage, identified the following areas that might require further support from the Twinning Light Facility: internal market, including free movement of goods, free movement of persons and free movement of services, competition and state aid, agriculture, fisheries, energy, transport policy (especially for safety purposes), social policy and employment, environment, justice and home affairs, financial control (especially in the local governments).

*Free movement of goods*

In most aspects the sector is already regulated by legal acts in conformity with EU legislation. However, the legislation needs to be fully adopted in respect to the New Approach Directives. The administrative capacity must be developed in the areas of
public procurement and market surveillance. Adoption of European standards as well as training of staff for implementing the legislation adopted is important.

**Free movement of persons**
In the field of recognition of professional qualifications, the efficiency of the system of qualifications in regulated and non-regulated professions has to be improved. A major effort is needed in the short term to improve considerably training for doctors, dentists, pharmacists, nurses, midwives and also for veterinary surgeons. Efforts to allow Estonia’s participation in the European Employment Services system (EURES) need to be continued, in particular with regard to language training.
With a view to the future co-ordination of social security systems, Estonia still needs to continue to develop sufficient administrative structures, in particular to train the necessary staff.
As regards mutual recognition of professional qualifications, the preparation of the necessary enforcement measures would need to be intensified. Competent authorities in all areas need to be further developed and strengthened.

**Free movement of services**
In the area of data protection further efforts are required as regards the legal status and staffing situation of the State Data Inspectorate. There is a need to put in place all the elements to guarantee the independence of the data protection supervisory authority. The Data Protection Inspectorate needs to be strengthened.

**Competition (antitrust and state aid)**
Estonia needs to continue its efforts of raising awareness of competition rules. The continued training of the judiciary on competition matters is also a priority. As regards administrative capacity, it is particularly important to ensure that the Competition Board has the necessary capacity to ensure an effective enforcement in view of the recent criminalisation of antitrust offences.

**Agriculture**
Estonia has undergone specific preparations for using the Structural Funds support in the future as a member state in EU, however the administrative capacity of the agricultural administration, including the Ministry of Agriculture, may still need to be further enhanced. The veterinary and phytosanitary sectors may also need to be further upgraded.

**Fisheries**
In this field Estonia needs to give urgent attention to several areas. The system of pre-notification of landings as well as the system to track vessels, catches and sales must be developed; the registration of first buyers of fish needs to be introduced. As regards structural actions, measures for the reduction of the fleet must be foreseen in the Strategy Paper for the Fishing Fleet.
Administrative capacity for fisheries needs to be strengthened: the Fisheries Information System (FIS) needs serious improvement and remains largely incomplete. Further attention should be paid to ensuring practical co-operation and co-ordination among the different authorities involved including resource policy, structural policy and the enforcement of requirements for the fishing industry.
**Energy**
With regard to security of supply, Estonia should increase its preparations for the establishment of a common Baltic energy market and in building additional infrastructure linking the Baltic market to the EU market. Further market opening and legal unbundling, in particular for the transmission system operator, will be needed. Considerable work is needed in order to effectively build up oil stocks, adequate administrative structures must be developed to monitor the process and to ensure monthly reporting on oil stocks. Special attention should also be paid to the continued restructuring of the oil shale sector.
In addition, the planned establishment of an Energy Agency is important for enhancing the use of renewable energy resources.
For the Energy Market Inspectorate (EMI), the administrative capacity needs to be Strengthened as well as the responsibility and independence of the EMI need to be widened.
Attention must be given to preparing for the implementation of Euratom Safeguards, in particular regarding the reporting of nuclear material flows and inventories directly by the persons or undertakings operating nuclear installations or storing nuclear material.

**Transport**
To a great extent Estonian legislation has already been aligned with the EU legislation. Still some areas need attention concerning adoption of the *acquis* as well as reinforcement of security provisions. The completion of legal transposition is needed in the fields of aviation, rail transport and maritime transport. Administrative capacity must be strengthened and training provided in the land transport sector (notably with regard to roadside controls for social and technical *acquis*) and in the maritime sector (Flag State Control).

**Social policy and employment**
With regard to public health, more progress is needed to improve the health status of the population. Adequate resources for the health sector as well as new laboratory equipment and training in modern epidemiology and additional computerisation would need to be ensured to improve the performance. Further efforts have to be made to meet the requirements of the *acquis* on the quality and safety of blood. Autonomous social dialogue, especially at sectoral and enterprise level, should be promoted and its coverage improved, both in terms of enterprises and of percentage of the labour force covered by collective agreements. Strengthening the administrative capacity of both the social partners and the Government would be necessary for progressing towards more effective modes of operation.
There is a need to focus employment policies at a more active and preventive strategy, to increase the incentives for inactive and unemployed people to active job search and take up jobs and continue the reform of vocational and education systems.
Preparations and resources for future participation in the European Social Fund should be strengthened especially seen in the context of the importance for Estonia to develop human resources, employment and fight against social exclusion.
A national integrated strategy on promoting social inclusion, taking into account the EU objectives, needs to be developed. It is also crucial to improve and develop social statistics systems on poverty and social exclusion in line with the EU commonly agreed indicators on social inclusion.
As regards other areas of social protection, sustained efforts are required to implement the reforms that have been introduced, including the health care reform, which will help further improve the level and efficiency of social protection. The strategic aims of the National Programme for People with Disabilities should be pursued further, in particular the goals of facilitating their social integration and fighting all forms of discrimination. The Equality Body required by the acquis has to be established.

Environment
Estonia needs to continue integrating environmental protection requirements into the definition and implementation of all other sectoral policies so as to promote sustainable development. Estonia's administrative capacity to implement the EC environmental acquis still requires close attention: the foreseen change in the structure of the Ministry of Environment in order to increase the planning capacity and the legislative quality therefore needs to be implemented. Local and municipal authorities need to be further strengthened: the coordination between the Environmental Inspectorates, the CEDs and the local authorities in smaller, rural municipalities is problematic. Moreover, the environmentally sound management of oil shale ashes and semi-coke requires further strengthening of administrative capacity. Also the role of self-monitoring procedure in the area of IPPC as well as the training of judges in order to ensure that enforcement measures are fully effective must be strengthened.

Justice and Home Affairs
The Statutes of the Data Protection Inspectorate should be aligned with the relevant provisions of the Schengen Convention and full independence as well as an effective supervisory role of the Inspectorate should be ensured. Also efforts should be continued to align with the rules of the Common Consular Instructions and ensure proper functioning of the visa-issuing procedures, administrative management and organisation. As regards administrative capacity, adequate implementation of the asylum procedures should be ensured by Border Guards. Further reinforcement by improving staffing levels, equipment, training and infrastructure is necessary for Border control, law enforcement agencies, especially the police and customs, Financial Intelligence Unit (FIU), Estonian Financial Supervisory Authority in order to fight fraud, money laundering, organised crime, drug trafficking and supervision of the financial sector. A register for customs investigation should be developed. The capacity of police forces should be further developed by preparation of strategies or creation of specialized departments/forces to combat more efficiently specific forms of organised crime. Also the reform of the police should continue to be implemented. National statistical instruments for measuring the crime rate as well as prevention through transparency and accountability standards must be developed. Operational cooperation between all institutions working in the field of law enforcement should continue as well as in the area of judicial co-operation in civil matters, notably as regards mutual recognition and enforcement of judicial decisions.
Financial control

This is considered as a priority field in the current facility as there is a need to complete the implementation of the Public Internal Financial Control system, particularly on local government level as final beneficiaries under the Structural and Cohesion Funds. Training of auditors and proper implementation of audit methodology is needed in the county and local governments.

3.2 Linked activities:

The Phare project “The European Integration Project” (ES9620. 01.01.001/ COP 1997) has provided short term legal expertise in various areas. Within the project also the training of civil servants and public awareness activities on EU were supported. The project finished in April 30, 2001. From the start of the project 190 assignments in different ministries have been implemented that can be summarised under three main categories: expertise and training (89%), translation (6,3%) and public awareness activities (4,3%). The Financing Memorandum of the ongoing Phare project ”Support for accelerating Estonian accession to EU” (ES01.01.02) was signed on 30.11.2001. The commitment period ends on 31.12.2003 and the disbursement period on 31.12.2004. Among other components, the project supports twinning light legal approximation assignments in the following areas: agriculture, regional policy, energy, justice and home affairs, free movement of goods, social policy and employment. The project is co-ordinated by the European Union Secretariat. The Phare budget of the Twinning Light Facility is 1 000 000 EUR.

The following ToR-s have been approved to be supported by the project: 1. Provision of support for the preparation of Estonian civil service to the accession (150 000 EUR); 2. Project strengthening of administrative system of the Veterinary and Food Board (ca 77 000 EUR); 3. Project enhancing the adm. capacity of Health Care Board in accordance with EU requirements (ca 135 137 EUR); 4. Project transposition of the structural design Eurocodes into Estonian standards (ca 142 280 EUR); 5. Project strengthening efficient market regulation - Energy Market Inspectorate (ca 150 000 EUR); 6. Project support for the improvement of administrative capacity of the EDPI (ca 77 000 EUR).

Under the public awareness component ELIS co-ordinated 13 assignments where 6 of them were different media projects (for example radio broadcast “Hello Europe” etc.). Also training to EU info-officers and media training to civil servants was provided. Survey on “Elaboration on attitude group profiles of different regions and social segments” was carried out.

The Financing Memorandum of the ongoing Twinning Light Facility under the Accession Facility (Phare 2003/004-582.01.02) was signed on 09.06.2003. The commitment period for the Twinning Light Facility ends on 30.04.2005 and the disbursement period on 30.04.2005. 16 ToR-s from very different areas will be supported by the Twinning Light Facility for 1.955 MEUR in total.

For the following ToR-s the implementation has begun already: 1. Development of Tourism Quality Label (115 993 EUR); 2. Support to the establishment of minimum stocks of Liquid Fuels (MSLF) Unit (112 200 EUR); the implementation is starting for Transboundary and strategic environmental impact assessment (88 100 EUR). The following ToR-s are currently under contracting: 1. Recognition of professional qualifications- IB for organisations (117 337 EUR); 2. Enhancing the administrative
capacity of the ESF Implementation Agency of the Estonian Labour Market (37,612 EUR); 3. Strengthening the administrative capacity of the Legal Chancellor of the Republic of Estonia and the Office of the Legal Chancellor (114,875 EUR). The project proposal Implementation of a Community eco-label award scheme in Estonia (141,950 EUR) is under re-circulation. The other ToR-s are still in the programming phase in the Ministry of Finance, European Union Secretariat or EC Delegation.

3.3 Results

For the eligible fields of activities:
1. Analysis concerning the existing and/or new laws, secondary legislation delivered, amendments, recommendations to legislation delivered;
2. Analysis, expertise on implementation and enforcement measures provided and delivered;
3. Specific skills for specific law enforcement obtained.

3.4 Activities:

Up to 10 twinning light contracts may be implemented through this facility (Phare 1 152,000 EUR, Estonia 133,000 EUR)
The Twinning Light (TWL) Facility will be managed by the Ministry of Finance. The ToR-s for TWL assignments in the identified areas will be prepared by respective line-ministries and submitted to the Ministry of Finance (MoF). The ToRs should be targeted to fulfillment of the remaining acquis requirements (for implementation arrangements see point 6).

Profile of experts:
Twinning Light Facility experts should have a working experience in the relevant fields for 5-15 years, be fluent in spoken and in written English and be computer literate. The working experience in the candidate countries is favoured.

Implementation of this new Twinning Light Facility will start only after full contracting of the Twinning Light Facility included in the 2003 accession facility.

3.5 Lessons learned:

Lessons learned from the implementation of the ongoing Phare project "Support for accelerating Estonian accession to EU" (ES01.01.02) as well as from the Accession Facility will be taken into account in programming and implementing the current project.
To this purpose, a representative of the European Union Secretariat (EUS) has been included in the Steering Committee in order to learn from EUS’s experience in implementing the ongoing Twinning Light Facility.
Twinning Light projects are also implemented under the 2003 Accession Facility project by the Ministry of Finance.
The following recommendations from previous experience have been pointed out to be taken into account:
1. It is the most crucial point in the project implementation to coordinate activities of all the related projects;
2. To keep close formal and informal contact with all the parties involved in the project, which allows smooth implementation and good coordination with other ongoing and planned projects, which leads to fruitful project results;

3. The responsibilities (incl. who prepares the sub-Steering Committee meetings and follows up the decisions made) between the managing authority and the project beneficiaries, CFCU, ECD during the project implementation need to be explained and agreed during the programming phase (and preferably written in the respective ToR);

4. More clarity is needed in the respect of the twinning (light) rules versus PRAG rules – i.e. what is the role of Programme Officer in managing the twinning projects as the twinning partners (both Estonian and MS) can agree on changes within the project independently (according to the twinning manual);

5. The expectations towards the results of the project and capacities of the twinning partners of the project need to be explained and agreed at the beginning of the project;

6. All meetings and decisions taken during the sub-component/project should be preferably formally recorded;

7. Close co-operation with the ECD is vital throughout the programming and implementation phase of a project;

8. Important to send ToR –s for preliminary comments to the ECD before its official submission to the CFCU;

9. Important to agree upon and understand the necessary procedures/formats (for ToR-s, reports) to be used at the early stage of the planning/implementation among all relevant project counterparts;

4. Institutional Framework

The Twinning Light Facility will be managed by the Foreign Financing Department of the Ministry of Finance.

The main function of the Ministry of Finance is to counsel the Government of the Republic on economic and financial issues, submit proposals and implement policy within its scope of competence.

The Foreign Financing Department is responsible for the policy and planning, effective, efficient and co-ordinated use of foreign funds (assistance) according to government priorities. The Foreign Financing Department consists of the following units: Planning Unit, Monitoring Unit and Central Finance and Contracting Unit.

European Union Secretariat (EUS), which will check that the twinning light projects have clear link to the *acquis*, is administratively placed in the State Chancellery. EUS has a central role in administrating the activities in the field of integration, and has among others the task to monitor the law approximation process and the training civil servants in the field of EU Integration.
5. Detailed Budget

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National Co-financing

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The amounts for co-financing indicated in the table correspond to cash co-financing. In addition, in-kind contributions from the Estonian administration for effective implementation of the twinning/twinning light/technical assistance may be detailed in the twinning covenant/Terms of references/technical specifications.

The co-financing expenses will be monitored by the beneficiary and the NAO. For the earmarked co-finance, a clear and verifiable set of costs will be provided. The beneficiary will define which budget lines are the source for co-finance. Flow and Stock data on co-finance will be submitted quarterly for steering committees, twice a year to the Sector Monitoring Working Group.

The beneficiary together with the NAO commits to sound financial management and financial control.

The line-ministries will provide needed equipment for the experts (covering software, hardware). In case there will be travel abroad Estonian co-financing will cover the costs. The exact co-financing amounts will be specified in the ToR-s coming from the budget of the implementing ministries.

6.1 Implementing Agency

The project will be implemented according to the Twinning manual and the implementing agency is CFCU of the Ministry of Finance. CFCU will be responsible for the tendering, contracting and payments to the contractors. The preparation of necessary documentation for the CFCU and the technical implementation is the responsibility of respective beneficiary institutions.

The Twinning Light (TWL) Facility will be managed by the Foreign Financing Department of the Ministry of Finance. The ToR-s\(^1\) for TWL assignments in the identified areas will be prepared by respective line-ministries and submitted to the

\(^1\) The format of the ToR-s is the same as the one used for Framework Agreements.
Ministry of Finance (MoF). MoF will check that the ToR-s are technically acceptable and the European Union Secretariat will check that the presented projects have clear link to the acquis.

MoF will present technically correct and acquis related ToR-s to the Commission for approval.

Only in case the twinning rounds would not be successful, the ToR-s will be tendered out as classical service contracts (technical assistance) via CFCU. All twinning light approved under this project must be related to a specific Accession Partnership priority.

A Steering Committee established for the 2003 project Accession Facility will coordinate the facility and follow the implementation of projects financed under the facility. For the sake of consistency, it is recommended that, as far as possible, the representatives of ministries in the Steering Committee be the persons attending the Steering Committee of the Accession Facility. The Steering Committee will include representatives of the Ministry of Finance, other involved ministries, European Union Secretariat, ELTC and the EC Delegation in Estonia. The Chairman of the Steering Committee (SC) is from the Ministry of Finance. The SC meets four times a year. In MoF PO will be responsible for the implementation of the whole project. The Steering Committee will also:

a) take the key strategic decisions concerning the project;
b) provide advice and guidance on issues raised by the project manager and his team;
c) review all project reports and work plans;
d) oversee the implementation and analyse the effectiveness of the project.

For each of the twinning light components there will be a partner institution (the project applicant). A contact person / project manager will be appointed in each applicant institution to ensure smooth and efficient implementation of the projects. TWL will be co-financed by the project applicants. Applicants will implement projects in accordance with the approved ToR-s.

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E-mail: lilia.zujeva@fin.ee

A idem counterpart project manager\(^2\) will be appointed in each applicant institution to ensure smooth and efficient implementation of the projects.

6.2 Twinning
The twinning light projects will be implemented in the beneficiary institutions. These institutions provide a contact person / project manager to work with the experts and also necessary office space and equipment.

6.3 Non-standard aspects
PRAG will be strictly followed in the implementation of the project.

6.4 Phare Contracts
Twinning Light Facility 1 152 000 EUR (up to 10 twinning light contracts)

7. Implementation Schedule
   7.1 Start of tendering/call for proposals
       January 2004 (the twinning light ToR-s will be sent to the Member States).

   7.2 Start of project activity
       September 2004

   7.3 Project Completion
       June 2005

8. Equal Opportunity
   Equal opportunities for women, men and minorities will be ensured by the Steering Committee during the implementation of the project. The Estonian laws and regulations concerning the equal opportunities for women, men and minorities will strictly be followed. Equal opportunity for men and women to participate in the project will be measured by recording the experts and consultants employed.

9. Environment
   N/A

10. Rates of return
    N/A

11. Investment criteria
    N/A

\(^2\) The names and contact data of project managers will be written in the ToR-s.
12. Conditionality and sequencing

Implementation of this project is conditional upon full contracting of the Twinning Light Facility included in the 2003 Accession Facility (2003/004-582.01.02).

All the components and contracts are independent from the implementation of each other and therefore no sequencing is foreseen.

**ANNEXES TO PROJECT FICHE**

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
4. Overview of the twinning light projects of 2001-2003 in Estonia
5. Reference to feasibility studies.
<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX</th>
<th>Programme name and number: 2003/005-850.03.01</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Project title:</strong> Twinning Light Facility</td>
<td><em><em>Contracting period expires</em>: 30.11.2005</em>*</td>
</tr>
<tr>
<td><strong>Programme name and number:</strong> 2003/005-850.03.01</td>
<td><em><em>Disbursement period expires</em>: 30.11.2006</em>*</td>
</tr>
<tr>
<td><strong>Total budget:</strong> € 1 285 000</td>
<td><strong>Phare budget:</strong> € 1 152 000</td>
</tr>
</tbody>
</table>

### Overall objective

<table>
<thead>
<tr>
<th><strong>Objectively verifiable indicators</strong></th>
<th><strong>Sources of Verification</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Readiness of the institutions and administrative capacity for the full application of the acquis communautaire.</td>
<td>- EU Commission progress reports</td>
</tr>
<tr>
<td>- Legal and institutional framework in conformity by the time of accession</td>
<td>- The Association Council (the implementation of Europe Agreement)</td>
</tr>
</tbody>
</table>

### Project purpose

<table>
<thead>
<tr>
<th><strong>Objectively verifiable indicators</strong></th>
<th><strong>Sources of Verification</strong></th>
<th><strong>Assumptions</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>- Legal and institutional framework in compliance with the acquis communautaire and administrative capacity enhanced in the areas of internal market, including free movement of goods, free movement of persons and free movement of services, competition and state aid, agriculture, fisheries, energy, transport policy (especially for safety purposes), social policy and employment, environment, justice and home affairs, financial control (especially in the local governments).</td>
<td>- Harmonised legal acts and enforcement measures drafted according to NPAA and Action Plan by June 2005</td>
<td>Other approximation, enforcement and training activities carried out in parallel by the line-ministries and their governed boards/agencies</td>
</tr>
<tr>
<td>- Harmonised legal acts and enforcement measures drafted according to NPAA and Action Plan by June 2005</td>
<td>- Project reports</td>
<td></td>
</tr>
<tr>
<td>- Project reports</td>
<td>- EU Commission reports</td>
<td></td>
</tr>
</tbody>
</table>

### Results

<table>
<thead>
<tr>
<th><strong>Objectively verifiable</strong></th>
<th><strong>Sources of Verification</strong></th>
<th><strong>Assumptions</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>3 Contracting period expires 2 years after the signature of the Financing Memorandum.</td>
<td>- Project reports</td>
<td></td>
</tr>
<tr>
<td>4 Disbursement period expires 3 years after the signature of the Financing Memorandum.</td>
<td>- EU Commission reports</td>
<td></td>
</tr>
</tbody>
</table>

---

*Contracting period expires 2 years after the signature of the Financing Memorandum.*

*Disbursement period expires 3 years after the signature of the Financing Memorandum.*

### Twinning Light Facility

1. Analysis concerning the existing and/or new laws, secondary legislation delivered, amendments, recommendations to legislation delivered;
2. Analysis, expertise on enforcement measures provided and delivered;
3. Specific skills for specific law enforcement obtained.

<table>
<thead>
<tr>
<th>indicators</th>
<th>Cost (EUR) Phare</th>
<th>Co-financing</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>- EU compliant laws and regulations in the relevant areas submitted to the Parliament and administrative capacity developed by June 2005 - Up to 10 twinning assignments carried out according to the ToR-s by June 2005</td>
<td>1 955 000</td>
<td></td>
<td>- Good co-operation between the institutions involved within the components - Companies/experts with potential to perform Phare evaluations available</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 10 TwL contracts may be implemented through this facility.</td>
<td>• The Twinning Light (TWL) Facility will be managed by the Ministry of Finance. The ToR-s for TWL assignments in the identified areas (internal market, including free movement of goods, free movement of persons and free movement of services, competition and state aid, agriculture, fisheries, energy, transport policy (especially for safety purposes), social policy and employment, environment, justice and home affairs, financial control (especially in the local governments) will be written by respective line-ministries and submitted to the Ministry of Finance (MoF). The ToR-s should be targeted to fulfillment of the remaining acquis requirements.</td>
<td></td>
</tr>
</tbody>
</table>
4 twinning light projects have been already identified by the ministries. It is foreseen that altogether up to 10 projects will be financed in the frame of the facility

<table>
<thead>
<tr>
<th>Preconditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Co-finance requirements <em>ex ante</em> confirmed by the Budget Dept. of the Ministry of Finance;</td>
</tr>
<tr>
<td>- Confirmation from Ministry of Finance and EUS that no existing funding from bilateral or another EU financed facility;</td>
</tr>
<tr>
<td>- Confirmation from MoF and EUS that the proposal has not previously been rejected by the Commission under any instrument.</td>
</tr>
</tbody>
</table>
The timetable is based on the assumption that the Financing Memorandum for Phare 2003 National Programme for Estonia will be signed in December 2003 and on the implementation schedule of the previous Twinning Light Facility.

---

5 The timetable is based on the assumption that the Financing Memorandum for Phare 2003 National Programme for Estonia will be signed in December 2003 and on the implementation schedule of the previous Twinning Light Facility.
## CUMULATIVE CONTRACTING SCHEDULE

**Project No:** 2003/005-850.03.01  
**Project Title:** Twinning Light Facility

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
<th>2005</th>
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</thead>
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<tr>
<td></td>
<td>31.03</td>
<td>30.06</td>
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<tr>
<td>Twinning Light Facility</td>
<td>665 000</td>
<td>1 152 000</td>
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<tr>
<td><strong>TOTAL</strong></td>
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</tr>
</tbody>
</table>
CUMULATIVE DISBURSEMENT SCHEDULE  
Project No: 2003/005-850.03.01  
Project Title: Twinning Light Facility

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
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<th>2005</th>
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<td>30.06</td>
<td>30.09</td>
<td>31.12</td>
<td>31.03</td>
<td>30.06</td>
<td>30.09</td>
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<tr>
<td>Twinning Light Facility</td>
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<td>200 000</td>
<td>500 000</td>
<td>700 000</td>
<td>900 000</td>
<td>1 152 000</td>
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<td>TOTAL</td>
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<td>Project Number</td>
<td>Twinning Number</td>
<td>Beneficiary</td>
<td>Budget</td>
<td>Project Title</td>
<td>Proposals</td>
<td>MS Leader</td>
<td>State of Play</td>
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<tr>
<td>ES01.01.02</td>
<td>ES2001/IB/OT/02 TL1</td>
<td>European Integration Office, Ministry of Agriculture</td>
<td>75 000</td>
<td>Support for accelerating Estonian accession to the EU - Veterinary</td>
<td>DEN GER</td>
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<tr>
<td>ES01.01.02</td>
<td>ES2001/IB/OT/02 TL02</td>
<td>European Integration Office, Ministry of Interior</td>
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<td>Support for accelerating Estonian accession to the EU - Regional Policy-Interreg</td>
<td>DEN GER</td>
<td>GER</td>
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<tr>
<td>ES01.01.02</td>
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<td>European Integration Office</td>
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<td>Support for accelerating Estonian accession to the EU - Energy Market Inspectorate</td>
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<tr>
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<td>ES2001/IB/OT/02 TL04</td>
<td>European Integration Office, Ministry of Interior</td>
<td>75 000</td>
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<td>ES2001/IB/OT/02 TL05</td>
<td>European Integration Office, Ministry of Economic Affairs</td>
<td>148 020</td>
<td>Support for accelerating Estonian accession to the EU - Free Movement of Goods (Eurocodes)</td>
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<td>ES01.01.02</td>
<td>ES2001/IB/OT/02 TL06</td>
<td>European Integration Office, Ministry of Social Affairs</td>
<td>135 137</td>
<td>Support for accelerating Estonian accession to the EU - Social Policy, support to the Health Care Board</td>
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<td>FR 23 July 2003</td>
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<td>European Integration Office</td>
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<td>Support for accelerating Estonian accession to the EU - Training of Civil Servants</td>
<td>DEN UK FIN</td>
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### Phare 2002

<table>
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<th>Partner</th>
<th>UK</th>
<th>Status</th>
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</thead>
<tbody>
<tr>
<td>2002/000-266.02.02</td>
<td>Ministry of Finance, Competition Board</td>
<td>102 000</td>
<td>Competition Twinning light</td>
<td>GER</td>
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<td>2002/000-266.02.02</td>
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<td>74 000</td>
<td>State Aid Twinning light</td>
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<tr>
<td>2002/000-266.02.02</td>
<td>Ministry of Finance, Public Procurement Office</td>
<td>84 000</td>
<td>Public Procurement Twinning light</td>
<td>FRA</td>
<td>FRA</td>
<td>Completed</td>
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<td>2002/000-579.05.02</td>
<td>Ministry of Agriculture</td>
<td>85 500</td>
<td>Strengthening of TSE control system in Estonia</td>
<td>SPA</td>
<td>SPA</td>
<td>Contracting</td>
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<tr>
<td>2002/000-579.05.03</td>
<td>Ministry of Agriculture</td>
<td>133 700</td>
<td>Development of Agricultural Information Management Systems</td>
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<td>2002/000-579.05.04</td>
<td>Ministry of Agriculture</td>
<td>84 100</td>
<td>Minimalisation of the number of rabies cases among wild and domestic animals in Estonia</td>
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<td>DEN</td>
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<tr>
<td>2002/000-579.07.01</td>
<td>Ministry of Environment</td>
<td>50 000</td>
<td>Development of Estonian Air Quality Management System</td>
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<tr>
<td>2002/000-579.08.03</td>
<td>Ministry of Finance</td>
<td>96 000</td>
<td>Completing preparations for the management of EU Structural Funds – Phase II - Community Initiative EQUAL</td>
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</table>

### Phare 2003

<table>
<thead>
<tr>
<th>Code</th>
<th>Ministry</th>
<th>Amount</th>
<th>Description</th>
<th>Partner</th>
<th>UK</th>
<th>Status</th>
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</thead>
<tbody>
<tr>
<td>2003/004-582.01.01</td>
<td>Ministry of Finance/Customs Board</td>
<td>110 000</td>
<td>Training of laboratory staff and customs officials, preparation for accreditation</td>
<td>FIN</td>
<td>NED</td>
<td>Selection</td>
</tr>
<tr>
<td>Total Accession Facility (allocated in fiche €1,955,000)</td>
<td>Accession Facility</td>
<td>Facility</td>
<td>Amount</td>
<td>Description</td>
<td>Contracting</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03-IB-TLP-ENV-01</td>
<td>Ministry of Environment</td>
<td>92 568</td>
<td>Transboundary and Strategic Environmental Impact Assessment</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03-IB-TLP-ESC-02</td>
<td>Ministry of Economics and Communication</td>
<td>115 993</td>
<td>Development of Tourism Quality Label</td>
<td>UK FRA</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03/IB/TWP/JHA/03</td>
<td>Office of Legal Chancellor</td>
<td>68 079</td>
<td>Strengthening the Capacity of the Legal Chancellor and Office of the Legal Chancellor</td>
<td>Deadline 2 September 2003</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03-IB-TLP-EDU-04</td>
<td>Ministry of Education and Research</td>
<td>115 990</td>
<td>Recognition of Professional Qualifications – IB of organisations</td>
<td>Deadline 9 September 2003</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03-IB-TLP-ENG-05</td>
<td>Ministry of Economics and Communication</td>
<td>112 200</td>
<td>Support to the establishment of Minimum Stocks of Liquid Fuels (MSLF) Unit</td>
<td>GER FIN GER</td>
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</tr>
<tr>
<td>2003/004-582.01.02</td>
<td>EE03/IB/TWP/AGR/06</td>
<td>Ministry of Agriculture</td>
<td>75 000</td>
<td>Preparation of advisory services to assist farmers to access EU funded rural development measures</td>
<td>Awaiting revised ToRs</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03/IB/TWP/ENV/07</td>
<td>Ministry of Environment</td>
<td>110 000</td>
<td>Implementation of a Community Eco-Label Award Scheme</td>
<td>Deadline 2 September 2003</td>
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<tr>
<td>2003/004-582.01.02</td>
<td>EE03/IB/TWP/ESC/08</td>
<td>Ministry of Social Affairs</td>
<td>34 174</td>
<td>Enhancing the Administrative Capacity of the ESF Implementation Agency of the Estonian Labour Market Board</td>
<td>Deadline 2 September 2004</td>
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</tr>
<tr>
<td>2003/004-582.01.02</td>
<td>EE03/IB/TWP/JHA/09</td>
<td>Ministry of Internal Affairs</td>
<td>139 170</td>
<td>Strengthening of Police Prefecture of Tallinn</td>
<td>Awaiting revised ToRs</td>
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<td>Year</td>
<td>Code</td>
<td>Ministry</td>
<td>Project Description</td>
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<tr>
<td>2003</td>
<td>EE03/IB-EN-02</td>
<td>Ministry of Environment</td>
<td>Enhancing strategic management capability in the public sector</td>
<td>Cancelled by Ministry of Finance</td>
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<tr>
<td>2003</td>
<td>EE03-IB-AG-01</td>
<td>ARIB</td>
<td>Development of the National Hydrometric network to EU standards</td>
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<td>2003</td>
<td>EE03-IB-JH-01</td>
<td>Ministry of Internal Affairs</td>
<td>Development of Structural Funds electronic information system</td>
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<tr>
<td>2003</td>
<td>EE03-IB-AG-02</td>
<td>ARIB</td>
<td>Enhancing border control</td>
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<td>2003</td>
<td>EE03-IB-AG-03</td>
<td>ARIB</td>
<td>Development of an IT system for administration of EAGGF Guarantee Section Rural Development Plan measures</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Development of IT system for administration of market regulation measures</td>
<td></td>
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</tr>
</tbody>
</table>
ANNEX 5: Reference to feasibility studies

This project is built upon the previous experience of the 2001 Accession facility, which revealed very useful in Estonia and can be considered as preparatory work for the current project. No additional feasibility study was deemed necessary in this particular case.