



Republic of Serbia  
GOVERNMENT  
EUROPEAN INTEGRATION OFFICE

# IPA GLOSSARY



Project Preparation and Technical Assistance Facility  
to Reinforce Administrative Capacity in Serbia  
An EU-funded project



# IPA GLOSSARY

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## FOREWORD

It is my great pleasure to introduce to you the first issue of the IPA Glossary, aimed at providing short and accurate explanations about the terms related to the Instrument for Pre-Accession Assistance (IPA).

The Government of the Republic of Serbia has placed EU Integration at the very top of its political agenda, initiating a number of economic, social and political reforms that have already brought us closer to the EU.

Why is IPA important for Serbia? Looking back, from 2000 onwards, Serbia has received approximately 2 billion euro assistance from the EU, first through the CARDS programme, the previous 'generation' of EU external assistance programmes for Western Balkan countries, followed by the Instrument for Pre-Accession Assistance, thus making EU funds the Nr. 1 donor support to Serbia.

Europe is a chance offered to Serbia and it is in our interest to become a full fledged member of the EU. Today, Serbia is on the road to becoming a candidate country, which is essentially a mean to modernizing and developing the country. The EU integration process is in fact a battle for better education, safer roads, cleaner environment, new jobs, cheaper products of better quality, and a safer tomorrow.

Interests that orient Serbia towards EU integration can be found in political, economic and social sphere. What is even more important is that the EU integration process enables Serbia to overcome systemic and development challenges, and create conditions for continuous economic prosperity of our citizens. No doubt that the best strategy for achieving an adequate living standard and life quality is sustainable economic development. What we can use and what we will use in order

to reach this goal are the EU funds. We need to continue to work hard in order to gradually get access to all segments of the EU budget.

On behalf of the Government of Serbia, I can undoubtedly say that we will continue to engage all possible resources to lead Serbia to a better, brighter, EU future.

Sincerely,

Božidar Djelić  
Deputy Prime Minister for European Integration and  
National IPA Coordinator for the Republic of Serbia

\* \* \*

In cooperation with national and international partners, European Integration Office of the Government of Serbia has prepared this IPA Glossary in order to promote understanding and awareness of Serbian civil servants working in the field of European Integration, together with other partners and stakeholders in the process of EU funds utilisation.

This Glossary is a result of patient and consistent work in the European Integration Office, with the knowledge gained through several years of experience in utilisation of EU funds, i.e. in all the stages required for preparation and implementation of programmes and projects. The subject of this edition are the terms related to Instrument for Pre-Accession Assistance (IPA), as a tool designed to assist the candidate countries and potential candidate countries in their EU accession processes in 2007-2013 financial framework.

IPA Glossary answers the questions of many participants in the process as they are often confused with new terms, numerous acronyms and various abbreviations used in the EU funds related topics. In that sense, IPA Glossary aims to facilitate

the work of all employees in the field of Instrument for Pre-Accession Assistance management, but also to hold these topics close to other participants who are not in daily contact with the terms of IPA funds. For that reason, we have endeavoured to make this Glossary not only sufficiently precise, but also informative and practical to apply, hoping that you will find it useful and understandable in adopting the terms already in use. Better comprehension of pre-accession funds is important as it will contribute to efficient and effective use of economic, social and political reform funds that Serbia will have access to on the road to EU accession.

We hope that IPA Glossary will fulfil its purpose and give additional incentive for involving everyone who can contribute to a more effective, better and more coordinated use of EU funds.

Sincerely,

Milica Delević  
Director of European Integration Office



## **INTRODUCTION**

This glossary aims at supplying definitions of terms related to IPA. A certain familiarity is presumed on the part of the reader, in particular with regard to the main EU institutions (e.g. the European Commission) and the relations between them. Where appropriate, references to websites are given where more information can be found; of particular relevance are the websites of DG ELARG ([http://ec.europa.eu/enlargement/index\\_en.htm](http://ec.europa.eu/enlargement/index_en.htm)) for accession, DG REGIO ([http://ec.europa.eu/regional\\_policy/index\\_en.htm](http://ec.europa.eu/regional_policy/index_en.htm)) for Structural Funds, and the Official Journal (<http://eur-lex.europa.eu/en/index.htm>) for EU legislation. For detailed responsibilities, modalities, etc. related to IPA, the IPA Implementing Regulation should be consulted.

## **ACRONYMS / ABBREVIATIONS**

Terms in this glossary are usually spelt out in full the first time they appear in a particular entry, after which acronyms/abbreviations are used in the same entry. In certain cases, however, acronyms/abbreviations are used through the glossary for the following terms: *acquis* – *acquis communautaire*, EC – European Commission, EU - European Union, CC – Candidate Country, IPA – Instrument for Pre-Accession Assistance, MS – Member State.



## GLOSSARY

**Absorption capacity:** This term refers to the ability of a country or organisation to utilise financial support or expertise provided by a donor. For instance, if an IPA beneficiary country only manages to spend 50% of its IPA allocation over the whole programme period, its absorption capacity would be considered low. Similarly, if an IPA funded project provides training to a ministry department, but only a few staff are in fact trained, absorption capacity would be considered weak.

**срп. Капацитет апсорпције**

**Accession criteria:** In order to accede to the EU, a CC must meet all four accession criteria: (i) political criterion - stable institutions guaranteeing democracy, the rule of law, human rights and respect for protection of minorities; (ii) economic criterion - a functioning market economy and the capacity to cope with competition and market forces in the EU; (iii) the capacity to take on the obligations of membership, including adherence to the objectives of political, economic and monetary union including the adoption of the *acquis*; (iv) creation of the conditions for its integration through the adjustment of administrative and institutional structures guaranteeing effective implementation of the *acquis*. The first three criteria were established at the European Council in Copenhagen in 1993, and are thus known as the Copenhagen criteria. The fourth was added at the European Council in Madrid in 1995.

**срп. Критеријуми за приступање**

**Accession negotiations:** Once a European country has been granted CC status, negotiations on its accession to the EU can commence, after the European Council has given its approval. These mainly involve determining the gaps in a CC's adoption and implementation of the *acquis* chapter by chapter (the *acquis* is divided into chapters for negotiations purposes), a process termed "screening". Bilateral negotiations are then held, the EU institutions and Member States on one side and the CC concerned on the other, and agreement reached on what steps are to be taken by the CC to meet the gaps identified. In certain cases, transitional periods for particular parts of the *acquis* may be negotiated (e.g. purchase of property by nationals from other EU Members States in a CC after accession). Once it is decided that a CC has satisfactorily addressed all the gaps in a given chapter, the chapter is "closed". Not all chapters of the *acquis* are screened at the same time; the decision to screen a given chapter is termed "opening a chapter".

**срп. Преговори о приступању**

**Accession Partnership:** Once a state has been granted CC status, the EC draws up an Accession Partnership for the CC concerned. This lays out the short- and medium-term priorities for the CC, in order to make progress on meeting the accession criteria. In response, a CC develops a document called the National Programme for the Adoption of the Acquis (NPAA) which sets forth how it will address the priorities and by when. Accession Partnerships also serve as a basis for programming EU pre-accession funds (i.e. IPA), primarily for IPA Component I. Progress against Accession Partnership priorities is monitored by the EC and published in the annual Progress Reports for each CC; they are regularly updated in light of a CC's progress and the changing environment.

**срп. Партнерство за приступање**

**Accreditation:** In its strict sense, this term refers to the formal acknowledgement that a body or bodies meet the requirements contained in the IPA Implementing Regulation for the administration of IPA Components or IPA financed programmes under decentralised management. It is issued to the body or bodies in question by a superior institution, either by the National Authorising Officer or Competent Accrediting Officer (in which case, it is termed a “national accreditation”) or by the EC (in which case, it is a Conferral of Management) in the context of Stages 4 of 5 of the DIS Roadmap. During programme implementation, accreditation can be suspended or withdrawn by the institution which issued it, if it is found that the relevant body or bodies no longer meet the requirements of the IPA Implementing Regulation. The term “accreditation” is often also used in a looser sense to refer to the EC’s Conferral of Management and, by extension, the whole DIS Roadmap; it is in this sense that “DIS accreditation” or “accreditation process” should be understood.

**срп. Акредитација**

**Accreditation criteria:** These are the criteria which institutions established for the implementation of an IPA Component or IPA financed programme must meet, in order for the EC to be satisfied that it can issue a Conferral of Management powers on an IPA beneficiary country for the relevant IPA Component or IPA financed programme. They are thus the primary reference against which the institutions are measured when the checks in the DIS Roadmap are conducted – i.e. gap assessments, compliance assessments and verification audits. The criteria are annexed to the IPA Implementing Regulation.

**срп. Критеријуми за акредитацију**

**Accreditation package:** This is part of Stage 4 of the DIS Roadmap (see definition) and denotes the package of documents formally dispatched by an IPA beneficiary

country to the EC, when requesting accreditation for the implementation of an IPA Component or IPA financed programme under decentralised management.

**срп. Пакет за акредитацију**

**Acquis communautaire (acquis):** The French term commonly used to denote the total body of EU legislation, including all treaties, regulations, directives passed by EU institutions and all court decisions by the European Court of Justice.

**срп. Правне тековине ЕУ**

**Addendum:** A document modifying the terms and conditions of an agreement and/or contract.

**срп. Допуна**

**Additionality:** One of the formal principles underlying Structural Funds management, this states that EU support should not replace support provided by MSs; it is thus additional to and complements MS contributions.

**срп. Додавање**

**Advance payments:** see pre-financing.

**срп. Авансно плаћање**

**Aid intensity:** see co-financing.

**срп. Интензитет помоћи**

**Allocation:** Budget earmarked by a donor, government, organisation or institution for a certain period of time, in favour of a beneficiary country or organisation to implement certain projects or programmes.

**срп. Алокација**

**Annual Audit Activity Report:** see Audit Authority.

**срп. Годишњи извештај о ревизорским активностима**

**Annual Audit Opinion:** see Audit Authority.

**срп. Годишње ревизорско мишљење**

**Anti-Fraud Cooperating Service (AFCOS):** The counterpart institution of OLAF established in CCs or potential CCs concerned with the investigation of irregularities and fraud.

**срп. Служба за сарадњу у спречавању превара**

**Assumptions:** This term relates to the planning of programmes or projects, specifically when Log Frame Matrices (LFMs) are used. Assumptions correspond to the risks associated with a programme's or project's implementation and the achievement of its objectives and results; however, unlike risks, they are phrased in the positive not the negative (e.g. "the beneficiary will hire sufficient staff" instead of "the beneficiary may not be able to hire enough staff given budget constraints"). Assumptions constitute one column in an LFM and, when put together with the activities, results or project purpose, should automatically lead to the next level up (e.g. the results indicated in an LFM and the assumptions at the level of results should automatically lead to the meeting of the project purpose).

**срп. Претпоставке**

**Audit:** The check of an organisation, person, programme or contract with regard to compliance with relevant rules and procedures, criteria or stated objectives. Financial audits primarily concern payments made to contractors or grant beneficiaries and the related procurement or grant award procedures; system audits look at whether an organisation or group of organisations meet certain pre-established criteria (e.g. the compliance assessment conducted as part of the DIS Roadmap, with reference to the accreditation criteria annexes to the IPA Implementing Regulation); performance audits examine, inter alia, whether a policy or programme has met its stated objectives (these are similar in nature to evaluations). Audits can be performed by the external audit or internal audit function; see the specific entries in this glossary.

**срп. Ревизија**

**Audit Authority (AA):** One of the institutions required by the IPA Implementing Regulation for the administration of IPA under decentralised management, the AA is responsible for verifying the sound and effective functioning of the management and controls systems implementing IPA Components or IPA financed programmes. Its duties are outlined in Article 29 of the IPA Implementing Regulation and encompass: the development of Annual Audit Plans and their implementation, including an examination of the systems in place and audits of sample operations and transactions (e.g. payments); issuing Annual Audit Activity Reports and Annual Audit Opinions identifying any weaknesses uncovered during the execution of the Annual Audit Plans; issuing an Audit Opinion on the National Authorising Officer's final statements of expenditure under IPA financed programmes, supported by a Final Audit Activity Report if deemed necessary. Given its tasks it sits outside and is completely independent of the management and control systems administering IPA programmes. Though the body appointed to fulfil the functions of the AA could theoretically differ

from Component to Component, in practice its duties will be performed by a single institution for the whole of IPA.

срп. **Ревизорско тело**

**Audit Opinion on final statements of expenditure:** see Audit Authority.

срп. **Ревизорско мишљење о коначним изјавама о трошковима**

**Audit trail:** A chronological sequence of paper or electronic records, which provides a step-by-step history of a transaction or event (usually related to procurement/grant award or payments), from start to completion. Information obtained from an audit trail enables the examiner to review all relevant documentation and trace the actions in any process, including the individual responsibilities of staff. Audit trails can be very straightforward or extremely complicated, depending on the number of steps involved.

срп. **Ревизорски траг**

**Automatic de-commitment:** see N+3.

срп. **Аутоматско повлачење алоцираних средстава**

**Bilateral Project Agreement (BPA):** Since IPA beneficiary countries lie outside the EU, formal agreements have to be concluded between the EC and country concerned with regard to the financing of each major project under IPA Component III. These are termed BPAs and are signed after the EC has approved a Major Project Application Form via a Commission Decision. See also major projects.

срп. **Споразум о билатералном пројекту**

**Blending loans and grants:** When a project is partly financed by money which does not have to be refunded (i.e. a grant) and a loan, one talks of “blending” or “blending arrangements”. This might apply, for example, to major projects under Component III where funds are partly supplied by IPA (the grant) and by an International Financial Institution (the loan).

срп. **Спајање зајмова и бесповратних средстава**

**Body Responsible for Contracting and Implementation (BRCI):** Relevant to IPA Components III and IV only, this is the body responsible for procurement and grant award, contracting and payment of contractors and grant beneficiaries under an Operational Programme and part of its Operating Structure.

срп. **Тело за уговарање и спровођење**

**Body Responsible for Measure (BRM):** Relevant to IPA Components III and IV only, this is the body responsible for the technical implementation of a measure under an Operational Programme and part of its Operating Structure.

**срп. Тело надлежно за меру**

**Body Responsible for Priority Axis (BRPA):** Relevant to IPA Components III and IV only, this is the body responsible for the technical implementation of a priority axis under an Operational Programme and part of its Operating Structure.

**срп. Тело надлежно за приоритетну осу**

**Body Responsible for the Operational Programme (BROP):** Relevant to IPA Components III and IV only, this is the body responsible for the overall management and implementation of an Operational Programme and part of its Operating Structure. Its head is the Head of an Operating Structure.

**срп. Тело надлежно за оперативни програм**

**Budgetary support:** In exceptional cases, IPA can support a beneficiary country with regard to the normal non-acquis related functions to be secured by the national administration, for example when a country's national budget is experiencing a dramatic shortfall due to external economic circumstances. The provision of budgetary support may be coordinated with International Financial Institutions and is subject to the beneficiary country meeting certain benchmarks. Unlike normal interventions under IPA, the provisions and modalities for managing EU funds is not prescribed in the agreements signed with the EC.

**срп. Буџетска подршка**

**Call for Proposals (CfP):** Grant schemes are advertised and grant applications solicited by publishing CfPs. They outline the criteria which grant applications must meet, inter alia the persons/organisations eligible, project goals and content, and the minimum and maximum grant size and implementation period and the deadline by which they must be submitted. CfPs are published together with Guidelines for Applicants. Applications received by the deadline are then evaluated and the best selected for funding. Grant agreements are then concluded with the persons/organisations selected. For IPA, detailed rules and documents are contained within the PRAG.

**срп. Позив за достављање предлога пројеката**

**Candidate Country (CC):** As implied by the term, a CC is a candidate for accession to the EU. CC status is conferred by the European Council on the basis of an

opinion from the EC, drawn up following an application for EU membership by the country concerned. Any European country may apply for membership if it respects the principles of liberty, democracy, respect for human rights and fundamental freedoms, as well as the rule of law. All countries in the Western Balkans (plus Iceland and Turkey) are or should become CCs.

**срп. Држава кандидат (ДК)**

**CARDS:** The EU funding instrument Community Assistance for Reconstruction, Development and Stabilisation (CARDS) was the predecessor of IPA in the Western Balkans. It spanned the EU budgetary years 2000 to 2006. For more information see [http://europa.eu/legislation\\_summaries/enlargement/western\\_balkans/r18002\\_en.htm](http://europa.eu/legislation_summaries/enlargement/western_balkans/r18002_en.htm).

**срп. КАРДС**

**Centralised management:** see management modes.

**срп. Централизовано управљање**

**Certification of expenditure:** See verification of expenditure and First Level Control.

**срп. Оверавање трошкова**

**Certifying Authority (CA):** Prior to requesting money from the EC for programmes financed under the Structural Funds (SF), costs must be certified as eligible and having been incurred and paid by beneficiaries. For each SF financed programme, therefore, a body is appointed to perform this task, as well as to request and receive funds from the EC (to be subsequently passed on to beneficiaries). This body is the CA. In the context of IPA, CAs are only relevant for Cross-Border Cooperation (CBC) and Trans-National Cooperation programmes under shared management (i.e. involving MSs). In such cases, the CA is always located in an MS and is responsible for certifying not only expenditure incurred and paid in its own country, but also in other participating countries. For instance, in the case of the Serbian CBC programme with Romania, the CA is located in Romania and responsible for certifying costs incurred and paid by both Romanian and Serbian beneficiaries.

**срп. Сертификационо тело**

**CFCU:** see Department for Contracting and Financing of EU Funded Projects.

**срп. Централна јединица за финансирање и уговарање**

**Chapters of the acquis:** For accession negotiation purposes, the acquis is divided into 35 chapters covering discrete areas of the acquis (e.g. free movement of goods, public procurement). For a list of the chapters see [http://ec.europa.eu/enlargement/enlargement\\_process/accesion\\_process/how\\_does\\_a\\_country\\_join\\_the\\_eu/negotiations\\_croatia\\_turkey/index\\_en.htm](http://ec.europa.eu/enlargement/enlargement_process/accesion_process/how_does_a_country_join_the_eu/negotiations_croatia_turkey/index_en.htm).

**срп. Поглавље правних тековина**

**Civil society:** This is the collective name for all kinds of organisations and associations which are not part of government, but which represent professions, interest groups or sections of society. It includes (for example) trade unions, employers' associations, environmental lobbies and groups representing women, farmers, people with disabilities and so on. Since these organisations have a lot of expertise in particular areas and are involved in implementing and monitoring EU policies, the EU regularly consults civil society and wants it to become more involved in EU policy-making.

**срп. Цивилно друштво**

**Closure of programmes:** IPA financed programmes under decentralised management are formally "closed" by the EC. This will usually occur when it makes the final payment under a programme to the beneficiary country concerned, though other scenarios for closing programmes are also possible (see Article 47 of the IPA Implementing Regulation).

**срп. Закључивање програма**

**Co-financing:** EU funding of programmes and projects usually takes the form of co-financing the eligible expenditure (i.e. the EU does not pay for 100% of a project); the remainder has to be covered by public funds supplied by the beneficiary, though private money can sometimes be used if eligible expenditure is defined as total expenditure rather than public expenditure. For IPA, the default EU co-financing rates, sometimes referred to as "aid intensities" or "intervention rates", vary between Components (85% for I to IV, 75% for V). In certain cases, however, exceptions can be made and the EU co-financing rate raised, sometimes to 100%. Details per Component are to be found in Articles 38, 67, 90, 149, 153 and 173 of the IPA Implementing Regulation. The term "co-financing" obviously applies not only to funds supplied by the EU, but also to the remainder provided by a beneficiary (in most cases national public funds provided from state, regional or local budgets). EU, national public and non-public funds can be delivered via joint co-financing or parallel co-financing.

**срп. Кофинансирање**

**Coherence (for development):** This term refers to the fact that a country's development goals should be in line with and supported by its other, non-development related, policies.

**срп. Усклађеност (за развој)**

**Cohesion Fund:** The Cohesion Fund is one of the EU's funding instruments that contributes to interventions in the field of the environment and trans-European transport networks (TEN-T). It applies to Member States with a Gross National Income (GNI) of less than 90% of the Community average and serves to reduce their economic and social shortfall, as well as to stabilise their economy. It can intervene in the Convergence objective of EU regional policy. For the period 2007-2013, the budget allocated to regional policy amounts to around 348 billion EUR, comprising 278 billion EUR for the Structural Funds and 70 billion EUR for the Cohesion Fund. For further information see [http://ec.europa.eu/regional\\_policy/funds/cf](http://ec.europa.eu/regional_policy/funds/cf).

**срп. Кохезиони фонд**

**Cohesion policy:** This is the formal term for the EU's regional policy and aims at reducing disparities, primarily social and economic, between MSs and regions. It thus promotes economic and social cohesion. The cohesion policy is implemented via the Structural Funds and the Cohesion Fund.

**срп. Кохезиона политика**

**Commission Decision:** Programmes financed by EU funds (e.g. IPA and Structural Funds' Operational Programmes) are adopted by the EC by way of Commission Decisions, to which is annexed the documentation setting out the content and financing of the programme in question. In the case of IPA, the annexes depend on the Component: for Component I, it is a Financing Proposal; for Component IIa, the relevant Operational Programme; for Components IIb and IIc, a Financing Proposal and the relevant Operational Programme; and for Components III and IV, the Operational Programmes; and for Component V, the Rural Development Programme. These documents are the subject of intra- and inter-service consultation within the EC (and in the case of IPA, to consultation with Member States), prior to the adoption of the associated Commission Decision. Commission Decisions constitute EU legislation and are binding within the EU; since IPA beneficiary countries lie outside the EU, bilateral Financing Agreements must be concluded between the EC and the country concerned, in order for the terms and conditions in an IPA Commission Decision to become binding in a beneficiary country.

**срп. Одлука Комисије**

**Committee of Sponsoring Organizations (COSO):** The Committee of Sponsoring Organizations (COSO) is a voluntary private-sector organization, whose members include the American Accounting Association and the Institute of Internal Auditors. It develops and issues guidance on issues such as corporate governance, business ethics, and financial reporting. Its standards for internal control (i.e. how an organisation ensures internally that it fulfils its mission, goals and duties in an effective and efficient manner) are relevant to IPA, since they form the basis for the accreditation criteria annexed to the IPA Implementing Regulation, against which a programme's management and control system is measured during the various stages of the DIS Roadmap. For more information see <http://www.coso.org>.

**срп. Одбор за спонзорисање организација**

**Common Agricultural Policy (CAP):** The EU's agricultural policy aims at supporting farmers' incomes, while also encouraging them to produce high quality products demanded by the market and encouraging them to seek new development opportunities, such as renewable environmentally friendly energy sources. During the Financial Perspective 2007- 2013, it is implemented via two EU funding instruments, the European Agricultural Guarantee Fund and the European Agricultural Fund for Rural Development; in previous perspectives, there was only one funding instrument, the European Agricultural Guidance and Guarantee Fund. For more information, see <http://ec.europa.eu/agriculture/capexplained>.

**срп. Заједничка пољопривредна политика (ЗПП)**

**Communication Action Plan:** At the beginning of an EU financed programme, the body responsible for overall management and implementation has to develop a plan of activities concerned with ensuring programme publicity and visibility (e.g. information seminars for potential grant applicants, design of programme logo); these communication action plans are approved by the relevant Monitoring Committee. Activities are implemented during a programme's lifetime and funded under its technical assistance priority axis. For IPA, Heads of Operating Structure are responsible for drafting the action plan for their Component or programme when under decentralised management, while they are approved by the relevant Sectoral Monitoring Committees. For programmes under shared management, communication action plans are developed by Managing Authorities and approved by Joint Monitoring Committees.

**срп. Акциони план комуникације**

**Competent Accrediting Officer (CAO):** One of the institutions required by the IPA Implementing Regulation for the administration of IPA under decentralised manage-

ment, the CAO is responsible for issuing, monitoring and suspending or withdrawing the accreditation of all management and control systems implementing IPA Components or IPA financed programmes, specifically the accreditation of the National Authorising Officer and the National Fund (see Article 24 of the IPA Implementing Regulation). Given its tasks, it sits outside and is completely independent of the management and control systems administering IPA programmes.

**срп. Национални службеник за акредитацију**

**Competitive negotiated procedure:** PRAG procurement procedure applied by a Contracting Authority for services, supplies or works when their budgets fall under certain thresholds. It involves the Contracting Authority only inviting companies or persons to tender which it has selected (as opposed to the open tender procedure, under which tenders are publicly advertised).

**срп. Конкурентски поступак јавне набавке са погађањем**

**Competitiveness:** This term refers to the capacity of an economy to optimise all its indigenous assets, in order to achieve higher levels of productivity, raise living standards and expand employment opportunities.

**срп. Конкурентност**

**Complementarity:** This refers to the EC principle, usually associated with the principles of consistency and coordination, that assistance under EU funds (whether Structural Funds for Member States or IPA funds for beneficiary countries) shall complement other financial instruments of the European Community, and national actions, including actions at the regional and local levels.

**срп. Комплементарност**

**Compliance assessment:** This is Stage 3 of the DIS Roadmap (see below)

**срп. Процена усклађености**

**Compliance Assessment Report:** The report produced by the organisation which has conducted Stage 3 of the DIS Roadmap, the compliance assessment.

**срп. Извештај о процени усклађености**

**Concentration:** One of the formal principles underlying Structural Funds management, this states that EU support should be sufficiently focused to achieve results and make an impact. It implies, inter alia, close consideration of the territory and policies covered by EU assistance, as well as the target groups to which it is addressed. If these are too wide, the achievement of results and impact will necessarily be diluted.

**срп. Концентрација**

**Conditionality:** This term, mostly applicable to IPA Component I, refers to a precondition or preconditions laid down by the EC for the implementation of a project. For instance, contracts under a project fiche for public administration reform will only be endorsed by the EU Delegation, once the beneficiary country in question has passed an act on public administration reform.

**срп. Условност**

**Conferral of Management:** This is the culmination of the last step, Stage 5, in the DIS Roadmap. The EC confers management powers on an IPA beneficiary country for an IPA Component or IPA funded programme via a Commission Decision.

**срп. Пренос овлашћења за управљање**

**Consortium:** In relation to procurement, a consortium is an association of private companies formed for the submitting of a single bid.

**срп. Конзорцијум**

**Construction permit:** Relevant to major projects to be financed under IPA Component III, this document is issued by Serbian authorities (the same one as that which issued the location permit) and grants permission for the construction of infrastructure. Construction permits are issued on the basis of the approved final project design and the location permit.

**срп. Грађевинска дозвола**

**Contract:** A legally binding agreement concluded between a Contracting Authority and a contractor or grant beneficiary. The last stage in a procurement procedure, contracts can be for services, supplies or works.

**срп. Уговор**

**Contract forecast:** A document published by a Contracting Authority before the procurement notice for a particular tender. It constitutes prior information on the intention of a Contracting Authority to solicit bids (under the open tender procedure) or expressions of interest (under the restricted tender procedure) from consortia, companies or persons.

**срп. Прогноза уговора**

**Contracting Authority:** A Contracting Authority is the body responsible for procuring services, supplies or works and running grant schemes, for awarding the resulting contracts and making payments to contractors or grant beneficiaries. For IPA Components I and II under centralised management, the Contracting Authority is

the EU Delegation. For IPA Components I and II under decentralised management, as well as Components III and IV, it is the Department for Contracting and Financing of EU Funded Projects. For IPA Component V it is the IPARD Agency.

**срп. Тело за уговарање**

**Contracting deadline:** This is the date by which contracts must be concluded under a given Financing Agreement (FA), usually two years after the signature of an FA. Only FAs related to IPA Components I, IIb and IIc (usually) specify contracting deadlines; for the other components, expenditure under the programme is governed by N+3.

**срп. Крајњи рок за уговарање**

**Contractor:** a person or organisation to whom/which a contract for services, supplies or works is awarded.

**срп. Извођач**

**Control environment:** The accreditation criteria annexed to the IPA Implementing Regulation, against which a programme's management and control system is measured during the various stages of the DIS Roadmap, are divided into five components. The first of these is the "control environment", which encompasses the attitude and organisation of the actors in a programme's management and control system. "Attitude" includes policies towards ethics, integrity and the treatment of irregularities and fraud, while "organisation" covers human resource management (e.g. staff planning, recruitment, training, appraisal), the handling of conflicts of interest, and the appointment and full empowerment of, and clear assignment of duties to bodies, posts and persons within the system (e.g. inter-institutional agreements such as Implementing Agreements, job descriptions).

**срп. Контролна средина**

**Convergence:** One of the three objectives of the Structural Funds during the Financial Perspective 2007-2013 (the others being Regional competitiveness and employment, and European territorial cooperation), it aims at improving the economic and social conditions of the least developed MSs and regions. The overall budget for the period is 282 billion EUR, representing just over 80% of the budget for Structural Funds and the Cohesion Fund. For further information, see [http://ec.europa.eu/regional\\_policy/objective1](http://ec.europa.eu/regional_policy/objective1).

**срп. Конвергенција**

**Cost-Benefit Analysis (CBA):** Relevant to major projects to be financed under IPA Component III, the CBA, as suggested by the term, is the process by which the costs and benefits of a future project are weighed against each other. In the case that the former outweigh the latter, the project will not be implemented. CBAs comprise a financial analysis and an economic analysis. The first calculates: (i) the funds required for the implementation of a project (e.g. the construction of a bridge) - i.e. the financial costs; and (ii) the anticipated future revenue generated by the project results (e.g. any tolls charged for the use of the bridge); if the financial costs are higher than the revenues, the financial analysis is negative. The economic analysis, on the other hand, rather than focusing on purely financial issues, examines a project from the wider societal perspective. It quantifies (i) the negative effects a project might have (e.g. environmental) during and after implementation, and (ii) the positive effects it will have once completed (e.g. reduced travel times); in the case that the former are greater than the latter, the economic analysis is positive. The results of the financial and economic analyses are then put together to get an overall rating; if it is positive, project preparation can proceed. In certain cases, a CBA may be included in a Feasibility Study. Specific technical terms related to CBAs can be found at: <http://www.evropa.gov.rs/InteractiveTraningSystem/mod/glossary/view.php?id=41>.

**срп. Анализа трошкова и користи**

**Council of Europe:** The Council of Europe (not to be confused with the Council of the EU or the European Council) is primarily concerned with the development of human rights, democracy and the rule of law within Europe, with particular reference to the European Convention on Human Rights. Based in Strasbourg, it has 47 member states. For more information, see <http://www.coe.int>.

**срп. Савет Европе**

**Council of Europe Development Bank (CEB):** The International Financial Institution, the CEB, was established by member states of the Council of Europe. It makes loans to national, regional or local level public administration bodies of its members for initiatives aimed at strengthening social integration, managing the environment or public infrastructure related to social needs. For more information, see <http://www.coebank.org>.

**срп. Банка за развој Савета Европе**

**Council of the EU:** The EU body representing the MSs, responsible, inter alia, for commenting and approving EU legislation. For more information see <http://www.consilium.europa.eu/showPage.aspx?lang=EN>.

**срп. Савет ЕУ**

**Country Strategy Paper (CSP):** CSPs are documents developed by the EC for guiding, managing and reviewing EU funded programmes or projects in countries outside the EU. They are based on EU objectives for the country concerned, national policy, an analysis of the present situation in-country, and the activities of other major donors; they cover a given financial perspective. For CCs and potential CCs CSPs were developed with reference to CARDS, while for IPA they are replaced by the Accession or European Partnerships and Progress Reports.

**срп. Стратегија ЕК за државу корисника**

**Court of Auditors (CoA):** see European Court of Auditors

**срп. Ревизорски суд**

**Cross-Border Cooperation (CBC) programmes:** CBC programmes aim at, inter alia, improving economic and social cohesion within or addressing issues (e.g. environmental protection, cultural heritage) common to regions on either side of a single land or maritime border. Projects must have a strong cross-border character, and thus usually involve organisations from both sides of a given border. Countries participating in CBC programmes may be two MSs, one MS and one CC/potential CC, or two CCs/potential CCs. In the first case they are funded under the European Territorial Cooperation objective of the European Regional Development Fund, in the last two they are financed by IPA. In exceptional cases, they may involve more than two countries (e.g. the Adriatic programme which covers all countries along Italy's eastern maritime border). For more information, see [http://ec.europa.eu/regional\\_policy/cooperation/crossborder](http://ec.europa.eu/regional_policy/cooperation/crossborder).

**срп. Програми прекограничне сарадње**

**Decentralised Implementation System (DIS):** This term refers to the system in place for the implementation of EU financed programmes under decentralised management; it should be understood as equivalent to the term “decentralised management” and covers at least tendering, contracting and payments. Typically, when the Commission Decision confers management powers on the beneficiary country to implement a programme, it sets down a list of ex ante controls which will be performed by the EC, via EU Delegations, on the tendering of services, supplies and works contracts, launch of calls for proposals, and the award of grants and contracts. These ex ante controls shall apply until the beneficiary country has satisfied all conditions and is allowed to move to decentralised management without ex ante controls (although there may still be ex post checks); this is sometimes known as Extended DIS (EDIS). For IPA Components I, IIb and IIc, though initially implemented directly by the EC under centralised management, the goal is to migrate first to

management by IPA beneficiary country institutions under DIS with ex ante controls and thence to EDIS. For IPA Components III and IV, programmes must be administered by beneficiary countries under DIS from their inception, with subsequent migration to EDIS. Implementation of IPA Component V must be ensured by beneficiary countries under EDIS from its start. In order for the EC to delegate responsibility for programme management and implementation under DIS on IPA beneficiary countries, it must satisfy itself that the institutions required by the IPA Implementing Regulation<sup>1</sup> have been established, are ready for operation and meet certain criteria (see accreditation criteria above). This necessarily involves a significant amount of work on the part of a beneficiary country and a number of checks performed by bodies independent of the institutions concerned. The preparatory steps, checks and EC involvement are formally set out in the EC's DIS Roadmap (see below); they culminate with the EC's Commission Decision conferring management powers (Conferral of Management) on an IPA beneficiary country for an IPA Component or IPA financed programme. As for IPA Component IIa programmes, they are implemented under shared management by bodies in MSs; their management and control systems are also subject to EC checks and approval.

#### **срп. Децентрализовани систем управљања (ДИС)**

**Decentralised management:** see management modes and Decentralised Implementation System.

#### **срп. Децентрализовано управљање**

**Department for Contracting and Financing of EU Funded Projects (CFCU):** The CFCU is a department in the Ministry of Finance and fulfils the role of the Contracting Authority for all IPA Components under decentralised management, apart from Component V. It is thus the Implementing Agency for Components I, IIb and IIc, and its head is the Programme Authorising Officer for the same Components. Furthermore it is the Body Responsible for Contracting and Implementation for Components III and IV. It is also the lead body within the Operating Structures (OSs) for Components I and III (being the Body Responsible for the Operational Programme, in the case of the latter); the Head of the CFCU is thus the Head of Operating Structure for these Components. As a consequence of its large portfolio, its duties are manifold. In its role as Contracting Authority it is primarily responsible for procure-

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<sup>1</sup> The National IPA Coordinator, the Strategic Coordinator, the Competent Accrediting Officer, the National Authorising Officer, the National Fund, the Operating Structure, the Audit Authority – see Article 21 of the IPA Implementing Regulation and Article 6 of the Framework Agreement.

ment and the award of grants, signature of contracts, payments to contractors and grant beneficiaries and verification of expenditure. In its role as the lead body in 2 OSs it is primarily responsible for: (i) requesting accreditation of the management and control systems of Components I and III from the National Authorising Officer and maintaining the accreditation once it has been issued; and (ii) programming, monitoring and evaluation of these Components with the support of subsidiary bodies in the relevant OSs (e.g. the Senior Programme Officers under Component I and the Bodies Responsible for Priority Axes/Bodies Responsible for Measures under Component III), including the preparation of Sectoral Annual Reports and Sectoral Final Reports. Lastly, it is also responsible for ensuring the First Level Control function under Component IIa (Cross-Border Cooperation programmes under shared management). The abbreviation used for the department corresponds to the informal but standard term used for the main Contracting Authority under Phare – the Central Finance and Contracting Unit.

**срп. Сектор за уговарање и финансирање програма из средстава ЕУ**

**Department for Cross-Border and Transnational Cooperation Programmes:** This department in the Serbian European Integration Office performs the duties entailed by Serbia's participation in programmes under IPA Component II (i.e. Cross-Border Cooperation and Trans-National Cooperation programmes).

**срп. Сектор за програме прекограничне и транснационалне сарадње**

**Department for Planning, Programming, Monitoring and Reporting on EU funds and Development Assistance:** This department in the Serbian European Integration Office supports the National IPA Coordinator in programming Component I and coordinating and monitoring IPA as a whole. In addition it deals with multilateral and bilateral aid.

**срп. Сектор за планирање, програмирање, праћење и извештавање о средствима ЕУ и развојној помоћи**

**Detailed hydrological and geotechnical study:** Relevant to major projects to be financed under IPA Component III, this study has to be conducted prior to the development of the final project design. It involves the examination of the ground and water conditions on the land on which the proposed infrastructure is to be built (e.g. the make-up of the soil (sandy/rocky), fluctuations in the water table).

**срп. Детаљна хидролошка и геотехничка студија**

**DG AGRI (Directorate-General for Agriculture and Rural Development):** DG AGRI's portfolio includes the implementation of the EU's Common Agricultural Policy and the European Agricultural Fund for Rural Development; it is thus responsible for IPA Component V.

**срп. Генерални директорат за пољопривреду и рурални развој**

**DG Budget (Directorate-General for Budget):** DG Budget is responsible for the development of the overall budgets for financial perspectives, as well as those for individual budgetary years. It is also charged with laying down the general rules for the management and implementation of the EC's budget (which includes IPA); these are contained in the Financial Regulation and the Financial Regulation Implementing Regulation.

**срп. Генерални директорат за буџет**

**DG COMP (Directorate-General for Competition):** Charged with ensuring free and fair competition within the EU, DG COMP is one of the DGs to be consulted on IPA programmes via inter-service consultation, particularly in relation to state aid rules; of most relevance to Component III and major projects.

**срп. Генерални директорат за конкуренцију**

**DG ELARG (Directorate-General for Enlargement):** Given DG ELARG's portfolio is not only responsible for IPA Components I, IIb and IIc (partly), but also for overall responsibility for IPA (since IPA's primary aim is to prepared CCs and potential CCs for accession).

**срп. Генерални директорат за проширење**

**DG EMPL (Directorate-General for Employment, Social Affairs and Equal Opportunities):** DG EMPL's portfolio includes the implementation of the European Social Fund (ESF); it is thus responsible for IPA Component IV, as the precursor to ESF.

**срп. Генерални директорат за запошљавање, социјална питања и једнаке могућности**

**DG ENT (Directorate-General for Enterprise and Industry):** Responsible for promoting, inter alia, innovation and entrepreneurship in the EU, with special emphasis on small and medium-sized enterprises, DG ENT is one of the DGs to be consulted on IPA programmes via inter-service consultation; of most relevance to the Competitiveness strand under Component III.

**срп. Генерални директорат за предузетништво и индустрију**

**DG ENV (Directorate-General for Environment):** Responsible for EU environmental policy, DG ENV is one of the DGs to be consulted on IPA programmes via inter-service consultation; of most relevance to the Environment strand and major projects addressing environmental issues under Component III, as well as the performance of strategic environmental assessments (SEAs) on OPs.

**срп. Генерални директорат за животну средину**

**DG MOVE (Directorate-General for Mobility and Transport):** Responsible for EU transport policy, including transport Trans-European Networks, DG MOV is one of the DGs to be consulted on IPA programmes via inter-service consultation; of most relevance to transport Major Projects under Component III.

**срп. Генерални директорат за мобилност и транспорт**

**DG REGIO (Directorate-General for Regional Policy):** The EU's regional policy aims at strengthening economic and social cohesion within the EU, by reducing economic disparities between countries and regions. The relevant EU financing instruments are the European Regional Development Fund (including European Territorial Cooperation – i.e. cooperation across national borders), the Cohesion Fund and the European Social Fund (which falls under the responsibility of DG EMPL). DG REGIO is thus responsible for IPA Components IIa, IIc (partly), and III, as the precursors to ERDF and Cohesion Fund. Given that infrastructure projects under IPA Component III concern the environment and transport, DG REGIO liaises closely with DG ENV and DG MOVE.

**срп. Генерални директорат за регионалну политику**

**Direct award/direct agreement:** The award of a service, supply, works or grant contract to a person or organisation without soliciting a number of bids/grant proposals and selecting the best; the resulting contracts are thus awarded without competition. Contracts are usually awarded directly when the value is 10,000 EUR or less (the so-called single tender procedure); exceptionally direct awards may be made for larger contract values on the basis that there is only one person or organisation who/which can perform the services/supplies/works in question or implement a grant.

**срп. Директна додела уговора/директан споразум**

**Directive:** A directive is EU legislation which directs the MSs to achieve a certain result (e.g. protection of bird species) by a given deadline. The MSs then have to develop legislation at national level to ensure that the results are met in due time. They are published in the Official Journal. In the context of IPA the most relevant

Directives concern the environment (e.g. the Birds Directive, the Habitats Directive (known as Natura 2000), the Strategic Environmental Assessment Directive and the Environmental Impact Assessment Directive).

**срп. Директива**

**Directorate-General (DG):** Just as national administrations are divided into ministries, the EC is divided into DGs. Each DG is headed by a Director-General and covers a specific policy area or service. For a complete list of DGs and links to their public websites, see [http://ec.europa.eu/about/ds\\_en.htm](http://ec.europa.eu/about/ds_en.htm). Those most relevant to IPA are listed below, while the portfolios they manage are indicated in their full titles.

**срп. Генерални директорат**

**DIS Roadmap:** This term can refer to two documents: (i) the EC's DIS Roadmap which formally lays out the sequence of steps to be taken prior to the EC delegating programme administration powers on a beneficiary country for an IPA Component or IPA financed programme; and (ii) national DIS Roadmaps developed by individual IPA beneficiary countries setting out a timetable for the implementation of the steps described in the EC's DIS Roadmap and particular activities. The steps indicated in the EC's DIS Roadmap are divided into six stages:

Under Stage 0, the overall framework of an IPA Component's or IPA financed programme's management and control system is developed. Specifically, this involves the establishment of the institutions and positions indicated in Article 21 of the IPA Implementing Regulation and Article 6 of the Framework Agreement (i.e. the National IPA Coordinator, the Strategic Coordinator, the Competent Accrediting Officer, the National Authorising Officer, the National Fund, the Operating Structure, the Audit Authority), appointment of particular individuals to relevant positions (e.g. the National Authorising Officer (NAO)), and the development of institutional agreements (e.g. Implementing Agreements concluded between the NAO and the Head of the relevant Operating Structure).

Stage 1 concerns the analysis of the system developed under Stage 0 with reference to the requirements for the introduction of DIS contained in the IPA Implementing Regulation, with specific reference to the criteria contained in its Annex (see accreditation criteria). The check is performed by a company or by experts, independent of the institutions examined, and is usually referred to as a gap assessment, since it identifies the gaps that need to be filled by a beneficiary country before requesting that the EC delegates management powers. It results in a Gap Assessment Report (GAR).

Under Stage 2, the gaps identified in the GAR are filled by the relevant institutions; it is thus usually referred to as gap plugging. Classically, this concerns the hiring of staff, provision of training and development of detailed procedures. IPA beneficiary countries are usually supported in this work by technical assistance.

Under Stage 3, an external auditor is hired by a beneficiary country to examine the management and control system developed for an IPA Component or IPA financed programme with particular relevance to the criteria annexed to the IPA Implementing Regulation (see accreditation criteria). This is known as a compliance assessment and results in a Compliance Assessment Report.

Stage 4 involves the National Authorising Officer (NAO) issuing a formal acknowledgement to the Head of the relevant Operating Structure that the Operating Structure (OS) meets the requirements of the IPA Implementing Regulation. A similar formal acknowledgement is issued by the Competent Accrediting Officer (CAO) to the NAO concerning the overall management and control system for the relevant IPA Component or IPA financed programme. These documents constitute “accreditations”, since they are the formal means by which the NAO “accredits” an OS for the implementation of an IPA Component or IPA financed programme under decentralised management or the CAO similarly “accredits” the NAO. More specifically, they are sometimes termed “national accreditations”, as opposed to the Conferral of Management by which the EC accredits a beneficiary country for implementing an IPA Component or IPA financed programme under decentralised management. Once the national accreditations have been issued, the beneficiary country dispatches a formal request for conferral of management powers for the relevant IPA Component or IPA financed programme to the responsible Directorate-General (e.g. DG ELARG for IPA Component I, DG REGIO for Component III). The requests are accompanied by a package of supporting documents demonstrating a beneficiary country’ readiness; this is termed the “accreditation package”.

In Stage 5, once the EC has received a request for Conferral of Management from a beneficiary country, the Directorate General responsible for the relevant IPA Component conducts a check of the management and implementation system proposed. This is termed a “verification audit” and includes examination of the documents in the accreditation package and visits to the relevant institutions in the beneficiary country. After it has satisfied itself that the bodies required by the IPA Implementing Regulation are in place, ready for operation and meet the accreditation criteria, the EC draws up a Commission Decision conferring management powers on the beneficiary country for the implementation of the relevant IPA Component or IPA

financed programme; this is known as Conferral of Management and sometimes referred to as EC accreditation.

National DIS Roadmaps have to be prepared by beneficiary countries per IPA Component or IPA financed programme and submitted to the EC. They are developed as part of the preparations for the introduction of decentralised management with and without ex ante controls performed by the EC, including the migration from the first to the second (i.e. from DIS normal to EDIS). National DIS Roadmaps may be amended in the light of progress actually made.

**срп. ДИС мапа пута**

**Disbursement deadline:** This is the date by which all payments to contractors and grant beneficiaries must be made by the relevant Contracting Authority, usually one year after the execution deadline. Only FAs related to IPA Components I, IIb and IIc (usually) specify contracting deadlines; for the other components expenditure under the programme is governed by N+3.

**срп. Крајњи рок за исплату**

**Discount rate:** When projecting the revenues earned from infrastructure into the future, amounts are calculated with reference to a discount rate, on the basis that 10 EUR today is worth more than 10 EUR in a year's time (which, in turn, is worth less than 10 EUR in future years). Normal discount rates vary from 4% to 6% and are applied to projected revenues cumulatively year on year. Thus, if revenue earned in year N is projected to be 100 EUR, with a discount rate of 5%, in N+1 revenue is calculated as 100 EUR minus 5% of 100 EUR – i.e. 95 EUR. For N+2, revenue will be 95 EUR minus 5% of 95 EUR (4.75 EUR) – i.e. 90.25 EUR; in turn for N+3, revenue will be 90.25 EUR minus 5% of 90.25 EUR, and so on. The term and methodology are relevant to cost-benefit analyses, and thus to major projects under IPA Component III.

**срп. Дисконтна стопа**

**Double envelope system:** System used in procurement where technical and financial offers comprising a bid are submitted in separate sealed envelopes.

**срп. Систем дуплих коверата**

**European Commission (EC):** The executive body of the EU, inter alia, for the implementation of EU-wide policies and monitoring MS adherence to the acquis, as well as proposing and drafting legislation. It comprises a number of Directorates General, roughly equivalent to national ministries, and is headed by a College of

Commissioners appointed by MS governments. For more information see [http://ec.europa.eu/index\\_en.htm](http://ec.europa.eu/index_en.htm).

**срп. Европска комисија (ЕК)**

**Economic analysis:** see Cost-Benefit Analysis.

**срп. Економска анализа**

**Economic and Social Cohesion:** see Cohesion Policy.

**срп. Економска и социјална кохезија**

**Effectiveness:** One of the criteria against which EU financed programmes are evaluated. For more information, see evaluation.

**срп. Делотворност**

**Efficiency:** One of the criteria against which EU financed programmes are evaluated. For more information, see evaluation.

**срп. Ефикасност**

**Eligibility of expenditure:** EU funding instruments may only finance expenditure under programmes if certain conditions are met – in such cases, expenditure is “eligible”. (Eligibility of expenditure should not be confused with the term “eligible expenditure”, please see following definitions). In the case of IPA, one set of conditions comprises time limits (e.g. contracting and disbursement deadlines for IPA Components I, IIb and IIc; the date of Conferral of Management for Components III and IV; the date of EC approval of a major project under Component III). In addition, certain costs are non-eligible under IPA, such as taxes, customs and import duties, bank charges and conversion costs. The rules on eligible expenditure vary between Components and are indicated in Articles 34, 66, 89, 148, 152 and 172 of the IPA Implementing Regulation; they are also specified in individual Financing Agreements.

**срп. Прихватљивост трошкова**

**Eligible expenditure:** The rate of EU co-financing of programmes and projects is related to the eligible expenditure of the programme in question (not to be confused with “eligibility of expenditure”, please see preceding definition). Eligible expenditure may either be defined as the public expenditure under the programme or the total expenditure under the programme (i.e. including non-public money). Which definition is used can have a significant impact on the public budget of a beneficiary country. For instance, if a project has a total budget of 1 million EUR and the EU co-

financing rate is 85%, the remaining 15% must be provided by national public funds if eligible expenditure is defined as public expenditure; however, if it is defined as total expenditure, the 15% can come, for example, from private sources, saving the beneficiary 150,000 EUR. For IPA, eligible expenditure under Components III and V is defined as public expenditure, while for the other three Components, it may be either public or total expenditure. For details per Component, see Articles 38, 67, 90, 149, 153 and 173 of the IPA Implementing Regulation.

#### **срп. Прихватљиви трошкови**

**End Recipient (ER):** Relevant only to IPA Components III and IV, the ER is the body which will ultimately own the outcome of the operation (funded under IPA) and is responsible for the ongoing use and maintenance of the asset created (whether tangible in the case of works or supplies, or intangible in the case of services), beyond the period of the IPA assistance. ER duties and responsibilities are formally outlined in End Recipient Agreements.

#### **срп. Крајњи прималац**

**End Recipient Agreement (ERA):** Relevant only to IPA Components III and IV, ERAs are concluded between the Heads of the relevant Operating Structure and Contracting Authority on the one hand, and the End Recipient (ER) on the other (if different), and set out the obligations and rights of both parties relating to an operation. In particular, they entrust an ER with all technical and legal aspects of an operation's implementation, transfer specific day-to-day management responsibilities (e.g. provision of staff, acceptance of works, monitoring requirements etc.) and stipulate conditions for future hand-over of assets. An ERA must be signed prior to the EU Delegation's endorsement of any works, supplies, services or grant contracts relating to the implementation of an operation.

#### **срп. Споразум са крајњим примаоцима**

**Enlargement package:** Each autumn, the EC issues a package of documents related to enlargement which comprise: (i) the annual Enlargement Strategy, which presents the goals for the next year and a summary of progress made by CCs/potential CCs towards meeting the accession criteria; (ii) Progress Reports for each CC/ potential CC; (iii) the latest Multi-annual Indicative Financial Framework for IPA; and (iv) in certain years, updated Accession Partnerships (for CCs) and European Partnerships (for potential CCs), as appropriate.

#### **срп. Пакет за проширење**

**Environmental Impact Assessment (EIA):** EIAs have to be conducted for major projects to be financed under IPA Component III. As suggested by the term, the impacts which a project might have on the environment during and after implementation are examined and mitigating measures proposed. As opposed to Strategic Environmental Assessments, they concern individual projects rather than programmes. The legal obligation to conduct EIAs is laid down in the EIA Directive (Council Directive 85/337/EEC of 27 June 1985).

**срп. Процена утицаја на животну средину**

**EU funding instrument:** This is a funding mechanism established by the EU which finances programmes proposed by and agreed with beneficiary countries. They include the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Guarantee Fund, the European Agricultural Fund for Rural Development, and IPA. Since they are often loosely, but incorrectly, referred to as “programmes” (e.g. “the IPA programme”), they should not be confused with the term “programme” when used in its strict sense.

**срп. Финансијски инструменти ЕУ**

**Euro account:** An interest bearing bank account opened by the National Fund in a financial or treasury institution, on behalf of the beneficiary country and under its responsibility, to receive payments from the EC. One euro account is established for each IPA programme.

**срп. Евро рачун**

**Europe 2020:** “Europe 2020 – A European Strategy for smart, sustainable and inclusive growth” is EU’s new strategy for sustainable growth and jobs, in short called “Europe 2020”. The new strategy replaces the Lisbon Agenda, which was adopted in 2000. The new agenda puts focus on innovation and green growth and proposes tighter monitoring of national reform programmes. The headline targets for 2020 are: raise the employment of the population aged 20-64 from the current 69% to at least 75%; achieve the target of investing 3% of Gross Domestic Product in Research and Development (R&D), in particular by improving the conditions for R&D investment by the private sector and develop a new indicator to track innovation; reduce greenhouse gas emission by at least 20% compared to 1990 levels or by 30% if the conditions are right; increase the share of renewable energy in EU’s energy consumption to 20% and achieve a 20% increase in energy efficiency; reduce the share of early school leavers to 10% from the current 15% and increase the share of the population aged 30-34 having completed tertiary education from 31% to at least 40%; reduce the number of EU citizens living below national poverty line by 25%, lifting 20 million people out of poverty.

**срп. Европа 2020**

**European Agency for Reconstruction (EAR):** EU funds in Serbia, Montenegro, the Former Yugoslav Republic of Macedonia and Kosovo as defined by the United Nations Security Council Resolution 1244/1999, and, were administered by the EAR from 2000 until 2008, after which its responsibilities were assumed by the EU Delegations in the relevant countries. The main financial instrument during this period was the CARDS programme (EU budgets from 2000 to 2006); CARDS was replaced by IPA as of the EU's 2007 budget. Further information can be found at <http://ec.europa.eu/enlargement/archives/ear/home/default.htm>.

**срп. Европска агенција за реконструкцију (ЕАР)**

**European Agricultural Fund for Rural Development (EAFRD):** One of the two EU funding instruments implementing the Common Agricultural Policy, the EAFRD finances the rural development programmes of the Member States. It corresponds to the Guidance section of the European Agricultural Guidance and Guarantee Fund which preceded it in previous Financial Perspectives. For more information, see <http://ec.europa.eu/agriculture/fin>.

**срп. Европски пољопривредни фонд за рурални развој**

**European Agricultural Guarantee Fund (EAGF):** One of the two EU funding instruments implementing the Common Agricultural Policy, the EAGF finances direct payments to farmers and measures to regulate agricultural markets. It corresponds to the Guarantee section of the European Agricultural Guidance and Guarantee Fund which preceded it in previous Financial Perspectives. For more information, see <http://ec.europa.eu/agriculture/fin>.

**срп. Европски фонд за гаранције у пољопривреди**

**European Agricultural Guidance and Guarantee Fund (EAGGF):** The EU funding instrument which preceded the European Agricultural Guarantee Fund and the European Agricultural Fund for Rural Development.

**срп. Европски фонд за усмеравање и гаранције у пољопривреди**

**European Bank for Reconstruction and Development (EBRD):** International Financial Institution, the EBRD, is owned by 61 countries, the EC and the European Investment Bank, each of them contributing to its capital. It aims at supporting the transition from a managed to a market economy and, to this end, provides loans, guarantees and technical assistance primarily to the private sector (e.g. banks, industries and businesses). For further information, see <http://www.ebrd.com>.

**срп. Европска банка за обнову и развој**

**European Council:** Meetings of the heads of state or government of the MSs which give overall political direction to the EU and take the most important decisions. Meetings are usually held twice every 6 months.

**срп. Европски Савет**

**European Court of Auditors (ECA):** The ECA is one of the EU institutions and is responsible for ensuring the external audit function for the whole of the EU's budget. For further information, see <http://eca.europa.eu>.

**срп. Европски ревизорски суд**

**European Investment Bank (EIB):** International Financial Institution, the EIB, was established and is owned by the MSs, and its capital is supplied by them. It supports EU policy objectives (e.g. economic and social cohesion, environmental protection, sustainable energy and Trans-European Networks) via loans, financial guarantees and technical assistance. For more information, see <http://www.eib.org>.

**срп. Европска инвестициона банка**

**European Investment Fund (EIF):** International Financial Institution, the EIF, was established and is primarily owned by the European Investment Bank and the EC. It aims at supporting EU policies concerned with stimulating entrepreneurship, technology, innovation, growth, and employment, with particular emphasis on supporting small and medium-sized enterprises (SMEs). Inter alia, it makes funds available and provides guarantees to financial intermediaries (e.g. banks) for schemes under which loans are made to SMEs (e.g. provision of venture capital to start-ups in the technology sector). For further information, see <http://www.eif.org>.

**срп. Европски инвестициони фонд**

**European Parliament (EP):** The EU body representing EU citizens. Its members are directly elected and it is responsible, inter alia, for commenting and approving EU legislation. For more information see [http://www.europarl.europa.eu/news/public/default\\_en.htm](http://www.europarl.europa.eu/news/public/default_en.htm).

**срп. Европски парламент**

**European Partnership:** The EC has drawn up European Partnerships for each of the potential CCs. These are very similar in nature to Accession Partnerships for CCs and indicate short and medium-term priorities to implement the Stabilisation and Association Process and meet the accession criteria with a view to eventual EU membership. European Partnerships also serve as a basis for programming EU pre-accession funds (i.e. IPA), primarily for IPA Component I. Progress against Eu-

European Partnership priorities is monitored by the EC and published in the annual Progress Reports for each potential CC. They are regularly updated in light of a potential CC's progress and the changing environment.

### **срп. Европско партнерство**

**European Regional Development Fund (ERDF):** The ERDF, with a budget of 201 billion EUR in the period 2007-2013, is one of the EU's Structural Funds. The ERDF aims to strengthen economic and social cohesion in the European Union by correcting imbalances between its regions. In short, the ERDF finances: direct aid to investments in companies (in particular small and medium-sized enterprises) to create sustainable jobs; infrastructures linked notably to research and innovation, telecommunications, environment, energy and transport; financial instruments (capital risk funds, local development funds, etc.) to support regional and local development and to foster cooperation between towns and regions; technical assistance measures. The ERDF can intervene in the three objectives of regional policy: Convergence, Regional competitiveness and employment and European territorial cooperation. For more information, see [http://ec.europa.eu/regional\\_policy/funds/feder](http://ec.europa.eu/regional_policy/funds/feder).

### **срп. Европски фонд за регионални развој**

**European Social Fund (ESF):** The ESF is one of the EU's Structural Funds, set up to reduce differences in prosperity and living standards across EU Member States and regions, and therefore promoting economic and social cohesion. The ESF is devoted to promoting employment in the EU and can intervene in the two of the objectives of EU regional policy – Convergence and Regional competitiveness and employment. It helps Member States make Europe's workforce and companies better equipped to face new, global challenges. The current programming cycle of the ESF runs from 2007 to 2013 under the banner 'Investing in People'. Over this period, it is investing around 75 billion EUR – close to 10% of the EU budget – on employment-enhancing projects. Funding is given to six specific priority areas: improving human capital (34% of total funding); improving access to employment and sustainability (30%); increasing the adaptability of workers and firms, enterprises and entrepreneurs (18%); improving the social inclusion of less-favoured persons (14%); strengthening institutional capacity at national, regional and local levels (3%); and mobilisation for reforms in the fields of employment and inclusion (1%). In any given region, the actual distribution of funds will vary to reflect local and regional priorities. All six priorities are applicable to both the convergence and regional competitiveness and employment objectives; however, convergence would normally place an emphasis on the 'improving human capital' priority. For more information, see [http://ec.europa.eu/employment\\_social/esf](http://ec.europa.eu/employment_social/esf).

### **срп. Европски социјални фонд**

**European Territorial Cooperation (ETC):** One of the three objectives of the Structural Funds during the Financial Perspective 2007-2013 (the others being Convergence and Regional competitiveness and employment), ETC funds Cross-Border Cooperation and Trans-National Cooperation programmes. These programmes were financed under a similar EU funding instrument called INTERREG in previous financial perspectives. The overall budget for the period is 8.7 billion EUR. For more information, see [http://ec.europa.eu/regional\\_policy/cooperation](http://ec.europa.eu/regional_policy/cooperation).

**срп. Европска територијална сарадња**

**European Union Delegation (EUD):** The EU has local offices in countries within the EU (EU Representations) and outside (EU Delegations). In CCs and potential CCs, they are responsible for monitoring the political situation (including progress towards meeting the accession criteria) and administering EU funds (i.e. IPA). With regard to the latter, their particular duties differ according to management mode (i.e. centralised management, decentralised management with ex ante controls, decentralised management without ex ante controls). Prior to the entry into force of the Lisbon treaty on 1 December 2009, EUDs were European Commission Delegations (ECDs). For the EUD in Serbia, see <http://www.europa.rs>

**срп. Делегација Европске уније**

**Evaluation:** This term can be used in two senses, the first corresponding to the evaluation of tenders or grant proposals in order to select contractors or grant beneficiaries, the second to the assessment of EU funded programmes; the following text only concerns the second meaning. The Financial Regulation Implementing Regulation mandates that EU funded programmes are evaluated with regard to the objectives and results stated in programme and project documents, with particular reference to their indicators of achievement. Interventions are assessed against five criteria: (i) relevance – are the issues that they seek to address real priorities in a beneficiary country and do they fit with the relevant EU funding instrument (e.g. for IPA, meeting the accession criteria); (ii) effectiveness – the achievement of the stated objectives and results by the interventions proposed; (iii) efficiency – do the interventions as proposed represent the most efficient means of addressing the issues identified (e.g. can/could the stated objectives and results be achieved using few resources); (iv) sustainability – will the objectives and results achieved persist once programme or project implementation has come to an end; and (v) impact – the effect of the objectives and results achieved at a wider level than the groups targeted by an intervention (e.g. the reduction of overall unemployment in a beneficiary country as opposed to increasing the qualifications of the long-termed unemployed). The three types of evaluation are termed ex ante, interim and ex post

evaluation. They examine whether a programme's or project's stated objectives and results will be, are being or have been achieved, respectively, with reference to the five evaluation criteria. Evaluations are usually performed by external contractors hired by the body responsible for the overall management and implementation of a programme in order to ensure independence and objectivity. Documents are analysed and interviews conducted and the resulting reports identify weaknesses and propose solutions. In the context of IPA, ex ante and interim evaluations are the responsibility of beneficiary countries for programmes under shared or decentralised management, normally the relevant Head of Operating Structure or equivalent (e.g. the Managing Authority for IPA IIa programmes); reports are considered by Sectoral Monitoring Committees. In the case of ex ante evaluations, the results and the follow-up actions taken are included in Operational Programmes and the Rural Development Programme. The EC is responsible for the ex ante and interim evaluation of Components or programmes under centralised management, as well as for all ex post evaluation. Particular modalities differ from Component to Component and can be found in Articles 57, 82, 109, 141, 166 and 191 of the IPA Implementing Regulation. See also outputs, results and impact.

#### **срп. Евалуација**

**Evaluation committee:** A committee appointed by a Contracting Authority to evaluate bids or grant applications submitted by tenderers or grant applicants. In line with the PRAG rules applicable for IPA, it comprises a non-voting Chairperson, a non-voting Secretary and an odd number of voting members (minimum of three), and results in an evaluation report.

#### **срп. Одбор за евалуацију**

**Ex ante controls:** This term connotes any checks that are conducted on a procedure or payment, prior to its being performed or made. In the context of IPA, ex ante controls usually refer to the checks performed by the EC on the stages of procurement/grant award of projects/grant schemes for programmes under decentralised management with ex ante controls ("DIS normal"). For instance, under Component I, a tender dossier drafted by an Implementing Agency, supported by the relevant Senior Programme Officer, has to be approved by the EU Delegation before it is dispatched to tenderers. Similarly, the contract resulting from a tender must be endorsed by the EU Delegation before being signed by the contractor. Such ex ante controls are conducted by EU Delegations for programmes under all IPA Components, except for Components IIa (under shared management) and Component V (under decentralised management without ex ante controls).

#### **срп. Претходне контроле**

**Ex ante evaluation:** see evaluation.

**срп. Претходна евалуација**

**Exceptions:** This term refers to deviations or derogations from normally established procedures (e.g. with regard to procurement, grant award or payment). Bodies constituting Operating Structures have to maintain a list of such exceptions together with supporting documentation (e.g. a justification for why an exception was granted in a particular case). For deviations to, or derogations from, the standard procurement/grant award procedures contained in the PRAG, the EU Delegation will have to be consulted and its approval obtained in the case of IPA programmes under decentralised management with ex ante controls.

**срп. Изузеци**

**Execution deadline:** This is the date by which contracts under a given Financing Agreement (FA) must finish implementation, usually two years after the contracting deadline. Only FAs related to IPA Components I, IIb and IIc (usually) specify contracting deadlines; for the other Components, expenditure under the programme is governed by N+3.

**срп. Крајњи рок за извођење**

**Explanatory note:** A summary prepared by the Contracting Authority in a pre-designed format, attached to the front of a contract or addendum dossier explaining to the reader the purpose and background of the proposed contract or dossier.

**срп. Образложење**

**Ex post controls:** This term connotes any checks that are conducted on a procedure or payment after it has been performed or made. They can be conducted by any body within a programme's management and control system (e.g. checks on contractors or grant beneficiaries by a Contracting Authority), as well as external institutions with the proper authorisation (e.g. checks on a specific management controls system, or bodies within it, by the Audit Authority, the Competent Accrediting Officer, the EC or the European Court of Auditors).

**срп. Накнадне контроле**

**Ex post evaluation:** see evaluation.

**срп. Накнадна евалуација**

**Expression of Interest:** A PRAG form completed by consortia, companies or persons in response to a procurement notice published by a Contracting Authority under the restricted tender procedure.

**срп. Исказивање интереса**

**External audit:** This term refers to an audit of an organisation, person, programme or contract conducted by a body external to, and independent of, the organisation, person, programme or contract in question. External audits can either be performed by private audit companies or public organisations (e.g. the European Court of Auditors (ECA)). In the context of IPA, external audits will usually be conducted by the Audit Authority (AA), with the exception of the compliance assessment related to the DIS Roadmap. The term can also be used in a looser sense to refer to the external audit function (e.g. ECA, AA).

**срп. Спољна ревизија**

**Feasibility analysis:** An analysis of the feasibility of possible projects which address a particular problem, resulting in the identification of the best solution (i.e. a particular project).

**срп. Анализа изводљивости**

**Feasibility Study:** Relevant to major projects to be financed under IPA Component III, this document is developed in order to decide whether it is worth proceeding with the development of the infrastructure as proposed in the preliminary project design. It contains the detailed technical information necessary for conducting a cost-benefit analysis, and, in certain cases may include it.

**срп. Студија изводљивости**

**FIDIC:** Though FIDIC (<http://www.fidic.org>) stands for the Federation Internationale des Ingenieurs-Conseils (the International Federation of Consulting Engineers) it is usually taken to mean the procurement procedures and documents issued by this body for works projects. Different procedures and documents are used depending on the nature of a works project, and they are encoded in eight “books”. The two books most relevant to IPA are the “Red Book” for construction projects and the “Yellow Book” for design/build projects.

**срп. ФИДИК**

**Final audit activity report:** see Audit Authority.

**срп. Завршни извештај о ревизорским активностима**

**Final Beneficiary (FB):** Under IPA, an FB is defined as “a body or a firm, whether public or private, responsible for initiating or initiating and implementing operations” (see IPA Implementing Regulation, Article 1(8)). In practical terms, this means the body responsible for launching procurement procedures, signing contracts and making payments to contractors for services, supplies and works – i.e. the Contracting Authority. In the case of grants, the FB is considered the grant beneficiary, rather than the Contracting Authority, since it is responsible for procurement, contracting and payment under the grant agreement. It should be noted that the PRAG uses a different definition of ‘final beneficiary’ (“those who will benefit from the project in the long term at the level of the society or sector at large”).

**срп. Крајњи корисник**

**Final Project Design:** Relevant to major projects to be financed under IPA Component III and following on the preliminary project design, feasibility study, cost-benefit analysis and environmental impact assessment, the final project design comprises detailed drawings of proposed infrastructure (e.g. indications of weights to be borne by walls with the calculations underpinning them). The drawings will usually form a part of the tender dossier dispatched to tenderers. In the case of design/build projects, they will be developed by the companies selected to build the infrastructure.

**срп. Главни пројекат**

**Final statement of expenditure:** see statement of expenditure.

**срп. Завршна изјава о трошковима**

**Financial analysis:** see cost-benefit analysis.

**срп. Финансијска анализа**

**Financial Perspective:** Contributions of the MSs to the EU’s budget and overall amounts for EU funding instruments (e.g. the European Social Fund, IPA) are planned and agreed for periods covering successive 7 year periods; these are termed “financial perspectives”. The present Financial Perspective spans the EU budgetary years 2007 to 2013 and the next will cover the budgetary years 2014 to 2020; the previous one ran from 2000 to 2006. Regulations establishing or continuing an EU funding instrument are related to a particular Financial Perspective (e.g. the IPA Regulation is tied to the Financial Perspective 2007-2013); a new Financial Perspective thus entails new Regulations for each funding instrument.

**срп. Буџетски период**

**Financial Regulation:** The Financial Regulation (Council Regulation 1605/2002 of 25 June 2002) governs the management and implementation of the whole EU budget, both inside or outside the EU (e.g. Structural Funds, IPA). Of most relevance for IPA are the stipulations on the management modes under which programmes may be implemented and the rules on public procurement and grant award (see Articles 53 and 162 to 170). Its text, which has been amended many times, can be found at: [http://ec.europa.eu/europeaid/work/procedures/legislation/financial\\_regulation/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/legislation/financial_regulation/index_en.htm) or by consulting the Official Journal. Relevant provisions become binding on IPA beneficiary countries, once they have concluded a Framework Agreement with the EC.

**срп. Финансијска уредба**

**Financial Regulation Implementing Regulation:** The Financial Regulation Implementing Regulation (Commission Regulation 2342/2002 of 23 December 2002) provides detailed rules on the implementation of the Financial Regulation. As with the latter, it applies to the management and implementation of the whole EU budget and is of most relevance to IPA with regard to management modes and rules on public procurement (see Articles 35 to 43 and 231 to 253). Its text, which has been amended many times, can be found at: [http://ec.europa.eu/europeaid/work/procedures/legislation/financial\\_regulation/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/legislation/financial_regulation/index_en.htm) or by consulting the Official Journal. Relevant provisions become binding on IPA beneficiary countries once they have concluded a Framework Agreement with the EC.

**срп. Уредба о спровођењу Финансијске уредбе**

**Financial sustainability:** Financial sustainability of a revenue generating project is established when conducting a Cost Benefit Analysis (CBA), specifically its financial analysis. A project is financially sustainable if the cumulated net cash flows (i.e. taking into account both costs and income) are positive over a CBA's entire reference period (i.e. the number of years ahead that a CBA covers).

**срп. Финансијска одрживост**

**Financing Agreement (FA):** Once a programme to receive EU financing has been adopted by the EC by way of a Commission Decision, a bilateral agreement must be concluded between the EC and the beneficiary country concerned, if it lies outside the EU. Such agreements are termed Financing Agreements and they represent the culmination of the programming process. FAs for programmes financed under IPA either relate to EU funding from a single budgetary year (annual FAs) or from a number of budgetary years (multi-annual FAs). FAs are annual for IPA Com-

ponents I, IIb and IIc, and multi-annual for IIa, III, IV and V. An integral part of each FA is its annexes, which include the Framework Agreement and the documentation which was attached to the Commission Decision adopting the programme concerned (this varies by IPA Component – see Commission Decision).

**срп. Финансијски споразум**

**Financing Proposal (FP):** Primarily relevant to IPA Component I, this document is prepared by the EC (DG ELARG) and sets out the objectives and results to be achieved by a particular annual National Programme, as well as its budget; both content and budget are aligned with the latest Multi-annual Indicative Planning Document. It also includes a short description of each of the projects to be financed; these are further detailed in the project fiches annexed to it. Since the EC allocates funds to programmes under Components IIb and IIc (Cross-Border Cooperation programmes under centralised or decentralised management) on an annual basis (rather than multi-annually, as for Components IIa, III, IV and V), FPs are also drawn up by the EC (DG ELARG); these contain similar information as FPs prepared for Component I, though the budgets reflect the allocations in the relevant Operational Programmes. Financing Proposals are subject to intra- and inter-service consultation, review and approval by the IPA Management Committee and adoption by Commission Decision. The Financing Agreements that are subsequently concluded between the EC and the beneficiary country in question contain the text of the relevant Financing Proposal in one of their annexes.

**срп. Финансијски предлог**

**First Level Control (FLC):** FLC is a specific type of verification of expenditure and results in the issuing of a document “validating” or “certifying” expenditure, to be dispatched to the relevant beneficiary. This is usually the case with programmes financed by internal EU funding instruments, though for IPA it only applies to Component IIa (i.e. Cross-Border Cooperation (CBC) programmes with MSs under shared management). For Component IIa, FLC has to be assured at national rather than programme level (i.e. it cannot be performed by programme Managing Authorities), since the relevant rules and provisions to be followed by grant beneficiaries vary between the countries participating in a CBC programme.

**срп. Први ниво контроле**

**Formulation:** A formal stage in Project Cycle Management methodology; for IPA, it is subsumed within the programming process.

**срп. Формулисање**

**Framework Agreement (FWA):** In order to make Regulations relevant to EU funding instruments binding outside the EU, the EC must conclude bilateral agreements with the beneficiary countries concerned. Such agreements are termed Framework Agreements. FWAs concluded with CCs and potential CCs relate to IPA (all Components) and include provisions contained within the Financial Regulation, the Financial Regulation Implementing Regulation, the IPA Regulation and the IPA Implementing Regulation. The FWA for Serbia was signed on 29 November 2007 and ratified on 26 December 2007.

**срп. Оквирни споразум**

**Framework Contract (FWC):** A zero value contract awarded by the EC to a consortium or company for the provision of future services world-wide at short notice. Such contracts are divided into different issue areas (e.g. rural development, health), termed “lots”. Contracting Authorities solicit bids from a number of consortia or companies in a given lot by dispatching a request for services. Once a winning bid has been selected, an order for services is concluded between the Contracting Authority and the relevant framework contractor, against which payments are made for the provision of services. The framework contract procedures can only be used for services under 200,000 EUR. For more details see [http://ec.europa.eu/europeaid/work/framework-contract/index\\_en.htm](http://ec.europa.eu/europeaid/work/framework-contract/index_en.htm).

**срп. Оквирни уговор**

**Fraud:** The EU formally defines fraud as “any intentional act or omission relating to: (i) the use or presentation of false, incorrect or incomplete statements or documents, which has as its effect the misappropriation or wrongful retention of funds from the general budget of the European Communities or budgets managed by, or on behalf of, the European Communities, (ii) non-disclosure of information in violation of a specific obligation, with the same effect, or (iii) the misapplication of such funds for purposes other than those for which they are originally granted”. Cases of fraud are a particular form of irregularity and are intentional. Examples might include manipulation to award a contract to a company or person connected with the staff in a Contracting Authority, without prior disclosure of the relationship, or the diversion of project funds into bank accounts in Switzerland. When fraud is proven, the amount concerned is not only recovered by the Contracting Authority and/or EC, but also results in prosecution of the individuals involved.

**срп. Превара**

**Funding gap:** The method used to determine the contribution from EU funding instruments (including IPA) to revenue-generating projects is the so-called “funding

gap” method. The funding gap is the difference between the current value of project investment costs and net revenue. Thus, the funding gap expresses the part of the project investment costs which cannot be financed by the project itself and that therefore needs to be financed.

**срп. Недостаци у финансирању**

**Gap assessment:** This is Stage 1 of the DIS Roadmap (see above). It results in the production of a Gap Assessment Report.

**срп. Процена недостатка**

**Gap Assessment Report (GAR):** The report produced by the organisation which has conducted Stage 1 of the DIS Roadmap, the gap assessment.

**срп. Извештај о процени недостатка**

**Gap plugging:** This is Stage 2 of the DIS Roadmap (see above).

**срп. Попуњавање недостатка**

**Gender equality:** This concerns the promotion of equality between women and men in relation to their access to social and economic infrastructures and services and to the benefits of development. The objective is to reduce disparities between women and men, including in health and education, in employment and economic activity, and in decision-making at all levels.

**срп. Једнакост полова**

**Gender mainstreaming:** Gender mainstreaming is a policy approach which aims at integrating a gender perspective into every policy and into every step of policy processes, from design to implementation, monitoring and evaluation. It is based on the recognition that women and men do not have the same resources, needs and preferences and that many structures, systems and policies are not gender neutral, but treat men’s experience as the norm.

**срп. Интеграција начела једнакости полова**

**General Conditions:** All contracts are governed by certain terms and conditions outlining the duties of the Contracting Authority and contractor or grant beneficiary. They are usually divided into the Special Conditions and the General Conditions. The latter are standard for individual contracts of a given type (i.e. services, supplies, works), as well as for individual grants, and cover the terms and conditions which do not vary from contract to contract or grant to grant (e.g. payment procedure, reporting). For IPA, the General Conditions to be used in contracts are in-

cluded in the PRAG, with the exception of works projects under IPA III, where the appropriate FIDIC Special and General Conditions shall be used.

### **срп. Општи услови**

**General Project Design:** Relevant to major projects to be financed under IPA Component III, this is the first document developed when planning infrastructure development. It consists of a small number of drawings, usually comprising a map of the relevant territory with an indication of where the infrastructure may be located.

### **срп. Генерални пројекат**

**Grant:** A grant is a certain amount of money awarded to a person or organisation for a particular purpose. It is not a loan, and therefore does not have to be repaid (provided that the funds are used correctly and for the purpose agreed). The award of a grant is formalised in a grant agreement/contract concluded between a Contracting Authority and a grant beneficiary. Persons/organisations awarded grants are usually selected via a Call for Proposals; in rare cases, grant agreements/contracts may be concluded via a direct award (without competition).

### **срп. Бесповратна средства**

**Grant scheme:** A grant scheme is the mechanism by which persons or organisations to be awarded grants are selected (unless grants are made via direct awards). It is defined by its allocation, its goals and the criteria which grant applications must meet. A grant scheme might have an overall allocation of 2 million EUR, aim at improving the environment in a given country and be open only to municipalities. They are advertised and grant applications solicited by publishing a Call for Proposals.

### **срп. Схема доделе бесповратних средстава**

**Group of Auditors (GoA):** The Audit Authority (AA) for IPA financed programmes under IPA IIa (i.e. Cross-Border Cooperation programmes between MSs and CCs or potential CCs) is based in the relevant MS. In order to ensure involvement of CCs and potential CCs in the duties to be performed by the AA, a GoA is established for each programme, comprising representatives of both participating countries. GoAs support the relevant AA.

### **срп. Група ревизора**

**Guidelines for Applicants (GfA):** GfAs are published together with a Call for Proposals and include details on the criteria which grant applications must meet and advice on the completion of the application form. Documents to be completed by

applicants (e.g. application form) are included as annexes. For IPA, relevant templates are contained in the PRAG.

**срп. Смернице за пријављивање**

**Head of Operating Structure (HOS):** The HOS is the head of the body within an Operating Structure with overall responsibility for the management and implementation of the relevant IPA financed programme. For more details, see Operating Structure.

**срп. Руководилац оперативне структуре**

**Hierarchy of objectives:** A diagrammatic representation of the solutions proposed to problems identified, showing the relations between them. Also known as “objective tree”.

**срп. Хијерархија циљева**

**Human Resource Management (HRM):** HRM is concerned with ensuring sufficient staff in an organisation or group of organisations, primarily in terms of both their number and capacity (i.e. that staff have the necessary qualifications and skills to perform their tasks properly). Important HRM tools are Workload Analyses (number of staff) and Training Needs Analyses (capacity), which, respectively, lead on to hiring and the design and implementation of training programmes. Other issues taken into account are an organisation’s structure and the payment, evaluation, promotion and motivation of staff. HRM and the proper use of the main tools (WLA and TNA) are integral to the functioning of a programme’s management and control system. In order to obtain conferral of management powers from the EC (i.e. to allow for IPA programmes to be administered under decentralised management), it must be demonstrated that HRM is satisfactory in the institutions concerned.

**срп. Управљање људским ресурсима**

**Identification:** A formal stage in Project Cycle Management methodology; for IPA, it is subsumed within the programming process.

**срп. Идентификација**

**Impact:** One of the criteria against which EU financed programmes are evaluated - for more information, see evaluation. In the context of Structural Funds, impact indicators refer to the consequences of the programme beyond the immediate effects. Two concepts of impact can be defined: specific impacts, which are those effects occurring after a certain lapse of time but which can, nonetheless, be directly linked to the action taken and the beneficiaries; and global impacts, which are longer-term

effects affecting a wider population. While impact indicators are generally not appropriate for IPA programmes, as the level of resources are relatively small and hence it is not feasible to correlate inputs at this scale of resources with the outcomes at this level (two steps removed from the activity), such indicators can often be used as context indicators, which can be tracked during the programme period to assess and understand better the environment within which outputs and results are occurring.

**срп. Утицај**

**Implementing Agency:** Only relevant to IPA Components I, IIb and IIc when under decentralised management, this term connotes the Contracting Authorities for these Components in the national administrations of beneficiary countries. The head of an Implementing Agency is known as a Programme Authorising Officer.

**срп. Тело за спровођење**

**Implementing Agreement (IA):** IAs are agreements concluded between the National Authorising Officer (NAO) and the Head of an Operating Structure (HOS). They detail the duties and responsibilities to be secured by the NAO on the one hand and the HOS on the other.

**срп. Споразум о спровођењу**

**Inception period:** Applicable to service contracts, the term refers to the start-up phase of a contract. During this period, the contractor establishes the present situation on the ground, particularly in comparison to what was outlined in the terms of reference (e.g. the project environment may have changed), and proposes the subsequent way forward in an inception report.

**срп. Почетни период**

**Incidental expenditure:** The normal budget for service contracts concluded using PRAG procurement procedures, is divided into fee rates for experts and incidental expenditure. The latter covers “ancillary and exceptional eligible expenditure”, for example, travel costs and subsistence allowances for experts on mission under a service contract. The amount for incidental expenditure is indicated in the relevant terms of reference and must remain unchanged in tenderers’ financial offers when they submit bids.

**срп. Непредвиђени трошкови**

**Indicators:** These are criteria developed during the planning stage of a programme or project which specify the targets to be met in achieving objectives and results during or after implementation (e.g. X kilometres of road to be built, X number of people to be employed after receiving training). In the context of Log Frame Matrices, where they constitute a particular column, they are drafted at the level of results, project purpose and overall objective. Since they are the primary benchmarks against which programme and project progress is measured, they are key for ensuring proper monitoring and evaluation, and hence, must be objectively verifiable and are sometimes termed Objectively Verifiable Indicators (OVIs), particularly in the context of project fiches for IPA Component I. To this end, they should be “SMART” (Specific, Measurable, Achievable, Realistic and Time-limited). Indicators can be divided into several types - those specifying targets for input (e.g. programme/project budget, number of staff needed for implementation), output (what is immediately produced by programmes or projects, e.g. studies, equipment or infrastructure), results (the effects of the outputs), impact (the wider effect of a programme or project - see criteria 5 under evaluation) and finances (consumption of programme/project budget). A useful guide on indicators can be found at [http://ec.europa.eu/regional\\_policy/sources/docoffic/working/doc/indic\\_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/working/doc/indic_en.pdf).

**срп. Индикатори**

**In-kind contribution:** A grant beneficiary is usually required to contribute to the project for which a grant was awarded. Normally, this takes the form of co-financing from beneficiary resources; however, in certain cases, contributions may be supplied in forms other than monetary form (e.g. voluntary work performed by the staff of a non-governmental organisation). This is termed “in-kind contribution”.

**срп. Неновчано учешће**

**Institution-building (IB):** IPA funded projects can be divided into those which aim at the strengthening of institutions, in order to adopt and implement the acquis (IB) and those which provide financing for initiatives not directly related to the acquis (investment). IB usually takes the form of the provision of expertise through TA/IEX, technical assistance or twinning/twinning light.

**срп. Изградња институција**

**Interim evaluation:** see evaluation.

**срп. Прелазна евалуација**

**Intermediate Body (IB):** In certain cases, some of the duties of a Managing Authority under Structural Funds may be delegated to a body with the relevant capacity (e.g. number of staff) and/or expertise (e.g. in procurement and grant award procedures). Such organisations are termed IBs.

**срп. Посредничко тело**

**Internal audit:** This term refers to an audit of an organisation, or part of an organisation, by a unit which is itself part of the same body. Internal audit units are usually completely independent of other departments or units and report directly to the head of the organisation concerned. For instance, each EC Directorate General has a separate internal audit unit which reports to the Director General. Internal audits provide assurance to the head of an organisation on its proper functioning; the responsibility for addressing any weaknesses identified rests with the head of the organisation. As such, internal audits normally comprise system audits, though sample checks of payments and procurement and grant award procedures may be performed. In the context of IPA, the internal audit function plays a significant role in the procedure underlying the issuing of Statements of Assurance; it is thus an integral part of the management and control systems for IPA Components or programmes. In Serbia, each body benefiting from IPA assistance (e.g. ministry) must possess an adequate internal audit function (e.g. by establishing an internal audit unit and ensuring proper staffing).

**срп. Интерна ревизија**

**Internal rate of return (IRR):** The IRR is a criteria used in assessing the viability of investment projects, including major projects under IPA component III, and is best understood alongside the concept of 'net present value' (NPV). When calculating the NPV of cash flows associated with the major project (both revenue streams and costs), a standard discount rate is selected which is appropriate for the country and the type of project, in order to reduce (discount) the value of future revenue and costs, compared with each previous time period (the value of something today being higher than the value of something tomorrow). The IRR is the discount rate which, when inserted into this calculation, makes the NPV of all cash flows from the major project equal to zero. This has two advantages: it allows a comparison between the IRR and the discount rate; and it enables alternative options for the major project (or alternative projects) to be easily ranked, as the higher the IRR, the more desirable the project.

**срп. Интерна стопа повраћаја**

**International Financial Institutions (IFIs):** IFIs are financial institutions established by more than one country. The owners and shareholders are usually the national governments of the founding countries and they normally supply the capital of the IFI in question. IFIs with a global perspective include the International Monetary Fund and the World Bank. In the EU context, the most significant IFIs are the European Investment Bank and the European Bank for Reconstruction and Development.

**срп. Међународне финансијске институције**

**INTERREG:** The EU funding instrument financing Cross-Border Cooperation and Trans-National Cooperation programmes within the EU prior to the current Financial Perspective 2007-2013.

**срп. ИНТЕРЕГ**

**Inter-service consultation:** The process by which a Directorate General (DG) responsible for a specific issue consults other DGs, particularly regarding draft programme documents and major project applications. For instance, the Operational Programmes developed under IPA Component III are circulated by DG REGIO to other DGs concerned (e.g. DG ELARG, DG ENV, DG MOVE, DG ENT and DG COMP) for consideration, prior to review and approval by the IPA Management Committee and drafting the associated Commission Decision.

**срп. Консултације између служби ЕК**

**Intervention logic:** This term refers to the logical interconnection of the levels in a logical framework matrix – i.e. the relation between the activities and results, the results and project purpose and the project purpose and the overall objective.

**срп. Логика интервенције**

**Intervention rate:** see co-financing

**срп. Стопа интервенције**

**Intra-service consultation:** The process by which a unit in a Directorate General (DG) responsible for a specific issue consults other units within the same DG. It precedes inter-service consultation.

**срп. Консултације у оквиру једне службе**

**Investment:** IPA funded projects can be divided into those which aim at the strengthening of institutions in order to adopt and implement the *acquis* (Institution Building) and those which provide financing for initiatives not directly related to the

acquis (investment). Investment usually takes the form of supplies, works or grant schemes.

### **срп. Улагање**

**IPA (Instrument for Pre-Accession Assistance):** IPA is the EU's financial instrument for CCs and potential CCs, spans the EU's current Financial Perspective (i.e. the budgets from 2007 to 2013) and aims at helping CCs and potential CCs on the road to accession. It is divided into five Components, the first two being open to CCs and potential CCs, the last three being open only to CCs and only under the decentralised management mode. Component I (Transition Assistance and Institution Building (TAIB)) focuses directly on helping CCs and potential CCs to meet the accession criteria, while Component II (Cross-Border Cooperation (CBC)) funds their participation in Cross-Border Cooperation and Trans-National Cooperation programmes; the latter prefigures programmes within the EU under European Territorial Cooperation objective of the European Regional Development Fund. Components III (Regional Development), IV (Human Resources Development) and V (Rural Development) aim at preparing CCs to manage the major EU funding instruments after accession, effectively and efficiently – respectively, the Cohesion Fund and the European Regional Development Fund (IPA Component III), the European Social Fund (IPA Component IV), and the European Agricultural Fund for Rural Development (IPA Component V). IPA was established in 2007 by the IPA Regulation, while more detailed provisions on management and implementation are contained within the IPA Implementing Regulation. EC oversight of IPA as a whole rests with DG ELARG as the Directorate-General responsible for accession.

### **срп. ИПА (Инструмент за претприступну помоћ)**

**IPA Annual Report:** When IPA Components or programmes are administered under decentralised management, an IPA Annual Report covering the previous financial year is prepared by the National IPA Coordinator, submitted to and approved by the IPA Monitoring Committee, and then sent to the EC and the National Authorising Officer. These reports are a synthesis of the information contained in the Sectoral Annual Reports prepared for each Component or programme.

### **срп. ИПА годишњи извештај**

**IPA Component I:** The Transition Assistance and Institution Building (TAIB) Component's primary aim is to help CCs and potential CCs meet the accession criteria (e.g. in the area of rule of law, human rights and minorities, the development of a functioning market economy, and the adoption and implementation of the acquis). For potential CCs, to whom Components III, IV and V are not open, TAIB can also

fund measures in the areas of regional, human resource and rural development. Assistance is usually delivered via twinning/twinning light, technical assistance, investment (i.e. supplies or works) and grant schemes, while TAIB can be implemented under the centralised or decentralised management mode. Exceptionally it can take the form of budgetary support. The responsible Directorate General is DG ELARG.

#### **срп. ИПА компонента I**

**IPA Component II:** The Cross-Border Cooperation (CBC) Component funds the participation of CCs and potential CCs in CBC or Trans-National Cooperation (TNC) programmes. These are the same as or similar to the programmes funded under the European Territorial Cooperation objective of the European Regional Development Fund. Projects usually concern strengthening the economy (e.g. tourism), protecting the environment or promoting cultural links on both sides of a given border; assistance is usually delivered via grant schemes. In the context of IPA, countries participate in: i) CBC programmes with MSs; ii) CBC programmes with CCs or potential CCs; and iii) TNC programmes involving a number of MSs and non-MSs, which can be referred to as IPA Component IIa, IIb and IIc respectively. Management modes depend on the sub-component, IPA IIa being under shared management, IPA IIb and IIc (usually) under centralised or decentralised management. The responsible Directorate General is DG Regio for IPA IIa and DG ELARG for IPA IIb, while IPA IIc is shared between them. Serbia participates in seven CBC programmes - four with MSs (Bulgaria, Hungary, Romania and Italy under the Adriatic programme) and three with CCs or potential CCs (Bosnia and Herzegovina, Croatia, Montenegro), as well as one TNC programme (South East Europe). For more information, see <http://www.evropa.gov.rs/CBC>.

#### **срп. ИПА компонента II**

**IPA Component III:** The Regional Development Component aims at helping CCs prepare for the management of two internal EU funding instruments concerned with economic and social cohesion after accession. To this end, it finances infrastructure projects in the sectors of: (i) transport (e.g. Trans-European Networks) and (ii) environment (e.g. water supply, waste management), both of which pre-figure the Cohesion Fund and the European Regional Development Fund, as well as projects to promote (iii) regional competitiveness, pre-figuring the European Regional Development Fund only. Assistance is usually delivered via works and associated technical assistance for (i) and (ii) and through technical assistance and grant schemes for (iii). The Component is only open to CCs and must be implemented under the decentralised management mode. The responsible Directorate-General is DG REGIO.

#### **срп. ИПА компонента III**

**IPA Component IV:** The Human Resources Development Component aims at helping CCs prepare for the management of one EU funding instrument concerned with economic and social cohesion after accession - the European Social Fund, which is one of the Structural Funds. Component IV contributes to meeting the priorities of the European Employment Strategy in the field of employment, education and training, and social inclusion. Assistance is mainly delivered via technical assistance and grant schemes. The Component is only open to CCs and must be implemented under the decentralised management mode. The responsible Directorate-General is DG EMPL.

#### **срп. ИПА компонента IV**

**IPA Component V (IPARD):** The Rural Development Component aims at helping CCs prepare for the management of one of the two EU funding instruments implementing the Common Agricultural Policy – the European Agricultural Fund for Rural Development. Priorities include: (i) improving market efficiency and implementing EU standards (e.g. investment in farms); (ii) agri-environmental measures and local rural development strategies; 3) development of the rural economy (e.g. rural infrastructure, diversifying the rural economy). Assistance is mostly delivered through grant schemes. The Component is open to CCs and must be implemented under the decentralised management mode without ex ante controls performed by the EC. The responsible Directorate General is DG AGRI.

#### **срп. ИПА компонента V**

**IPA Final Report:** When IPA Components or programmes are administered under decentralised management, an IPA Final Report is prepared by the National IPA Coordinator once the implementation of IPA 2007 to 2013 budgets has come to an end (i.e. in 2017 or 2018) and is to cover the whole period. It is submitted to and approved by the IPA Monitoring Committee, and then sent to the EC and the National Authorising Officer. As for the IPA Annual Report, the Final Report should be a synthesis of the Sectoral Final Reports prepared for each Component or programme.

#### **срп. ИПА завршни извештај**

**IPA Regulation:** The IPA Regulation (Council Regulation 1085/2006 of 17 July 2006) established IPA as of 1 January 2007 and constitutes its legal basis. Its text can be found by consulting the Official Journal. Relevant provisions in the IPA Regulation become binding on IPA beneficiary countries, once they have concluded a Framework Agreement with the EC.

#### **срп. ИПА Уредба**

**IPA Implementing Regulation (IPA IR):** The IPA IR (Commission Regulation 718/2007 of 12 June 2007) provides detailed rules on the implementation of the IPA Regulation, and, as such, is a primary reference document for the management and implementation of IPA as a whole and of individual Components and programmes. It has been amended once (see Commission Regulation 80/2010 of 28 January 2010). Its text can be found by consulting the Official Journal – see <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007R0718:EN:NOT>. General provisions in the IPA IR become binding on IPA beneficiary countries, once they have concluded a Framework Agreement with the EC. Provisions particular to a Component become binding on conclusion of a Financing Agreement.

**срп. Уредба о спровођењу ИПА**

**IPA Management Committee:** This term refers to a committee of MS representatives responsible for reviewing and approving programmes to be financed under IPA. It comes after intra- and inter-service consultation but before the adoption of the Commission Decision related to a programme.

**срп. Управни одбор ИПА**

**IPA Manual for the Regional Development Component:** This manual, drafted by the EC (DG REGIO), is applicable to IPA Component III and sets provisions guiding the different stages of programme preparation and implementation, from the initial strategic framework and programming to financial management and control, monitoring and evaluation. It is also relevant to Component IV.

**срп. Приручник за компоненту регионалног развоја ИПА**

**IPA Monitoring Committee (IPA MC):** When IPA Components or programmes are administered under decentralised management an IPA MC must be established. It is responsible for oversight of the implementation of IPA as a whole in a beneficiary country and ensures the coherence and coordination of EU assistance between Components. It reviews programme and project progress as presented in reports (IPA Annual Reports and the IPA Final Report) prepared on a regular basis by the National IPA Coordinator (NIPAC), which it must approve; it may propose amendments to programmes if necessary. It meets at least once a year and its membership includes representatives of the EC and the NIPAC, jointly responsible for chairing meetings, as well as the representatives of the National Authorising Officer, the Strategic Coordinator and the Heads of Operating Structures for each Component or programme. The Sectoral MCs for each Component or programme report to it. Relevant duties are indicated in Article 58 of the IPA Implementing Regulation.

**срп. Одбор за праћење ИПА**

**IPA Multi-beneficiary Programme (IPA MB):** Under IPA Component I, the EC allocates funds to two types of programmes: (i) national programmes in each beneficiary country, and (ii) multi-beneficiary programmes. While the former consume the bulk of the overall annual allocations for IPA, the amounts reserved for the latter are not insignificant – for example 178 million EUR has been allocated under the 2013 IPA budget. These funds finance programmes of a regional or horizontal nature (e.g. support for the Regional Cooperation Council, TAIEX) and are administered by EC Headquarters under centralised management.

**срп. Вишекориснички ИПА програм**

**IPARD:** see IPA Component V.

**срп. ИПАРД**

**IPARD Agency:** The IPARD Agency is the body responsible for procurement, grant award, verification of expenditure and payment of contractors and grant beneficiaries under IPA Component V and is an integral part of the Operating Structure for this Component.

**срп. ИПАРД агенција**

**IPARD Managing Authority (IPARD MA):** The IPARD MA is the body responsible for the overall management and implementation of the Rural Development Programme under IPA Component V. An integral part of the Operating Structure for this Component, it is directly responsible for programme, monitoring and evaluation, including the preparation of Sectoral Annual Reports and the Sectoral Final Report. Procurement, grant award, verification of expenditure and payment of contractors and grant beneficiaries is ensured by the IPARD Agency.

**срп. ИПАРД тело за управљање**

**Irregularity:** The EU formally defines as an irregularity as “any infringement of a provision of applicable rules and contracts resulting from an act or an omission by an economic operator which has, or would have, the effect of prejudicing the general budget of the European Union by charging an unjustified item of expenditure to the general budget”. Irregularities must thus: (i) constitute breaches of the rules and provisions laid down in the EU or national legislation relevant to EU financed programmes or projects (e.g. Framework Agreement, Financing Agreement, national laws on environmental protection) and (ii) be quantifiable in terms of money. The most common form that irregularities take are breaches of procurement or grant award procedures. In the case of a proven irregularity, the amount concerned is recovered by the relevant Contracting Authority from the organisation or person

which/who committed the irregularity and/or by the EC from the relevant beneficiary country. Cases of fraud are a particular form of irregularity. The identification, monitoring, reporting and follow-up of irregularities is a vital function of a programme's management and control system; in order to obtain Conferral of Management powers from the EC (i.e. to allow for IPA programmes to be administered under decentralised management), it must be demonstrated that they are or will be dealt with satisfactorily.

#### **срп. Неправилности**

**Joint co-financing:** In the case of joint co-financing (as opposed to parallel co-financing), a single contract is financed from both EU and national public funds after launching and concluding a single procurement or grant award procedure.

#### **срп. Заједничко кофинансирање**

**Joint management:** see management modes.

#### **срп. Заједничко управљање**

**Joint Monitoring Committees (JMC):** JMCs, fulfilling the duties of Sectoral Monitoring Committees, are established for all programmes financed under IPA Component II. JMCs are "joint" because they are attended by representatives of both or all countries participating in a given Cross-Border Cooperation or Trans-National Cooperation programme. They meet at least twice a year and their membership differs from programme to programme; from the side of CCs or potential CCs, it typically includes representatives of the Head of the Operating Structure (OS), subsidiary bodies within the OS and other stakeholders, such as ministries concerned with regional development of municipalities in the relevant border region. Since Serbia participates in eight programmes under Component II, it attends eight JMCs. Duties and modalities are briefly indicated in Articles 110 and 142 of the IPA Implementing Regulation for Component (shared and decentralised management respectively), and are spelt out in more detail in the Rules of Procedure developed for each JMC.

#### **срп. Заједнички одбори за праћење**

**Joint Technical Secretariat (JTS):** For EU financed programmes in which more than one country participates (i.e. Cross-Border Cooperation (CBC) and Trans-National Cooperation (TNC) programmes), it is necessary to establish a single body at programme level; the coherence of a programmes across a number of countries thus ensured could not be achieved by a number of bodies at national level. JTSs fulfil this role with regard to CBC and TNC programmes. For CBC programmes involving an MS, the JTSs are located in the MS' border region; for those involving

2 non-MSs, they are located in the border region of the non-MS leading the programme. For links to the JTSs relevant to CBC and TNC programmes in which Serbia participates, see <http://www.evropa.gov.rs/CBC>.

**срп. Заједнички технички секретаријат**

**Lead Partner (LP):** In the case that a grant applicant comprises a number of organisations, one of them should be appointed as Lead Partner (the others being Project Partners). The Lead Partner is responsible for the overall management of the grant and oversight of the activities to be performed by the Project Partners. In addition, it will usually be responsible for preparing and submitting reports and requests for funds to the relevant Contracting Authority. Once it has received money, it will then pass on the relevant amounts to the Project Partners. This is particularly important for projects financed by grants under IPA Component II, when a project will usually be implemented by at least 2 organisations which are in different countries.

**срп. Водећи партнер**

**Legal framework:** In the context of IPA, the term “legal framework” refers to the EU legislation (i.e. the Financial Regulation, the Financial Regulation Implementing Regulation, the IPA Regulation, the IPA Implementing Regulation) and the bilateral agreements concluded between the EC and IPA beneficiary countries (i.e. the Framework Agreement and Financing Agreements) relevant to IPA.

**срп. Правни оквир**

**Leveraging:** In finance, leverage is a general term for any technique to multiply gains. Common ways to attain leverage are borrowing money, buying fixed assets and derivatives.

**срп. Левриџ**

**Location permit:** Relevant to Major Projects to be financed under IPA Component III, this document is issued by Serbian authorities (usually the Ministry of Environment and Spatial Planning or the relevant municipality) and grants permission for infrastructure to be located on the territory proposed in the general project design. Location permits are issued on the basis of the general project design (which should also include a map of the utilities already in place (e.g. sewage pipes)) and proof of ownership by the institution that is putting forward the infrastructure concerned.

**срп. Локацијска дозвола**

**Logical Framework Approach:** A methodology for designing programmes or projects, involving stakeholder analysis, problem analysis (resulting in a problem tree),

analysis of objectives (resulting in an objective tree), strategies, and preparation of a log frame matrix and activity and resource schedules.

**срп. Приступ логичког оквира**

**Log Frame Matrix (LFM):** An LFM (sometimes known simply as “log frame”) is a tool to help with the clear and logical planning of a financial intervention (the “intervention logic”), such as a programme or project. It comprises a grid of four rows and four columns. The four rows cover, in ascending order, activities (e.g. to be performed by contractors and resulting in outputs), results (the effect of the outputs produced), project purpose (the state to be achieved by programme or project end) and overall objective (the wider goal to which a programme or project contributes). The four columns cover, from left to right, the activities/results/project purpose/overall objective, indicators, sources of verification and assumptions (see the individual entries in the glossary for the last three). LFMs also contain information on costs (i.e. the necessary financial resources) and means (e.g. the types of contract to be concluded, how activities are to be delivered). For useful information on how to develop LFMs, see [http://ec.europa.eu/europeaid/multimedia/publications/publications/manuals-tools/t101\\_en.htm](http://ec.europa.eu/europeaid/multimedia/publications/publications/manuals-tools/t101_en.htm).

**срп. Логичка матрица пројекта**

**Lot:** This term usually denotes a sub-division of tenders for supplies; for example, a supplies tender could comprise one lot for computers and another for furniture. Consortia, companies or persons will usually be allowed to bid for one lot only and the evaluation of bids received will be performed per lot. Thus a supplies tender might result in two contracts (e.g. a contract with a company to supply computers and another with a company to supply furniture). In addition, the term can also refer to the sectors into which framework contracts are divided (see framework contracts).

**срп. Партија**

**Major Project:** Only relevant to IPA Component III, a major project is defined as “a series of works, activities or services... intended to accomplish a definite and indivisible task of a precise economic or technical nature...and whose total cost exceeds 10 million EUR” (see Article 157 of the IPA Implementing Regulation); the 10 million EUR limit includes not only IPA funding but also contributions from other sources, such as national co-financing and allocations from International Financial Institutions. In practice, major projects comprise works related to the development of physical infrastructure (e.g. roads, waste water treatment plants) as well as an allocation for the supervising engineer. The preparation of a major project is complex and lengthy, particularly since both EU and Serbian requirements must be met; the

Body Responsible for the Priority Axis or Measure takes the lead role, supported by the relevant End Recipient (e.g. a municipality). Preparatory stages, for which beneficiary countries rely heavily on external consultants, include the development of a general project design, a preliminary project design and a final project design; the issuing of a location permit and a construction permit; and the conducting of a pre-feasibility study, a feasibility study, a cost-benefit analysis (CBA), an environmental impact assessment (EIA), and a detailed hydrological and geotechnical study. (For a definition of these terms, see the individual entries in this glossary.) Though major projects are included in Operational Programmes financed under IPA Component III, they are subject to separate approval by the EC. Thus, once all the preparatory steps have been completed, a Major Project Application Form (MPAF) is drawn up and submitted by the relevant Operating Structure to the EC (DG REGIO) for consideration. An MPAF comprises a request for EU assistance and supporting documents developed during the preparatory stages (e.g. feasibility study, CBA, EIA). After the EC has conducted the necessary checks (e.g. analysis of documents supporting the request, the respect of the polluter pays principle and IPA eligibility rules), it approves an MPAF by a Commission Decision. Since IPA beneficiary countries lie outside the EU, a formal agreement between the EU and the country concerned must be concluded; this is termed a Bilateral Project Agreement. The subsequent procurement of major projects follows the procedures and documents contained in the PRAG, with the exception of the Special and General Conditions for works contracts, where the appropriate FIDIC “books” apply. Major projects are also financed under the European Regional Development Fund and the Cohesion Fund, though the financial ceilings differ, being 25 million EUR for environment projects and 50 million EUR for transport projects.

**срп. Велики пројекат**

**Major Project Application Form (MPAF):** MPAFs consist of a package of documents submitted by the relevant Operating Structure to the EC when requesting financing for a major project to be financed under IPA Component III. They comprise a request for EC assistance and supporting documents and, once approved by the EC via a Commission Decision, result in the conclusion of a Bilateral Project Agreement. See major projects for more information.

**срп. Образац за пријаву великог пројекта**

**Management and control system:** This term includes all bodies directly involved in the management and implementation of an IPA Component or programme under decentralised management, from the time of signature of the relevant Financing Agreement(s) to programme closure. Duties ensured by the system include

procurement, payment, monitoring and evaluation. Typically the management and control system for a Component or programme comprises the National Authorising Officer, the National Fund and the Operating Structure (including all bodies within it – e.g. for Component I the Implementing Agency, the Project Implementation Units and the Department for Planning, Programming, Monitoring and Reporting on EU funds and Development Assistance in the Serbian European Integration Office). It does not include the Audit Authority, the Competent Accrediting Officer, the National IPA Coordinator or the Strategic Coordinator since they are not directly involved in programme management and implementation.

#### **срп. Систем управљања и контроле**

**Management Information System (MIS):** For each programme financed by an internal EU funding instrument, a computerised MIS must be established. MISs contain information on project beneficiaries, contracts awarded and payments made and allow for electronic data exchange between a beneficiary country and the EC. An MS will usually have a single MIS for all its Structural Fund programmes. It is anticipated that an IPA-related MIS will be developed in Serbia.

#### **срп. Информациони систем за управљање**

**Management modes:** EU financed programmes can be implemented under centralised, shared, decentralised or joint management. The different modes are laid down in Article 53 of the Financial Regulation. Under centralised management programmes are administered directly by the EC, either by Brussels, through EU Delegations or by a specially established EU Agency. For programmes under shared, decentralised and joint management the EC delegates administration to, respectively, bodies in MSs, bodies in non-MSs or international organisations (e.g. the United Nations). Bodies responsible for programme management ensure tasks related to the procurement of services, supplies and works and the award of grants, signature of contracts and the making of related payments to contractors and grant beneficiaries, and programme and project monitoring and evaluation. IPA Components I, IIb and IIc may be implemented under centralised management, though the goal is for them to be administered by IPA beneficiary countries under decentralised management. IPA Component IIa is implemented under shared management by Managing Authorities of Cross-Border Cooperation programmes in MSs. IPA Components III, IV and V can only be implemented under decentralised management.

#### **срп. Модалитети управљања**

**Management verifications:** See verification of expenditure.

#### **срп. Верификација управљања**

**Managing Authority (MA):** The management and implementation of a programme financed under the Structural Funds is the responsibility of the MA, usually a department in an MS ministry. Such programmes are implemented under the shared management mode. In the context of IPA, MAs are only relevant for Cross-Border Cooperation (CBC) and Trans-National Cooperation programmes under shared management (i.e. involving MSs). In such cases, the MA is always located in an MS and is responsible not only for the implementation of the programme in its own country, but also in other participating countries. For instance, in the case of the Serbian CBC programme with Romania, the MA is located in Romania and responsible for programme implementation in both Romania and Serbia.

**срп. Тело за управљање**

**Manual of Procedures (MoP):** In the context of decentralised management of IPA Components or programmes, detailed procedures have to be developed, indicating not only who does what, but how and when. These are termed “Manuals of Procedure”.

**срп. Правилник о пословању**

**Measure:** Relevant to IPA Components III and IV, measures are the mechanism for implementing priority axes of Operational Programmes (OPs) and identifying and selecting operations. Each measure is defined by: a specific objective which is subordinate to the strategic objective at priority axis level; a clear rationale for the intervention, based on analysis (including SWOT analysis); a general description of the intervention itself; the specification of eligible actions which the measure can finance; the selection criteria which the Operating Structure will employ for choosing operations; the scope of the intended Final Beneficiaries and (optionally) the likely End Recipients; and a table of monitoring indicators, at outputs level, including targets to be achieved. Funding is allocated at measure level on an indicative basis (it is only fixed at priority axis level), in the financial table (OP chapter 4). Measures are delivered through operations and their aggregate effect should achieve the objective at Priority Axis level. Measures are also included in OPs for programmes under IPA Component II and fulfil the same function as for Components III and IV.

**срп. Мера**

**Member State (MS):** a country which is a member of the EU.

**срп. Држава чланица (ДЧ)**

**Memorandum of Understanding (MoU):** An MoU is an agreement concluded between two parties expressing common aims and goals, and, in certain cases, the duties and responsibilities to be secured by each party. In the context of IPA, MoUs are only relevant to IPA Component II where they are agreed between the countries participating in a Cross-Border Cooperation or Trans-National Cooperation programme under shared management.

**срп. Меморандум о разумевању**

**Mixed contract:** This is a contract covering a combination of services, supplies or works. The Contracting Authority determines the procurement procedure to be used depending on the ratio of services, supplies or works in a given tender.

**срп. Мешовити уговор**

**Monitoring:** IPA funded programmes and projects are monitored during their implementation to ensure that they are progressing according to plan. Monitoring at programme level comprises checking progress against the objectives and results stated in programme documents (e.g. Operational Programmes), with reference to their indicators of achievement. It is ensured by the Head of the relevant Operating Structure (OS), with support from subsidiary bodies in the same OS. The information gathered, together with proposed follow-up action for problems encountered during programme implementation, is presented in the Sectoral Annual Reports (SARs) and Sectoral Final Report (SFR) prepared for each Component or Programme and considered by the relevant Sectoral Monitoring Committee. The same process is replicated at project level, but with reference to the objectives, results and indicators contained in documents at a level lower than that of the programme (e.g. project fiches for Component I, Major Project Application Forms and Operation Identification Sheets for Components III and IV). In certain cases, individual contracts may also be monitored (e.g. grant agreements with beneficiaries concluded under Component II). Again, follow-up action should be taken in order to address any problems identified. Project level monitoring is usually performed by the body in an OS which is closest to their implementation (e.g. by the Senior Programmes Officers for Component I or the Bodies Responsible for Measures for Components III and IV). Monitoring of IPA as a whole is the responsibility of the National IPA Coordinator; information contained in the SARs and SFRs is synthesised to produce IPA Annual Reports and an IPA Final Report respectively. See also Results-Oriented Monitoring (ROM).

**срп. Праћење**

**Monitoring Committee (MC):** MCs are the bodies formally responsible for oversight of the implementation of programmes financed by EU funding instruments, both within and outside the EU (e.g. the European Social Fund programmes, IPA financed programmes). They review programme and project progress, as presented in regular reports prepared by the body or person responsible for programme implementation (e.g. Managing Authorities in the case of Structural Fund programmes, Heads of Operating Structure for IPA), and make suggestions for programme amendment, if necessary. In addition, they may consider and approve the criteria for selecting operations or projects under a programme and approve those proposed for financing. Apart from the bodies directly involved in programme administration, their membership comprises a range of stakeholders (e.g. municipalities, civil society organisations); the EC attends in either an advisory or decision making (e.g. it may co-chair the MC meetings). They meet on a regular basis, typically annually or twice a year. In the context of IPA, when Components or programmes are administered under decentralised management, two types of MCs must be established: an IPA MC for the oversight of the implementation of IPA as a whole, and Sectoral MCs (SMCs) per IPA Component programme. For Components I and II, the SMCs are termed the Transition Assistance and Institution Building MC and Joint Monitoring Committees respectively. Furthermore, the TAIB MC may establish sub-committees for discrete sectors under Component I (e.g. for Justice and Home Affairs); these are known as Sectoral Monitoring Sub-Committees. A description of each of these MCs is to be found under the relevant headings in this glossary.

**срп. Одбор за праћење**

**Multi-annual Indicative Financial Framework (MIFF):** This document acts as a link between the priorities indicated in the annual enlargement package and Progress Reports and the overall IPA budget. It sets forth indicative allocations per CC/potential CC and IPA Component for a three year period. It is reviewed annually and issued together with the enlargement package. The figures it contains are reflected in the Multi-annual Indicative Programming Documents developed for each CC/potential CC.

**срп. Вишегодишњи индикативни финансијски оквир**

**Multi-annual Indicative Planning Document (MIPD):** The MIPD is the link between the Multi-annual Indicative Financial Framework (MIFF), which sets out overall allocations for IPA beneficiary countries per Component, and the EU's priorities as set out in Accession or European Partnerships and Regular Reports. It presents allocations per Component in more detail than the MIFF (e.g. for each Cross-Border Cooperation and Trans-National Cooperation programme under Component II), as

well as the EU's objectives for IPA assistance in a given beneficiary country. Developed by the EC in consultation with the country in question, it covers the anticipated funding for the three years ahead and it is reviewed annually on a rolling basis (e.g. the MIPD for 2008 to 2010 for Serbia was reviewed at the end of 2008 and a new one for 2009 to 2011 drawn up). Programmes developed under IPA Components have to be aligned with the latest MIPD.

### **срп. Вишегодишњи индикативни документ за планирање**

**N+3:** Programmes financed by EU funding instruments usually contain financial tables indicating EU allocations related to each budgetary year covered by the programming question. The EC then reserves the relevant amounts for the programme for a fixed period starting from the budgetary year to which an allocation is related (year N); this is termed a “commitment”. Any money from such a commitment which is not claimed by the beneficiary country by the date on which the fixed period expires is returned to the EU budget and thus lost to the beneficiary country; this is termed “automatic de-commitment”. For instance, if 1 million EUR is allocated for a programme under the budgetary year 2011 and the fixed period is 3 years, the beneficiary country has to claim this 1 million EUR from the EC between 1 January 2011 and 31 December 2014. In the case of IPA, automatic de-commitment applies to IPA Components IIa, III, IV and V. Since funds are reserved for a period of 3 years, it is usually referred to as N+3.

### **срп. Н+3**

**National accreditation:** This is part of Stage 4 of the DIS Roadmap (see above).

### **срп. Национална акредитација**

**National Authorising Officer (NAO):** One of the institutions required by the IPA Implementing Regulation for the administration of IPA under decentralised management, the NAO bears overall responsibility for the financial management of all IPA Components (except Component IIa) in a beneficiary country. His/her duties are outlined in Article 25 of the IPA Implementing Regulation and include: ensuring the existence and effective functioning of systems for the management and implementation of IPA financed programmes; issuing certified statements of expenditure; requesting IPA funds from the EC and passing them on to the relevant Contracting Authorities; ensuring the delivery of national co-financing; reporting and following up irregularities; addressing weaknesses identified in Audit Authority audit reports; and issuing, monitoring and suspending or withdrawing the accreditation of the Operating Structures. The NAO is an integral part of the management and control systems administering IPA programmes and agreements, termed Implementing Agreements,

are concluded between him/her and each Head of Operating Structure. The NAO heads and is supported by the National Fund.

**срп. Национални службеник за одобравање**

**National Authority (NA):** NA is a term only used in connection with IPA financed Cross-Border Cooperation programmes involving a CC or potential CC and an MS (e.g. the Romania-Serbia programme) and connotes the body responsible at national level (as opposed to the Managing Authority) in the CC or potential CC in question.

**срп. Национални орган**

**National Development Plan (NDP):** In certain cases an MS develops a document setting out its total investment priorities and associated measures over a single financial perspective. A subset of the priorities and measures identified are then covered by the National Strategic Reference Framework and the individual Operating Programmes under Structural Funds.

**срп. Национални развојни план**

**National Fund (NF):** One of the institutions required by the IPA Implementing Regulation for the administration of IPA under decentralised management, the NF supports the NAO in the performance of his/her duties. Its duties are outlined in Article 26 of the IPA Implementing Regulation. The NF, which is headed by the NAO, is an integral part of the management and control systems administering IPA programmes.

**срп. Национални фонд**

**National Fund Department for EU Funds Management:** Department in the Ministry of Finance which fulfils the role of the National Fund (see National Fund).

**Срп. Сектор за национални фонд за управљање средствима Европске уније**

**National IPA Coordinator (NIPAC):** The NIPAC, apart from Operating Structures for programmes under IPA Component IIb and IIc, is the only institution which has to be in place for IPA programmes implemented under both centralised and decentralised management. The NIPAC is responsible for the overall coordination and monitoring of EU assistance under all IPA Components, as well as for the programming of IPA Component I. He/she is supported by a secretariat. His/her duties are outlined in Articles 22 (for decentralised management) and 32 (for centralised management) of the IPA Implementing Regulation.

**срп. Национални ИПА координатор (НИПАК)**

**National Programme:** Under IPA Component I, programmes are drawn up each year by beneficiary countries in consultation with the EC. With reference to the Accession or European Partnerships and Regular Reports, projects are identified and Log Frame Matrices (LFMs) and Project Fiches drafted. Once these have been agreed, the EC (DG ELARG) prepares a Financing Proposal (FP). The FP, Project Fiches and LFMs comprise the National Programme for a given year and are subject to intra- and inter-service consultation, review and approval by the IPA Management Committee and adoption by Commission Decision. The Financing Agreements which are subsequently concluded between the EC and the beneficiary country in question contain the text of the relevant Financing Proposal in one of their annexes.

**срп. Национални програм**

**National Programme for the Adoption of the Acquis (NPAА):** This document, developed by a CC, sets forth how the CC will address the priorities identified in its Accession Partnership and by when.

**срп. Национални програм за усвајање правних тековина ЕУ**

**National Strategic Reference Framework:** This is the overview document of Structural Fund interventions prepared by MSs (i.e. it describes how funding under the European Regional Development Fund and the European Social Fund is to be used and the coordination between them). It is the equivalent of the overview document for Components III and IV prepared by IPA beneficiary countries, the Strategic Coherence Framework.

**срп. Национални оквир за стратешко усклађивање**

**Net present value (NPV):** This term, relevant to cost-benefit analyses, and thus to major projects under IPA Component III, represents the difference between the income generated by infrastructure for a given period projected into the future (e.g. for 20 years after it is built) and the costs of its construction and maintenance over the same period. When calculating future revenues, a discount rate is applied; for more information see the specific entry in this glossary.

**срп. Нето садашња вредност**

**Non-eligible costs:** See eligibility of expenditure.

**срп. Неприхватљиви трошкови**

**Non-major projects:** This term connotes all operations under IPA Component III which are not major projects.

**срп. Остали пројекти у оквиру компоненте III**

**Objective tree:** After a problem tree has been developed after an analysis of problems (as part of the logical framework approach used in designing programmes/projects), its positive counterpart is drawn up – this is termed an “objective tree”. It is a diagrammatic representation of the solutions proposed for problems identified and shows the relation between means and results.

**срп. Дрво циљева**

**Official Journal (OJ):** EU legislation and other information (e.g. recruitment notices for EU staff) is published daily in the OJ. It is available online at <http://eur-lex.europa.eu/JOIndex.do> and documentation can be found, if one knows the year and issue number of the OJ in which it was published. However, it is usually easier to locate legislation by using the year and document number at [http://eur-lex.europa.eu/RECH\\_naturel.do](http://eur-lex.europa.eu/RECH_naturel.do). When consulting EU legislation, it is important to take into account any amendments affecting the original Regulation.

**срп. Службени лист (СЛ)**

**OLAF (Office de Lutte Anti-Fraude/European Anti-fraud Office):** OLAF is the EU body responsible for investigating suspected cases of fraud related to EU funds. As such, it has to be kept informed of irregularities by all bodies involved in management and implementation of EU funds. Part of the EC, it has no formal powers of policing or prosecution and thus has to rely on the relevant national authorities. The counterpart bodies to OLAF established in CCs are called AFCOSs (the Anti-Fraud Cooperating Structures). In the case of IPA under centralised management, irregularities are reported to OLAF by the EUD. When management is decentralised, reporting is the responsibility of the National Authorising Officer. For more information, see [http://ec.europa.eu/anti\\_fraud](http://ec.europa.eu/anti_fraud).

**срп. ОЛАФ**

**On-the-spot checks:** This term usually refers to visits performed by staff in an Operating Structure, as part of the process of verification of expenditure, including First Level Control. Such visits typically involve checking issues which cannot be verified 100% through analysis of documents submitted by contractors or grant beneficiaries. For instance, the checks would examine whether supplies (e.g. computers) have actually been delivered, are they in place, do they work and are they used for the purpose stated in the contract; have rules on EU visibility been respected (e.g. are there appropriate stickers on the computers); does a contractor or beneficiary operate an adequate accounting system and are all project related financial transactions included in it. In a looser sense, the term “on-the-spot check” might refer to on-site visits performed for simple monitoring purposes (i.e. not related to verifying expenditure but to ascertain whether a project is progressing according to plan).

**срп. Контроле на лицу места**

**Open tender procedure:** PRAG procurement procedure whereby a Contracting Authority solicits bids from consortia, companies or persons without prior shortlisting or selection. Tenders are published publicly (e.g. in the Official Journal (OJ), on the EC's and Contracting Authority's websites). It is the usual procurement procedure for supplies and works. Open tender procedures may be local (i.e. only advertised within the beneficiary country) or international (i.e. advertised by the EC and/or in the OJ).

**срп. Отворен тендерски поступак**

**Operating Structure (OS):** OSs have to be established for each IPA financed programme (except those under IPA Component IIa) administered under decentralised management and are the primary institutions responsible for their management and implementation. They comprise "a body or a collection of bodies within the administration of the beneficiary country", in accordance with Article 28 of the IPA Implementing Regulation, and are an integral part of the management and control systems administering IPA programmes. OS duties include: the development of programmes to be financed by IPA; procuring services, supplies and works, awarding grants, signing contracts, and making payments to contractors or grant beneficiaries; verification of expenditure; programme and project monitoring; reporting and following up irregularities. OSs usually comprise a minimum of two bodies, one taking charge of programming, monitoring and evaluation, the other being responsible for procurement, grant award, payment and verification of expenditure (i.e. the Contracting Authority). Overall responsibility for a programme is assumed by one of the bodies in the OS; the head of this body is designated the Head of the Operating Structure (HOS). Operational Agreements are concluded between each HOS and the other bodies in the relevant OS.

**срп. Оперативне структуре (ОС)**

**Operation:** This technical term is defined in Article 6(2) of the IPA Implementing Regulation as "a project or a group of projects implemented by the EC, or initiated or initiated and implemented by one or more Final Beneficiaries, allowing achievement of the goals of the Measure and/or the Priority Axis to which it relates". Each operation is aimed at bringing about a clearly specified objective and achieving an agreed output, within a defined time-period and with a defined budget.

**срп. Операција**

**Operation Identification Sheet (OIS):** An OIS is a standard form for the presentation of all non-major projects under IPA Components III and IV; it provides the link between the relevant measure in an Operational Programme (OP) and the procure-

ment or grant award of the projects comprising an operation, as well as their management and implementation. Developed by the relevant Operating Structure, they may be examined by an Operation Selection Committee and have to be submitted to DG REGIO or EMPL (operations under technical assistance Priority Axes for IPA Components III and IV respectively) or the EU Delegation (operations under all Priority Axes apart from those for technical assistance). OISs contain the following information: identification of the operation and the organisation responsible for its implementation; a summary description of the operation and the demonstration of its compatibility with the OP in question; implementation arrangements, risks and assumptions; expected outputs, results and impact, including contributions to horizontal themes; links with other IPA programmes; financing arrangements and estimated budget; and procedures foreseen for procurement and/or grant award.

**срп. Образац за идентификовање операција**

**Operation Selection Committee (OSC):** Operations under IPA Components III and IV which do not comprise Major Projects and whose Final Beneficiaries are not national public bodies have to be selected after a Call for Proposals. The OSC is the committee established for the selection of operations for financing.

**срп. Комисија за одабир операција**

**Operational Agreement (OA):** OAs are agreements concluded between the Head of an Operating Structure on the one hand and the heads of the individual bodies within the same Operating Structure. They detail the duties and responsibilities to be secured by the different bodies comprising the Operating Structure.

**срп. Оперативни уговор**

**Operational Programme (OP):** OPs, a subset of programmes, are documents setting out the issues to be addressed, goals, targets, financing and implementation methods of interventions financed under the Structural Funds. Since they foreshadow Structural Fund EU funding instruments, OPs are also developed for programmes financed under IPA Components II, III, IV; for Component V, a Rural Development Programme, very similar in nature to OPs, is drafted. They are multi-annual (i.e. cover financing from a number of EU budgetary years) and, in the case of IPA, developed by the relevant Operating Structure, in close consultation with the EC and the relevant stakeholders. Their preparation must take into account the principles underlying the planning and implementation of Structural Fund programmes – i.e. additionality, concentration, partnership and subsidiarity. OPs are divided into priority axes, each of which defines a global objective to attain; these are in turn sub-divided into measures. For IPA Components III and IV, measures

are implemented through operations. For IPA, OPs are subject to intra- and inter-service consultation, review and approval by the IPA Management Committee, and the adoption of a Commission Decision. Financing Agreements are then concluded between the EC and beneficiaries countries, since they lie outside the EU.

**срп. Оперативни програм (ОП)**

**Outputs:** These are indicators of performance, used in monitoring and evaluation, which are the direct outcome of a specific activity. Inputs from a particular project lead to an output or outputs which can be measured in physical units, and subsequently verified. Examples include kilometres of road constructed, numbers of SMEs advised or number of people trained. See also results.

**срп. Учинак**

**Parallel co-financing:** In the case of parallel co-financing (as opposed to joint co-financing) individual contracts are either financed by EU funds or by national public funds, but not both. The procurement or grant award procedures therefore differ depending on the source of funding, the PRAG being used for contracts financed by the EU and national public procurement procedures for contracts financed by national public funds.

**срп. Паралелно кофинансирање**

**Paris Declaration:** This international agreement represents a step towards formalising and focusing international efforts to improve the effectiveness of aid and its contribution to development. It is premised on a partnership between donors and partner countries and defines the principles and commitments by which they intend to ensure that aid is as effective as possible. Its five basic principles are as follows: (i) ownership - partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions; (ii) alignment - donors base their overall support on partner countries' national development strategies, institutions and procedures; (iii) harmonisation - donors' actions are more transparent, collectively effective and harmonised with each other; (iv) managing for Results - managing resources and improving decision making with a focus on results; and (v) mutual Accountability - donors and partners are accountable for development results. See [http://www.oecd.org/document/18/0,3343,en\\_2649\\_3236398\\_3540155\\_4\\_1\\_1\\_1,00.html](http://www.oecd.org/document/18/0,3343,en_2649_3236398_3540155_4_1_1_1,00.html) for more information.

**срп. Париска декларација**

**Partner consultation:** In line with the partnership principle, programmes to be financed under Structural Funds must be consulted with all relevant bodies and interested parties prior to finalisation, for example with economic, social, environmental

and civil society organisations. It is thus an integral part of the programming process. Comments and suggestions received are considered and, if appropriate, the programme in question amended. In the context of IPA, programmes under Components II, III, IV and V have to undergo partner consultation and the results are to be included in programme documents.

**срп. Консултације са партнерима**

**Partnership:** One of the formal principles underlying Structural Funds management, this formally states that the planning, management and implementation of EU support is based on the close cooperation of the relevant bodies (e.g. the EC, MSs at national, regional and local level) and interested parties (e.g. civil society organisations). In its more common usage, it is understood to mean the involvement of bodies outside public administration in the programme development and implementation, for instance economic, social, environmental and civil society organisations. Such bodies must be consulted when preparing programmes under IPA Components II, III, IV and V; this is known as “partner consultation”.

**срп. Партнерство**

**Phare:** The EU funding instrument that supported CCs in meeting the accession criteria, corresponding to IPA Components I and II. It came to an end with the EU's 2006 budget and was succeeded by IPA.

**срп. ФАР**

**Policy:** In the case of public policy, this is an agreed or chosen course of action, which is intended to influence decisions, shape behaviours and determine consequent actions, including the creation or amendment of laws and regulations, and the direction and use of public resources. Polluter Pays Principle: according to this principle, those who cause environmental damage should bear the costs of avoiding it or compensating for it. In the context of EU funding instruments it is most relevant to large infrastructure projects under the European Regional Development Fund and the Cohesion Fund. For IPA, it has to be taken into account when developing revenue-generating projects for financing under Component III.

**срп. Практична политика**

**Potential Candidate Country:** A potential CC is one which the EU has explicitly indicated as having a “European perspective”. These include all countries in the Western Balkans which are not already CCs.

**срп. Потенцијална држава кандидат**

**PRAG (Practical Guide to EC External Aid Contract Procedure):** The PRAG contains the detailed procurement procedures and documents to be used for awarding contracts and grants with EU funds outside the EU itself (e.g. IPA funded projects). It was developed in order to help Contracting Authorities in their application of the rather brief legally binding procurement rules (the Rules and Procedures for Service, Supply and Works Contracts Financed from the General Budget of the European Communities for the Purposes of Cooperation with Third Countries). While it is theoretically not a legally binding document (unless explicitly indicated in Financing Agreements), for practical purposes its procedures and documents are to be followed for IPA in almost all cases. In certain circumstances, deviations and derogations from the PRAG are possible, but only with explicit approval from the EU Delegation. The document and its annexes can be found at [http://ec.europa.eu/europeaid/work/procedures/implementation/practical\\_guide/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/implementation/practical_guide/index_en.htm). Since it is amended from time to time, it is important to double-check that the latest procedures and documents are followed when running procurement procedures or grant schemes.

**срп. ПАРАГ (Практични водич за уговорне поступке за екстерне активности ЕК)**

**Pre-accession strategy:** The EU's pre-accession strategy is designed to prepare the CCs and potential CCs for future membership. It is based on, inter alia, the following documents and mechanisms: Europe Agreements/Stabilisation and Association Agreements; Accession Partnerships/European Partnerships; Regular Reports, the National Programme for the Adoption of the Acquis and pre-accession assistance (e.g. IPA).

**срп. Претприступна стратегија**

**Pre-Feasibility Study:** Relevant to major projects to be financed under IPA Component III, this document is developed in order to decide whether it is worth proceeding with the development of the infrastructure as proposed in the general project design.

**срп. Претходна студија изводљивости**

**Pre-financing:** The term pre-financing is used in two senses. In the first, it constitutes a payment made by a Contracting Authority to a contractor or grant beneficiary against a specific contract before costs have been incurred by the contractor or grant beneficiary in question; it is thus also known as an advance payment. At programme level, the EC also makes pre-financing payments to IPA beneficiary countries for programmes under decentralised management (i.e. before the rele-

vant Contracting Authority has paid out money to contractors or grant beneficiaries). The percentage of a programme or contract's budget that can be paid out in pre-financing depends, respectively, on the provisions relevant to the IPA Component or contained in a specific contract. For instance, EC pre-financing of programmes under Component III constitutes 30% of the total IPA allocation under the first three budgetary years, while grant beneficiaries can in certain cases receive 80% pre-financing under Component I, IIb and IIc programmes in line with the PRAG. When used in its second sense, pre-financing refers to IPA beneficiary countries or contractors/grant beneficiaries covering costs incurred under a programme or project from their own resources prior to reimbursement by the EC or relevant Contracting Authority; see reimbursement for more information.

**срп. Предфинансирање**

**Preliminary Project Design:** Relevant to major projects to be financed under IPA Component III, this document follows on from the general project design and the pre-feasibility study. It contains more and more detailed drawings that the General Project Design (e.g. three-dimensional representations of the proposed infrastructure).

**срп. Идејни пројекат**

**Priority Axis (PA):** The main sub-division of Operational Programmes (OPs), PAs are major intervention areas or themes (e.g. transport, environment, competitiveness), each of which shall be implemented through a coherent group of Measures, which are delivered in turn through operations. Each PA is defined by: a global aim; a description of the relevant Community legislation which applies to the PA, particularly where it supports transposition or implementation of the acquis; the objective which the priority axis will serve; a clear rationale for intervention, based on analysis (including the SWOT analysis); a general description of the intervention itself; the targeting of the intervention, in terms of sectors, geographical areas and/or groups, in order to concentrate resources to greatest effect; the listing of measures which fall under the PA; a description of envisaged delivery of the PA (including any eligibility criteria which apply to all measures); and a table of monitoring indicators at results level, including targets to be achieved. Funding is allocated at PA level in the financial table (OP chapter 4), while each OP always contains a specific PA for technical assistance to help with its management and implementation.

**срп. Приоритетна оса**

**Problem tree:** When following the logical framework approach in designing programmes/projects, an analysis of problems is conducted. A problem tree is a diagrammatic representation of the problems identified showing how they are related, including causes and effects.

**срп. Дрво проблема**

**Procurement:** This is the process by which services, supplies or works are procured by a Contracting Authority. It is often taken to include the award of grants, though, strictly speaking, this does not constitute procurement. In the context of EU funds, including IPA, the term is shorthand for public procurement since EU funds represent public money (private businesses also procure services, supplies and works). All countries have rules on public procurement, and within the EU these are harmonised; however, procurement of EU funds outside the EU must follow the specific rules established by the EU rather than those applicable to national public funds. In the context of IPA the rules and procedures to be followed are to be found in the PRAG

([http://ec.europa.eu/europeaid/work/procedures/implementation/practical\\_guide/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/implementation/practical_guide/index_en.htm)). Procurement usually takes the form of soliciting bids (tenders) from a number of persons or organisations (either by publishing an invitation to tender locally or internationally or inviting specific persons/organisations chosen by the Contracting Authority); in this way competition is ensured, encouraging value for money (i.e. a higher quality of bids and a lower price). The best bid is then selected and a contract awarded to the relevant person/organisation. In certain cases contracts may be made via direct award. The difference in procurement procedures to be used depend upon the anticipated contract value in EUR; a summary in table form can be found in section 2.4.1 of the PRAG. Relevant terms can also be found at <http://www.evropa.gov.rs/InteractiveTraningSystem/mod/glossary/view.php?id=41>.

**срп. Набавке**

**Procurement notice:** A document published by a Contracting Authority soliciting bids (under the open tender procedure) or expressions of interest (under the restricted tender procedure) from consortia, companies or persons for a particular tender.

**срп. Обавештење о набавци**

**Procurement procedure:** This term refers to the procedure for tendering a service, supply or works contract, starting with the publication of the procurement notice (for restricted and open tender procedures), invitation to tender (competitive negotiated procedure) or request for submission of bid (single tender procedure) and ending with the award of contract.

**срп. Процедура набавке**

**Programme:** In the context of IPA, this term connotes a document laying out the objectives, results, projects (IPA Component I) or priority axes and measures (Components II, III, IV and V), and budget under an IPA Component. Since Component I programmes are related to the IPA allocation from a single EU budgetary year, they have to be developed annually. For the other Components, programmes are multi-annual (i.e. cover IPA allocations from more than one year), and thus only have to be developed once during an EU Financial Perspective. In consultation with the EC, they are developed by the beneficiary country(ies) during the programming process. In principle, a Component can be implemented via more than one programme, however, in the case of Serbia, this only applies to Component II, under which there are 8 programmes (see IPA Component II). Programmes are termed differently for the various Components: Component I has National Programmes, Components II, III and IV Operational Programmes, and Component V the Rural Development Programme (see the relevant entries in this glossary for more information). Each of these documents is subject to intra- and inter-service consultation, review and approval by the IPA Management Committee and adoption by Commission Decision. Since IPA beneficiary countries lie outside the EU, Financing Agreements (FAs) are concluded between the EC and the country in question; the documents comprising a programme are annexed to these FAs.

#### **срп. Програм**

**Programme Authorising Officer (PAO):** Only relevant to IPA Components I, IIb and IIc when under decentralised management, a PAO is the head of an Implementing Agency (i.e. of the Contracting Authority) and an integral part of the relevant Operating Structures for these Components (see Article 75(2) of the IPA Implementing Regulation). PAOs are nominated by the National Authorising Officer, in consultation with the National IPA Coordinator. They are responsible for the sound financial management of the programme(s) to be implemented by the IA including the procurement and the award of grants, signature of contracts and payments to contractors and grant beneficiaries. Under Component I, PAOs are supported by Senior Programme Officers (SPOs) in IPA beneficiary public administration bodies benefiting from IPA assistance; SPOs secure tasks related to technical issues, such as the development of terms of reference, technical specifications or monitoring of project implementation. Relevant duties and responsibilities of PAOs and SPOs are laid down in Operational Agreements.

#### **срп. Службеник за одобравање програма**

**Programming:** This term corresponds to the first formal stage of the project cycle, as set forth in the Project Cycle Management (PCM) methodology; when programming IPA, however, it is also understood to include the 2 subsequent PCM stages, identification and formulation. During the programming process beneficiary countries identify priorities to be financed with EU assistance, with reference, inter alia, to Accession or European Partnerships, Regular Reports and the latest Multi-annual Indicative Planning Document, as well as to its own needs. In consultation with the EC, they then draw up programmes which are divided into projects (Component I) or Priority Axes and Measures (Components II, III, IV and V); in line with the Log Frame Matrix methodology, objectives, results, and indicators are defined for each project/Priority Axis/Measure, together with implementation modalities and budgets. Programmes are developed each year for Component I and once during a Financial Perspective for all others (since they are multi-annual). Once a programme has been agreed after intra- and inter-service consultation, it is reviewed and approved by the IPA Management Committee and adopted by Commission Decision. The programming process culminates in the conclusion of a Financing Agreement between the EC and IPA beneficiary country. The responsibility for programming rests with the Operating Structure for each Component, specifically with the Head of Operating Structure. It involves a significant amount of coordination, not only within and between the public bodies (usually ministries) to benefit from EU assistance, but with all stakeholders, such as economic, social, environmental and civil society organisations (see partnership consultation).

**срп. Програмирање**

**Programme Based Approach (PBA):** This is a widely-used concept among the international donor community, as a mechanism for realising the objectives of the Paris Declaration for enhanced aid effectiveness. A PBA is a way of engaging in development cooperation, based on the principle of coordinated support for a locally-owned programme of development, such as a national poverty reduction strategy, a sector programme, a thematic programme or a programme of a specific organisation. The main features are: leadership by the host country; a single comprehensive programme and budget framework; a formalised process of donor coordination and harmonisation of donor procedures for reporting, budgeting, financial management and procurement; and efforts to increase the use of local systems for programme design and implementation, financial management, monitoring and evaluation. See also Sector Wide Approach, which is a PBA at the level of an entire sector.

**срп. Програмски заснован приступ**

**Progress Report:** Each autumn, as part of its enlargement package, the EC issues reports on each CC's/potential CC's progress towards meeting the accession criteria, in particular the adoption and implementation of the acquis. These documents are termed Progress Reports.

**срп. Извештај о напретку**

**Project Cycle Management (PCM):** PCM is a methodology for planning, implementing and learning from financial interventions (e.g. programmes and projects). The formal stages of PCM are programming, identification, formulation, implementation (including procurement/grant award, payment and monitoring), evaluation and audit, and these constitute the "project cycle". In the context of IPA, identification and formulation are taken to be part of the programming process. For a good overview of PCM and related terminology see [http://ec.europa.eu/europeaid/multimedia/publications/publications/manuals-tools/t101\\_en.htm](http://ec.europa.eu/europeaid/multimedia/publications/publications/manuals-tools/t101_en.htm).

**срп. Управљање пројектним циклусом**

**Project Fiche:** Only relevant to Component I, Project Fiches are the intermediary documents between the Financing Agreements (FAs) concluded for annual National Programmes and the documentation developed for procurement or grant award (e.g. terms of reference, technical specifications, Guidelines for Applicants). They describe the projects indicated in FAs in more detail, including: relevant background information (e.g. relation to other projects); objectives, result and activities; implementation modalities; budget and duration; the number and type of contracts or grant schemes by which a project will be implemented. Annexes include a Log Frame Matrix and schedules for contracting and disbursement. Project Fiches are prepared by the national administration of an IPA beneficiary country according to a standard format issued by the EC (DG ELARG). They are annexed to the Financing Proposal for the programme which they fall under and thus included in the package that goes before the IPA Management Committee.

**срп. Предлог пројекта**

**Project Implementation Unit (PIU):** Only relevant to IPA Component I when under decentralised management, PIUs support Senior Programme Officers in the performance of their duties. Typically they are units in line ministries responsible for EU projects in a given area (e.g. finance, home affairs).

**срп. Јединица за спровођење пројекта**

**Project Partner (PP):** In the case that a grant applicant comprises a number of organisations, one of them is usually appointed as Lead Partner, responsible for overall management of the grant and requesting, receiving and passing on funds from the Contracting Authority. The other organisations involved in grant implementation are termed “Project Partners”.

**срп. Партнер у пројекту**

**Project Preparation Facility (PPF):** PPFs support the preparation of projects to be put forward for financing under IPA, for example the performance of feasibility studies, Cost Benefit Analyses and Environmental Impact Assessments necessary for the preparation of a Major Project under IPA Component III. PPFs are themselves funded by IPA.

**срп. Техничка помоћ за припрему пројекта**

**Publicity:** This term, conceptually distinct from visibility, refers to ensuring that stakeholders are properly informed of the possibilities under an EU financed programme and the organisations to which grants are awarded. For example, organisations that might wish to apply for grants have to be made aware of the existence of grant schemes. Typical measures include information seminars or notices published in the national, regional, local or specialist press. The activities related to publicity are included in the Communication Action Plans developed once a programme under decentralised management commences implementation. The National IPA Coordinator is responsible for ensuring publicity of IPA as a whole.

**срп. Јавност**

**Recovery of funds:** In certain cases money has to be reclaimed from countries, organisations or persons benefiting from EU funds, for example when they have been overpaid or committed proven irregularities (e.g. the use of an incorrect procurement procedure). The recovery of funds is performed by Contracting Authorities (i.e. they reclaim money from contractors or grant beneficiaries) or by the EC (i.e. it reclaims money from a beneficiary country); the relevant amount is either deducted from future payments to be made to contractors/grant beneficiary or a beneficiary country, or the latter repays the relevant Contracting Authority or the EC.

**срп. Повраћај средстава**

**Reference period:** When conducting a Cost Benefit Analysis (CBA) of a revenue generating project, costs and income are calculated with reference to a certain number of years ahead (e.g. 15, 20). This is the CBA’s “reference period”.

**срп. Референтни период**

**Regional Competitiveness and Employment:** One of the three objectives of the Structural Funds during the Financial Perspective 2007-2013 (the others being Convergence and European territorial cooperation), it aims at strengthening the competitiveness of and employment in regions not covered by the Convergence objective. The overall budget for the period is 55 billion EUR. For more information see [http://ec.europa.eu/regional\\_policy/objective2](http://ec.europa.eu/regional_policy/objective2).

**срп. Регионална конкурентност и запошљавање**

**Regional Cooperation Council (RCC):** Established in 2008 as the successor to the Stability Pact for South Eastern Europe, the RCC promotes regional cooperation in South East Europe. It focuses on generating and coordinating development projects in six sectors: (i) economic and social development; (ii) energy and infrastructure; (iii) justice and home affairs; (iv) security cooperation; (v) building human capital; and (vi) parliamentary cooperation. Its membership includes all countries in the region and its headquarters is located in Sarajevo. For more information, see <http://rcc.int>.

**срп. Савет за регионалну сарадњу (CPC)**

**Regional Development Agency (RDA):** As implied by the term RDAs are bodies established to promote development (usually economic) in a given region. Their legal status differs between, and sometimes within, countries. In certain cases they may be established by central government, in other cases by a group of municipalities. Whether public or private bodies, their activities are always in the public interest of their region. They typically provide a range of services for public and private bodies in their region, such as drafting regional development strategies, helping organisations develop grant applications (including project development), and general support to private businesses, entrepreneurs or start-ups (e.g. provision of training or office space and utilities).

**срп. Агенција за регионални развој**

**Regulation:** A regulation is EU legislation which is immediately binding within all MSs and supersedes national law. Unlike EU Directives, Regulations do not require the development of legislation at national level. They are published in the Official Journal.

**срп. Уредба**

**Reimbursement:** Beneficiaries receiving support under the EU funding instruments (e.g. the European Regional Development Fund) usually have to finance costs incurred under their projects from their own resources before being reimbursed by the

body responsible for paying out EU funds. For example, if a municipality has purchased computers for 10,000 EUR under a project receiving 75% EU co-financing, it must pay the supplier with its own money and then claim 75% (i.e. 7,500 EUR) back at a later date. The same principle applies to beneficiaries under IPA Components IIa. In certain cases, it also applies at programme level, IPA beneficiary countries having to finance at least a part of each programme under decentralised management from their own resources before being repaid by the EC. For each Component, the beneficiary country receives pre-financing of its budget allocation, at different percentages per Component according to the IPA Implementing Regulation. In the case of Components III-V, interim payments by the Commission are made on the basis of the reimbursement of aggregated, incurred expenditure. For all Components, payment of the final balance is based on the reimbursement principle. Grant beneficiaries under Components I, IIb and IIc also have to cover the last 10% of 20% of grant expenditure (as laid down in the PRAG) before reimbursement by the relevant Contracting Authority.

**срп. Надокнада**

**Relevance:** One of the criteria against which EU financed programmes are evaluated. For more information, see evaluation.

**срп. Релевантност**

**Request for Services:** A standard PRAG document prepared by a Contracting Authority soliciting bids from a number of framework contracts under a given lot.

**срп. Захтев за услуге**

**Resident Twinning Advisor (RTA):** An MS civil servant seconded on a long-term basis to an IPA beneficiary country to help with its adoption and implementation of a particular area of the acquis. For more information, see twinning.

**срп. Стални твининг саветник**

**Restricted tender procedure:** PRAG procurement procedure whereby a Contracting Authority solicits consortia, companies or persons for expressions of interest for the performance of a particular contract. The Contracting Authority then organises a shortlist panel which selects the consortia, companies or persons best fitting pre-established criteria. Those companies or persons shortlisted are then invited to tender. Normally only used for service tenders.

**срп. Рестриктивни тендерски поступак**

**Results:** These are indicators of performance, used in monitoring and evaluation, which are the consequence of an activity. Results arise from the achievement of the project's output and refer to the effect on beneficiaries brought about by changes to their behaviour, capacity or performance. Such indicators can be of a physical nature (for example, number of jobs created or qualifications gained) or a financial nature (for example, cost reduced or time saved). In developing project fiches for IPA Component I, "results" refers to the use to which project outputs are put and their effects, and comprise a row in a logical framework matrix. In the context of IPA Components II-V, "results" are formulated in programme documents as one of the criteria for assessing programme performance, based on targets (alongside achievement of outputs as a precursor to achieving results, and the full and correct disbursement of expenditure) and should be applied as part of the identification, selection and monitoring of projects. See also outputs and targets.

**срп. Резултати**

**Results-Oriented Monitoring (ROM):** This is the EC's system for generating a wide range of quantitative and qualitative data on the performance of the development projects and programmes which receive EC financial support. ROM data from EC sources is collected by independent experts through regular on-site assessments of projects and programmes in virtually all EC partner countries. A consistent, highly structured methodology ensures the quality and the comparability of the collected data. Projects and programmes are given simple scores against internationally agreed criteria (relevance, efficiency, effectiveness, impact, and sustainability) substantiated by concise explanatory texts. Based on these observations, ROM monitors give recommendations on how to improve the performance of the development aid.

**срп. Праћење према резултатима**

**Revenue-generating project:** Revenue-generating project means any operation involving an investment in infrastructure the use of which is subject to charges borne directly by users or any operation involving the sale or rent of land or buildings or any other provision of services against payment.

**срп. Пројекат који генерише приход**

**Risk:** When used in connected with programme or project implementation, the term "risk" connotes events or actions (or the lack of) which might adversely affect the achievement of project objectives or activities. When planning a programme or project according to Project Cycle Management methodology, risks are usually phrased as assumptions (these comprise a specific column in a Log Frame Matrix) – for ex-

ample, instead of “the beneficiary may not be able to hire enough staff given budget constraints”, the formulation would be “the beneficiary will hire sufficient staff”. In order to manage risks, they have to be identified, prioritised and appropriate follow-up action defined. This formal process, resulting in a risk analysis, ranks risks on the basis of their impact and the probability of their occurrence; for example, a high impact risk (e.g. complete lack of staff in a particular ministry department) might have such a low probability of occurring that it is not worth prioritising. Measures mitigating the risks priorities are then formulated and implemented. Risk management is an integral function of the management and control systems for IPA financed Components or programmes; the Heads of Operating Structures have to conduct risk analyses on a regular basis (e.g. annually), formulate mitigating measures and ensure their implementation.

**срп. Ризик**

**Risk analysis:** see risk.

**срп. Анализа ризика**

**Rule of nationality:** According to the procurement rules for EU funds outside the EU, participation in procurement and grant award procedures is only open to nationals of or legal persons registered in “eligible countries”. These eligible countries are different for each EU programme. For IPA, they include MSs, CCs and potential CCs. See section 2.3.1 of the PRAG for more information and its Annex A2 for a full list of eligible countries.

**срп. Правило националности**

**Rule of origin:** According to the procurement rules for EU funds outside the EU, goods must originate in “eligible countries”. These eligible countries are different for each EU programme. For IPA, they include MSs, CCs and potential CCs. See section 2.3.1 of the PRAG for more information and its Annex A2 for a full list of eligible countries.

**срп. Правило порекла**

**Rules and Procedures for Service, Supply and Works Contracts Financed from the General Budget of the European Communities for the Purposes of Cooperation with Third Countries:** This document, adopted by Commission Decision C (2007) 2034, represents the lowest rung in the hierarchy of legally binding procedures governing the procurement EU funds outside the EU, including IPA (the higher documents are the Financial Regulations' Implementing Regulation and the Financial Regulation itself). Detailed guidance on how these rules and procedures

should be followed in practice is contained within the PRAG; they can be found at [http://ec.europa.eu/europeaid/work/procedures/legislation/rules\\_and\\_procedures/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/legislation/rules_and_procedures/index_en.htm).

**срп. Правила и процедуре за уговоре о услугама, роби и радовима који се финансирају из буџета Европских заједница у циљу сарадње са трећим земљама**

**Rural Development Programme:** The term given to the programme developed for IPA Component V. Its structure and contents are similar to Operational Programmes, so this entry should be consulted for more information. As for other programmes, it is subject to intra- and inter-service consultation, review and approval by the IPA Management Committee and adoption by Commission Decision. The Financing Agreements that are subsequently concluded between the EC and the beneficiary country in question contain the text of the relevant Financing Proposal in one of their annexes.

**срп. Програм руралног развоја**

**Screening:** see accession negotiations.

**срп. Скрининг**

**Secondary procurement:** Strictly speaking, secondary procurement refers to the sub-contracting of supplies or works by a person or organisation contracted by a Contracting Authority to provide services, supplies or works. However, it is more commonly used with reference to the procurement of services, supplies or works conducted by grant beneficiaries under a grant agreement concluded with a Contracting Authority. (Since procurement does not include the award of grants, procurement under grants should be termed “primary procurement” or simply “procurement”). The rules and procedures to be used are indicated in the individual contracts under which services, supplies or works are to be (sub-)contracted.

**срп. Секундарне набавке**

**Sector Wide Approach (SWAP):** This is a means to better coordinate development assistance, involving the host country (in a leadership role), the EU and other donors, and sector stakeholders in a unified process and framework, and focused on a specific sector (for example, transport or rule of law). It is primarily a process to ensure Government and national ownership over development policy and resource allocation within the sector, increase the coherence with national policy, spending and outcomes, and reduce transaction costs. The programming of IPA is increasingly based on SWAPs. See also Programme Based Approach, as SWAPs are PBAs at the sector level.

**срп. Секторски приступ планирању**

**Sectoral Agreement:** This is an agreement relating to a specific IPA Component between the EC and the beneficiary country in question, setting out management and implementation provisions not contained in the Framework Agreement or Financing Agreements. Only IPA Component V foresees the conclusion of a Sectoral Agreement.

**срп. Секторски споразум**

**Sectoral Annual Report (SAR):** When an IPA Component or programme is administered under decentralised management, an SAR covering the previous financial year is prepared by the Head of the relevant Operating Structure (except for Component II), and considered and approved by the Sectoral Monitoring Committee before dispatch to the EC, the National IPA Coordinator (NIPAC) and, for Components I and II, the National Authorising Officer (NAO). For Component II, these reports are prepared either by the Managing Authorities in MSs (Component IIa - Cross-Border Cooperation programmes under shared management) or by the two Operating Structures concerned (Component IIb - Cross-Border Cooperation programmes under centralised or decentralised management), considered and approved by the relevant Joint Monitoring Committee, and then dispatched to the EC (Component IIa) or to the EC, the two NIPACs, as well as to the NAO(s) in the case of decentralised management (Component IIb). SARs, which are used by the NIPAC to develop IPA Annual Reports, contain information on programme implementation, in particular progress towards meeting the objectives and results stated in programme documents (e.g. Operational Programmes) with reference to their indicators of achievement. They also cover other issues, such as ensuring the publicity and visibility of the Component or programme and use of technical assistance Priority Axes under Components II, III, IV and V. SAR requirements are indicated per Component in Articles 61, 84, 112, 144, 169 and 193 of the IPA Implementing Regulation.

**срп. Секторски годишни извештај**

**Sectoral Final Report (SFR):** When an IPA Component or programme is administered under decentralised management, an SFR is prepared once implementation has come to an end. It is to cover the whole period and will be used by the National IPA Coordinator when drafting the IPA Final Report. Responsibility for preparation and approval circuits are the same as for Sectoral Annual Reports, while content is similar. SFR requirements and deadlines for submission to the EC per Component can be found in Articles 61, 84, 112, 144, 169 and 193 of the IPA Implementing Regulation.

**срп. Секторски завршни извештај**

**Sectoral Monitoring Committees (SMCs):** When an IPA Component or programme is administered under decentralised management, an SMC must be established. It is responsible for oversight of the implementation of a given Component or programme and reviews programme and project progress as presented in reports (Sectoral Annual Reports and Sectoral Final Reports) prepared on a regular basis, usually by the Head of the relevant Operating Structure, which it must approve. In addition, it considers Annual Audit Activity Reports and may propose amendments to programmes if necessary. Depending on the Component, SMCs may also consider and approve the criteria for selecting operations or projects under a programme and approve those proposed for financing. The SMCs for Component I and the Cross-Border Cooperation programmes under Component II are known as the Transition Assistance and Institution Building MC and Joint Monitoring Committees respectively; see the specific entries in this glossary for more information. For Components III, IV and V, they are simply termed SMCs. SMCs usually meet at least twice a year and their membership will usually include representatives of the EC, the National IPA Coordinator, the National Authorising Officer, the Head of the relevant Operating Structure (OS), subsidiary OS bodies, and the Strategic Coordinator in the case of Components III and IV. Other stakeholders, including civil society organisations, may also attend. SMCs reports to the IPA MC. Particular SMC duties and modalities, including the institution or institutions to chair meetings, vary between Components; relevant text can be found in Articles 59, 83, 110, 142, 167 and 192 of the IPA Implementing Regulation.

**срп. Секторски одбори за праћење**

**Sectoral Monitoring Sub-Committees (SMSCs):** The Transition Assistance and Institution Building Monitoring Committee (TAIB MC) sub-committees for discrete sectors under Component I (e.g. for Justice and Home Affairs); these are known as Sectoral Monitoring Sub-Committees and report to the TAIB MC. Duties and modalities shall be set out in a Mandate issued by the EC.

**срп. Секторски пододбори за праћење**

**Segregation of duties:** This is a principle of sound financial management, whereby tasks or groups of tasks are performed by different bodies or staff in order to avoid conflict of interest. In the context of IPA, most obviously, audit is ensured by the Audit Authority, which is external to programme management and control systems. However, the principle also applies within an Operating Structure, where, for example the body responsible for procurement should not also be responsible for programming.

**срп. Подела одговорности**

**Senior Programme Officer (SPO):** Only relevant to IPA Component I when under decentralised management, SPOs are an integral part of the Operating Structure for this Component (see Article 75(3) of the IPA Implementing Regulation). They are responsible to Programme Authorising Officers (PAOs) for technical issues related to project implementation, such as the development of terms of reference, technical specifications or monitoring. Designated by PAOs, their duties and responsibilities are laid down in Operational Agreements concluded with the same. They also support the PAO as Head of the Operating Structure for Component I, in formal programme monitoring (i.e. the preparation of Sectoral Annual Reports and the Sectoral Final Report). Typically, they are heads of unit in line ministries responsible for EU projects in a given area (e.g. finance, home affairs).

**срп. Високи службеник за програме помоћи**

**Sensitivity analysis:** Sensitivity analysis is a tool for identifying project's critical variables. This is done by letting the project variables vary according to a given percentage change and observing the subsequent variations in both financial and economic performance indicators. Variables should be varied one at a time, while keeping the other parameters constant.

**срп. Анализа осетљивости**

**Serbian European Integration Office (SEIO):** SEIO is the body responsible for the EU integration portfolio in Serbia. It comprises two sections, the first dealing with issues directly related to accession or the Stability and Association Agreement, the second with EU financial assistance under IPA and support provided by multilateral institutions (e.g. the United Nations) or bilateral aid (e.g. from Sweden). The latter is in turn split into two departments: the first, the Department for Planning, Programming, Monitoring and Reporting on EU funds and Development Assistance, supports the National IPA Coordinator in programming Component I and coordinating and monitoring IPA as a whole, as well as dealing with multi- and bi-lateral aid; the second, the Department for Cross-border and Transnational Cooperation Programmes, performs the duties entailed by Serbia's participation in programmes under IPA Component II (i.e. Cross-Border Cooperation and Trans-National Cooperation programmes). For more information, see <http://www.seio.gov.rs>.

**срп. Канцеларија за европске интеграције Владе Републике Србије (КЕИ)**

**Services:** The performance specific tasks requiring human capital (e.g. the production of analyses/studies, technical assistance) by a contractor. The relevant contract is termed a service contract and specific templates are to be found in the PRAG annexes.

**срп. Услуге**

**Service contract:** a contract awarded to a consortium, company or person for the performance of services (e.g. conducting an Environmental impact Assessment).  
**срп. Уговор о услугама**

**Shared management:** see management modes.  
**срп. Дељено управљање**

**Shortlist:** The list of consortia, companies or persons who/which have been selected by a shortlist panel under the restricted tender procedure. Shortlists are published on the EC's website using the PRAG prescribed format.  
**срп. Ужи избор**

**Shortlist panel:** A committee appointed by a Contracting Authority to select the consortia, companies or persons best fitting pre-established criteria from those which have submitted expressions of interest under the restricted tender procedure. In line with the PRAG rules applicable for IPA, it comprises a non-voting Chairperson, a non-voting Secretary and an odd number of voting members (minimum of three), and results in a shortlist report.  
**срп. Одбор за ужи избор**

**Single tender procedure:** The procurement procedure whereby a Contracting Authority awards a contract to a consortium, company or person on the basis of a single bid (i.e. without competition). It can be used for services, supplies and works under certain thresholds.  
**срп. Поступак са једним понуђачем**

**SIGMA:** The Support for Improvement in Governance and Management (SIGMA) is a department in the Organisation for Economic Co-operation and Development (OECD) financed by the EU. Inter alia, it supports CCs and potential CCs with public administration reform and the management of public funds, including public procurement, financial control and external audit. For more information, see <http://www.sigmaweb.org>.  
**срп. СИГМА**

**Small and Medium-Sized Enterprises (SMEs):** An SME is defined by the EU as an independent company with fewer than 250 employees and a turnover of equal to or less than 50 million EUR.  
**срп. Мала и средња предузећа (МСП)**

**Social inclusion:** As implied by the term, social inclusion aims at integrating marginalised groups within the wider society. In the context of the Structural Funds and IPA, social inclusion emphasises improving disadvantaged groups' access to the labour market, thus increasing employment; interventions are financed under the European Social Fund and IPA Component IV.

**срп. Социјална инклузија**

**Sources of Verification:** In order to measure whether or how far programme or project indicators have been met, information has to be gathered from the relevant documents or bodies. The Sources of Verification column in a Log Frame Matrix indicates the documents or bodies from which necessary data may be obtained.

**срп. Извори верификације**

**Special Conditions:** All contracts are governed by certain terms and conditions outlining the duties of the Contracting Authority and contractor or grant beneficiary. They are usually divided into the Special Conditions and the General Conditions; the former outline the terms and conditions particular to individual contracts or grants (e.g. total contract or grant amount, implementation start date). For IPA, the standard templates for Special Conditions contained in the PRAG are to be used.

**срп. Посебни услови**

**Stabilisation and Association Agreement (SAA):** An EU Association Agreement is a bilateral treaty concluded between the EU and a non-EU country that creates a framework for cooperation between them in certain fields (e.g. the development of political, trade, social, cultural and security links). SAAs are a particular subset of EU Association Agreements, being linked with the Stabilisation and Association Process and primarily concerning themselves with harmonisation of CC/potential CC legislation with the *acquis*, while they explicitly include provisions for future EU membership of the CC/potential CC with which they have been concluded. SAAs are in force between the EU and Albania, Croatia, the Former Yugoslav Republic of Macedonia and Montenegro. SAAs with Bosnia and Hercegovina and Serbia are expected to enter into force in 2011 or 2012.

**срп. Споразум о стабилизацији и придруживању (ССП)**

**Stabilisation and Association Process (SAP):** This denotes the EU's policy towards the countries of the Western Balkans (i.e. Serbia, Albania, Bosnia and Hercegovina, Croatia, the Former Yugoslav Republic of Macedonia, Montenegro and Kosovo as defined by the United Nations Security Council Resolution 1244/1999). It aims at securing peace and stability in the region through strengthening democracy,

the rule of law and a market economy; promoting free trade and political dialogue; and extending the possibility of accession to the EU to the countries concerned (all countries are either CCs or potential CCs). The SAP was launched at the Zagreb Summit in November 2000 and comprises the following concrete measures beneficial to the countries of the Western Balkans: (i) the conclusion of Stabilisation and Association Agreements with the EU; (ii) the institution of preferential trade relations with the EU; and (iii) the allocation of EU funds under IPA to help with the transition from potential CC to CC to MS.

### **срп. Процес стабилизације и придруживања (ПСП)**

**Stability Pact for South-Eastern Europe (Stability Pact):** The Stability Pact was an organisation established in 1999 by the international community for conflict prevention in South East Europe. Headquartered in Brussels, it aimed at improving stability in the region and focused on promoting peace, democracy, human rights and economic prosperity. As conditions in the region became more stable, it made sense that the Stability Pact's main driver was the countries in South East Europe, rather than the international community at large. It was therefore replaced with the Regional Cooperation Council in 2008. For more information, see <http://www.stabilitypact.org>.

### **срп. Пакт за стабилност југоисточне Европе (Пакт за стабилност)**

**Stakeholder:** An organisation or persons with an interest in or affected by a programme or project. For IPA, stakeholders would thus include all institutions with management and control systems (e.g. the National Authorising Officer, Contracting Authorities, line ministries) and bodies active in the field that a programme or project concerns (e.g. economic, social, environmental and civil society organisations, such as Chambers of Commerce or trade unions).

### **срп. Заинтересована страна**

**Stakeholder analysis:** A formal part of Project Cycle Management whereby stakeholders are consulted during the planning of a programme or project.

### **срп. Анализа заинтересованих страна**

**State aid:** In the EU state aid refers to the public financial support of a particular private company or companies which has the potential to distort competition and affect trade between MSs. State aid is thus generally prohibited, though exceptions may be made in order to ensure a well-functioning and equitable economy. The EU's rules on state aid also apply to funding under IPA. Grants made to individuals or open to all private companies in a given country do not count as state aid.

### **срп. Државна помоћ**

**Statement of Assurance (SoA):** For IPA financed Components or programmes under decentralised management the National Authorising Officer (NAO) has to issue an SoA each year to the EC. As implied by the term, SoAs are a formal assurance to the EC on the efficient and effective functioning of the management and control systems for relevant Components or programmes, as well as on the “legality and regularity” of transactions conducted (i.e. procurement, grant award, payments). SoAs are based on assessments of programme management and control systems, perhaps including a sample check of transactions, and will usually involve controls performed by the internal audit units in the ministries or bodies concerned. Any weaknesses identified, particularly of a systemic nature, are to be indicated in SoAs, along with any changes to programme management and control systems. Subsidiary SoAs may have to be issued by Heads of Operating Structure to the NAO in order for the latter to prepare his/her SoA to the EC

**срп. Изјава о усклађености**

**Statement of expenditure:** When the National Authorising Officer (NAO) requests IPA funds from the EC, he/she has to issue a statement of expenditure for the programme in question. This indicates, inter alia, the amount of EU funds and national co-financing paid out to date to contractors or grant beneficiaries. At the end of a programme, the NAO has to issue a final statement of expenditure.

**срп. Изјава о трошковима**

**Strategic Coherence Framework (SCF):** The SCF is an umbrella strategic document, which regulates the priorities within IPA Components III and IV, i.e. in the areas of infrastructural investments in environmental protection and transport, economic development and enhancing competitiveness, employment and education. Priorities are elaborated in detail at the level of sectoral implementation documents, i.e. the Operational Programmes (OPs). The process of elaborating the SCF is a very important experience in the context of preparations for the use of funds by which the EU supports the implementation of the Cohesion Policy objectives. It is based on the Multi-Annual Planning Document and drafted by the Strategic Coordinator, under the overall responsibility of the National IPA Coordinator. The SCF is a “prerequisite” for the approval of the OPs. It is submitted to the EC with the first draft OP at the latest.

**срп. Оквир за стратешко усклађивање**

**Strategic Coordinator (SCO):** Only relevant to Components III and IV, the SCO is responsible for the coordination of these two Components, in particular for drafting the Strategic Coherence Framework. He/she is subordinate to the NIPAC and duties are outlined in Article 23 of the IPA Implementing Regulation.

**срп. Стратешки координатор**

**Strategic Environmental Assessment (SEA):** This is the systematic assessment of the expected and potential environmental impact of an Operational Programme (OP), to ensure that it has taken into consideration any material consequences for the environment and subjected them to public consultation, and that the measurement of environmental effects is built into the monitoring system. The legal obligation to conduct SEAs with regard to OPs funded under the Structural Funds stems from the SEA Directive (Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001). For IPA, SEAs are performed for OPs under Components III and IV and the resulting reports appended to the draft OP and considered by the EC before OP approval. SEAs are complemented by Environmental Impact Assessments (EIAs) conducted for major projects involving infrastructure.

**срп. Стратешка процена утицаја на животну средину**

**Strategy analysis:** Part of the logical framework approach used in designing programmes/projects, a strategy analysis evaluates alternative methods that can be used to reach objectives identified in an objective tree, resulting in the choice of one or more methods to be used.

**срп. Стратешка анализа**

**Structural Funds (SF):** The Structural Funds are funding instruments established by the EU for the purpose of implementing its cohesion policy. They aim to reduce regional disparities in terms of income, wealth and opportunities. Europe's poorer regions receive most of the support, but all EU regions are eligible for funding under the policy's various funds and programmes. The Structural Funds during the Financial Perspective 2007--2013 are made up of the European Regional Development Fund and the European Social Fund. Together with the funding instruments implementing the Common Agricultural Policy (the European Agricultural Guarantee Fund and the European Agricultural Fund for Rural Development), the Structural Funds and the Cohesion Fund make up the great bulk of EU funding, and the majority of total EU spending. The current programmes, which run from 1 January 2007 to 31 December 2013, have three objectives - Convergence, Regional competitiveness and employment, and European Territorial Cooperation. The overall budget for this period is 347 billion EUR: 201 billion EUR for the European Regional Development Fund, 76 billion EUR for the European Social Fund, and 70 billion EUR for the Cohesion Fund. For more information, see [http://ec.europa.eu/regional\\_policy/policy/object](http://ec.europa.eu/regional_policy/policy/object).

**срп. Структурни фондови**

**Sub-contracting:** see secondary procurement.  
**срп. Ангажовање подизвођача**

**Subsidiarity:** An EU principle relevant to the management and implementation of Structural Funds, states that decisions are taken as closely as possible to the citizen, and at the level on which decision-making is most effective (i.e. local, regional, national or European).  
**срп. Супсидијарност**

**Supervising engineer:** The implementation of a works contract is usually overseen by a person or organisation separate from the contractor. This person/organisation is termed the supervising engineer and employed via a service contract concluded using standard PRAG procedures if financed from IPA funds, and for major projects under IPA Component III under the relevant Bilateral Project Agreement. Supervising engineers ensure that the physical infrastructure constructed and costs charged are in line with the works contract and keeps an accurate record of all site activities.  
**срп. Надзорни орган**

**Supplies:** The delivery of physical goods (e.g. cars, computers) by a contractor. The relevant contract is termed a supply contract and specific templates are to be found in the PRAG annexes.  
**срп. Роба**

**Supply contract:** a contract awarded to a consortium, company or person for the delivery of supplies (e.g. computers).  
**срп. Уговор о роби**

**Suspension clause:** In certain cases (e.g. due to time constraints), a Contracting Authority may wish to initiate the procurement of services, supplies or works before the EU has formally allocated funds for the relevant project (e.g. the Financing Decision has not been taken, the Financing Agreement has not been concluded) or has yet to issue a Commission Decision allowing the implementation of an IPA component to proceed (e.g. Conferral of Management). In such cases, the Contracting Authority may launch a procurement procedure with a suspension clause. This makes clear to all potential bidders that a contract can only be awarded after funds have been formally allocated or the Commission Decision issued.  
**срп. Клаузула о суспензији**

**Sustainability:** One of the criteria against which EU financed programmes are evaluated. For more information, see evaluation.

**срп. Одрживост**

**SWOT analysis:** A SWOT analysis examines the Strengths, Weaknesses, Opportunities, and Threats (SWOT) of a given policy or financial intervention. In the context of IPA, SWOT analyses are conducted when developing priority axes under Operational Programmes.

**срп. СВОТ анализа**

**TAEIX:** The Technical Assistance and Information Exchange instrument supports, inter alia, CC and potential CC administrations with the approximation, application and enforcement of the acquis through the provision of short term technical assistance (experts from MSs) and study visits. Assistance and study visits can be accessed by CC and potential CC administrations by submitting a request for such support; support can be mobilised at short notice. TAIEX is managed by the DG ELARG and more information can be found at:

<http://ec.europa.eu/enlargement/taix>.

**срп. ТАЕКС**

**Target group:** As implied by the term, the group of organisations or persons to be positively affected, usually directly, by a programme, priority axis, measure, operation or project. For example, an operation under Component IV could target the long-term unemployed or young people.

**срп. Циљна група**

**Targets:** In the context of IPA Component I, targets are indicators of programme and project progress developed as part of the logical framework approach and included in logical framework matrices, which specify objectively verifiable, quantified and time-bound goals to be achieved by the programme/project. Programme or project implementation is measured against how much progress has been made towards them. In the context of IPA Components II-V, targets are indicators with a specific value, formulated in programme documents as one of the criteria for assessing programme performance, which should be achieved at a specific time during or after the programme's implementation. In order to become a target, for the purposes of monitoring and evaluation, the indicator must include a baseline value (and point in time in which the measurement has occurred or will occur) and a target value (and point in time in which the final measurement will occur).

**срп. Циљеви**

**Technical Assistance (TA):** In its wider sense, TA connotes the provision of external expertise to an organisation, typically by a contractor hired for this purpose. In the context of IPA, it carries two meanings. The most common use is at the level of the project and refers to the expertise supplied by private companies under service contracts, as opposed to support provided by MSs under twinning covenants; this includes support under the TA Priority Axes contained in each programme for IPA Components II, III, IV and V. Technical assistance is also the name of the priority axis within the Operational Programmes under IPA Components III and IV, which enables the Operating Structure to finance preparatory, management, monitoring, evaluation, information and control activities and activities to reinforce the administrative capacity for implementing the assistance (according to IPA implementing regulation, relating to IPA components III and IV), and in the case of IPA component III, to finance preliminary studies and technical support related to eligible activities, including those necessary for their implementation of IPA, and in the case of component IV, preparatory activities with a view to the future management of European Structural Funds. Under IPA components III and IV, this priority axis may reach a maximum allocation of 6% of the total value of the OP, or 10% in exceptional circumstances.

**срп. Техничка помоћ**

**Technical Specifications (TS):** TS set out the criteria which supplies delivered or works performed by contractors must meet. They constitute the “content” part of a tender dossier for a supply and works contracts.

**срп. Техничке спецификације**

**Tender dossier:** The usual procurement procedure for services, supplies and works involves soliciting bids (tenders) from a number of persons or organisations. Those persons/organisations interested in submitting bids (tenderers) must prepare them in response to documentation drawn up and dispatched by the Contracting Authority. This documentation is termed a tender dossier and consists of a number of parts, most importantly the invitation to tender, the instructions to tenderers and the draft contract, including the “content” part – i.e. Terms of Reference in the case of services or Technical Specifications in the case of supplies and works.

**срп. Тендерски досије**

**Tenderer:** A consortium, company or person submitting a bid in response to an invitation to tender.

**срп. Понуђач**

**Tenders Electronic Daily (TED):** TED is a database of all public procurement procedures which have to be published in the Official Journal. See <http://ted.europa.eu/TED/main/HomePage.do>.

**срп. Електронски портал за јавне набавке**

**Terms of Reference (ToR):** ToR set out the nature of the services to be provided by contractors, including the individual tasks, the expertise required, the timing of the activities, as well as giving some background information. They constitute the “content” part of a tender dossier for a supply contract.

**срп. Пројектни задатак**

**Training Needs Analysis (TNA):** In order to perform their duties to an adequate standard, staff must have the relevant qualifications and skills. TNAs are the method for identifying the qualifications and skills that staff are lacking. They form the basis of subsequent training plans and training modules.

**срп. Анализа потреба за обуком**

**Trans-European Networks (TENs):** The EU has defined TENs in the fields of energy, telecommunications and transport, in order to improve the functioning of the single market. Proper movement of goods, persons and services can only be realised by ensuring the inter-connectivity of national and regional networks. TENs financed by the Structural Funds primarily concern the EU defined transport “corridors”. In the context of IPA, two corridors involve Serbia – Corridor VII along the Danube and Corridor X from Salzburg to Thessaloniki. For more information, see <http://ec.europa.eu/transport/infrastructure>.

**срп. Трансевропске мреже**

**Transition Assistance and Institution Building Monitoring Committee (TAIB MC):** When IPA Component I is administered under decentralised management, the beneficiary country must establish the TAIB MC, which fulfils the duties of the Sectoral Monitoring Committee for IPA Component I. It meets at least twice a year and its membership includes representatives of the EC, the National IPA Coordinator (also the chair), the National Authorising Officer, the Programme Authorising Officer and subsidiary bodies in the Operating Structure (e.g. Senior Programme Officers). It may establish Sectoral Monitoring Sub-Committees for discrete sectors under Component I (e.g. for Justice and Home Affairs). It reports to the IPA MC. Duties and modalities are outlined in Article 83 of the IPA Implementing Regulation.

**срп. Одбор за праћење компоненте Помоћ у транзицији и изградња институција**

**Trans-National Cooperation (TNC) programmes:** TNC programmes involve countries (MSs and non-MSs) from a contiguous geographical area and aim at addressing issues common to the participating countries (e.g. managing the environment). Projects thus involve organisations from some or all of the participating countries. Participation of MSs in TNC programmes is financed under the European Territorial Cooperation objective of the European Regional Development Fund and that of CCs or potential CCs under IPA Component II. For further information, see [http://ec.europa.eu/regional\\_policy/cooperation/transnational](http://ec.europa.eu/regional_policy/cooperation/transnational).

**срп. Програми транснационалне сарадње**

**Twinning:** This term refers to the provision of advice and support by MSs to IPA beneficiary countries in the adoption and implementation of particular areas of the acquis. The relevant hands-on experience that MSs possess is thus tapped to help CCs and potential CCs on the road to accession and ensure that, once MSs, they are capable of respecting EU legislation. Twinning projects, implemented via twinning covenants, involve the long-term secondment (a minimum of 12 months) of an MS civil servant from a public or semi-public body to the counterpart institution in a beneficiary country. The seconded civil servant is termed a Resident Twinning Advisor (RTA) and has direct experience with the particular area of the acquis concerned. A twinning covenant is often implemented by more than one MS and may involve input from experts other than the RTA, as well as training and study visits.

**срп. Твининг**

**Twinning Light:** The principle of twinning light is the same as twinning, but the two differ in that, with twinning light, there is no Resident Twinning Advisor, projects can last a maximum of 10 months and cannot exceed 250,000 EUR.

**срп. Лаки твининг**

**Validation of expenditure:** See verification of expenditure and First Level Control.

**срп. Потврђивање трошкова**

**Verification audit:** This is the part of the last step, Stage 5, in the DIS Roadmap (see above) whereby the EC checks that the bodies necessary for the implementation of an IPA Component or IPA funded programme under decentralised management have been established, are ready for operation and fulfil the accreditation criteria.

**срп. Верификациона ревизија**

**Verification of expenditure:** When a contractor or grant beneficiary claims payment from a Contracting Authority, the related expenditure incurred and paid by the contractor or grant beneficiary must be checked. Such checks are the responsibility of the Operating Structure (OS) for each IPA financed programme, as indicated in Article 28(2)j of the IPA Implementing Regulation; the same article stipulates that such verifications are to “cover administrative, financial, technical, physical and performance aspects of operations, as appropriate”. In practical terms, this means that Contracting Authorities must assure themselves (i) that services, supplies or works have actually been performed/delivered as indicated in the relevant contract and correspond to the costs incurred, and (ii) that the relevant rules and procedures as laid down in a contract or by national legislation have been respected (e.g. with regard to secondary procurement). In most cases, the checks will only involve a review of documentation submitted by a contractor or grant beneficiary (e.g. invoices, timesheets, reports); however, this will sometimes be supplemented by on-the-spot checks performed by staff of the relevant OS. For Contracting Authorities, the controls performed are ex ante in nature, since they precede the making of payments to contractors or grant beneficiaries; however, from the point of view of contractors or beneficiaries they are ex post controls, since they have already incurred and, in some cases, paid out costs. The verification process related to a particular payment claim may culminate in the issuing of a document “validating” or “certifying” the expenditure concerned, to be dispatched to the relevant beneficiary; this is usually the case with programmes financed by internal EU funding instruments, although, for IPA, it only applies to Component IIa. The checks performed to verify expenditure are sometimes known as “management verifications”. Within the EU and for IPA Component IIa, the process is often termed “First Level Control”, for which see the particular entry in this glossary.

**срп. Верификација трошкова**

**Visibility:** Beneficiaries of EU funded programmes and projects, including those under IPA, have to ensure that the wider public is made aware of the EU financing. For IPA programmes under decentralised or shared management, a Communication Action Plan (CAP) is drafted by the body responsible for overall programme administration (e.g. Managing Authority, Head of Operating Structure); CAPs are then implemented during a programme’s lifetime, measures typically including the use of a specific programme logo and conferences. Binding rules on visibility are contained in the Framework Agreement and Financing Agreements. At project level, contractors or grant beneficiaries are bound by the relevant provisions in their contracts, in particular by the Communication and Visibility Manual for EU External Actions (see <http://ec.europa.eu/europeaid/work/visibility>); in this case, actions may include stickers on supplies or billboards/plaques for works projects. Visibility is conceptually

distinct from publicity, the former concerned with ensuring the visibility of EU financing, the latter with, for example, informing stakeholders of the possibilities under a programme (e.g. potential grant applicants of the existence of a grant scheme). The National IPA Coordinator is responsible for ensuring visibility of IPA as a whole.

**срп. Видљивост**

**Western Balkans:** This term, as defined by the EU, encompasses the following countries - Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, and Kosovo as defined by the United Nations Security Council Resolution 1244 of 10 June 1999.

**срп. Западни Балкан**

**Western Balkans Investment Framework (WBIF):** The WBIF was established by the EC, the European Bank for Reconstruction and Development, the European Investment Bank and the Council of Europe Development Bank. It aims at (i) pooling grants, loans and expertise to finance a common pipeline of priority investment projects, and (ii) strengthening the coherence of donor support. It comprises a Joint Grant Facility (funding from the EC, International Financial Institutions (IFIs) and bilateral aid programmes) and a Joint Lending Facility (IFI funding only). Projects may be submitted by the National IPA Coordinators in countries in the Western Balkans, including Serbia. For more information, see <http://www.wbif.eu>.

**срп. Инвестициони оквир за западни Балкан**

**Workload Analysis (WLA):** In order for an organisation to ensure the performance of its duties, it must have the requisite number of staff. WLAs are the method for identifying the number of staff that an organisation is lacking and are usually conducted on a regular basis (e.g. annually). They form the basis of subsequent recruitment plans and job descriptions.

**срп. Анализа обима посла**

**Works:** The construction of physical infrastructure (e.g. a road, waste water treatment plant, sewage system) by a contractor. The relevant contract is termed a works contract and specific templates are to be found in the PRAG annexes, though the appropriate FIDIC Special and General Conditions are to be used for works under IPA Component III.

**срп. Радови**

**Works contract:** a contract awarded to a consortium, company or person for the building of infrastructure (e.g. waste water treatment plant)

**срп. Уговор о радовима**

