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Twinning Projects led by Germany – Relevance, Effectiveness, Impact and Sustainability

An evaluation of outcomes by the
German National Coordinator for Twinning

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Foreword

10 Years of Twinning - How successful are we?

Since the Twinning instrument was launched in 1998, German public authorities have served as project leaders or junior partners in nearly 500 Twinning projects. We followed up on the extension of the programme to the East and the South, and our involvement has been consistent. The fact that German authorities are the most-requested Twinning partners proves that there is a clear recognition of the high quality of our input. Nevertheless, due to the increasing variety and diversity of our partners, the environment for Twinning projects has grown more complex. Therefore we wanted to gain more precise knowledge of our strengths and weaknesses in this field and initiated this study.

The results are very positive overall. More than half of the randomly selected projects under German leadership achieved substantially more than just their contractually agreed objectives. Two thirds of these projects were rated „very good“ by recipients. The main factors contributing to the success of our Twinning projects include the quality of our experts, the relevance and importance of the project for the partner country, and the trust generated by the continuity of the relationship between the partners. Furthermore, in order to ensure the sustainability, ownership and continued development of what has been achieved, it is important not only to impart technical expertise and best practices but also to strengthen the learning and problem-solving skills of staff members in the partner authorities. To some extent, these basic rules are well-known from the practical, everyday experience of project work. Now, this study evaluating German-led projects substantiates this knowledge by providing it with a methodological underpinning.

We have expanded the measures we take to prepare for projects and to provide practical assistance during the project implementation. At the preparatory meetings for long-term advisors, we establish clarity regarding the upcoming tasks, the advisor's role and the behaviour that is appropriate to the specific situation. Our training sessions on presentation techniques and strategies, together with our workshops on intercultural cooperation, raise the awareness of our Twinning experts and build their practical skills, which they can then put into action in their project work.

Further key strengths of the German approach include the experienced Twinning coordinators who work for the federal government ministries, federal states, subordinate authorities and management service providers. The findings presented in this study are first and foremost the achievement of our talented and knowledgeable on-site teams. The conducive environment provided by our Twinning professionals in Germany is an added plus. Let's keep up the good work and try to make ourselves even better in the future!

Federal Ministry of Economics and Technology

I Summary

This study is based on the following questions:

- 1) Are we achieving the agreed project objectives and are we supporting beneficiaries in meeting their targets and obligations with regard to accession to the EU?
- 2) Are we doing the right thing? Are the projects happening at the right time and are the project goals realistic? Do the projects create a tangible added value for the beneficiaries?
- 3) Are we merely ensuring the formal implementation of EU specifications, or has a framework been created for their practical implementation as well?
- 4) Do the projects comprise sufficient mechanisms and measures that ensure that the impact achieved is permanent?

Appraisal by country

Five countries were included in this study: Poland, Romania, Bulgaria, Croatia and Serbia.

Poland has been an EU Member State since 1 May 2004 and has many years' experience with the Twinning instrument from the years preceding its accession. As such, the results significantly exceeded targets in two-thirds of the projects. However, the high level of dynamism that characterised project implementation during the accession process could not be sustained in certain cases and has given way to a sort of „Twinning fatigue“ in some Polish partner authorities.

Romania and **Bulgaria** have been Member States of the EU since 1 January 2007 and faced enormous pressure to adapt in connection with the accession process in 2006 and 2007. All the projects met their targets, significantly exceeding targets in half of the cases. Some projects started with considerable delays, resulting in a belated implementation that no longer met the current needs of the beneficiaries. Due to the dynamism of the accession process, political support on the part of the partner authorities was „adequate“ to „very good“.

Croatia has been an official EU accession country since 2005, but no specific date has yet been set for accession. In this respect, the partner authorities are

not consistently aware of the significance and necessity of Twinning projects for implementing EU accession criteria. As a result, half of the projects examined either did not achieve their objectives or achieved them only in part.

On account of the difficult political situation, **Serbia** was not included in the group of potential EU accession countries until 2004. The country remained divided as to whether to pursue a pro-European policy course, and as a result some Twinning projects lacked the necessary support of the partners. The implemented projects met their objectives either only to a small extent, in some cases not at all. The country's absorption capacity was unsatisfactory throughout.

Appraisal by sector

Projects of the six most active ministries – the Ministry of the Interior, the Ministry of Justice, the Ministry of Finance, the Ministry of Economics and Technology, the Ministry of Food, Agriculture and Consumer Protection as well as the Ministry for the Environment, Nature Conservation and Nuclear Safety – were examined in this study.

All projects assessed in the area of **Home Affairs (Interior)** policy were able to meet all of their targets, and above-average results were recorded in more than half of the projects. Twinning partnerships with a high level of continuity based on a stable team of experts and fully coordinated and integrated project management proved to be particularly effective. It is conceivable that further synergies could be realised in the proposition phase through internal consultation within the Ministry.

In the area of **Justice**, the projects examined were implemented by the German Foundation for International Legal Cooperation (IRZ). The performance of the projects examined ranged between „very good“ to „adequate“. In the IRZ projects, importance is attached to flexibility and the possibility of follow-up projects. In one of the projects, it was found that while the short-term experts were highly qualified and experienced, they could not always impart their knowledge in a manner that was specifically tailored to the target group.

Looking at the area of **Finance**, the majority of the projects examined received an „above-average“ rating in achieving project objectives. The performance of the German experts was also considered to be „very good“. The implementation of the *acquis communautaire* was formally achieved in all the projects. Nevertheless, the partners in all the projects expressed interest in further support measures even during the post-accession period.

Projects analysed in the area of **Economics and Technology** achieved varying results in their ability to meet specific project targets. One third received an „above-average“ rating, while one third were rated „adequate“. In contrast, one third fell considerably short of the targets. The reasons for the poor performance of the latter group had to do with communication problems between the project partners as well as shortcomings in providing advisory services and knowledge transfer that suited the target group's needs. It might be possible to realise important synergies by including experts from the German federal states (*Länder*).

Projects involving **Food, Agriculture and Consumer Protection** policy were characterised by a high level of participation by *Länder* authorities. The majority of the projects were able to exceed their targets significantly. Just two projects only „partially“ met their objectives; the reason for this was the unclear assignment of tasks and responsibilities in the partner authority. In some cases, the objectives were somewhat overambitious and not geared towards actual needs on the ground. The exchange of experience and knowledge could be improved by strengthening coordination between the state and national levels.

The projects examined in the area of **Environmental Protection** consistently feature a high level of continuity through Twinning follow-up projects and bilateral programs. Coordination efforts and the exchange of information in the area of environmental protection are exemplary. In terms of achieving their specific goals, the majority of the projects performed „adequately“. Some of the projects faced long delays before they started and were very ambitious considering technical and organisational conditions on the ground.

II Recommendations

- 1) **To the EU Commission**
 - ▶ Promote long-term partnerships instead of many single projects
 - ▶ Ensure flexibility during the preparation and implementation phase of the projects
- 2) **To the German National Contact Point for Twinning**
 - ▶ Strengthen the internal and external impact of Twinning
 - ▶ Support networking and the exchange of knowledge between ministries
 - ▶ Conduct an assessment to determine training needs in the submission of applications, intercultural competence, and presentation and management techniques
- 3) **To the German Ministries**
 - ▶ Involve junior partners and experts from new EU member states
 - ▶ Ensure continuity through parallel and follow-up projects
 - ▶ Conduct regular exchanges between long-term Resident Twinning Advisers (RTAs) and key experts on countries and topics
 - ▶ Perform self-evaluations on Twinning projects
- 4) **To Twinning long-term experts (RTAs)**
 - ▶ Exercise strong communication skills (language skills and intercultural competence)
 - ▶ Provide a high level of organisational and management skills
 - ▶ Flexibly integrate the needs and wishes of the beneficiary into the work plan
- 5) **To Twinning short-term experts**
 - ▶ Exercise strong communication and presentation skills
 - ▶ Take part in on-the-job training and peer-to-peer knowledge transfer
 - ▶ EU Member State teams should reflect the skills and age structure of their home administrations
- 6) **To the beneficiaries**
 - ▶ Clarify and communicate expectations and current needs
 - ▶ Address issues of resources (personnel and equipment) in the contract
 - ▶ Define concrete measures and benchmarks to ensure sustainable outcomes

III Introduction

After ten years of Twinning, it is time to take a more comprehensive look at how successful German participation has been to date. Up to now, Twinning activities have focused primarily on preparing beneficiaries for accession to the European Union. However, in the past few years Twinning has also been applied in states without current prospects for accession. Within the framework of the European Neighbourhood and Partnership Instrument (ENPI), this includes countries on the southern and eastern borders of the Mediterranean Sea, as well as states in Eastern Europe and the Caucasus region.

Given these parameters, the National Contact Point for Twinning (NCP) commissioned the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH to appraise the success of Twinning projects under German project management. By evaluating a diverse set of 25 German Twinning projects, it was possible to develop well-informed and general conclusions regarding the main preconditions and decisive factors that lead Twinning projects to succeed. This main aim of this study is to provide specific recommendations for further enhancing the effectiveness, impact, relevance and sustainability of Twinning projects.

After analysing the final project reports, the GTZ evaluation team conducted on-site interviews with project managers, long-term advisers and their partners in Bulgaria, Croatia, Poland, Romania and Serbia in March and April 2008.

IV Aim of the evaluation

This evaluation aims to find answers to the following questions:

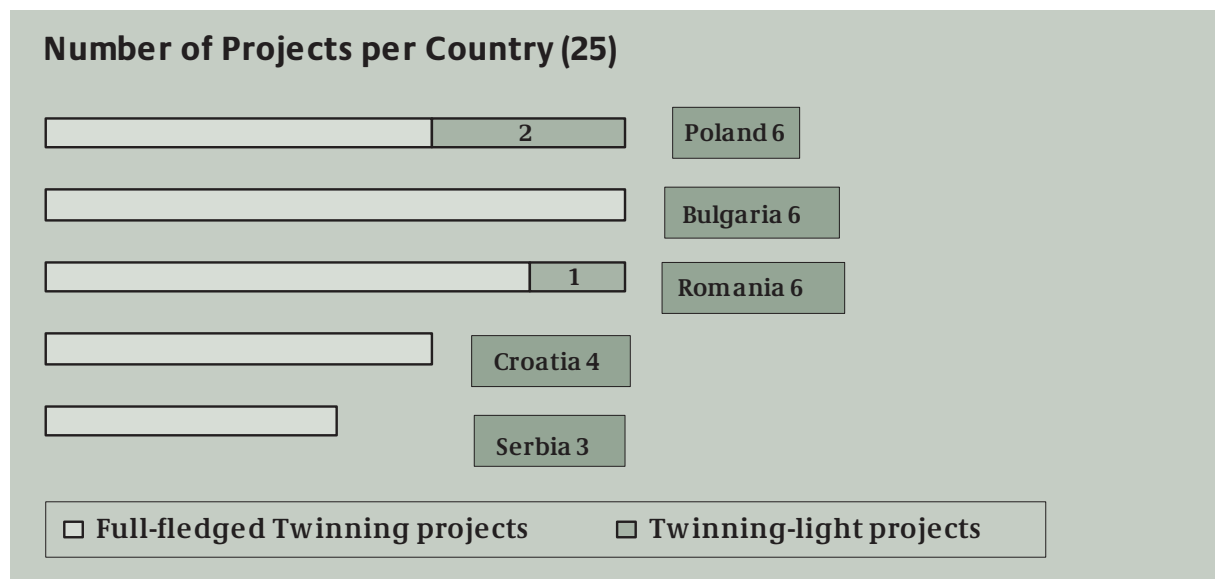
With regard to Twinning projects involving German teams, how can we increase:

- ▶ **effectiveness** (are we achieving the agreed project objectives?)
- ▶ **impact** (what effects can be realised? Do these tally with our general political objectives?)
- ▶ **relevance** (to what extent are we doing the right thing and focusing on the right areas?)
- ▶ **sustainability** (are we achieving long-term results and impacts?) ?

V Selection of projects

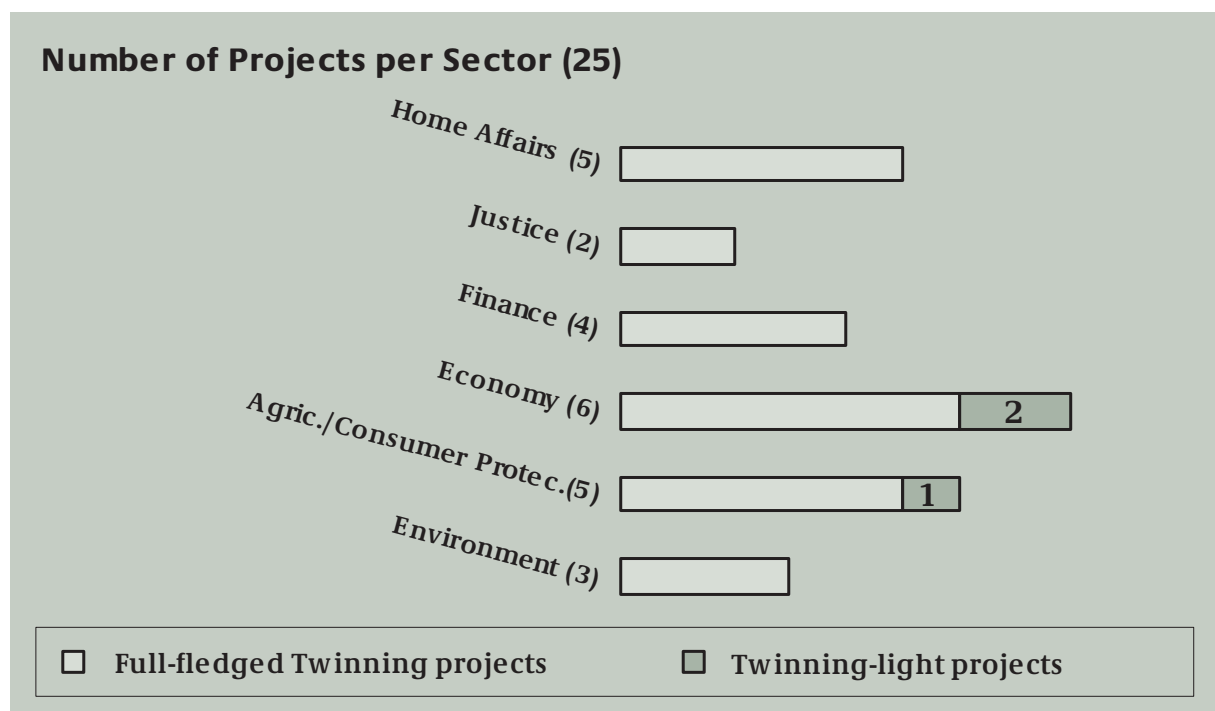
Of the approximately 100 German Twinning projects concluded between 1 July 2006 and 28 February 2008, one quarter were selected for this report. The selection of projects was broken down according to five focal countries and the six most active ministries. This

resulted in 22 full-fledged Twinning projects and three Twinning-light projects. The countries focused on were Poland (6), Bulgaria (6), Romania (6), Croatia (4) and Serbia (3).



The ministries selected were as follows: Ministry of the Interior (5), Ministry of Justice (2), Ministry of Finance (4), Ministry of Economics and Technology (6),

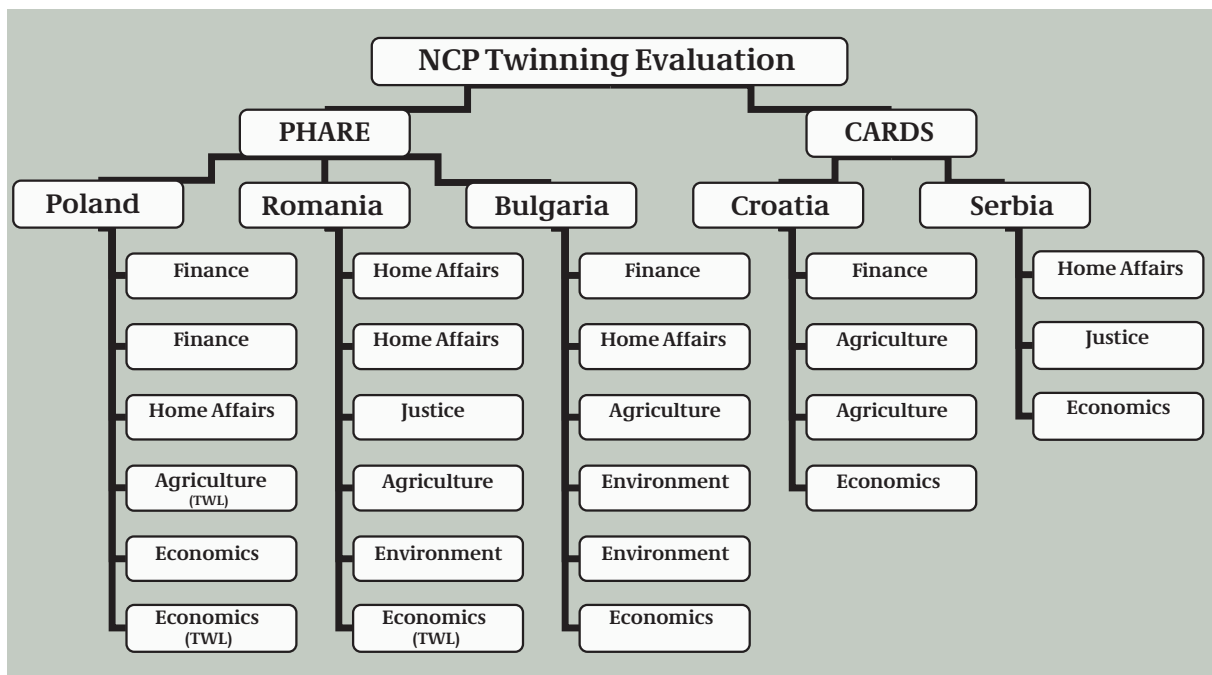
Ministry of Food, Agriculture and Consumer Protection (5) and the Ministry for the Environment, Nature Conservation and Nuclear Safety (3).



VI Methodological approach

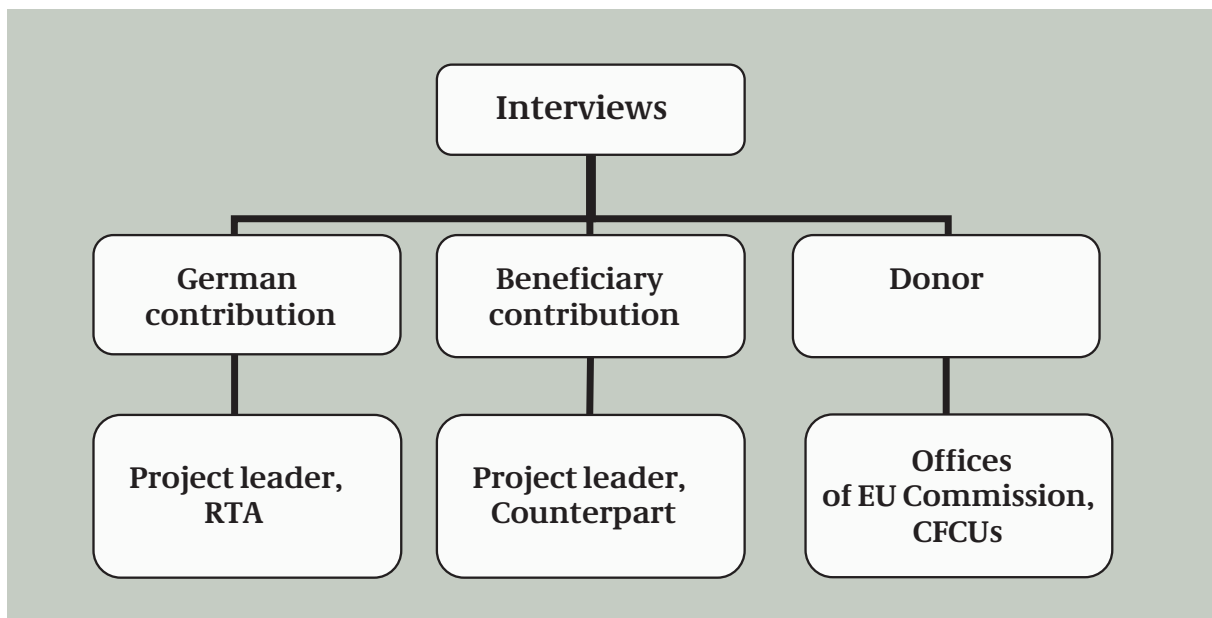
In addition to examining projects individually, the choice of projects also made it possible to assess projects according to country and ministry. After the final reports were analysed in March and April 2008, approximately 90 on-site interviews were conducted with German project managers, German long-term

advisers, project managers and counterparts on the partner side, as well as task officers at the Central Financing and Contracting Units (CFCU) and the offices of the European Commission in Bulgaria, Croatia, Poland, Romania and Serbia.



For this purpose, a semi-standardised questionnaire was drafted and tested, and then used in all the

interviews. The interviews were transcribed and then analysed both qualitatively and quantitatively.



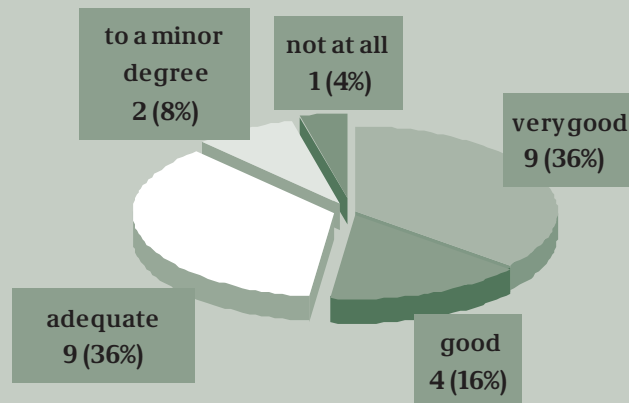
VII General results

A) Effectiveness

Successful Twinning projects achieve their established objectives and are responsive to the needs of partners. Twinning projects that partners rank as

particularly successful are those for which the experts devise „tailor-made solutions“ that take into account the current needs of the partners.

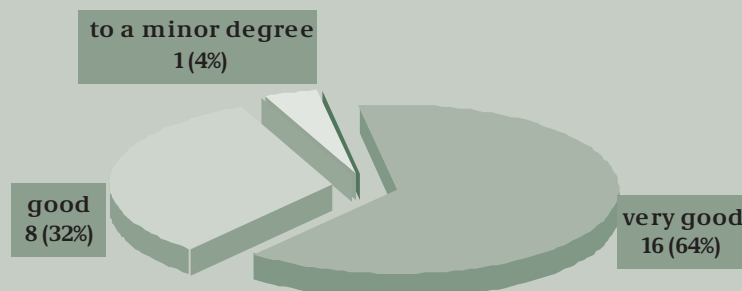
Achievement of the objectives of the 25 projects



Of the 25 projects analysed, about **two-thirds** were rated as „**very good**“ by the project partners. A **majority of projects (52%)** not only met but also

significantly **exceeded** the mandatory targets and benchmarks of the long-term advisers, key experts and short-term experts.

Assessment of the 25 projects by the beneficiaries



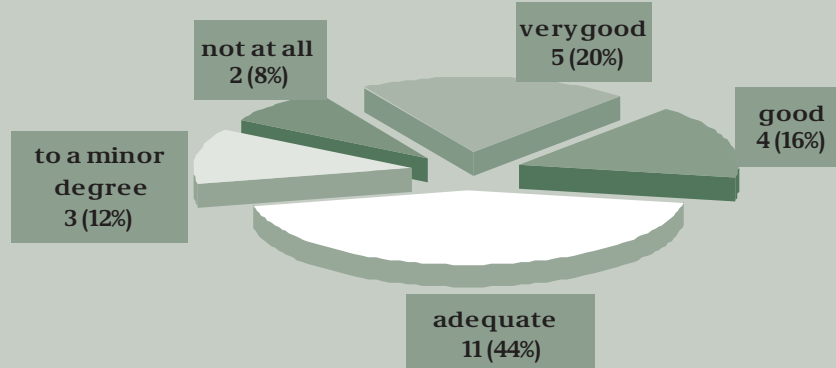
B) Relevance of the projects

Successful Twinning projects are regarded as **important by the partners and create a tangible added value**. The evaluations found that, for a project to be successful, the partners have to see the project as an important and relevant contribution to meeting their own general political goals. The partners should be **fully aware of the benefits and added value of a project**.

Projects where this is not the case often have the following problems:

- ▶ inadequate political support in the partner country
- ▶ insufficient human and financial resources
- ▶ a low capacity for cooperation and absorption at the operational level
- ▶ a low level of commitment on the part of the partner with regard to jointly achieving the established objectives.

Political support and absorption capacity of the beneficiaries



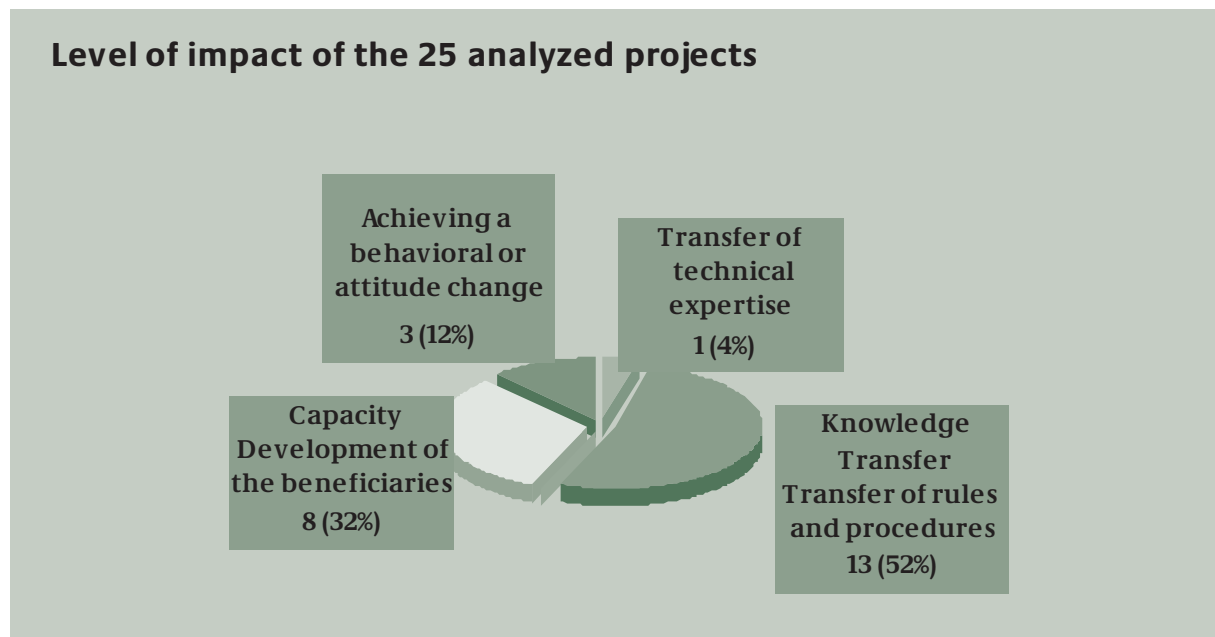
C) Impact

Successful Twinning projects not only formally adopt the *acquis communautaire* but also implement the *acquis* in practice.

Twinning projects serve not only to impart knowledge and transfer rules and procedures but also to **develop the skills and abilities of the project partners**. Twinning is regarded as an instrument that **initiates and supports change**. This is the only way to ensure that laws and regulations are not only ad-

opted on paper but also implemented and enforced in practice in everyday situations.

The persons surveyed for this study felt that, alongside the achievement of project goals, **nearly half of the projects strengthened the beneficiaries' ability to continuously adapt and respond** to developments in their respective policy fields or, similarly, led to positive changes in behaviour and attitude.



D) Sustainability

Successful Twinning projects include special measures for ensuring sustainability to prevent backsliding.

Many of the project stakeholders found that formally meeting the criteria of the *acquis communautaire* was not enough to ensure sustainability. Continuity in cooperation with the expert teams of the

Member States is regarded as one of the primary drivers for successful project implementation. Backsliding into previous behavioural patterns can be effectively combated in this way.

VIII Appraisal by country

1) Country appraisal: Poland

The evaluation looked at a total of **six Polish Twinning projects** with German involvement. Four of them were full-fledged Twinning projects and two were Twinning-light projects.

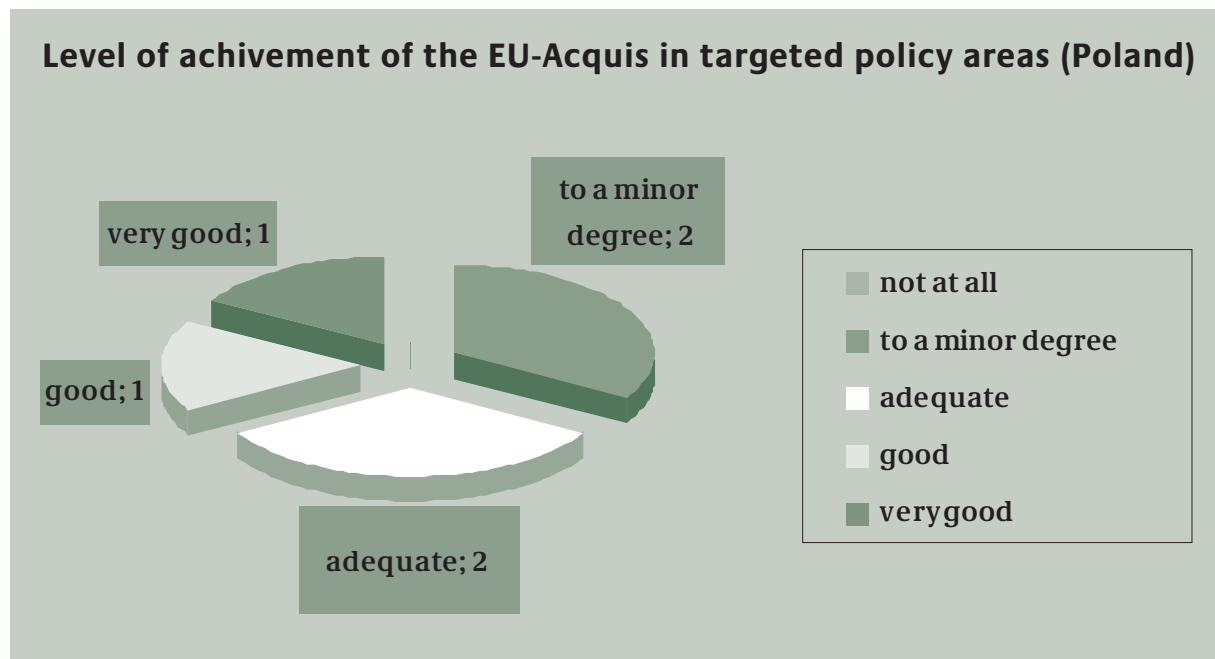
The majority of the projects analysed were rated „very good“ in terms of **achieving objectives**. On the other hand, two projects only achieved their objectives to an „adequate“ or „minor“ degree. The project that only partially fulfilled its targets focused on the area of corruption, which is usually a very difficult topic.

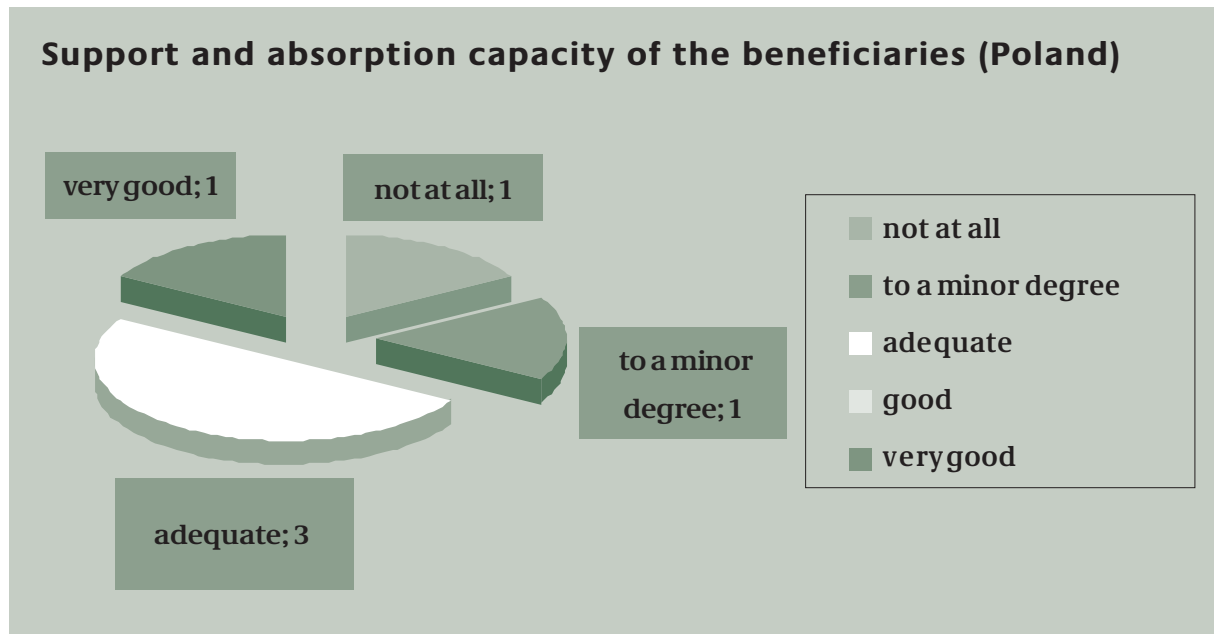
Generally speaking, the ability of the Polish projects to **adopt the *acquis communautaire*** was rated „adequate“ to „very good“. Here it must be remem-

bered that previous activities had already made a substantial contribution to the Polish authorities' ability to adapt to the *acquis communautaire*. Half of the projects evaluated are follow-up activities from previous Twinning projects, two of them with German involvement.

Overall, the level of **support and absorption capacity** was rated „adequate“ to „very good“ in the majority of the Twinning projects examined.

However, the high level of dynamism that characterised project implementation during the accession process could not be sustained in certain cases and has given way to a sort of „Twinning fatigue“ in some Polish partner authorities. This is exacerbated by a general lack of human and financial resources on the ground.





Since the transition facility was phased out in 2006, no further Twinning projects can be programmed. The financial resources for implementing Twinning projects planned in 2006 in Poland expired in 2008.

2) Country appraisal: Romania

Six Twinning projects were evaluated for Romania, **five of which were full-fledged Twinning projects and one Twinning-light project.**

In terms of **achieving objectives**, three of the six projects were rated „very good“, one project was rated „good“, and two were rated „adequate“.

With regard to **meeting the acquis communautaire**, five of the six projects were able to support the fulfilment of the accession criteria. These projects received a „good“ or „very good“ rating. On the other hand, one of the projects examined was not directly concerned with the *acquis communautaire* but rather focused on the absorption of investment funds from the EU pre-accession instrument, PHARE.

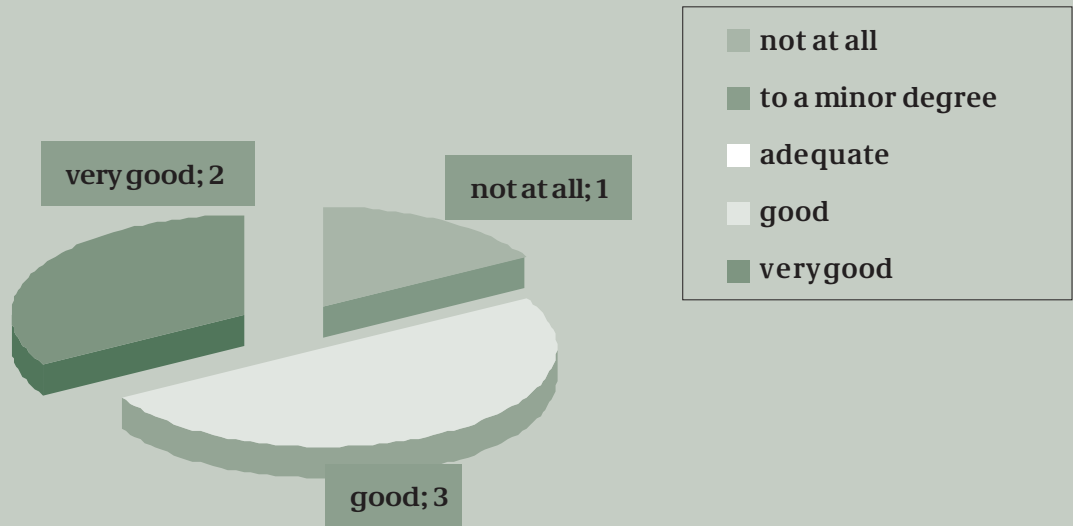
Collaboration in the Twinning projects was generally regarded as very positive. Despite a shortage of

human resources and high staff turnover, the **support and absorption capacity** of the beneficiary partners was viewed as „adequate“ to „very good“.

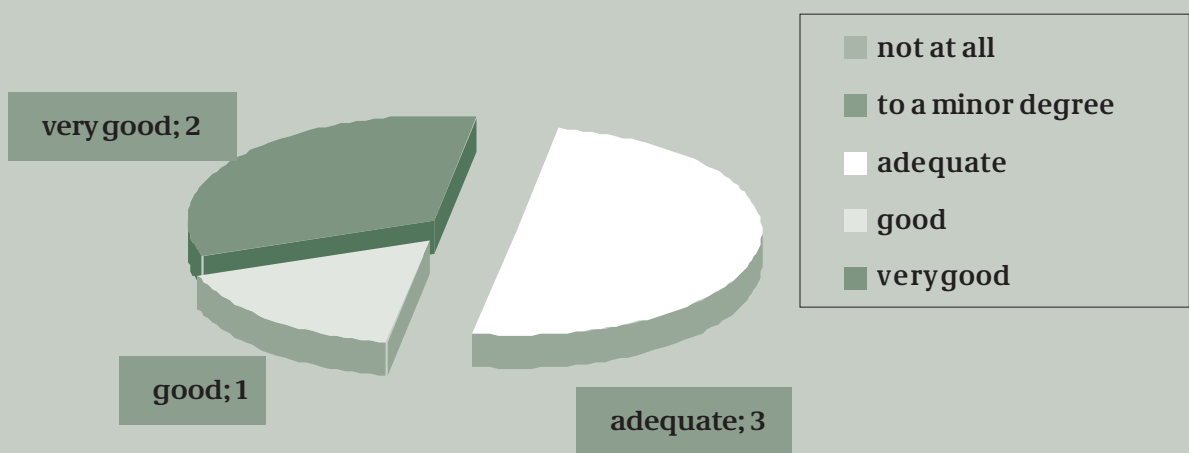
A characteristic feature of almost all the Romanian projects examined was the **high level of continuity** among project stakeholders. Five of the six projects were able to build on the results of previous projects. In one specific case, the German partners have won five Twinning projects in succession since 2000.

In four of the six projects, the beneficiaries found that further action and advisory services were needed in implementing EU provisions, despite the fact the *acquis communautaire* had been adopted. Additional supportive measures are currently in place in four of the projects examined.

Level of achievement of the EU-Acquis in targeted policy areas (Romania)



Support and absorption capacity of the beneficiaries (Romania)



3) Country appraisal: Bulgaria

In the case of Bulgaria, the evaluation focused on **six full-fledged Twinning projects** implemented between 2004 and 2007.

In terms of **achieving objectives**, the projects examined received consistently good marks. Three of the projects received an „above-average“ rating of „good“ or „very good“. Three of the projects were rated only „adequate“ since some of the original goals were met before the project started and, as a result, the projects were largely outdated and thus only partially reflected local needs.

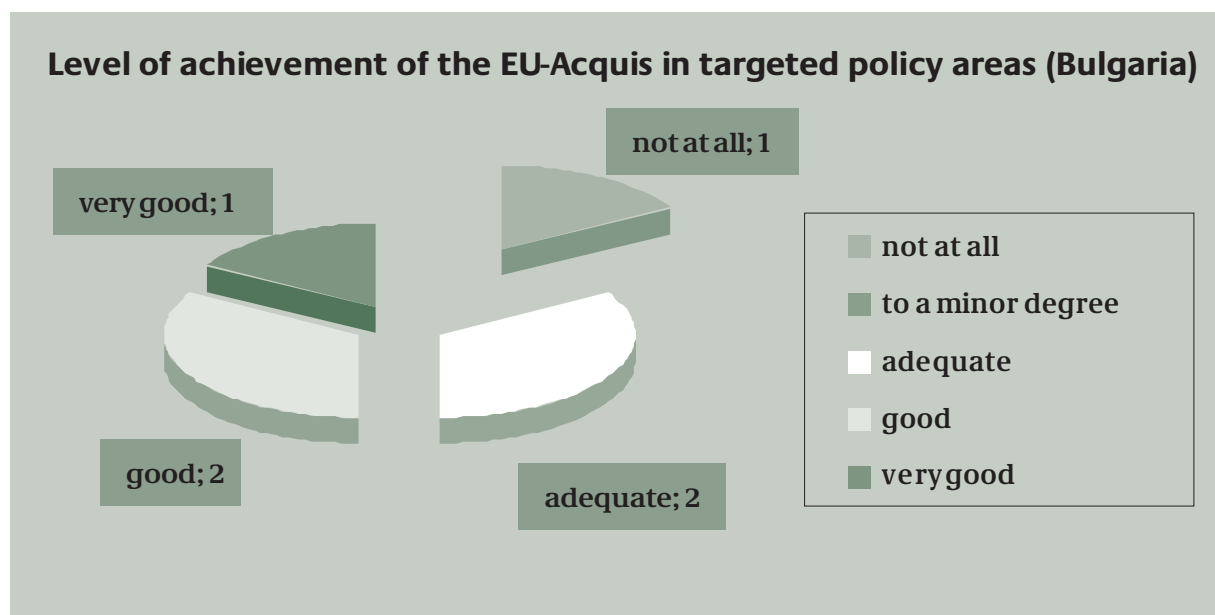
With regard to **meeting the *acquis communautaire***, the performance of the majority of the projects was considered „adequate“ to „very good“.

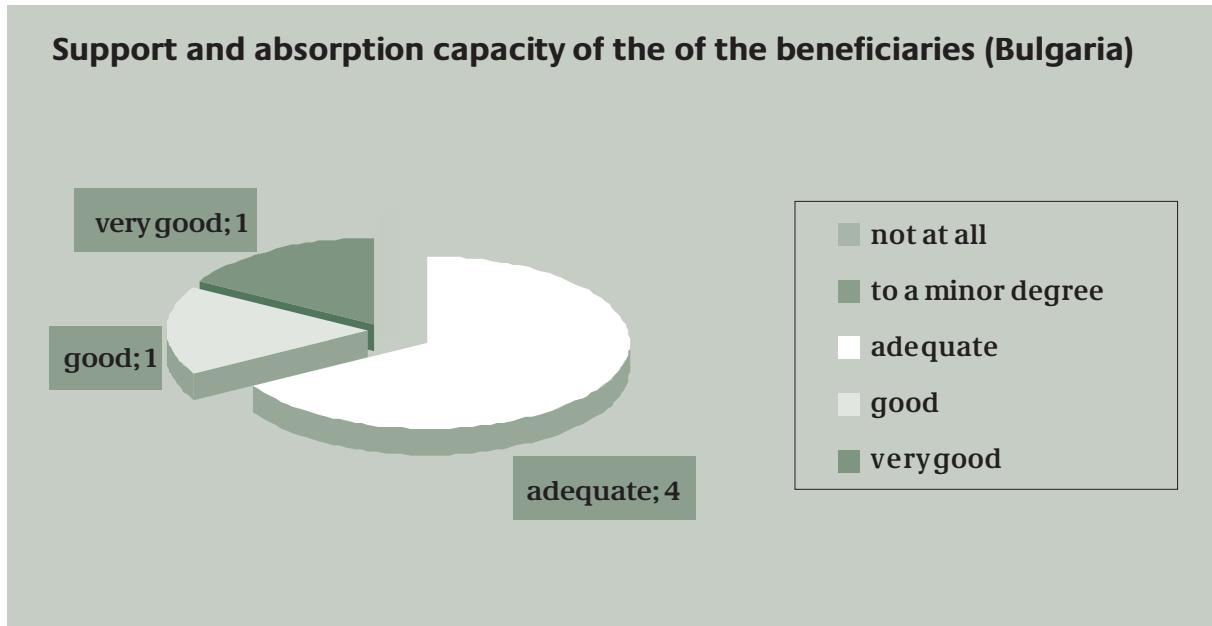
Furthermore, the **support and absorption capacity** of the majority of the beneficiary institutions was rated „adequate“ to „very good“.

These good marks can be attributed in part to the fact that, both prior to and during its accession to the

EU, Bulgaria faced enormous pressure to adjust and change its laws and institutions within a short period of time. This pressure led to a high level of dynamism in the beneficiary institutions.

However, in order to complete the implementation of these measures which were taken under such time pressure, it is necessary to provide further support in the form of follow-up projects and, even more importantly, to ensure that administrative structures are consolidated. A certain period of time has to be allowed for this to happen. As one RTA put it: *„In Germany, we sometimes had up to 30 years for the same processes. This point should not be forgotten and should always be borne in mind. The Bulgarians simply need time.“*





4) Country appraisal: Croatia

The appraisal for Croatia focused on four **full-fledged Twinning projects**.

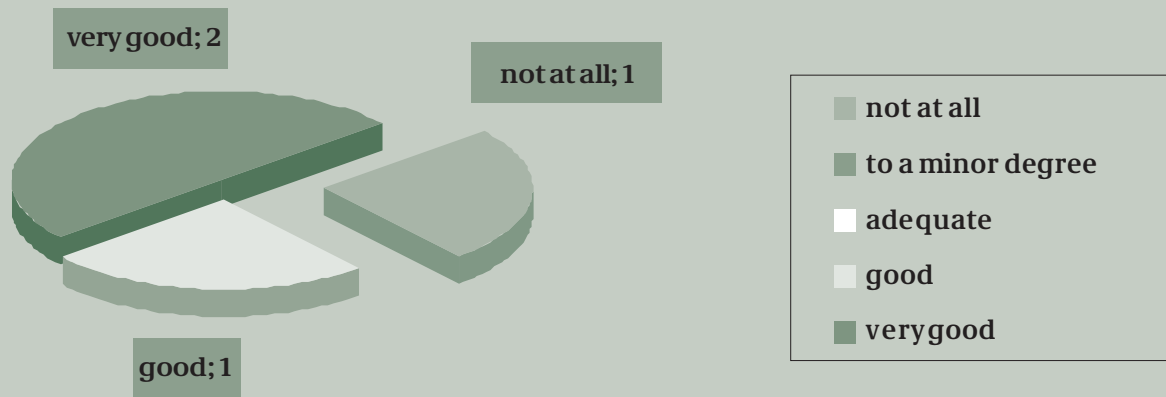
On the whole, the four Croatian projects examined varied greatly in terms of **achieving project objectives**. Three-quarters of the projects were rated „adequate“ to „very good“. However, one of the projects only partially met its objectives. This was primarily due to the task design and to the fact that some of the targets were too ambitious for the project time-frame.

With regard to the **formal acceptance of the acquis communautaire**, three projects received a „good“ to „very good“ rating. In general, the projects supported developments which took place at the very beginning of the process of aligning national legislation with EU law. While the legislative framework sometimes complied with EU standards at the end of the projects, the standards had not yet been implemented consistently and nationwide.

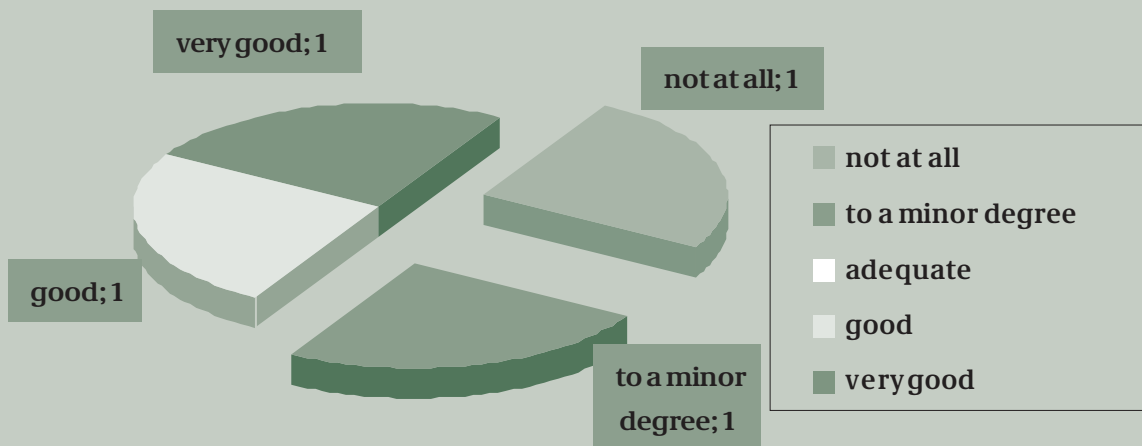
The **support and absorption capacity of the beneficiaries** in the Croatian projects was found to be „adequate“ in only two projects.

Some partners were not sufficiently aware of the need to adapt to EU standards. The alignment process was often insufficiently supported. For example, some project beneficiaries had the opinion that EU standards have to be met only after accession has taken place. Furthermore – and perhaps because of this problem – all of the projects in Croatia suffered from insufficient staffing on the part of the authorities involved.

Level of achievement of the EU-Acquis in targeted policy areas (Croatia)



Support and absorption capacity of the of the beneficiaries (Croatia)



5) Country appraisal: Serbia

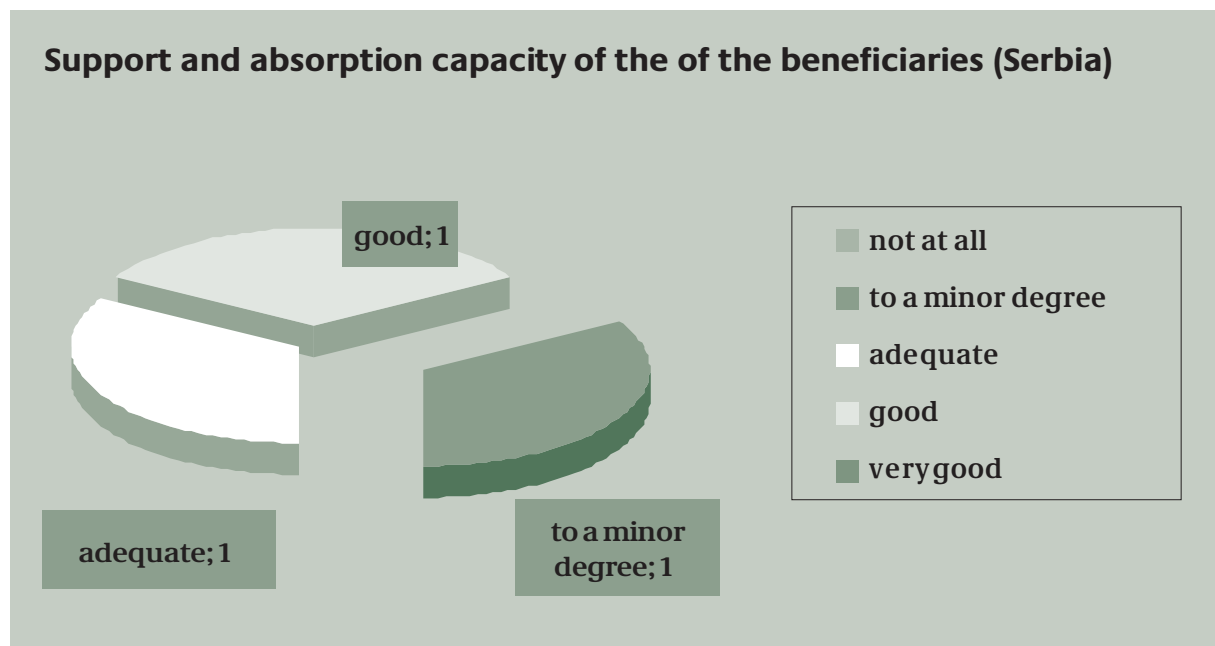
Three full-fledged Twinning projects were used as the basis for the evaluation in Serbia.

With regard to **achieving objectives**, the three projects examined in Serbia fared far worse than projects in other countries. Of the three projects examined, two achieved their objectives to an „adequate“ and one to only a „very minor“ degree.

In the three projects examined, the **support and absorption capacity of the beneficiaries** was regarded as „adequate“ to „good“. One project received

only minimal support from the beneficiary institution; according to the parties interviewed, this was due to the project's lack of visibility and an insufficient awareness of problems on the part of the beneficiaries.

During the period in which the projects were implemented (2004-2007), there was no contractual basis in Serbia for the need to adapt to the standards of the EU. A Stability and Association Agreement was not signed with the EU until May 2008. In this respect, it cannot be assumed that Serbia was already aware of the need to align its system to the *acquis communautaire*.



All of the projects in Serbia aimed to transfer knowledge in a particular area. In one case, considerable technical progress was made, although the country was unable to make legislative alignments at the same time

In this project timeframe, Serbia can best be compared to **a country outside the accession context**. Without the enormous incentive of EU membership, long-term advisers face the challenge of being able to achieve a strong level of collaboration only if they can convince the beneficiaries of the relevance and bene-

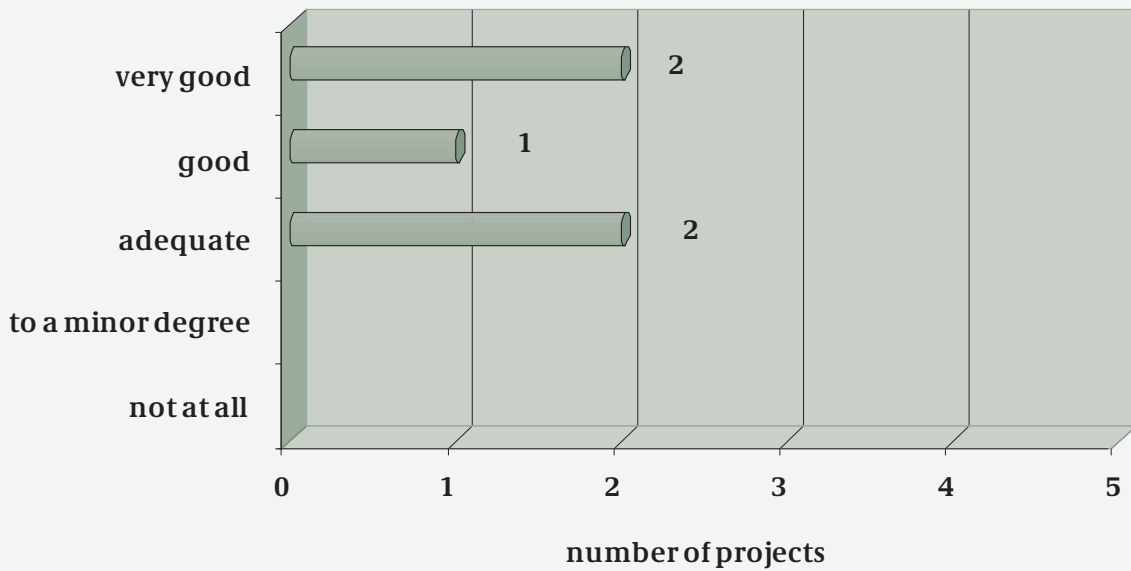
fits of the project. In individual cases, this means that the long-term experts must have a high level of expertise in their specific field, an excellent overview of the broader context, as well as first-rate management, communication and advisory skills.

IX Appraisal by sector

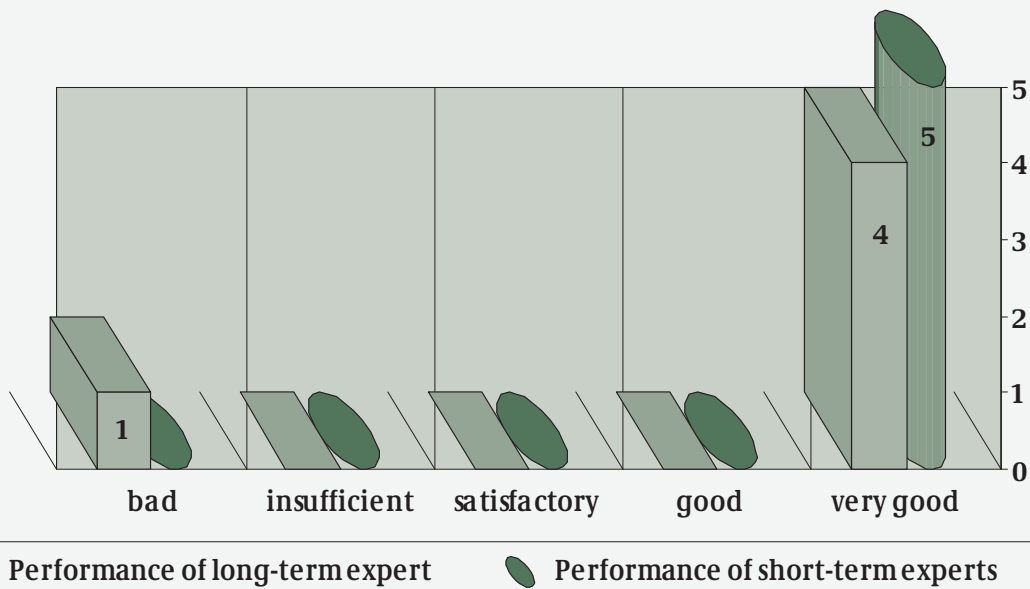
1) Appraisal by sector: Ministry of the Interior

- Policy areas:**
- ▶ Schengen and border police management
 - ▶ Policy on foreigners, asylum and migration
 - ▶ Anticorruption policies
 - ▶ Combating organised crime

Achievement of objectives in the sector of home affairs (5)



Performance of German long-term and short-term experts



In terms of **achieving objectives**, the five projects involving the Ministry of the Interior received ratings ranging from „adequate“ to „very good“.

Furthermore, **the performance of the short-term and long-term experts** was consistently regarded as „very good“. Only one project reported difficulties in collaborating with the long-term expert. This particular expert terminated the contract during the course of the project. As a result, the project was implemented without an RTA until shortly before project completion.

Overall, only two projects reported an acute need for **additional support measures** to remedy visible

deficits. One significant finding is that, in four of the five projects, additional Twinning projects and bilateral partnerships are being implemented or are closely interlinked.

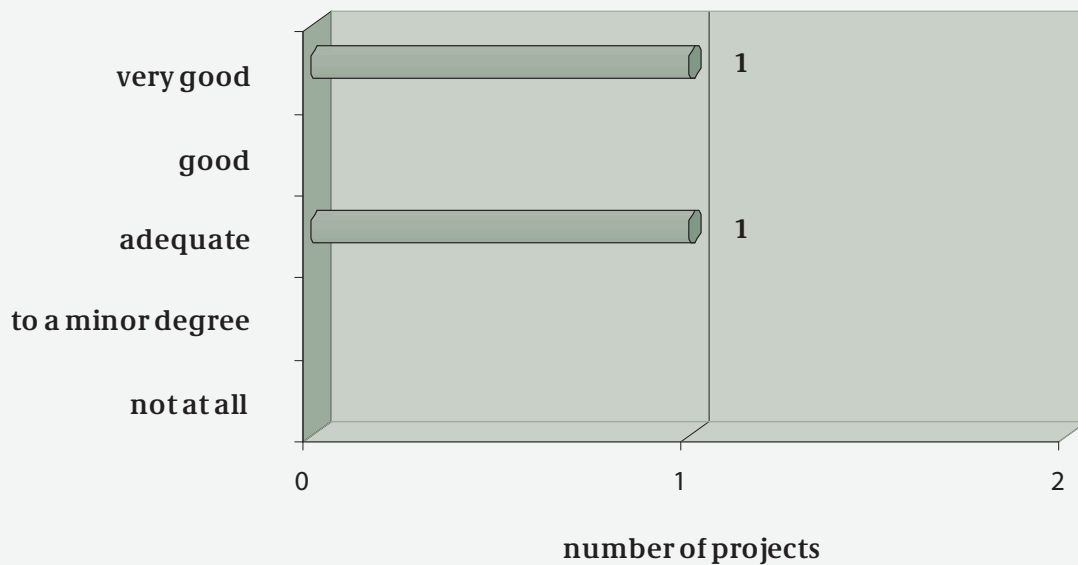
Only two projects appear to have achieved a high **level of effectiveness**, i.e. the expected development actually materialised. In these two projects, the structures that were built are similar to those in Germany. In addition, the partners have been working together continuously for a period of eight years.

2) Appraisal by sector: Ministry of Justice

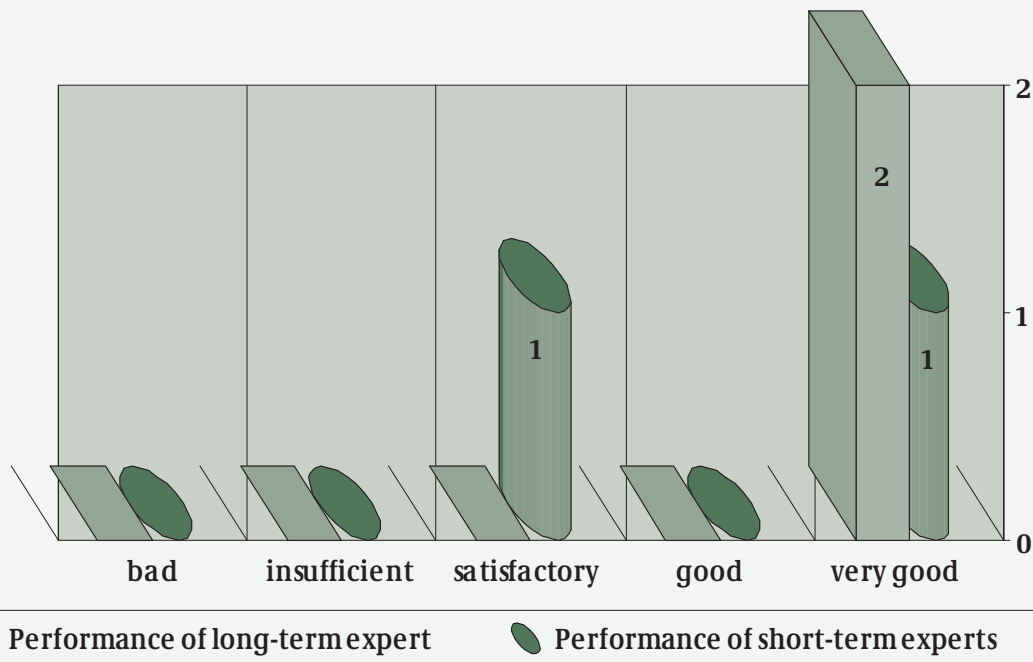
Policy areas:

- Independence of the judicial system

Achievement of objectives in the sector of justice (2)



Performance of German long-term and short-term experts



Of the two projects involving the Ministry of Justice, one was rated „very good“ and the other „adequate“ in terms of **achieving project objectives**. In the latter project, the targets were aimed at the needs of the beneficiary authorities but were far too ambitious for the project timeframe.

The **performance of the German long-term advisers** was regarded as „very good“. In contrast, the **performance of the short-term experts** was rated „adequate“ in one of the projects. While the beneficiaries confirmed that the experts were highly qualified, they would have preferred a more „custom-fit“ transfer of information.

In one project, the **level of effectiveness** was found to be very high, since the beneficiaries believe they can perform their tasks independently and feel strengthened in their new roles. No further support measures are necessary here. Furthermore, a bilateral follow-up project dealing with a related issue is also being implemented.

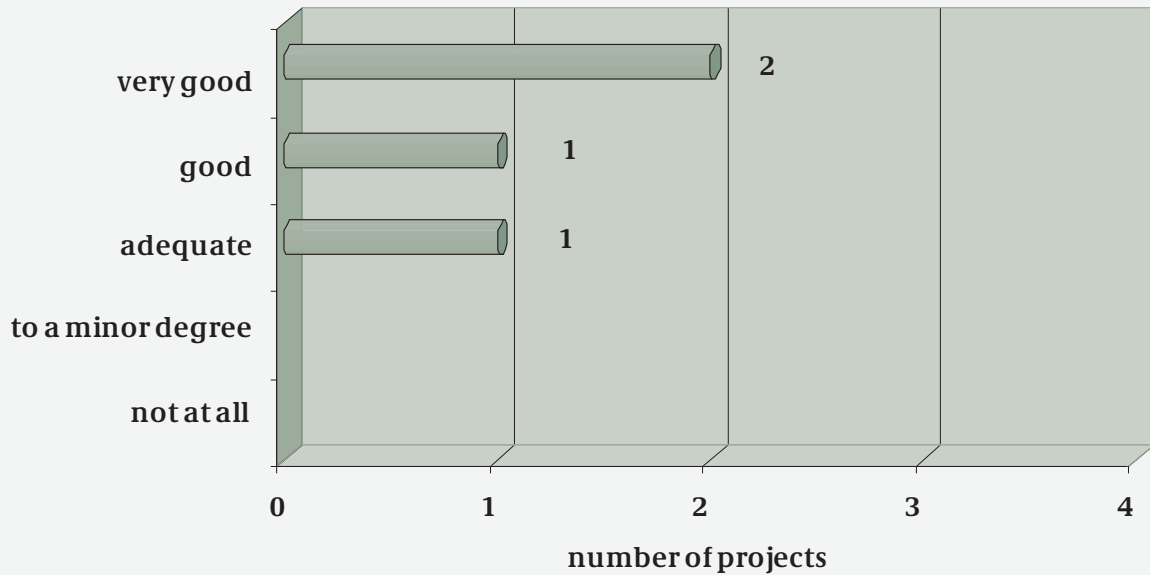
In the second project, there was a limited impact on the transfer of knowledge and procedures. **Additional support measures** are clearly needed, but unfortunately no further connections were developed in this respect.

3) Appraisal by sector: Ministry of Finance

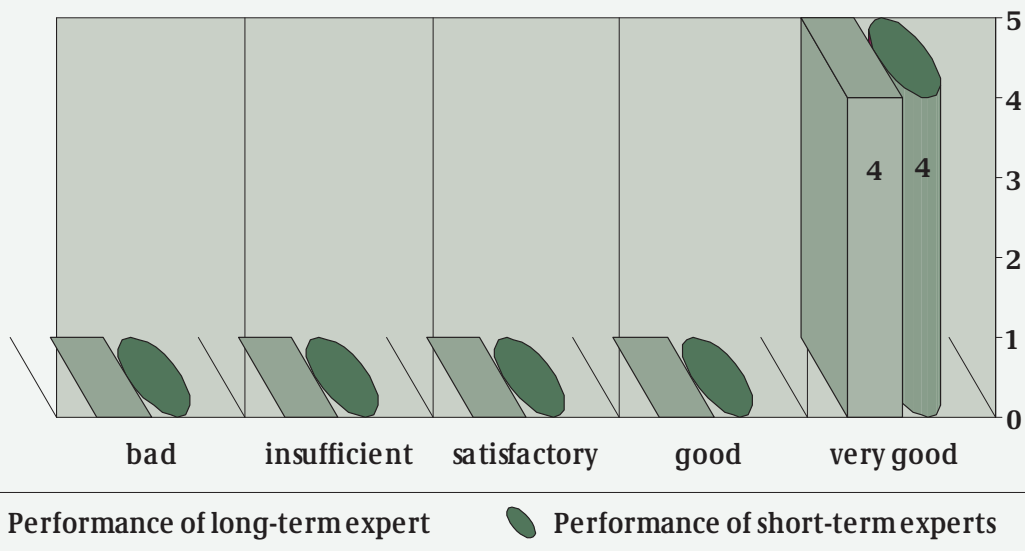
Policy areas:

- ▶ State aid
- ▶ Internal financial control
- ▶ Customs service

Achievement of objectives in the sector of finance (4)



Performance of German long-term and short-term experts



Of the four projects in which the Ministry of Finance was involved, one was rated „adequate“, one „good“ and two „very good“ in terms of **achieving their objectives**.

The **performance of the German short-term and long-term advisers** was viewed as „very good“ in all cases.

The projects' **level of effectiveness** was consistently high. The beneficiaries were able to familiarise themselves with the *acquis communautaire* and are largely able to perform their tasks independently.

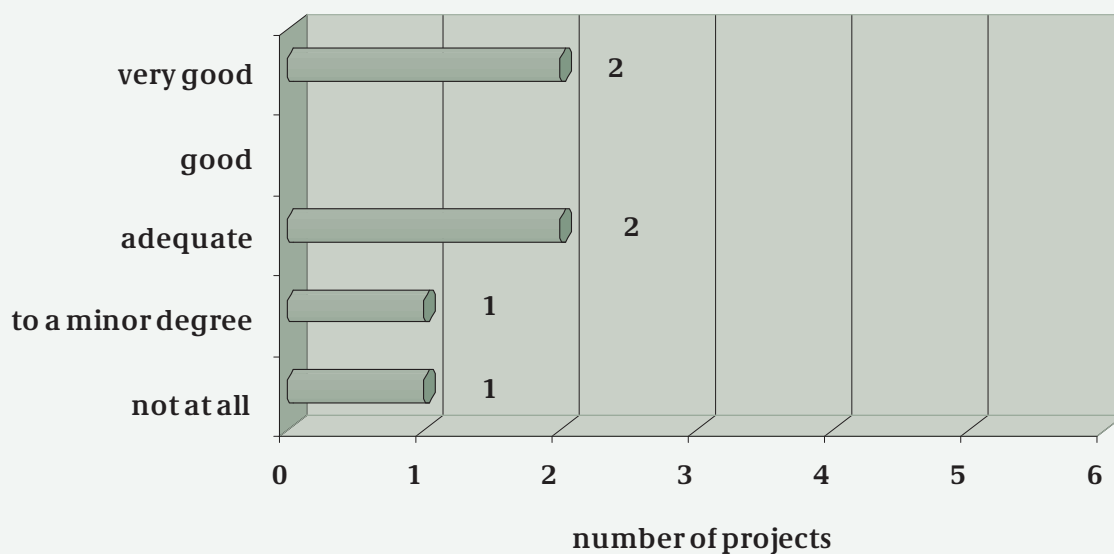
In two projects, the beneficiaries expressed interest in further cooperation on specific topics. In the two other projects, the remaining tasks will be addressed within the context of the EU's programme for strengthening governance and management (SIGMA) as well as an additional Twinning project.

4) Appraisal by sector: Ministry of Economics and Technology

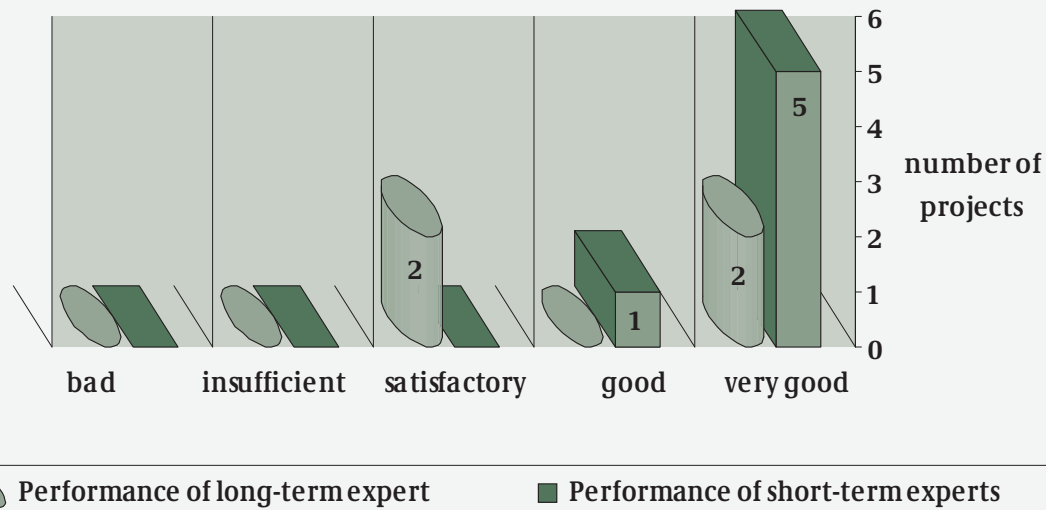
Policy areas:

- ▶ Public procurement
- ▶ Energy and gas supplies
- ▶ Overall economic forecasts and statistics
- ▶ Protection of competition
- ▶ Postal markets
- ▶ Management of European Structural Funds

Achievement of objectives in the sector of economics and technology



Performance of German long-term and short-term experts (including 2 TWL)



Of the six projects involving the Ministry of Economics and Technology, two were rated „very good“ and another two „adequate“ in terms of **achieving project objectives**. However, two projects exhibited considerable shortcomings. This was primarily due to inadequate communication between the project partners and the lack of absorption capacity and support on the part of the beneficiary authorities.

The **performance of the German short-term experts** was consistently viewed as „very good“. The **long-term experts** received more variable results. The management skills of two long-term experts were regarded only as satisfactory. This was mainly due to insufficient communication with the beneficiaries regarding their expectations and needs, as well as inadequate mentoring activities with the recipients.

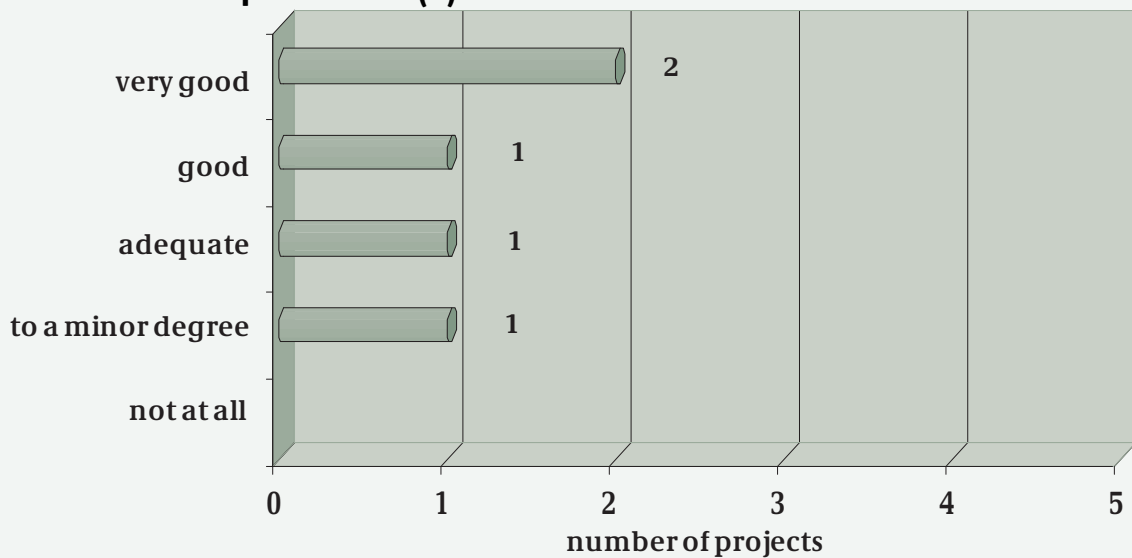
The two projects that received a „very good“ rating were also found to have achieved sustainable impacts, i.e. they enabled the beneficiaries to continue performing their tasks independently in the future under changing conditions. According to those surveyed, additional support measures are needed in two-thirds of the projects. Therefore, additional support measures are being explored for almost all the

projects, including a Twinning follow-up project, a Twinning-light project, a bilateral scheme as well as a project within the framework of the EU's TAIEX instrument for technical assistance and information exchange.

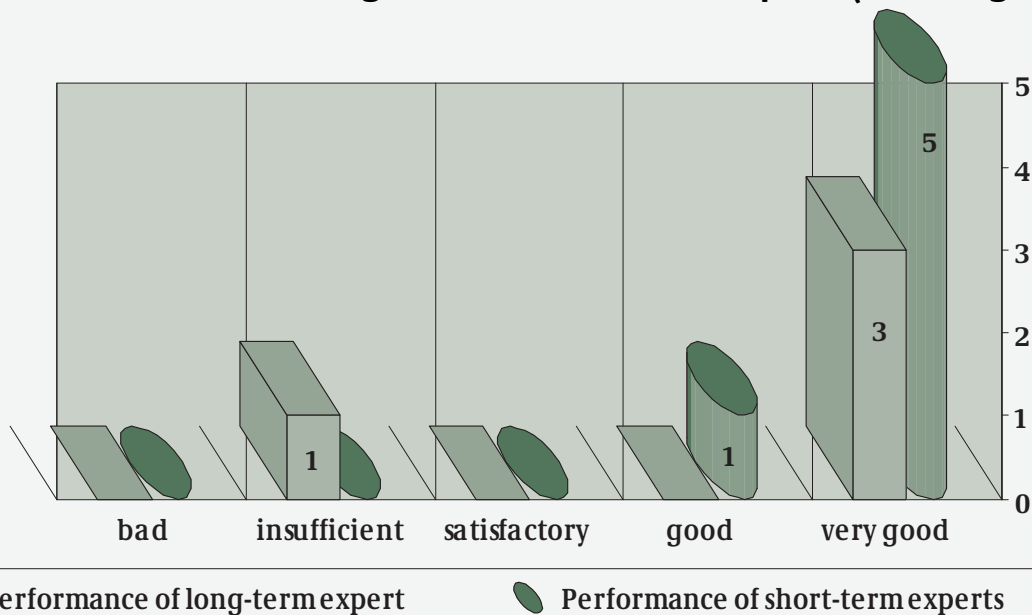
5) Appraisal by sector: Ministry of Food, Agriculture and Consumer Protection

- Policy areas:**
- ▶ Phytosanitary inspection system
 - ▶ Common agricultural and fisheries policy
 - ▶ Market quality of fruit and vegetables
 - ▶ Paying and Intervention Agency for direct agricultural services
 - ▶ Rural development and capacity-building in the agricultural ministry

Achievement of objectives in the sector of food, agriculture and consumer protection (5)



Performance of German long-term and short-term experts (including TWL)



More than half the projects performed in conjunction with the Ministry of Agriculture were rated „good“ or „very good“ with regard to **achieving project objectives**. However, two projects met their objectives only „partially“ or „to a minor degree“. In one of these latter two projects, the lower rating was due primarily to a long delay in the delivery of software as well as the unclear assignment of responsibilities and tasks in the ministry. In the other lower-rated project, the objectives were too ambitious and did not reflect the political priorities in the beneficiary country.

The **performance of the short-term and long-term experts** consistently received a very positive rating. However, in one specific instance the RTA's performance was rated insufficient. According to those

interviewed, this RTA was not integrative enough in his role and did not sufficiently adapt to changing conditions on the ground.

In two of the projects, the recipient authorities actively worked on the regulations and their implementation and thereby gained a lasting capacity to perform their tasks in line with EU standards. The **level of impact** here was regarded as high.

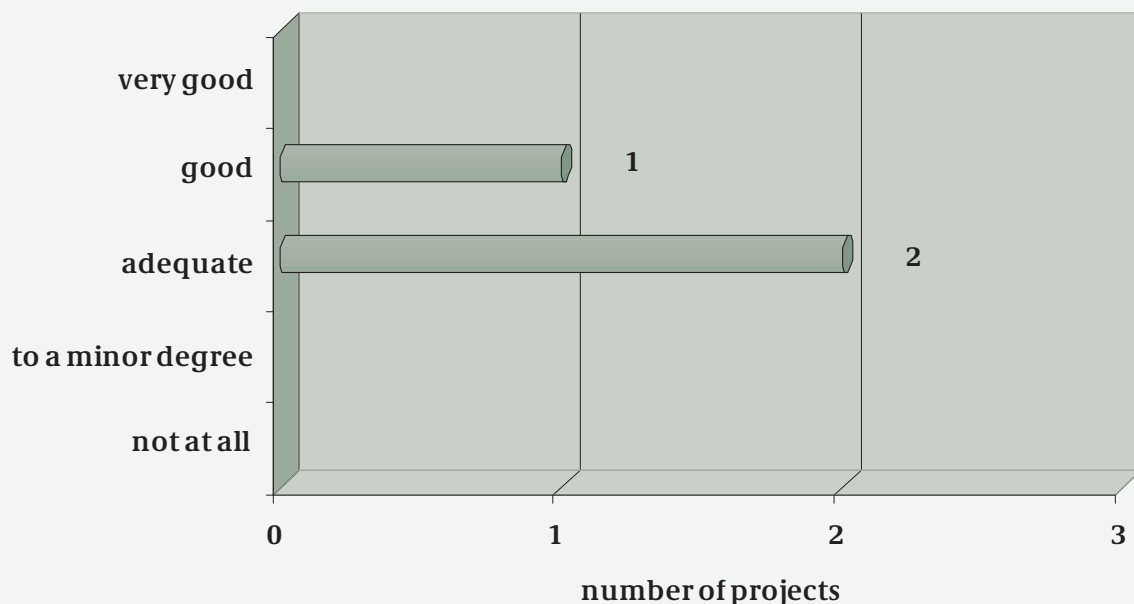
Additional support measures are urgently needed in three of the five projects. Here, cooperation will be continued through bilateral partnerships, follow-up Twinning projects and the organisation of study visits through TAIEX. The only exception here is the Twinning project which was regarded as less successful.

6) Appraisal by sector: Ministry for the Environment, Nature Conservation and Nuclear Safety

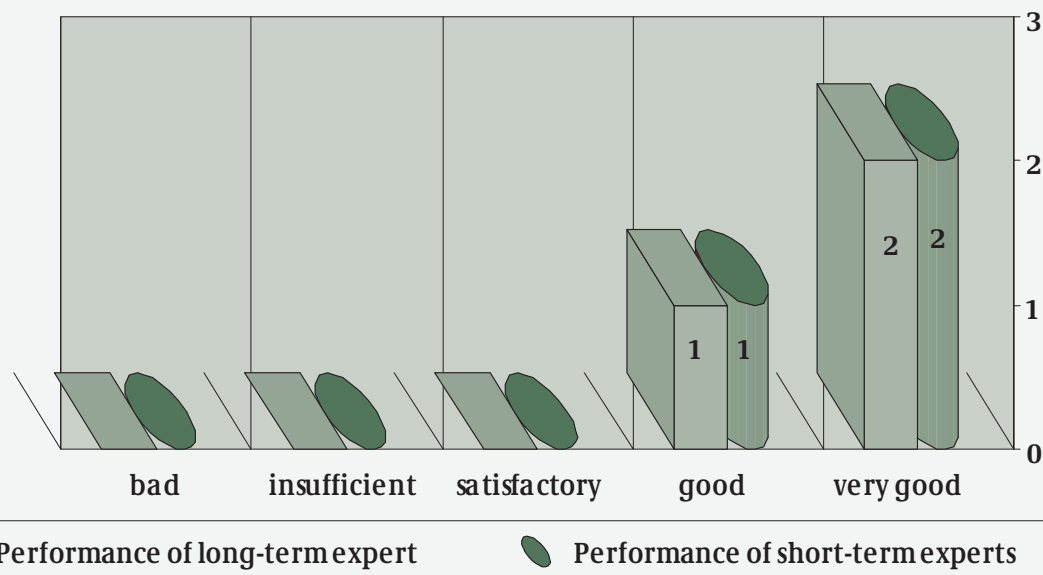
Policy areas:

- ▶ Management of European structural funds in the environmental sector
- ▶ Air quality measurement
- ▶ Water pollution control

Achievement of objectives in the sector of environment (3)



Performance of German long-term and short-term experts



One of the three projects assessed in the environmental sector was rated „good“ and two „adequate“ in terms of **achieving objectives**. This was due, in part, to the fact that some of the projects experienced long delays before they could get off the ground while some of the project objectives were not realistic or geared towards the current needs in the country.

The **performance of the German short-term and long-term advisers** was consistently regarded as „very good“ and „good“. In one of the projects, the long-term adviser was physically separated from the project, having to remain in the beneficiary country’s capital city even though the project had a regional orientation. In another project, it was difficult to find perfectly suited experts.

The **impacts** of these projects primarily involved the transfer of knowledge, communication structures and procedures in combination with the supply of technical equipment. Furthermore, the projects also achieved gradual changes in mindsets. It remains to be seen whether or not the beneficiaries will be able to perform their tasks without further advisory assistance.

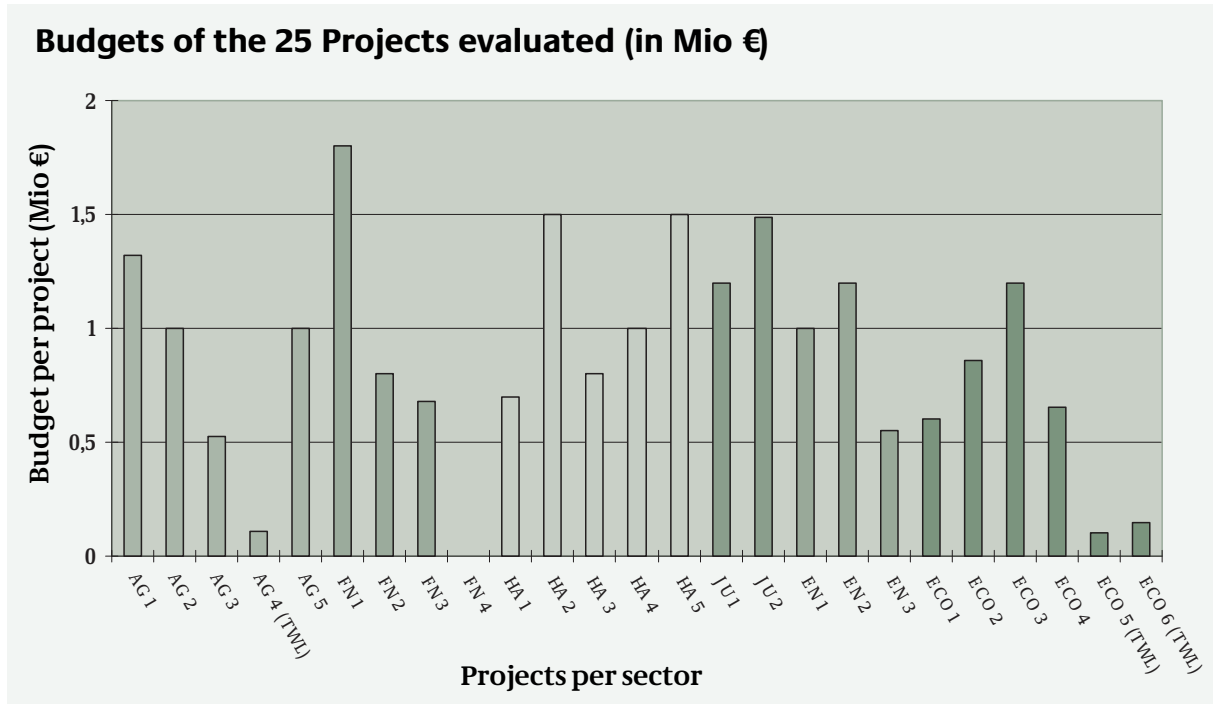
Additional support measures are needed in all areas. Accordingly, new follow-up Twinning projects have been put to tender.

Annex 1 – Matrix of evaluated projects

	Interior	Justice	Finance	Economics	Food/Agr.	Environ.
Poland	Strengthening of the process of implementation of the anticorruption activities in Poland		Strengthening of the protection of the EU financial interests Strengthening the Polish Customs Service	Competition Protection Methods of monitoring and stimulating development of the postal market by the regulator on the basis of EU MS experience	Strengthening of marketing quality control of fruit and vegetables	
Romania	Developing the Capacity of the Romanian Border Police to apply the Schengen and Border Management Acquis Strengthening the institutional and operational Capacity of Asylum and Migration Management	Twinning Arrangements for Superior Council of Magistrates		Developing the Institutional and Administrative Capacity of the RDA's to Manage and Implement Structural Funds after Accession	Designing of an Integrated Administration and Control System – IACS in Romania and support for formulation of a policy for consolidation of farms	Support to the Ministry of Environment and Water Management in preparation of the programming scheme under ESC
Bulgaria	Integrated Border Control, Regional Training Centre		Further implementation of the new model of public internal financial control in Bulgaria	Strengthening the Institutional Capacity of the Agency for Economic Analysis Forecasting AEAF	Approximation and implementation of the legislation – Common Agriculture Policy (CAP) and Common Fisheries Policy (CFP) mechanisms	Institutional Strengthening of the River Basin Authorities in Bulgaria* Control System for Ambient Air Quality and Emission Measurements

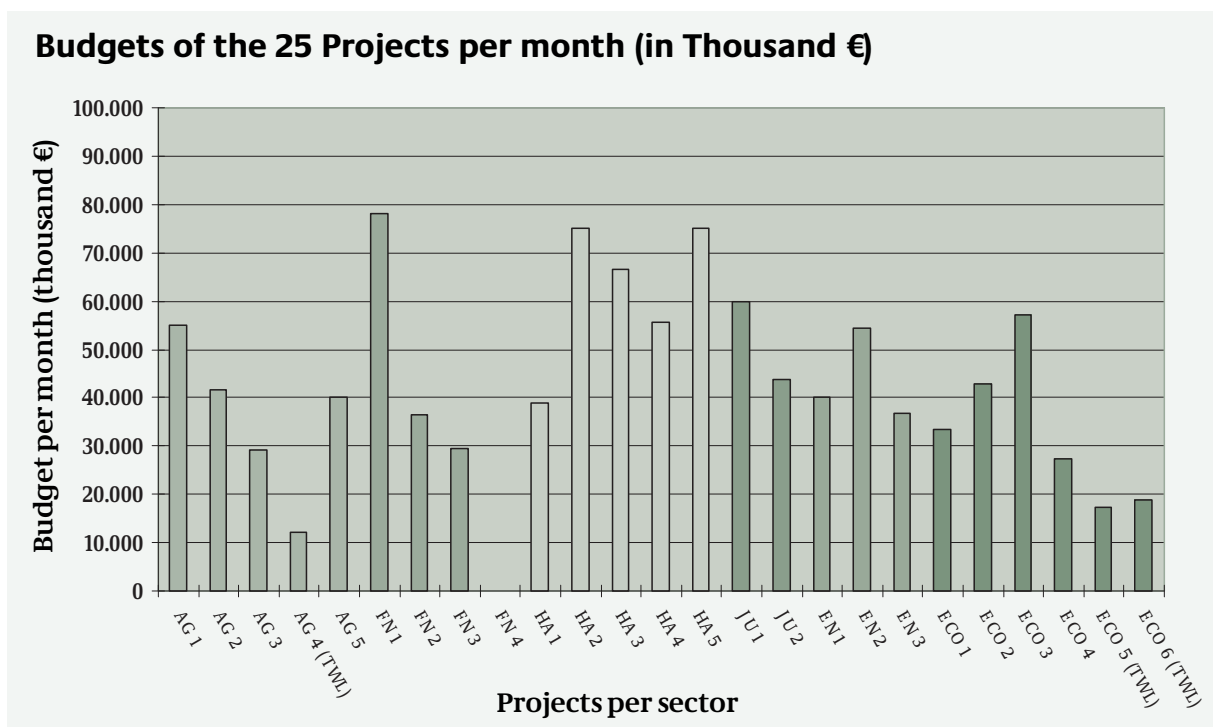
	Interior	Justice	Finance	Economics	Food/Agr.	Environ.
Croatia			Support to the Croatian State Aid system*	Strengthening the Croatian Public Procurement System	Strengthening the Phytosanitary Inspection System Operational Capacity Building within the MAFWM	
Serbia	Capacity Building and Strengthening of the Serbian Ministry of Interior	Capacity Building and Strengthening of the Ministry of Justice (MoJ) – Serbia		Capacity Building for the Ministry of Mining and Energy Serbia		

Annex 2 – Budgets of evaluated projects

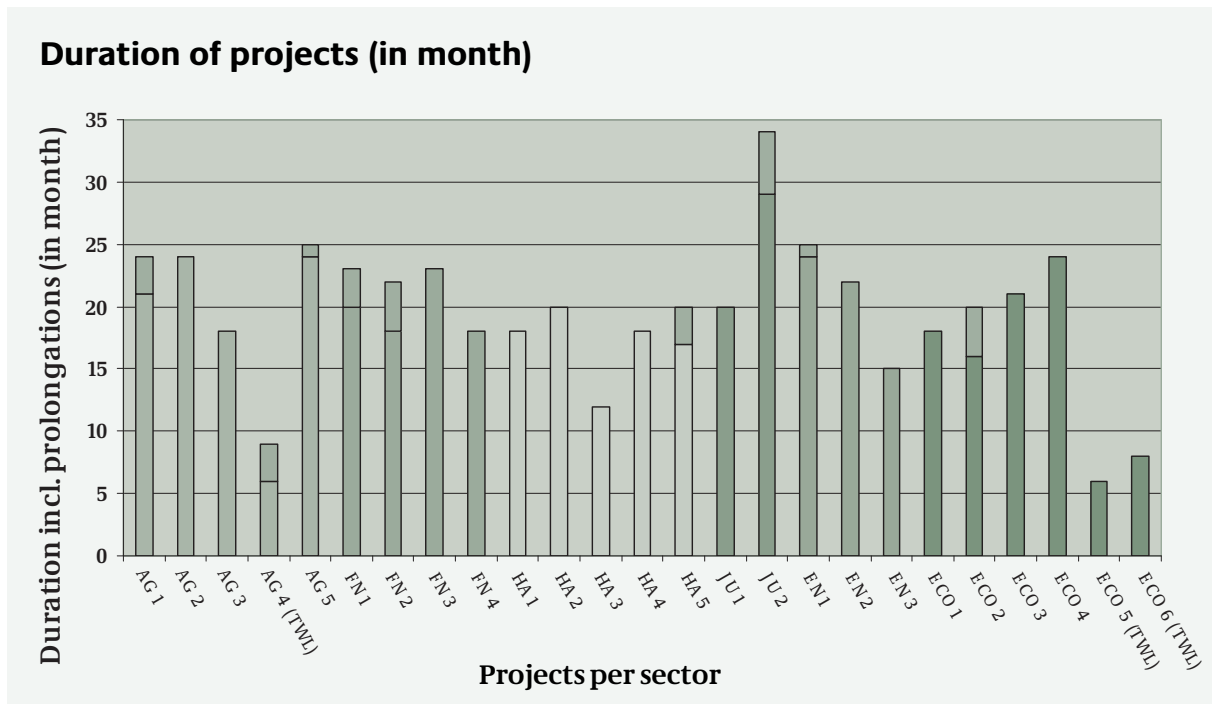


The average budget of the evaluated projects was € 860,000. Thus average funding is € 46,000 per

month for full-fledged Twinning projects and € 16,000 per month for Twinning-light projects.




Annex 3 – Duration of evaluated projects



Full-fledged Twinning projects had an average duration of 20 months, while Twinning-light projects aver-

aged seven months. Nine of the 25 Twinning projects examined were extended by up to five months.



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