

**Thematic Interim Evaluation
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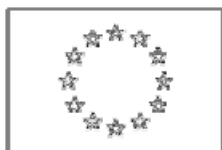


Thematic Interim Evaluation of the European Union Pre-Accession Assistance

Review of Twinning in Croatia

MWH Consortium Croatia

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The views expressed are those of the MWH Consortium and do not necessarily reflect those of the European Commission.

This report has been prepared as a result of an independent evaluation by the MWH Consortium being contracted under the Phare programme.

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PREFACE

The purpose of this thematic interim evaluation is to review the current Phare pre-accession twinning assistance dedicated to Croatia and to make recommendations for improvements of the current Phare twinning programmes, as well as provide an input to the debate on future programming and implementation arrangements for twinning under the new Instrument for Pre-Accession in the Croatian context.

This thematic interim evaluation report has been prepared by the MWH Consortium¹ during the period from August 2008 to October 2008 and reflects the situation at 31 October 2008, the cut-off date for the report.

The evaluation is based on an analysis of programme documents, including previous *ex post* and interim evaluations, and on interviews with beneficiaries and stakeholders. It examines the performance of the twinning instrument in addressing the objectives stated in the formal programming documents and provides a general assessment of twinning in Croatia. It draws conclusions and puts forward recommendations for future increased twinning performance.

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GLOSSARY OF ACRONYMS

| Acronym | Description | Acronym | Description |
|---------|--|---------|---|
| AO | Administrative Office | IPPC | Integrated Pollution Prevention and Control – Council Directive |
| AP | Accession Partnership | MIPD | Multi-annual Indicative Planning Document |
| BC | Beneficiary Country | MS | Member State |
| CAP | Common Agricultural Policy | MTE | Medium-term Expert |
| CARDS | Community Assistance for Reconstruction, Development and Stabilisation | NCP | National Contact Point |
| CFCA | Central Finance and Contracting Agency | NGO | Non-governmental Organization |
| CFCU | Central Finance and Contracting Unit | PAR | Public Administration Reform |
| CoA | Court of Auditors | NUTS | Nomenclature des Unités Territoriales Statistiques |
| CODEF | Central State Office for Development Strategy and Coordination of EU Funds | PIU | Project Implementation Unit |
| DIS | Decentralised Implementation System | PL | Project Leader |
| ECD | European Commission Delegation | RTA | Resident Twinning Adviser |
| EDIS | Extended Decentralised Implementation System | SPO | Senior Programming Officer |
| ENPI | European Neighbourhood and Partnership Instrument | STE | Short Term Expert |
| EU | European Union | TA | Technical Assistance |
| HQ | Headquarters | TAIEX | Technical Assistance and Information Exchange Instrument |
| HR | Human Resources | TCP | Twinning Contact Point |
| IPA | Instrument for Pre-Accession Assistance | TF | Transition Facility |
| IPARD | Instrument for Pre-Accession – Rural Development | TW | Twinning |
| | | TWL | Twinning Light |

EXECUTIVE SUMMARY

Thematic Interim Evaluation Report: Review of Twinning in Croatia

SCOPE AND OBJECTIVES

This Thematic Evaluation Report assesses European Union twinning assistance and support to Croatia as a Candidate country. The report includes relevant analysis, as well as lessons learned, conclusions and recommendations for an improved implementation of current programmes as well as for future pre-accession programming, notably of the new Instrument for Pre-Accession Assistance (IPA). The report also draws on experience from new member states and other candidate or potential candidate countries. Elements of good practice from former candidate countries/ new member states are identified and presented.

The scope of this thematic Evaluation Report focuses on interviews with key actors and stakeholders of Phare 2005 and 2006 twinning programmes in Croatia, representing around 30 twinning and twinning light projects currently at various stages of preparation and implementation.

KEY EVALUATION FINDINGS

Twinning meets Croatian needs but key institutions and procedures are weak.

The 'Twinning Philosophy', strategic rationale and design of Phare twinning assistance is as well suited to Croatia as it has been to other candidates. The institutional environment in Croatia, however, is not yet fully developed and institutional responsibilities and procedures generally are not sufficiently coherent, complementary or integrated. The roles of the key institutions for twinning and their procedures are not sufficiently publicised or widely understood among the twinning community in Croatia. The Central Finance and Contracting Agency and, within it, the Twinning National Contact Point, does not yet function with sufficient speed in accordance with the Twinning Manual, and the latter body, which should play a significant role, has a very low profile. Donors still play a disproportionate role in the twinning exercise.

Twinning support generally achieved its intended results.

Despite the above weaknesses, where there is adequate absorption capacity and potential beneficiaries are motivated, twinning in Croatia is mostly being implemented well, notably in the home affairs, customs and taxation, internal market and competitiveness and free movement of goods sectors.

In common with other past and present beneficiaries, there is a tendency for Croatia to allocate insufficient resources for the implementation of twinning projects, and to misconceive the extent to which twinning makes demands on the beneficiaries which, together with variable high level support, complicates and slows-down the envisaged activities. This is visible through the delays taken in preparing twinning fiches or at the implementation stage when Croatian high level staffs do not sufficiently mobilise their teams to make full immediate use of the twinning implementation period.

Nevertheless, twinning is considered to be the most suitable instrument for the development of administrative capacities and promotion of legislative changes in Croatia and, whether or not it is

cost-effective, it is certainly highly effective and it is hard to see how the transfer of administrative know-how could be otherwise achieved.

Sustainability depends on ownership at the decision-making level

Many Croatian twinning projects have benefited from national counterparts and teams who are keen to see projects through to satisfactory and sustainable conclusions. However, their ability to consolidate the achieved outcomes and to secure impact elsewhere in their administration depends on engaging the attention and commitment of the higher levels in their hierarchy, and this has been a point of difficulty in many cases.

CONCLUSIONS

Conclusion 1: Overall good performance of twinning implementation in Croatia

The performance assessment of running and finalised twinning implementation is satisfactory to good in Croatia based on strong Croatian project leaders and some highly committed individual members of staff. Despite all critical comments, compared to other accession countries and new Member States, Croatia manages quite satisfactorily with some outstanding success stories (statistics' 2005/2006 programmes, home affairs) and shares similar problem with other Phare beneficiary countries. The acceptance of twinning has been significantly advanced and the instrument as such receives a good reputation among the Croatian beneficiaries. On the other hand efficiency and effectiveness of individual twinning operations are variable, reflecting sometimes low absorption capacities and some external factors such as political influence, budget limitations or weak or unhelpful top management involvement.

Conclusion 2: Performance of the twinning coordination/advisory unit in the Central Finance and Contracting Agency is uneven

The Central Finance and Contracting Agency performance is moderately satisfactory but needs to develop further and speed up procedures. Management of the twinning instrument depends on too few persons in the Agency who are overwhelmed and do not have sufficient time to train and supervise new staff. Task managers are not all knowledgeable and experienced with administrative matters. The new staff need to receive intensive training and should together with the European Commission Delegation agree on a correct interpretation of twinning regulations. The internal structure of the Agency needs to be reviewed to clarify whether it is organised appropriately for its tasks. In particular the Twinning National Contact Point requires rapid development in order to play a more significant professional role in managing, guiding and promoting the use of twinning in Croatia.

Conclusion 3: Institution building twinning under the single Instrument for Pre-Accession needs a stronger strategic rationale

Twinning implementation needs to speed up taking account of an early accession date and to diversify to cover all outstanding sectoral tasks of *acquis* adoption, implementation and enforcement. Phare 2006 implementation will burden the administrative stakeholders but IPA 2007 needs to be prepared and begun without undue delays. Taking into account that the current and upcoming twinning interventions will provide the backbone of final pre-accession preparations, the more strategic use of twinning becomes essential.

Conclusion 4: Qualification of local stakeholders in respect to twinning has been limited

Implementation quality of twinning projects for institution building needs to be increased in terms of capacities of beneficiaries and extended to more sectors and tasks. Up to the present, twinning knowledge and implementation is in the hands of too few administrations and twinning newcomers start from scratch with little or no education or guidance given on twinning matters. There remain a number of very experienced Croatian stakeholders but their experience is so far not much systematically disseminated and promoted in order to facilitate a smooth transfer to new or inexperienced Croatian twinning beneficiaries and stakeholders.

Conclusion 5: Lack of systematic performance assessment of completed twinning operations

Performance and sustainable success of completed twinning projects are missing systematic follow-up. Twinning projects are regularly assessed by ad hoc internal reviews of the local Delegations, and through official evaluations by European Court of Auditors and Directorate-General Enlargement / Evaluation Unit. For the partners involved in a twinning it is an important question of achieving impacts and sustainable results whether the started reforms are continuously implemented after project finalisation or not. Until now it was not easy to assess whether a twinning project did achieve all expected impacts and hopefully proceeds on the reform path because no actual follow up is done in terms of a standardised procedure.

RECOMMENDATIONS

In order to address these challenges the following four sets of actions are recommended:

Action 1: Improve performance of the twinning coordination/advisory unit in the Central Finance and Contracting Agency and reform it into an effectively functioning Twinning National Contact Point.

- Decision-making levels should settle on one institution as a focal point and driving force for improved and speeded up twinning implementation. The actual situation in Croatia points to the already existing internal twinning coordination unit of the Central Finance and Contracting Agency. The Central Finance and Contracting Agency, other involved institutions and the European Commission Delegation, as observer, should agree on the necessary tasks and future coordination and cooperation procedures in a more formalised and structured way. This should include also an agreement to give the Twinning National Contact Point priority support and back-up.
- The Twinning National Contact Point, supported by technical assistance, should design and implement procedures and flow charts to ensure smooth, fast and efficient cooperation with all partners involved in twinning including improved administration of projects.

Action 2: Elaborate and deliver an action plan for improved implementation of Institution Building twinning under the single Instrument for Pre-Accession

- The Twinning National Contact Point should develop an internal action plan with clear targets and benchmarks to ensure improved twinning implementation in Croatia under the single Instrument for Pre-Accession.
- Central State Office for Development Strategy and Coordination of European Union Funds and Central Finance and Contracting Agency decision level should organise consultations with all Senior Programme Officers and Project Implementation Units of line ministries to

ensure improvement of absorption capacity for twinings under the single Instrument for Pre-Accession.

Action 3: Develop and implement a consistent and continuous qualification strategy for Croatian twinning stakeholders and beneficiaries

- Central Finance and Contracting Agency at decision-making level and Twinning National Contact Point at operational level should develop and implement a training strategy for twinning and Croatian twinners including technical training for twinning administration staff in Central Finance and Contracting Agency and Project Implementation Units. The National Contact Point for Twinning should take the lead role in the organisation of twinning training for Croatian beneficiary administrations.
- Central Finance and Contracting Agency should support the training strategy by awareness raising campaigns, regular information and publicity events on twinning like info days or the running of an interactive web site.

Action 4: Develop a new assessment tool - peer review as follow up for twinning projects

- Directorate-General Enlargement – Institution Building Unit and European Commission Delegations should establish a new additional assessment tool at technical project level. A regular twinning peer review would ideally consist of a follow up mission of both project partners six months after project finalisation and would result in an assessment report by the twinning project team itself, reporting whether sustainable impacts, side effects or other spin offs have been observed after project finalisation. A possible simpler approach might be to develop a procedure involving the Task manager in European Commission Delegation in collaboration with the beneficiary country project partners, or to conduct twinning lights or use the Technical Assistance and Information Exchange Instrument (TAIEX).

MAIN REPORT

1 INTRODUCTION

1.1 Background

1. Croatia first experienced the twinning instrument in 2001 when it was made available through the CARDS (Community Assistance for Reconstruction, Development and Stabilisation) programme. Between then and 2006, Croatia has benefited from 38 CARDS twinning projects, with strong priorities given to Justice and Home Affairs (18 projects) and Public Finance and Internal Market (ten projects)². Under Phare 2005 and 2006, around 30 twinning and twinning light projects are currently at various stages of preparation and realization.

2. An even more intense application is considered under the Instrument for Pre-Accession Assistance (IPA) programme. According to the Multi-annual Indicative Planning Document (MIPD) 2007-2009, the IPA Component I (Transition Assistance and Institution Building) will provide pre-accession assistance to Croatia for public administration reform, judicial reform, and anti-corruption policy. Assistance will also focus on structural reforms in public finance, economic restructuring, business environment, statistics, land reform and labour market reform.

3. Capacity building will also be provided for the management of IPA projects and to re-enforce institutional capacity for the management of European Union (EU) structural funds and common agricultural policy including funds for rural development. An increasing use of the twinning instrument is envisaged in line with the more complex technical and financial institution building needs for the proper use of the incoming EU funds and community programmes. The financial allocations earmarked for IPA Component I are 141.2 M€ for the period 2007-2009.

4. There have been a number of previous studies and evaluations³ of twinning in general as well as of Phare twinning support. However, Croatia was not then benefiting from Phare funds so the present thematic review represents the first attempt to assess twinning support in the context of Croatia's preparation for EU membership.

1.2 Objectives of the Thematic Evaluation

5. The overall objective of this evaluation is to review current Phare pre-accession twinning assistance dedicated to Croatia and to make recommendations for improvements of the current Phare twinning programmes, as well as provide an input to the debate on future programming and implementation arrangements for twinning under IPA in the Croatian context.

6. The evaluation is required by the Terms of Reference (Annex 1) to address three questions:

- Evaluation question 1: *Has the underlying strategic rationale and design of Phare twinning assistance been appropriate for Croatia, in general and intervention-specific both at sectoral and sub-sectoral levels?*

² DG Enlargement: Twinning – Key Facts and Figures 2006.

³ Court of Auditors, Special Report 6/2003. Concerning twinning as the main instrument to support institution building in candidate countries together with the Commission's replies; Court of Auditors, Annual Report concerning the financial year 2006 – Chapter 9 – Pre-accession Strategy; EMS Consortium, Second Generation Twinning – Preliminary Findings, Interim Evaluation of Phare Support Allocated in 1999-2002 and Implemented until November 2003, Thematic Evaluation Report, March 2004; MWH Consortium, Supporting Enlargement – What does evaluation show? Ex-post evaluation of Phare support allocated between 1999 and 2001, with brief review of post-2001 allocations, Consolidated Summary Report July 2007

- Evaluation question 2: *What is the Phare twinning support under evaluation going to produce and achieve?*
- Evaluation question 3: *Are the achieved twinning effects sustainable and which improvements are further needed?*

1.3 Methodology

7. The methodology for preparing this report consisted of document and literature survey, interviews with Croatian authorities, beneficiary institutions, the European Commission Delegation (ECD) and Headquarters and resident twinning advisers (RTAs).

8. The projects in the database (Annex 2) covered all the Croatian key sectors which generate Accession Partnership Priorities: the Public Administration Reform, Public Finance and Statistics, the Internal Market, Agriculture and Fisheries, the Justice and Home Affairs and the Transport (sub-) sectors.

2 EVALUATION FINDINGS

2.1 Twinning meets Croatian needs but key institutions and procedures are weak.

In summary, the underlying strategic rationale and design of Phare twinning assistance has been appropriate for Croatia. Twinning in Croatia is applied in the circumstances foreseen in the Commission's Twinning Manual. The Croatian twinning structures are mostly delegated to the Central Finance and Contracting Agency (CFCA) its Twinning NCP and the respective beneficiary institutions. The role and function of the Twinning NCP appears not to be very clear, however and institutional responsibilities and procedures generally are not fully coherent, complementary or integrated. The twinning exercise is still predominantly donor driven. Where absorption capacities and institutional readiness of potential beneficiaries is ensured, twinning in Croatia is mostly being implemented well. That is especially the case in home affairs, customs and taxation, internal market and competitiveness and free movement of goods sectors, with assistance aimed directly to administration staff. There was hardly any loss of funds. However, full use of the opportunities principally offered by Twinning has not been made in all cases.

2.1.1 Twinning in Croatia has been used in the circumstances foreseen in the Commission's Twinning Manual but there is a lack of clarity about the various stakeholders' responsibilities and adequate capacity for twinning has yet to be developed.

9. Twinning as an Institution Building instrument is based on a small number of basic principles (see Box 1). Twinning projects are built around jointly agreed EU policy objectives, such as the preparation of EU enlargement; further strengthening of the administrative capacity of the new MS (Transition Facility), or enhanced co-operation in line with EU policies, as foreseen under the respective IPA and ENPI regulations.

Box 1: Twinning projects are based on a small number of basic principles

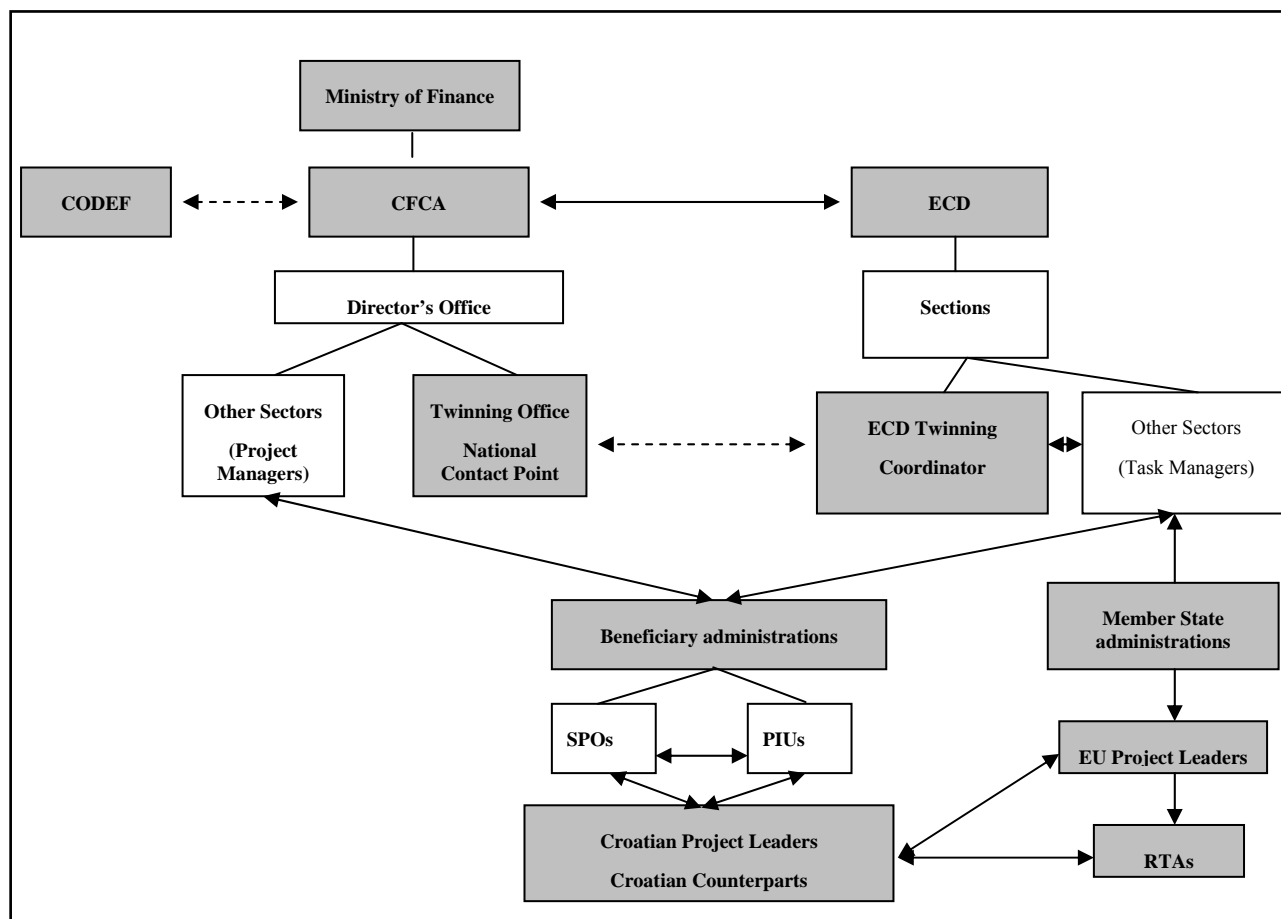
- Twinning projects must bring to the Beneficiary Country (BC) a **concrete operational result** (the so-called mandatory result) in connection with the EU *acquis* or other EU policies open for co-operation;
- The Twinning partners **commit themselves** to achieving the mandatory result, and not only to the means to achieve it. At the end of the project a new or adapted system must function under the sole responsibility and ownership of the BC;
- Twinning is a **joint project of a grant nature**. It is not a one-way delivery of technical assistance from a MS to a BC. It is a joint process, in which each partner takes on responsibilities. The BC commits itself to undertaking and funding reforms, the MS to accompanying the process for the duration of the project;
- The **achievements** of a Twinning project (mandatory results) should be **maintained** as a permanent asset to the Beneficiary administration even after the end of the Twinning project implementation. This presupposes *inter alia* that effective mechanisms are put in place by the Beneficiary administration to disseminate and consolidate the results of the project.

Source: Twinning manual, revision 2007

10. *The twinning philosophy is well reflected in the Phare programme in Croatia and its sectoral coverage is increasing.* The analysis showed that twinning in Croatia was used and is used in the circumstances foreseen in the Commission's manual. The twinning philosophy of cooperation between administrations is reflected in the twinning programmes under Phare 2005 and 2006. As in all other twinning countries with projects under Phare, TF, CARDS and TACIS, the programming and planning of the twinning assistance is well derived from the accession requirements and institution building needs of the beneficiaries and quite balanced between the

administrative sectors. With upcoming implementation of Phare 2006 projects more sectoral administrations will enter into the twinning programme and institution and capacity building will spread even more thoroughly within the government institutions.

11. **Responsibilities for Croatian structures for twinning are not yet fully integrated.** Overall, the institutional arrangements for twinning in Croatia are as shown below:



12. **The essential actors are in place.** Croatia is acting under the Decentralised Implementation System (DIS). The CFCA is the responsible agency for contracting and implementing of Twinning (TW) projects but ECD is still responsible for supervision of the selection procedure and *ex ante* approval of the contract, addendum, work plan and budget of the projects.

13. A twinning coordinator was nominated in the ECD for steering and coordination of twinning programming and supervision of the general approach of the CFCA and Croatian institutions towards twinning implementation. Task Managers directly advise and monitor project contracting and implementation in a more or less structured and intense way depending on project requirements and offer advice to beneficiaries and Member State partners when needed.

14. The Twinning / Administrative Office (AO) retains the overall procedural, financial and contractual management of the twinning projects. The AO is a body within the administration of the beneficiary country that has been designated to manage twinning projects with regard to procedures, finances and contracts.

15. A National Contact Point for twinning (NCP) was established as a unit within the CFCA with a small staff and an, as yet unclear, set of responsibilities. It has an advisory internal role on twinning procedures and should act as internal control unit for all TW related documents (fiches,

contracts, side letter). The NCP states that it cooperates with and supports CFCA project managers and Croatian beneficiaries on procedural and administrative issues but beneficiary country and member states project teams are largely unaware of its existence.

16. CODEF, the institution in charge of EU integration accession negotiations and coordination of EU funds, did some training for 'beginners' on twinning management during the first years of twinning implementation but is no longer actively involved in the twinning communication and coordination process.

17. Some administrations have set up (PIUs) under a Senior Programming Officer (SPO) who coordinates the twinning and other assistance projects within a ministry or a sector. In some more active administrations, even sub-PIUs or sub-SPOs are established for special topics (for example in the home affairs sector, for border management), while in other institutions beneficiary project leaders do not achieve sufficient institutional support for their projects. Such PIUs exist within the Ministry of Interior, the Central Bureau for Statistics and the Tax and Customs Administrations. There are some outstanding national project leaders who learned twinning projects from the beginning and are now able to act more or less on their own if needed.

18. Member states' and beneficiary country teams and other institutions report difficulties in communicating with, and receiving support from, the CFCA / Twinning NCP. Despite a degree of division of tasks and responsibilities, there is no formalised work flow in place to clarify the responsibilities and tasks of the CFCA and twinning National Contact Point in relation to the ECD. After the change to DIS, long delays in procedures and arbitrary interpretations of twinning regulations occurred. The guidelines in the Twinning Manual were not always followed because of some divergent instructions given by the CFCA and the ECD. It should help that, in relation to procurement, the Commission (HQ and Delegation) have agreed with the Croatian authorities a set of benchmarks in relation to IPA component I which necessitate a strict adherence to the procurement plans which will become binding, and should increase the quality of tender and contract documents to be measured by decreasing rejection rates on the side of the Delegation of the files submitted for its ex-ante controls (including twinning fiches and covenants). The Commission has made it clear that if these benchmarks are not met it will not hesitate to reallocate funds from projects that are not performing to other ones or even to cancel the funding.

19. Cooperation with the CFCA is sometimes felt to be difficult and time consuming. The CFCA works slowly; in one project, the CFCA needed 45 days for the notification and an additional 45 days for advance payment. For project closure they state that they need up to 3 months compared to the usual 4 weeks (which is, for example, the practice in Bosnia-Herzegovina). In some cases however, poor quality of final twinning reports also contributes to such delayed approvals.

20. Up to now, the CFCA did not give consolidated feed-back to member states' teams, and communication on contracts sometimes overlapped with and conflicted with ECD task managers' advice which, though under decentralised implementation system (DIS) the ECD is supposed to be not involved any more after contracting, such feed-back is still extensively given and often needed. ECD still receives and comments on quarterly reports; receives and occasionally comments on side letters; approves addenda and participates in Steering committee and PIU meetings. ECD task managers also frequently exchange information with twinning partners. The level of the ECD involvement in the implementation of the twinning project in many cases depends on the ECD task manager involved in the project.

21. Sometimes the CFCA seems to be not fully aware of the imperative of flexibility for the successful implementation of a twinning project. Problems arise also because the staff of the CFCA are mostly young/newly recruited and not yet properly trained on twinning procedures, and overloaded. Consequently, the level of knowledge about twinning rules is rated too low within the twinning National Contact Point and the CFCA.

22. However, in spite of initial difficulties, increasing professionalism of the CFCA staff has lately contributed to resolving that problem and improvement twinning coordination has improved somewhat. Nevertheless, twinning seems still not to receive enough promotion and political support from the higher level of the CFCA administration.

23. ***The function of the Croatian Twinning NCP appear rather limited.*** The current functions of the Twinning NCP within the CFCA are rather few when contrasted with the general model. (Box 3):

Box 3: Functions of a Twinning NCP

The current functions of the Croatian Twinning NCP in CFCA include:

- Advising administrative staff of the CFCA on twinning procedures;
- Development of a twinning guideline to explain the Twinning Manual; design and formalisation of CFCA procedures
- Approval of contracts and final reports prior to ECD
- Twinning contract monitoring and reporting

Typical functions of an NCP include:*

- Overall coordination of IPA twinning implementation
- Programming of twinning
- Filtering the twinning project fiches during the programming
 - Distribution of information to beneficiaries
 - Preparing beneficiaries for twinning
 - Advice to the line ministries as to suitability of projects for twinning
 - When the project fiches are being circulated to the MS by the Commission, liaison with the beneficiary public institutions
- Assistance with partner selection and evaluation
 - Informing the beneficiaries concerning the selection procedures
 - Participating at the selection committee meetings and co-chair
 - Assisting beneficiary institution to fulfil the “selection fact” sheet in an objective manner and in time
 - Sending the Selection fact sheet to ECD
 - Assistance with contracting
 - Monitoring, Assistance with solving problems
 - Approval of the final report
- Development and implementation of a training strategy
 - Organizing seminars to inform line ministries, beneficiaries and potential beneficiaries regularly each year about twinning news and programming status
 - Organizing technical seminars for PIUs and SPOs on project design and project cycle management
 - Organising managerial seminars for potential project leaders and counterparts

* The list of functions is based in parts on the list of the Turkish NCP, reference: Seval Isik, Twinning Experience in Turkey 2002-2007, ppt on 12-13 February 2008, Budapest

24. In practice, it appears that the Croatian NCP acts as an internal twinning advisory unit within the CFCA, concentrating on technical and financial performance of the TW projects. This advisory role is appreciated by the CFCA project managers but acts *de facto* as a bottleneck for TW fiches and contracts given the lack of staff with only one officer and one trainee remaining. Outside the CFCA, there is a general lack of awareness of the NCP's existence or functions among MS, beneficiaries, ECD and CODEF. Plans to improve the TW instrument are often made to meet the requests of the ECD.

25. In lieu of national authority action, various MS organise annual twinning conferences for this purpose and additionally workshop sessions for new project leaders, RTA counterparts and PIU staff.

26. ***In Croatia, twinning design and implementation is still too much donor driven.*** Experience shows that not many twinning projects receive appropriate management support or sufficient staff from the beneficiary institution to be implemented in a smooth and efficient way resulting in great pressure being put on absorption capacity of the beneficiary staff.

27. Communication and cooperation between the CFCA and the ECD relies on individuals rather than systems. Exceptionally, some task managers of the CFCA cooperate with ECD task managers, beneficiaries and MS teams in a very committed, efficient and professional way. Sometimes, however, ECD task managers have to compensate for some lack of support given by CFCA task managers.

28. There is a common misconception that the arrival of a Member State expert in Croatia to transfer know-how will lighten the workload of the beneficiary administration - in fact, the workload often rises. Therefore, only if the RTA's counterparts in the host administration are fully committed to the process can the project be made to work with and not in spite of the beneficiary country staff.

29. The Croatian beneficiaries tend to leave the administrative and procedural work to the MS team and limit their participation to the development of the contract, work plan and budget. Similarly, the financial and administrative management of a project is still mostly done by the MS officers in the Croatian twinning projects.

30. ***Member State and Croatian stakeholder have different perceptions of the extent of the latter's involvement.*** There are some statistical indicators on participation of the MS and BC teams in the development of work plans. For doing the analysis RTAs and Croatian PLs have been interviewed separately. There remains largely agreement that the main part of preparing twinning work plans is usually left with the member state. However, compared to the assessment given by RTAs, the Croatian counterparts believe that they have a significant higher involvement in the work plan establishment (36% contribution of the BC compared to 23%, see Charts 1 and 2):

Chart 2: contribution to work plan – Croatian PLs assessment⁵

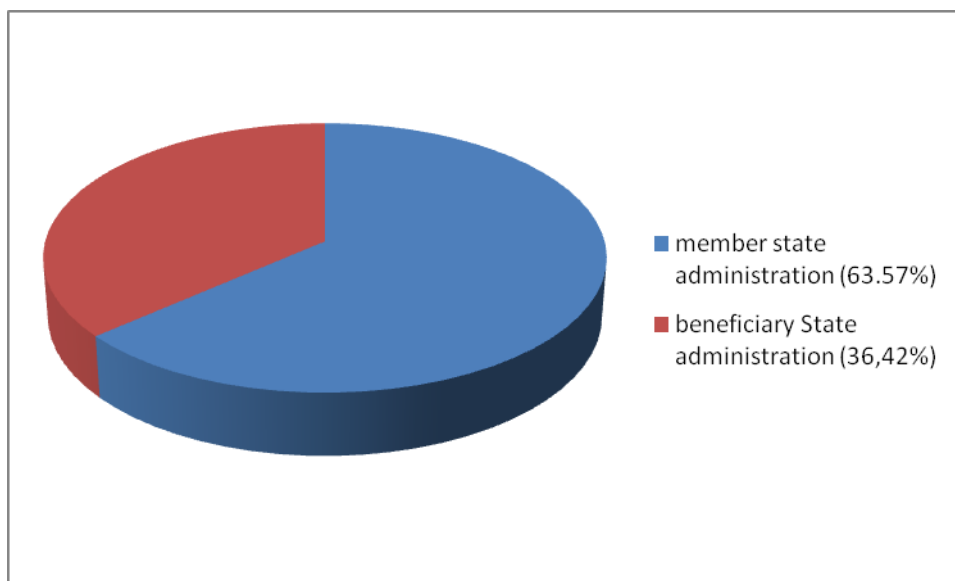
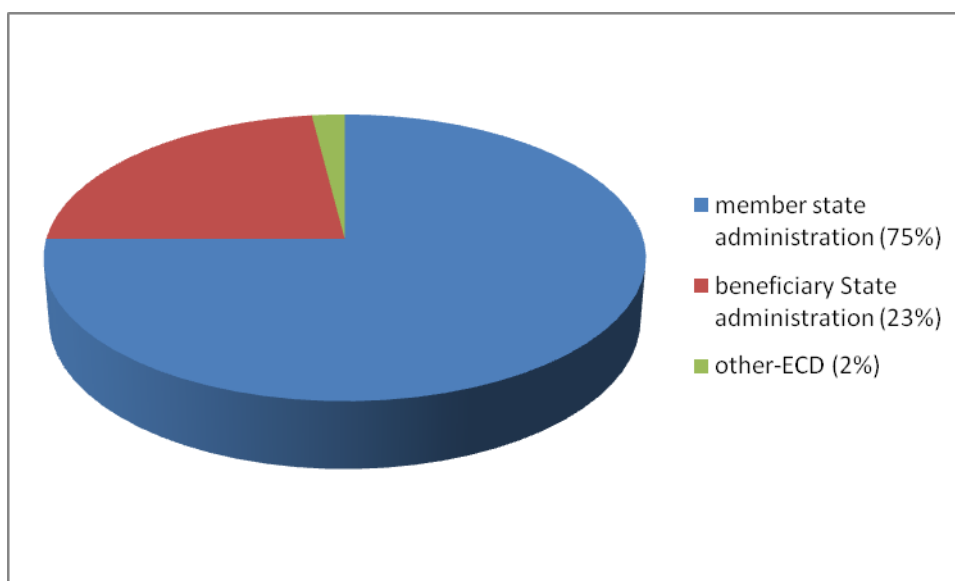


Chart 1: contribution to work plan – RTAs assessment⁴



31. ***There are divergent views on proper twinning procedures.*** The CFCA developed a twinning guide, agreed with ECD, for Croatian beneficiaries and MS partners based on the Twinning manual 2007 which includes explanations on fiche writing and definitions of log frame and intervention logic but adds little to what is in the Twinning Manual and on some points is more strict and on others could create counter-productive effects. Some requests make administration procedures stricter than foreseen in the Twinning Manual without giving reasons.

⁴ Source: Interviews

⁵ Source: interviews

2.1.2 Despite an institutional and procedural context which is not yet fully integrated, twinings generally function effectively.

34. **There are success stories.** The value of twinning assistance in particular is recognised in the fields of home affairs, tax and customs as well as in the 2005/2006 statistics programmes, with several institution and capacity building interventions ongoing or already completed. Examples can be found in the 2005 *HRM in MoI and Police Academy*; 2005 *Preparation for Schengen acquis*, or 2005 *TWL Strengthening of Croatian Tax Administration in the Field of Audit operations*.

35. Some beneficiaries have gained good experience with twinning project management, a good example being the twinning on taxation. The Ministry of Finance and the Ministry of Interior seem to be well prepared, with good support from their PIUs, but even within these knowledgeable institutions non-experienced departments starting with twinning experience the typical “beginners” difficulties, which shows that there is a gap of dissemination of twinning knowledge inside even experienced beneficiaries.

36. Monitoring and IE reports confirm that the quality of the Croatian twinning fiches improved over the last two years and also the quality of work plans and budgets. Also the quality of the 2006 TW contracts submitted to the ECD has significantly improved compared with previous contracts.

37 Cooperation between MS and beneficiaries seems to be good in Croatia. A number of the twinning operations under review are characterised by good relationships with all stakeholders and good communication climate between MS and beneficiary team members leading to long-lasting successful partnerships since Croatian counterparts and EU twinners often can build on work initiated under previous twinning operations.

38. **Problems are common to all candidates.** Typical problems that led to delays and sometimes to non-achievement of mandatory results, were insufficient resources of the beneficiaries, in some cases lack of understanding of beneficiary about the administrative and technical needs on their side for implementation, constant fluctuation in organisational set up without informing the project partners, lack of commitment of beneficiaries, lack of administrative capacity, weak counterpart and resistance to join the offered trainings. These shortcomings are also reflected in the delays taken in preparing TW fiches or at the implementation stage, when BC high level staffs do not mobilize their teams to make a full use of the TW implementation period, frequently putting the activities of TWs on hold for several weeks or indeed months over the summer.

39. Typical risks are external influences by administrative changes, elections, fluctuation of staff and related change of priorities within beneficiaries, Croatian twinning institutions and the ECD and, in some cases, problems related to the political implications of the content of the projects (for example twinning on the preparations for Schengen implementation).

40. In some cases the quality and commitment of RTAs was questionable and a certain lack of knowledge of MS PL/team how to deal correctly with twinning procedures was observed⁶. However, the quality of MS teams usually is good.

⁶ For instance (see sectoral IE reports): delays and low quality of reports in the 2005 TWL for *Training in the Field of Bomb Investigations*.

41. ***There was in the past some indecision regarding the use of twinning.*** Previously Croatian beneficiaries were sometimes reluctant to accept twinning projects and opted for supplies and services instead. This has changed because beneficiaries now see more clearly the potential benefits of twinning support, especially the ones who already experienced twinning support.

42. ***Twinning is preferred to Twinning Light (TWL) by beneficiaries*** because of the longer implementation period and therefore twinning tenders increase compared with twinning TWL ones. TWLs are usually funded under the project preparation facility (which is strange because TWLs were not meant as preparatory projects but as follow-ups to twinning for small gaps in *acquis* implementation) or by the unallocated envelope.

2.1.3 *Twinning in Croatia works particularly well in sectors with the most developed absorption capacities.*

43. In general, twinning works in all sectors and accession partnership fields where administrative tasks related to the *acquis* are performed by national, regional (and otherwise subordinated) governmental institutions. Due to the priorities of accession partnership and negotiation chapters, twinning projects are most needed in the first round in the fields of justice and home affairs, border management and police, establishment of independent courts and juridical system and secondly in all fields related to free movement of goods and persons, internal market and competitiveness. This timely development of twinning projects did also take place in Croatia with CARDS 2004 and Phare twinings.

44. Next type are twinning projects related to harmonisation of standards, market surveillance, product safety, consumer protection, intellectual property rights, food safety, and all the very specific technical regulations dealing with market entrance of accession countries.

45. Croatia already implemented some of these types quite successfully and more are to come. Also important are twinning projects related to EU horizontal policies, Lisbon and Gothenburg agenda dealing with environment, sustainable development, social inclusion, employment, infrastructure and transport and cohesion. Here and there a single project is already implemented and sometimes extraordinarily successful, for example the project on maritime safety, but the big projects supporting integration into the EU sectoral policies are yet to begin. Croatia has not yet implemented many twinning projects in these various fields of the *acquis* and increased management and absorption capacities appear necessary in these areas.

46. The next round of twinning projects will also bring the support to manage the EU funds from pre – accession funds like IPARD up to cohesion, structural funds and funds under CAP. For implementation of IPA 2007 and later capacities appear not yet adequate in the ministries and institutions that envisage twinning fiches to close their administrative gaps and/or build capacities for the new EU related tasks.

2.2 *Twinning support generally achieved its intended results*

Twinning inputs are being efficiently transferred into the planned outputs to a varying degree. Where absorption capacities and institutional readiness of potential beneficiaries is ensured, twinning in Croatia is mostly being implemented well. That is especially the case in home affairs, customs and taxation, internal market and competitiveness and free movement of goods sectors, with assistance aimed directly to administration staff.

Twinning results and impacts could not be achieved more cost-effectively since twinning is considered to be the most suitable instrument for development of administrative capacities and promotion of legislative changes.

A common problem for the delivery of most of the twinning projects is the tendency of Croatian beneficiaries to allocate insufficient resources for the implementation of twinning projects which complicates and in some cases slows-down the envisaged activities.

2.2.1 Efficient transfer of Phare twinning inputs/activities into the planned outputs varies depending on management capabilities as well as obstacles within the host administration

47. **The efficiency and effectiveness of twinning projects vary**, being highly dependant on the precise and realistic formulation of the expected results and outputs; on the management capability of the both project leaders, project managers and RTAs and on the commitment of the beneficiary to cooperate on implementation of outputs into policy or organisational changes within the beneficiary.

48. Most twinning projects also create positive spin-offs and side effects related to better understanding of the administration soft skills and on the job training of young administrative staff getting insights into administrative tasks in short time by complex projects. Good examples can be found *inter alia* in the Croatian areas of customs or statistics.

49. Despite these positive factors there are certain typical obstacles and constraints that reduce efficiency and effectiveness of twinning projects like fluctuation of staff, exchange of staff after elections, positions held by staff due to other factors than proficiency, shift of tasks and responsibilities to other institutions, corruption in certain sectors related to EU funds and others.

2.2.2 Cost-effectiveness of twinning operations is difficult to assess

50. **Twinning is comparably cheap** given low fees for public servants and a non-profit structure of the involved MS administrative partners. On the other hand, substantial staff input from the beneficiary is expected without any reimbursement – if one were to calculate all expert days double (1 MS expert and 1 from beneficiary administration) the cost effectiveness of twinning would be rated much lower.

51. This is a very difficult question as previous evaluations show. At the German NCP meeting in June 2008 it was stated that twinning is assessed the most cost - effective instrument of all assistance programmes. It is definitely quite cheap, cheaper than supplies and services but it is also true that twinning projects, relying on the commitment for the partnership approach and joint implementation, are almost always more efficient than effective⁷.

52. **Twinning projects are considered cost-effective because they are the only instrument to train public servants long term and induce legislative changes.** Twinning is the right instrument to develop capacities and technical knowledge for underdeveloped or new policy tasks. If routine tasks are clear and known but cannot be tackled in time due to shortage of staff of the beneficiary, a service contract is the better alternative.

53. Twinning advantages are shared experiences and practices and the option to acquire necessary new know-how for the public administration faster. For immediate results TA is the more adequate tool because twinning outputs are usually recommendations that need some time and external decisions and action to be implemented. Twinning projects put an additional pressure on meagre resources which can be balanced against the additional expert input and if the balance is positive, twinning is a success. A positive side effect of twinning is that

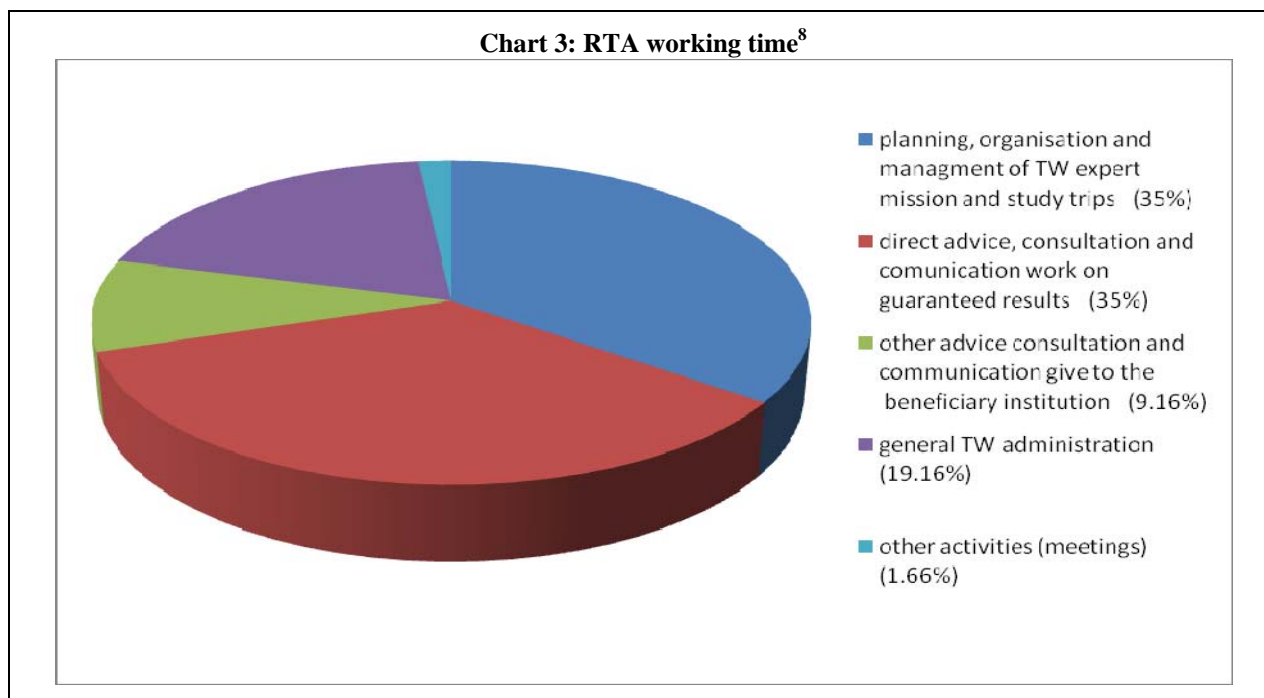
⁷ See the evaluation of Estonian Twinning by PWC, 2007

beneficiaries learn to plan in advance their internal resources and other sources and to set priorities in task performance.

54. MS teams should be able to produce real outputs and not only recommendations and best practice examples, i.e. experts and RTAs should be able and willing to work together with beneficiaries' experts on practical day to day issues. Well performing beneficiaries are completely overloaded by projects from different donors and twinning and TA from CARDS, Phare and upcoming IPA. One key factor for cost - effective implementation and success is motivation and commitment of beneficiary staff and experience of persons doing the administrative coordination on BC side (PL beneficiary, PIU).

55. The Croatian twinning projects do not very much differ from the project effectiveness and efficiency in other beneficiary countries. In general, there is a ranking of efficiency and effectiveness being best achieved in the twinning projects under the Transition Facility in the new MS, followed by the accession countries like Croatia and then, with mixed results, the potential candidate countries.

56. ***Much of the RTAs working time is being spent on administrative management*** as opposed to consultation and actual communication work at the beneficiary host organisation. Direct work with the beneficiary administration and managing the short term inputs require roughly the same amount of RTA working time (35% each). The time devoted to fulfil the required the general administration and reporting obligations totals to around 20% of the work time (Chart 3):



2.2.3 Beneficiaries in Croatia often do not allocate enough resources to twinning projects.

57. ***Beneficiaries tend not to anticipate the necessary resources.*** The experience from new MS shows that beneficiaries rarely calculate enough resources for proper running of the twinning projects as long as they are accession candidates. The situation gets normally better with MS status and more funds available.

⁸ Source: Interviews

58. In some Croatian ministries internal technical resources are even not sufficient for the beneficiary staff (printer paper, telephone lines, available internet access and computers) so twinning projects suffer from the same situation as the beneficiaries. In other cases the beneficiary partner is so short of staff for his own tasks that, based on his experience with TA projects, he expects that the MS partner will bring all the necessary equipment and do the job alone. In some cases, twinning MS teams were asked in the fiche to allow for rent of office rooms and to bring their own mobiles because the beneficiary had no space or lines available.

59. ***Assurance of proper number of staff engaged in the twinning is the most critical point.*** More critical than budgetary resources and technical resources is the general underestimation of staff resources needed, for example the lack of nomination of a beneficiary country project manager responsible for direct cooperation and co-financing budget, or the lack of time, space and staff for joint implementation work. Furthermore, the nomination of competent Croatian component leaders is essential in this respect.

60. If a beneficiary, say a department, has to implement more than one or two projects of twinning and TA nature, staff will likely see twinning more as a burden than support and will not prioritise twinning cooperation resources.

2.2.4 *Twinning is successful as an agent of change*

61. It enables candidate countries to understand the *acquis* correctly and enforce it in operational practice. Twinning projects were most successful to influence organisational change if concrete accession needs forced it or in technical fields where beneficiary countries were aware of international standards and related organisational necessities (see Box 9). The same is valid for the twinning projects in Croatia. The process of change has been often initiated by twinning operations. A particular positive example can be found in the Customs subsector where the various twinning operations currently on-going produce also beneficial intermediate impacts, in particular in terms of allowing the Croatian Customs Directorate to prepare professionally for their future role under membership and internal market conditions.

Box 9: Example of twinning as a catalyst and agent of change

Twinning projects on veterinary services or food safety have led to organisational adjustment and sustainable results all over the new MS because the same community of experts cooperates in the EU working groups and institutions and were keen to act as change agents in their countries. The same can be stated for twinning projects on standardisation, product safety etc.

2.3 Sustainability depends on ownership at the decision-making level

Overall a good level of ownership of the achieved results is present in Croatian twinning projects, especially at the level of the beneficiary's team dealing with individual interventions. However, the ability of beneficiaries to disseminate the achieved outcomes to other parts of their administration still remains sometimes questionable, especially regarding higher level hierarchy involvement in implementation as well as in acceptance of twinning results.

62. ***The assessment of the Croatian twinning projects shows 'sufficient' to 'good' ownership of the achieved results.*** Nevertheless, the question remains whether beneficiaries will be able to disseminate the achieved outcomes to other departments or parts of their administration or to

subordinated or regional institutions. Another question is whether the higher hierarchy level of an institution will accept the outcomes and agree to change the institutional set up accordingly.

63. Higher level beneficiary involvement is crucial for twinning. Since the impacts of a project depend on acceptance at the decision-making level, it is necessary to develop ways and procedures to involve higher levels of the hierarchy more into the implementation of the twinning projects, for example by round tables or informal gatherings with high level MS experts to get them informed exclusively. Some projects have achieved a higher acceptance and thus sustainability by creating such events for state secretaries or ministers/presidents of institutions, who got interested in the twinning projects results and afterwards pushed change pro-actively. For this approach high level MS experts are needed who are quite rare due to political duties in their home countries but the effect is worth it.

64. Croatia faces the typical remaining gaps and needs on the way to EU accession as any other pre-accession country. There is still no compliance with the *acquis* in many sectors and in some not even harmonisation of the legal *acquis*. The sector interim evaluation reports recommend twinning for some sub sectors like employment promotion, territorial cooperation and preparation of agricultural sector for the pre- accession funds like IPARD and later on CAP implementation.

65. The vast amount of pre-accession assistance is yet to come and clear ownership and management of the EU assistance is needed very soon. Twinning projects will continue on institution building in the sectors of justice, home affairs and security as well as on technical standardisation, market surveillance and implementation of product safety regulations and will start or increase in all other sectors like economic development, employment, social inclusion, agriculture, food safety, consumer protection, environment, integrated pollution prevention control, nature protection, transport, infrastructure, finances, taxes, customs, competition, state aid, foreign investment promotion, social security and all other aspects of governmental tasks regulated by EU norms, standards, regulations, directives and guidelines.

3 LESSONS LEARNED

66. The success stories of twinning projects in Croatia are nearly always based on strong personalities of Croatian project leaders who fought for their project with high motivation and competence despite a sometimes weak or non-supporting environment, lack of training and low absorption capacities.

67. ***Twinning in Croatia has so far been suffering from similar weaknesses to those perceived in other candidate countries.*** Most identified problems were associated with unrealistic results expected from twinning projects, partly as result of poorly identified needs; insufficient political support and ownership; insufficient cooperation between institutions as well as partly undeveloped team work structure.

68. ***Full implementation and sustainability of twinning results depends crucially on high level ownership and commitment to implementation.*** Twinning needs to be ‘sold’ to the candidate country as the key to satisfactory adoption, implementation and enforcement of the *acquis*.

69. ***National institutional responsibilities for the totality of twinning design and implementation must be clear,*** without gaps or overlaps in procedural chains and with all stakeholders, including beneficiaries, fully informed of the entire system. There must only be one agreed set of procedures for Twinning based on the Commission’s Twinning manual.

70. ***Great importance for the success of twinning projects in general lies in creation of a well staffed and well trained high level institution on the beneficiary side.*** That might be considered as one of prerequisites for successful implementation of twinning projects as it can act as the driving force behind the twinning absorption in a beneficiary country. Whether this is a CFCA (CFCU), usually as a part of the Ministry of Finance or an institution responsible for the accession negotiations does not matter as long as the Twinning NCP gets proper status and staff to be able to exercise its functions.

71. ***A twinning project needs at least one person in the host administration as the driving force.*** That is extremely important for implementation or it will face a threat of failing. On the other hand, committed persons like some of the Croatian project leaders can convince more and more other staff within the beneficiary administration by acting as a personal best practice example.

4 CONCLUSIONS

72. With respect to the Phare programmes under evaluation, the question is whether there are any prevailing significant gaps in structures and capacities for implementation of the twinning programme in Croatia and if there are, what actions need to be undertaken in order to improve performance for the benefit of Croatia and potentially of future candidate countries in the Western Balkans that have similar structures and traditions.

Conclusion 1: Overall good performance of twinning implementation in Croatia

73. ***The performance assessment of running and finalised twinning implementation is satisfactory to good in Croatia based on strong national project leaders and some extraordinarily committed staff.*** Despite all critical comments, compared to other accession countries and new MS, Croatia manages quite satisfactorily with some outstanding success stories (statistics' 2005/2006 programmes, home affairs). The acceptance of twinning has been significantly increased and the instrument as such receives a good reputation among the Croatian beneficiaries. On the other hand efficiency and effectiveness vary considerably, reflecting sometimes low absorption capacities and some external factors such as political influence, budget limitations or weak top management involvement.

Conclusion 2: Performance of the twinning coordination/advisory unit in the CFCA is uneven

74. ***The CFCA performance is moderately satisfactory but needs to develop further.*** Management of the twinning instrument depends on too few persons in the Agency who are overwhelmed and do not have sufficient time to train and supervise new staff. Task managers are not all knowledgeable and experienced with administrative matters. They do not speak with one voice until now and their advice sometimes conflicts with that of the ECD. In this connection, the benchmarks agreed with the Croatian authorities to increase the quality of tender and contract documents (para 18 above) should contribute to decreasing rejection rates of files submitted for the Commission's ex- ante controls

75. The new staff need to receive intensive training and should together with ECD agree on a correct interpretation of twinning regulations. The internal structure of the CFCA needs to be reviewed to clarify whether they are organised appropriately for their tasks, taking account of the possibility of (a) relating task managers to sectors so they deal with similar beneficiaries and contents of projects or (b) nominating task managers according to types of assistance, for instance specialists for supplies contracts, procurement, service contracts and twinning projects.

76. Task managers responsible for twinning are in need of a specialised training and should be allowed to deal mainly with twinning and not many other tasks. In particular, the Twinning NCP is currently weak and requires rapid development in order to play a more significant professional role in managing, guiding and promoting the use of twinning in Croatia.

Conclusion 3: Institution building twinning under IPA needs a stronger strategic rationale

77. ***Twinning implementation needs to speed up taking account of an early accession date and to diversify to cover all yet remaining sectoral tasks of acquis compliance.*** Phare 2006 implementation will burden the administrative stakeholders but IPA 2007 needs to be prepared and begun without undue delays. Taking into account that the current and upcoming twinning interventions will provide the backbone of final pre-accession preparations the more strategic use of twinning becomes essential.

Conclusion 4: Qualification of local stakeholders in respect to twinning has been limited

78. Implementation quality of twinning projects for institution building needs to be increased in terms of capacities of beneficiaries and related to more sectors and tasks. Until the present, twinning knowledge and implementation is in the hands of too few administrations, and newcomers start from scratch due to low advisory and training offers of beneficiary country institutions. There remain a number of very experienced Croatian stakeholders but their experience is so far not much systematically disseminated and promoted in order to facilitate a smooth transfer to new or inexperienced Croatian twinning beneficiaries and stakeholders.

Conclusion 5: Lack of systematic performance assessment of completed twinning operations

79. Performance and success of completed twinning projects are missing systematic follow-up. Twinning projects are regularly evaluated by ad hoc internal audit of the local ECDs, monitoring programme of the Western Balkan assistance and by official evaluations by European Court of Auditors and DG Enlargement/ Evaluation Unit. For the partners involved in a twinning, it is important for achieving impacts and sustainable results to determine whether the started reforms are continuously implemented after project finalisation or not. Until now it was not easy to assess whether a project did achieve all expected results and hopefully proceeded on the reform path because no actual follow up is standardised procedure.

5 RECOMMENDATIONS

80. Based on the conclusions and lessons learned the following four sets of actions have been developed in order to address the challenges identified:

Action 1: Improve performance of the twinning coordination/advisory unit in the CFCA and reform it into an effectively functioning Twinning NCP

1. *Recommendation 1: Decision-making levels should settle on one institution as a focal point and driving force for improved and speeded up twinning implementation.* The actual situation in Croatia points to the already existing internal twinning coordination unit of the CFCA although this institution could in principle be established either in CODEF, in any ministry or even in a NGO structure (like the Polish CFCU now being in a foundation). First step is to for the decision-making level at CFCA, other involved BC institutions and ECD as observer to agree on the necessary tasks and future coordination and cooperation procedures in a more formalised and structured way. This should include also an agreement to give the Twinning NCP priority support and back-up.

82. *Recommendation 2: The Twinning NCP should – supported by technical assistance – design and implement procedures and flow charts to ensure smooth, fast and efficient cooperation with all partners involved including improved administration of projects.* The Croatian Twinning NCP should improve its own capacity and start necessary information and publicity activities, awareness raising and start to develop a rolling training strategy with regular seminars for twinning beginners. A plan how to organise NCP work as advisory centre should be developed with, for example, a web site with answers to frequently asked questions, a blog and/or special info days for new twinners. To improve internal administration procedures, NCP should develop in close cooperation with ECD clear guidelines how to read, understand and implement twinning regulations and agree on one binding opinion for all Croatian twinning projects. NCP should be involved in the IPA planning and programming as far as related to twinning in order to gain more ownership of the instrument. Moreover, the CFCA needs to make continuous progress in addressing benchmarks agreed between Commission Services and CFCA in respect to IPA component 1 intended to enhance the work of the CFCA and to decrease rejection rates on the side of the Delegation of the files submitted for *ex- ante* controls, including twinning fiches and covenants.

Action 2: Elaborate and deliver an action plan for improved implementation of Institution Building twinning under IPA

83. *Recommendation 3: Twinning NCP should develop an internal action plan with clear targets and benchmarks how to ensure improved IPA twinning implementation in Croatia.* The action plan development can be supported by technical assistance or by another BC institution but it would serve as a good start for the improved Twinning NCP to do it and by this plan start to cooperate also with all SPOs, PIUs and ECD. The action plan should cover the whole IPA 2007 – 2009 and could be used as a tool of the BC institutions to plan and programme their own priorities for accession more clearly and develop a commonly agreed and coordinated approach. Ideally a priority list and pipeline of necessary Institution Building twinning projects would be elaborated and continuously updated, in close cooperation with the ECD.

84. *Recommendation 4: CFCA decision level and CODEF should organise consultations with all SPOs and PIUs of line ministries to ensure improvement of absorption capacity.* As twinning implementation is disseminated to more sectors and administrations, absorption capacity should be improved and the process from project design to start of the project

accelerated. Since the twinning projects from Phare 2006 have only started and implementation will last at least for two additional years, the workload and pressure to implement IPA 2007 – 2009 Institution Building twinning projects will increase during next the months and years. Moreover, CODEF should ensure that all beneficiary institutions submitting institution building proposals in the framework of IPA 2009 envisage the mobilisation of practitioners from member states as the instrument of choice unless it is clearly demonstrated that TA support might better address the respective beneficiary's needs.

Action 3: Develop and implement a consistent and continuous qualification strategy for Croatian twinning stakeholders and (potential) beneficiaries.

85. Recommendation 5: CFCA decision level and Twinning NCP at the operational level should develop and implement a training strategy for twinning and Croatian twinning including technical training for twinning administration staff in CFCA and PIUs. The twinning community in Croatia is still small as is the existing knowledge. Though several training seminars were implemented by CODEF, ECD and recently by CFCA there exists no coordinated needs analysis or a training plan according to future needs for twinning beginners. Twinning philosophy lives from exchange of experience and good practice examples. Some of the MS and potential candidate countries have reacted to this idea with continuous regular training seminars, awareness raising conferences and meetings to exchange problems and solutions (for example Germany, but also Ukraine has started). The training strategy based on training needs analysis related to future IPA projects may be developed by external service contract but ownership by the Twinning NCP is essential. The Twinning NCP should take the lead role in the organisation of twinning training for Croatian beneficiary administrations. At least annual training of the Croatian stakeholders on twinning requirements and implementation issues is needed.

86. Recommendation 6: CFCA should support the training strategy by awareness raising campaigns and regular information and publicity events on twinning such as info' days or the running of an interactive web site. These activities could be supported externally but the officers of Twinning NCP and also of CFCA should be present and visible at the publicity events to strengthen their role and disseminate the information about available assistance by them.

Action 4: Develop a new assessment tool - peer review as follow up for twinning projects

87. Recommendation 7: DG Enlargement – Institution Building Unit and ECDs should establish a new assessment tool for the technical project level. A regular peer review would ideally consist of a follow up mission of both project partners (PLs, RTA and key experts) six months after project finalisation and would result in an assessment report by the twinning project team itself, indicating whether sustainable impacts, side effects or other spin offs have been observed after project finalisation. These reports could serve as a valuable addition to ECD ad-hoc reviews and would give additional information on the impacts of twinning assistance. These peer reviews would also promote the idea of twinning as a catalyst to further reform and underline the importance to proceed with institution building in the BC after project finalisation. If the above approach is considered to face budgetary or other difficulties, a procedure could be developed involving the Task manager in ECD in collaboration with the BC project partners, or using twinning lights or TAIEX. Initiated by DG Enlargement, discussions with member states' NCPs, ECD and beneficiary countries should take place in order to agree on a practical approach for conducting such peer reviews.

ANNEXES

Annex 1. TERMS OF REFERENCE

Thematic Report

R/ZZ/TWI/0809 – Review of Twinning in Croatia

Objectives

To review current Phare pre-accession twinning assistance dedicated to Croatia and to make recommendations for improvements of the current Phare twinning programmes, as well as provide an input to the debate on future programming and implementation arrangements for twinning under the new Instrument for Pre-Accession (IPA) in the Croatian context.

Background and Context

Strong institutional capacity is vital for candidate countries in order to be able to adopt and implement the *acquis*, one of the criteria for accession. The current lack of institutional capacity in Croatia has directly influenced absorption capacity with respect to the incoming IPA and the obligations to fulfil membership requirements in the future. In this context, pre-accession twinning projects act as catalyst in setting Croatia's reforms in motion, bringing together specialists from member states and Croatia's administration and promoting the adoption of the *acquis*. Consequently, a thematic report on the Phare twinning efforts in building up structures, systems and capacities for Croatia's future participation in the EU has been requested by the European Commission Delegation (ECD) in Croatia. In view of further considerable support under IPA, such a report should also provide the opportunity to contribute to a realistic assessment of the current state-of-play for EU pre-accession support delivered by this particular assistance tool and examine the need for possible adjustments which might be considered in order to fine tune the twinning mechanism to the conditions in Croatia.

Country situation

Croatia has had experience of the twinning instrument since 2001 when it was first made available through the CARDS programme. Between then and 2006 Croatia has benefited from 38 CARDS twinning projects, with strong priorities given to Justice and Home Affairs (18 projects) and Public Finance and Internal Market (10 projects)⁹.

The use of twinning continues under the current Phare programmes and an even more intense application is considered under the IPA programme. Under Phare 2005 and 2006, around 30 twinning and twinning light projects are currently at various stages of preparation and realization. The current Croatian structures, systems and capacities for launching, preparing and managing twinning projects are however still uneven in quality and the need to maximize the prospects for successful twinning still prevails. Sometimes Twinning is chosen by the Croatian beneficiaries as the only way to achieve in time important results related to accession benchmarks; however it may happen that at the same time the beneficiary lacks the capacities to fully commit to the chosen twinning project. This can jeopardise the twinning effectiveness and its impacts. Whilst there is in general a very strong political commitment towards apparent accession needs, sometimes the lack of strategy and planning, particularly in terms of absorption capacities from the side of the beneficiary, diminishes the good potential of twinning operations in Croatia.

⁹ DG Enlargement: Twinning – Key Facts and Figures 2006.

Future relevant IPA support

According to the Multi-annual Indicative Planning Document (MIPD) 2007-2009, the IPA Component I (Transition Assistance and Institution Building) will provide pre-accession assistance to Croatia for *inter alia* public administration reform, judicial reform, and anti-corruption policy. Assistance will also focus on structural reforms in public finance, economic restructuring, business environment, statistics, land reform and labour market reform. In addition, pre-accession assistance will support institutional capacity building for *acquis* transposition and implementation according to the priorities identified in the Accession Partnership, the screening reports and subsequent negotiations in the different chapters of the *Acquis*. Finally, capacity building can also be provided for the management of IPA projects and to re-enforce institutional capacity for the management of EU structural funds. An increasing use of the twinning instrument is envisaged in line with the more sophisticated institution building needs prevailing at the eve of Croatia's accession. The financial allocations earmarked for IPA Component I are 141.2 M€ for the period 2007-2009.

Previous evaluations

In 2003 the Court of Auditors¹⁰ (CoA) concluded that whilst the twinning instrument had certainly contributed towards strengthening candidate countries' institutional and administrative capacity with regard to the requirements of EU accession, there had been still considerable room for improvements. The CoA recommended *inter alia* to follow a more results-oriented approach, to conduct all stages of the twinning process more quickly and less bureaucratically, and to better spread good practice in twinning. In 2006 the CoA concluded that, despite some improvements, a systematic approach to disseminate best practice has still been missing, including a systematic approach for the *ex post* evaluation of twinning project, and that procedures were still not simplified enough.¹¹

The 2004 Thematic report on "second generation" twinings¹² confirmed that twinning had proved itself as an essential instrument for the pre-accession process. Although the results of twinning had been mixed, the tendency was for increasingly satisfactory performance of the instrument as experience of its use grows. However, sustainability depended on the wider public administrative environment being supportive. Following the start-up problems of the "first generation" of twinings in 1998, there was a clear tendency to improved performance of the "second generation" of twinings since 1999. The more complex the *acquis* element, and the more it involved other parts of the candidate country's administration, or involved a strategic or 'horizontal' dimension, the more important it was to adopt a Twinning approach.

The recent Phare *ex post* evaluation¹³ concluded also on twinning being a successful instrument, enabling candidate countries to understand the *acquis* correctly and translate it into operational practice. One of the most valuable, if intangible, side-effects of twinning was an increase in candidate countries' understanding of the EU's 'soft *acquis*' of public administration as well as their technical knowledge of the relevant area of the *acquis*.

¹⁰ Court of Auditors, Special Report 6/2003, concerning twinning as the main instrument to support institution building in candidate countries together with the Commission's replies.

¹¹ Court of Auditors, Annual Report concerning the financial year 2006; Chapter 9: Pre-accession Strategy.

¹² EMS Consortium, Second Generation Twinning – Preliminary Findings, Interim Evaluation of Phare Support Allocated in 1999-2002 and Implemented until November 2003, Thematic Evaluation Report, March 2004.

¹³ MWH Consortium, Supporting Enlargement – What does evaluation show? *Ex post* evaluation of Phare support allocated between 1999 and 2001, with a brief review of post-2001 allocations; Consolidated Summary Report, July 2007.

Since Croatia was not benefiting from Phare funds at the time when the above mentioned evaluation reports were conducted, the country and its specific characteristics could not be considered in these previous studies. The proposed thematic review represents the first attempt to assess the situation of Phare pre-accession twinning support specifically in the context of Croatia's preparation for EU membership.

1. Scope

This interim evaluation will result in an ad hoc report on the Twinning instrument in Croatia. It will focus on Phare 2005 and 2006 twinning programmes in Croatia. The projects building the basis of the evaluation are proposed in Annex 1. The key evaluation questions are formulated in the following Section 4. The report shall include relevant analysis, as well as conclusions, recommendations and lessons learned for an improved implementation of current programmes as well as for future pre-accession programming, notably of the new IPA. The report will also draw on experience from new member states.

2. Key Evaluation Questions

EVALUATION QUESTION 1: Has the underlying strategic rationale and design of Phare twinning assistance been appropriate for Croatia, in general and intervention-specific both at sectoral and sub-sectoral levels?

- Has twinning been used in the circumstances foreseen in the Commission's Twinning Manual?
- What are the current Croatian structures, systems and capacities for launching, preparing and managing twinning projects?
- In what circumstances is twinning (as opposed to any other instrument) the best choice for Croatia? In what circumstances is twinning an inappropriate instrument to choose?
- Are there certain Sectors or Accession Partnership fields in Croatia where twinning works better than in others? If so, why?
- Are there certain types of task that are more suitable to twinning than others? If so, why?

EVALUATION QUESTION 2: What is the Phare twinning support under evaluation going to produce and achieve?

- Are Phare twinning inputs/activities being efficiently transferred into the planned outputs?
- Could the same results and impacts be achieved more cost-effectively?
- Do the beneficiaries allocate enough resources for a proper running of Phare twinning projects in Croatia? Do the Croatian structures for management of the twinning contracts operate efficiently and effectively enough to allow the beneficiaries to make use of the full potential of twinning? What aspects of management of twinning offer particular room for improvement?
- What constitutes good practice in twinning and to what extent is it ensured in Croatian twinning projects?
- Does twinning act as a catalyst for wider organisational change in Croatia?
- To what extent are the processes regulated and foreseen in the Commission's Twinning Manual suitable for the use in Croatia where the twinning partners often have to work with weak counterparts and public administration in general?

EVALUATION QUESTION 3: Are the achieved twinning effects sustainable and which improvements are further needed?

- What is the level of ownership of outputs obtained and how are these outputs used by the beneficiaries?
- How can the use of the twinning instrument in Croatia be improved?
- What is needed from the stakeholders (Member States, Resident Twinning Advisers, Croatian stakeholders and the Commission, both at Headquarters and Delegation) to maximize the prospects for successful twinning?
- Within the context of the Phare twinning programmes under evaluation: Are there any prevailing significant gaps in structures, systems and capacities for future institutional and capacity building that require further pre-accession twinning support, in particular via the incoming IPA?

The thematic interim evaluation will also provide comparisons with and examples of experience and good practice from other candidate countries or member states in relation to the Phare support under evaluation.

The report will present technical recommendations for the improvement of twinning design and implementation, preferably with specific focus on strategic aspects for the current and any future similar interventions.

3. Judgement Criteria

Judgement criteria are based on Indicators of Achievement formulated throughout the hierarchy of documents (e.g. Accession Partnership, MIPDs, government national and sectoral strategies, annual programming documents and project fiches.) The intervention logic of the selected programmes/ projects can be derived from their logical frameworks. Where these are not of sufficient quality, the evaluators will try to reconstruct the intervention logic for these programmes.

4. Methodology

a) The exercise will have the following components:

- Initial data collection, documentary research and analysis.
- The answers to the above evaluation questions will be obtained preferably by a mixture of semi-structured direct and telephone interviews, and questionnaires. The detail of the questions will be presented to E4 prior to this part of the exercise starting. Interviewees will include representatives of ECDs, NACs, PIUs, Commission Service Headquarters, including the Twinning Coordination Team and Resident Twinning Adviser. Again, the list of those to be interviewed will first be approved by DG ELARG Evaluation Unit.
- Using the results from this exercise, assess the impact that current Phare support, or the lack thereof, have on the implementation and results of assisted projects/programmes in Croatia's efforts to effectively manage pre-accession twinning support.
- Draw conclusions and make consequent recommendations in respect to current Phare twinning support but also with a perspective on the incoming IPA assistance.
- Elements of good practice from former candidate countries/ new member states will be identified and presented.

b) As part of the consultation process, a kick off meeting will be held in Zagreb and participants will be invited to comment on the Draft ToR. Relevant stakeholders will be invited to comment on the final draft report.

c) The basis for Judgement Criteria is the Intervention Logic of programmes/ projects including their logical frameworks. In certain cases, evaluators may have to reconstruct the intervention logic if it is missing or inaccurate

Data Sources:

Information will be collected and will include:

- Phare programme planning documents, including Financing Memoranda and Project Fiches
- Relevant pre-accession documentation (notably Regular Reports, Comprehensive Monitoring Reports; Accession Partnership and NPAA documents);
- Phare Interim Evaluation Reports
- Phare Monitoring reports
- Twinning project reports and documentation prepared by ECD and DG ELARG
- Minutes, etc of SMSCs and JMCs, and other organisations involved in monitoring
- Previous Phare evaluation work already carried out in this sector, notably the results of Phare ex post, interim, ad hoc and thematic evaluations produced by the European Commission and those produced by the new member states on a decentralised basis
- Previous ex post evaluation of CARDS

Detail of the final information base will be defined and presented at the kick-off.

5. Target Audience

The main users of the review will be the EC Delegation in Croatia together with relevant Croatian stakeholders. Other users will be relevant Country Coordinators and relevant units in DG Enlargement and in line DGs concerned.

6. Activities, Resources and Timetable

The final ad hoc report shall be available by the beginning of December 2008. The report will follow closely the style of presentation used under the previous IE contract for Bulgaria and Romania.

This thematic report will be conducted in a number of stages as follows (see below):

| Steps | Activity | Month | | | | |
|-------|--------------------------|-------|--------|-----------|---------|----------|
| | | July | August | September | October | November |
| 1 | Kick off meeting | | | | | |
| 2 | STIE approved | | | | | |
| 3 | Desk study of literature | | | | | |
| 4 | Interviews | | | | | |
| 5 | Analysis | | | | | |
| 6 | Drafting of report | | | | | |
| 7 | Report to E4 | | | | | |

The evaluation will be lead by the Team Leader-Croatia (42 days) with support from the project director/deputy project director (20 days), IE team members in Croatia (33 days), and a senior short-term international expert (STIE) (15 days). The STIE would bring specific experience in preparing and managing twinning programmes in the context of EU pre-accession. The total resources envelope available for this exercise amounts to 110 man-days.

Annex 2. SCOPE OF THE EVALUATION – PROGRAMME DETAILS

| Project no | Title | Sector | Partner country | Beneficiary | Duration (months) | Budget M€ |
|---------------------|-----------------------------------|--------|-------------------|----------------------------------|-------------------|-----------|
| HR/2005/4/2 | EU Competition and State Aid | IMCA | D | HR Competition Agency | 24 | 1.500 |
| HR 2005/4/1 | Market Surveillance System | IMCA | SLO, D | State Inspectorate | 24 | 1.100 |
| HR 2005/5/2 | Development Fisheries Sector | IMCA | E | MAFWM | 24 | 0.927 |
| HR 2006/018-113/4/1 | Intellectual Property Rights | IMCA | not decided yet | State Intellectual Prop. Office | 18 | 1.000 |
| HR 2005/6/1 | HRM in MoI and Police Academy | JHA | F | MoI and Police Academy | 24 | 1.280 |
| HR 2005/6/2 | Prep. of Implem. of Schengen Acq. | JHA | D, SLO | MoI | 36 | 1.000 |
| HR 2006/018-113/6/1 | Blue Border Surveillance | JHA | not decided yet | MoI, Border Police | 36 | 1.000 |
| HR 2005/5/3 | Maritime Safety | ESC | F | MSTI | 36 | 0.600 |
| HR 2006/018-113/5/2 | Maritime Safety 2 | ESC | not decided yet | MSTI | 24 | 0.500 |
| HR 2005/7/1 | PP Legal Framework | PARPFS | H | MELE Dir. f. Publ. Proc. Systems | 9 | 0,185 |
| HR 2006/018-113/1/3 | User-oriented Services | PARPFS | project cancelled | Office for e-Croatia | - | 2.000 |
| HR 2005/4/4 | Customs TARIC | PARPFS | A | MoF, Customs Directorate | 17 | 0,992 |
| HR 2005/4/4 | Customs NCTS | PARPFS | A | MoF, Customs Directorate | 18 | 0,994 |
| HR 2005/4/4 | Customs EMCS | PARPFS | A | MoF, Customs Directorate | 18 | 0,951 |
| HR 2006/018-113/4/3 | Customs ITMS | PARPFS | not decided yet | MoF, Customs Directorate | 15 | 0,500 |
| HR 2006/018-113/4/3 | Customs EMCS | PARPFS | not decided yet | MoF, Customs Directorate | 17 | 0,750 |
| HR2005/5/7 | CBS Development | PARPFS | D, DK, S, F | Central Office for Statistics | 15 | 1.269 |
| HR2005/5/7 | Selected Statistical Areas | PARPFS | DK, S, F | Central Office for Statistics | 15 | 1.121 |
| HR 2005/4/3 | Fiscal blueprints | PARPFS | A | MoF, Tax Administration | 18 | 1.000 |
| HR 2006/018-113/4/2 | VAT standards | PARPFS | not decided yet | MoF, Tax Administration | 18 | 1.000 |
| HR2006/018-113/5/5 | Air Quality Monitoring | EE | not decided yet | MEPPC/ MHS | 13 | 0.700 |

| Project no | Title | Sector | Partner country | Beneficiary | Duration (months) | Budget M€ |
|---------------------|------------------------------------|---------------|------------------------|-------------------------------|--------------------------|------------------|
| HR 2006/018-113/4/3 | TWL ESC Impl. management support | PARPFS | not decided yet | MoF, Customs Directorate | 6 | 0,250 |
| HR 2006/018-113/7/3 | TWL IPA/ESF admin. & impl. | PARPFS | not decided yet | MELE | 4 | 0,160 |
| HR 2006/018-113/7/3 | TWL Internal financial control | PARPFS | not decided yet | MoF, State Treasury | 7 | 0,199 |
| HR 2006/018-113/7/3 | TWL Preparation of SIRENE office | PARPFS | not decided yet | MoI | min. 3 | 0,250 |
| HR 2006/018-113/7/3 | TWL Support to the SCSPPP | PARPFS | not decided yet | SCSPPP | 7 | 0,250 |
| HR 2005/7/1 | TWL Audit | PARPFS | F | MoF, Tax Administration | 6 | 0.200 |
| HR 2005/7/1 | TWL Intrastat | PARPFS | DK | Central Office for Statistics | 6 | 0.150 |
| HR 2005/7/1 | TWL Bomb investigations | JHA | France | MoI | 6 | 0.250 |
| HR 2005/0707/0304 | TWL Croatian Agricultural Inspect. | IMCA | Italy | MAFWM | 8 | 0.250 |
| HR 2005/0707/0307 | TWL HACCP | IMCA | Italy | MAFWM | 9 | 0.200 |
| Total | | | | | | 13.270 |

Annex 3. LIST OF INTERVIEWS

| INSTITUTION | INTERVIEWEE | DATE |
|---|---|------------|
| Ministry of Interior , Zagreb, Grada Vukovara 33 | Mr. Christian Beffara, RTA | 28/08/2008 |
| Ministry of Interior , Zagreb, Grada Vukovara 33 | Mr. Ante Delipetar, Project Leader | 28/08/2008 |
| Croatian Tax Administration , Zagreb, Avenija Dubrovnik 26 | Mr. Zvonko Sedmak, Project Leader | 02/09/2008 |
| Croatian Tax Administration , Zagreb, Boškovićeveva 5 | Ms. Sunčana Sović-Digna – Head of PIU Mr. Goran Janeš – Project Leader | 05/09/2008 |
| MELE, Directorate for Public Procurement Systems , Zagreb, Grada Vukovara 78 | Ms. Karmen Brkić, Head of PIU | 08/09/2008 |
| Croatian Competition Agency , Zagreb, Savska 41 | Mr. Nikola Popović, Project Leader Mr. Uwe Wixforth – RTA | 09/09/2008 |
| Croatian Customs Administration , Zagreb, A. Von Humboldta 4a | Mr. Rudolf Schnabl – RTA Mr. Manfred Stammhammer – RTA | 10/09/2008 |
| Croatian Customs Administration , Zagreb, A. Von Humboldta 4a | Ms. Zlatica Tomašević – Project Leader Ms. Dubravka Begović – Project Leader | 10/09/2008 |
| Croatian Customs Administration , Zagreb, A. Von Humboldta 4a | Mr. Oliver Schweinzer – RTA | 18/09/2008 |
| Croatian Customs Administration , Zagreb, A. Von Humboldta 4a | Ms. Višnja Marković – Project Leader | 18/09/2008 |
| State Intellectual Property Office , Zagreb, Vukovarska 78 | Ms. Ljiljana Kuterovac – Project Leader | 19/09/2008 |
| Ministry of Interior , Zagreb, Ilica 335 | Mr. Guido Ankner – RTA – Border Police | 22/09/2008 |
| Central Bureau of Statistics , Zagreb, Branimirova 19 | Mr. Klaus Balslev Pedersen – RTA | 22/09/2008 |
| European Commission, DG Enlargement , Twinning and SIGMA Co-ordination Team Institution Building Unit Rue de la Roi 170 1049 Brussels | Mr. Alain Van Hamme – Team Leader | 24/09/2008 |

| INSTITUTION | INTERVIEWEE | DATE |
|---|---|------------|
| European Commission, DG Enlargement , Twinning and SIGMA Co-ordination Team Institution Building Unit Rue de la Roi 170 1049 Brussels | Mr. Ivo Schutte – Desk Officer | 24/09/2008 |
| European Commission, DG Enlargement , Croatia Country Team Rue de la Roi 170 1049 Brussels | Mr. Jean-Marie Moreau – IPA Coordinator | 24/09/2008 |
| Ministry of Agriculture, Fisheries and Rural Development , Zagreb, Vukovarska 78 | Mr. Jose Antonio Molina – RTA | 26/09/2008 |
| Federal Ministry of European and Foreign Affairs of Austria , 1010Vienna, Minoritenplatz 8 | Ms. Desiree Schweitzer - previous National Twinning Contact Point | 03/10/2008 |
| Federal Ministry of European and Foreign Affairs of Austria , 1010 Vienna, Minoritenplatz 8 | Ms. Daphne Vafiadis -National Twinning Contact Point | 03/10/2008 |
| Federal Ministry of Finance of Austria , General Directorate for Taxes and Customs, 1030 Vienna, Hintere Zollamtsstrasse 2b | Mr. Peter Zeller – International Commissioner, Managing Director, Project Leader | 03/10/2008 |
| Center of Legal Competence , 1040 Vienna, Wohllebengasse 6 | Ms. Ninel Jasmine Sadjadi – Project Leader | 03/10/2008 |
| Central Finance and Contracting Agency , Zagreb, Grada Vukovara 284 | Mr. Domagoj Šimunović – Twinning Officer and Deputy to the Twinning National Contact Point | 06/10/2008 |
| European Commission Delegation , Zagreb, Trg Žrtava fašizma 6 | Ms. Caroline Friehe-Chevalier – Twinning Coordinator | 06/10/2008 |
| Croatian Tax Administration , Zagreb, Avenija Dubrovnik 32 | Mr. Helmut Beitzl – RTA | 07/10/2008 |
| Croatian Tax Administration , Zagreb, Avenija Dubrovnik 32 | Mr. Johannes Stipsits – Co-Project Leader | 07/10/2008 |
| Central Bureau of Statistics , Zagreb, Ilica 3 | Mr. Robert Knežević – Head Director General’s Office, Project Leader | 07/10/2008 |
| Ministry of Sea, Transport and Infrastructure , Zagreb, Prisavlje 14 | Ms. Merja Siltanen – RTA | 07/10/2008 |
| European Commission Delegation to Bosnia-Herzegovina , Sarajevo | Mr. Constantino Longares-Barrio – previous Head of Section ECD Zagreb | 08/10/2008 |

| INSTITUTION | INTERVIEWEE | DATE |
|---|---|------------|
| Ministry of Interior , Zagreb, Ilica 335 | Mr. Zlatko Miletić – Deputy Director, Project Leader | 09/10/2008 |
| State Inspectorate , Zagreb, Vukovarska 78 | Mr. Vojko Koron – RTA | 09/10/2008 |
| State Inspectorate , Zagreb, Vukovarska 78 | Mr. Vlatko Rosner – Assistent RTA | 09/10/2008 |
| Central Bureau of Statistics , Zagreb, Ilica 3 | Ms. Gisela Kroger – RTA | 10/10/2008 |
| Central Office for Development Strategy and Coordination of EU Funds , Zagreb, Radnička cesta 80 | Mr. Zvonimir Savić – Deputy State Secretary Ms. Tifani Šimunović – Head of the Section Mr. Tomislav Belovari – Head of the Department Ms. Mirjana Balenović-Arbutina – Head of the Section | 13/10/2008 |

Annex 4. LIST OF DOCUMENTS REFERRED TO IN THE EVALUATION

| Name of Originator | Date | Title of Document |
|------------------------------|-------------|--|
| EC | 17 May 2006 | Financing Agreement for the Croatia 2005 Phare national Programme |
| EC | 3 Aug 2007 | Amendment No. 1 to the Financing Agreement for Croatia 2005 Phare National Programme |
| EC | 31 Jan 2007 | Financing Agreement for Phare 2006 National Programme for Croatia |
| EC | 25 Jan 2008 | Amendment No. 1 to the Financing Agreement for Croatia 2006 Phare National Programme |
| EC | 8 Nov 2007 | Croatia 2007 Progress Report |
| EC | 6 Nov 2007 | Enlargement Strategy 2007-2008 |
| Government of Croatia | 2007 | NPPEU_ ENG 2007 |
| DG Enlargement | 2006 | Key Facts and Figures |
| DG Enlargement | 2008 | Overall Internal Assessment of Completed Twinning Projects, 4 th follow up – German projects |
| DG Enlargement | 2006 | Twinning Brochure |
| DG Enlargement | 2007 | Twinning Manual – revised version |
| DG Enlargement | | Twinning News 29-34 |
| Court of Auditors | 2003 | Special Report 6/2003, concerning twinning as the main instrument to support institution building in candidate countries together with the Commission's replies |
| Court of Auditors | 2006 | Annual Report concerning the financial year 2006; Chapter 9; Pre-accession Strategy |
| EMS Consortium | 2004 | Second Generation Twinning – Preliminary Findings, Interim Evaluation of Phare Support allocated in 1999-2002 and implemented until November 2003 – Thematic Evaluation Report |
| MWH Consortium | 2007 | Supporting Enlargement – What does evaluation show? – Ex-post evaluation of Phare support allocated between 1999 and 2001, with a brief review of post-2001 allocations, Consolidated Summary Report |
| Inge Toschev – German NCP | 2008 | Evaluation of German participation in Twinning projects |
| Nelli Timm – NCP Estonia | 2008 | Evaluation of Twinning and Twinning light Instrument |
| Ida de Kat, NCP Netherlands | 2008 | Pictures From the Dutch NCP |
| Seval Isik and Basak Ilisulu | 2008 | Twinning Experience in Turkey |
| Nawele Ben Romdhane Dhrif | 2008 | L'Experience Tunisienne Eu Materie de Jumelage |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Internal Market, Competition and Agriculture R/HR/INT/0701 |

| Name of Originator | Date | Title of Document |
|--------------------|------|--|
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Justice and Home Affairs R/HR/JHA/0702 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Economic and Social Cohesion R/HR/ESC/0801 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance - Social Sector R/HR/SOC/0802 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Energy and Environment R/HR/EE/0803 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Public Administration Reform, Public Finance and Statistics R/HR/PAR/0804 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Internal Market, Competition and Agriculture R/HR/INT/0805 |
| MWH Consortium | 2008 | Sectoral IE of the EU Pre-Accession Assistance – Justice and Home Affairs R/HR/JHA/0806 |

DOCUMENTS REQUESTED BUT NOT MADE AVAILABLE (WITH REASONS):

- None