



# Practical advice on Twinning working methods and management issues



DG NEAR – Unit C 3 – 4 and 5 June 2015

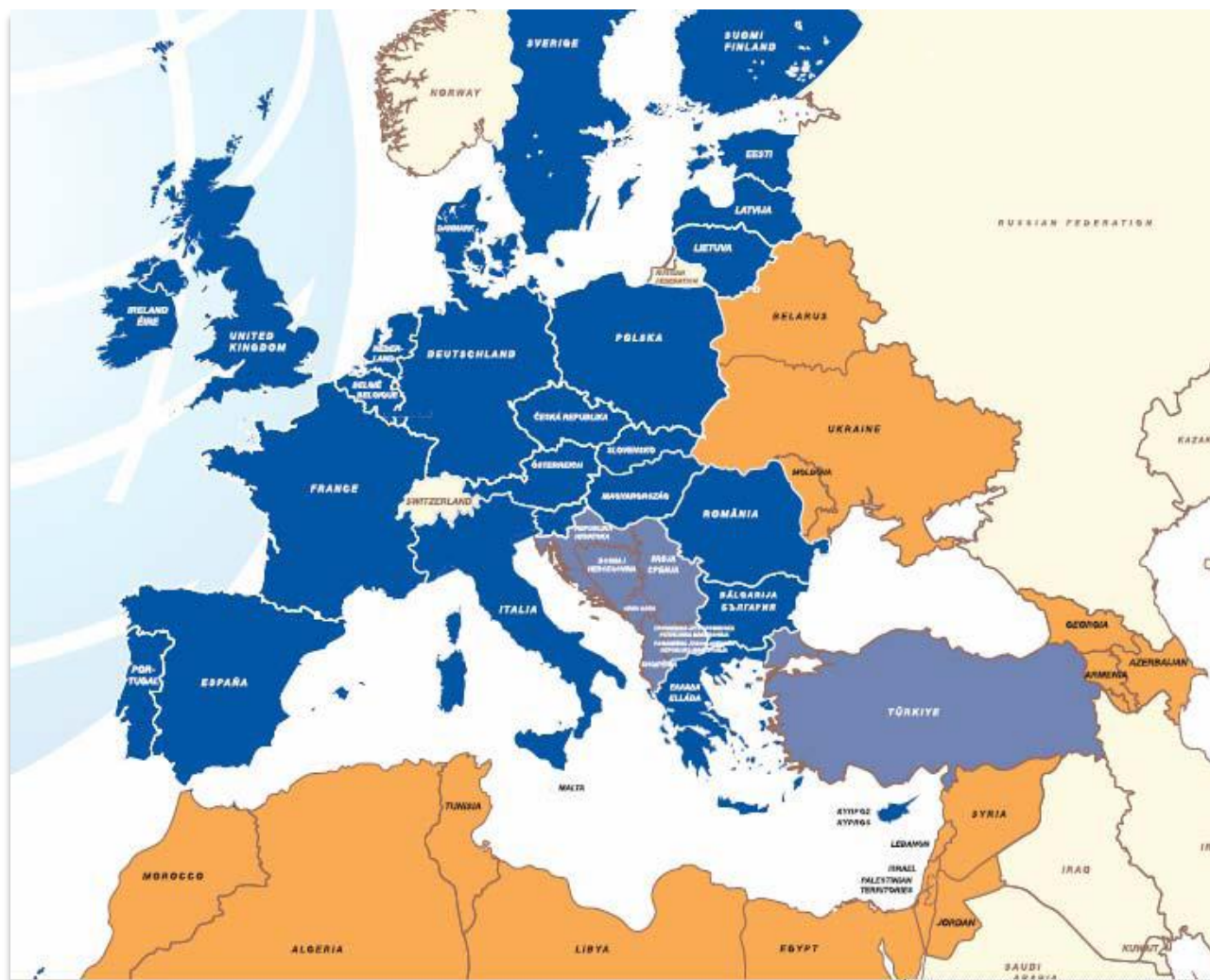


# Presentation content

- 1. The instrument and the actors*
- 2. Twinning Contract*
- 3. Implementation and Reporting*
- 4. Changes to a Twinning Project*
- 5. Payments*



# WHERE?



EU MS (in blue)  
**28 countries**

Instrument for Pre-Accession Assistance (IPA)(in light blue)  
**9 partners**

**Albania  
Bosnia and Herzegovina  
Iceland  
Kosovo\*  
Montenegro  
Serbia  
Turkey  
Former Yugoslav Republic of Macedonia  
Croatia (MS but also still recipient of Twinning)**

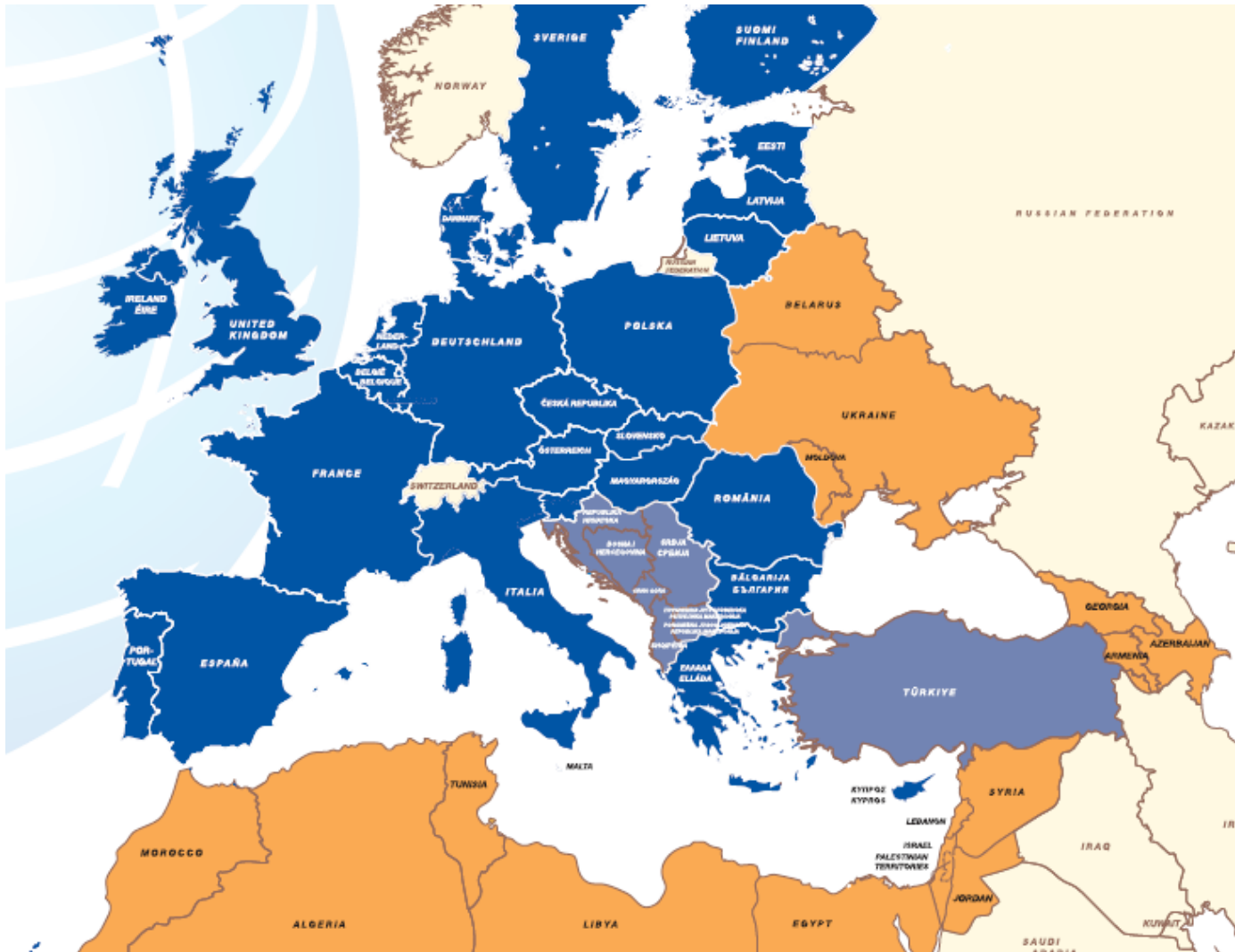
\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence



# WHERE ?



**ENI**



## **ENI Countries (in orange)**

Morocco  
Algeria  
Tunisia  
Libya\*  
Egypt  
Israel  
Palestine\*  
Jordan  
Lebanon  
Syria\*  
Armenia  
Georgia  
Azerbaijan  
Ukraine  
Moldova  
Belarus\*





## What is Twinning?

**Launched in May 1998**, Twinning **aims to** help potential and candidate countries to EU accession in the development of modern **public administrations**, able to implement the **acquis communautaire** to the same standards as Member States (MS).

It is a cooperation tool between a Public Administration in a Beneficiary Country (BC) and the equivalent institution in an European Union (EU) Member State (MS)

...to achieve the "mandatory results" commonly agreed by the MS and the BC partners and detailed in the contract...



## WHAT IS TWINNING?

**In 2004 The Twinning instrument was also made available to Neighbourhood countries**

It aims at **upgrading/modernising an administration** in a BC through training, reorganisation as well as drafting of laws and regulations modelled after the EU acquis...

...and **to respond to agreements (cooperation or association)** between the EU and the BC.



# For whom?



....?

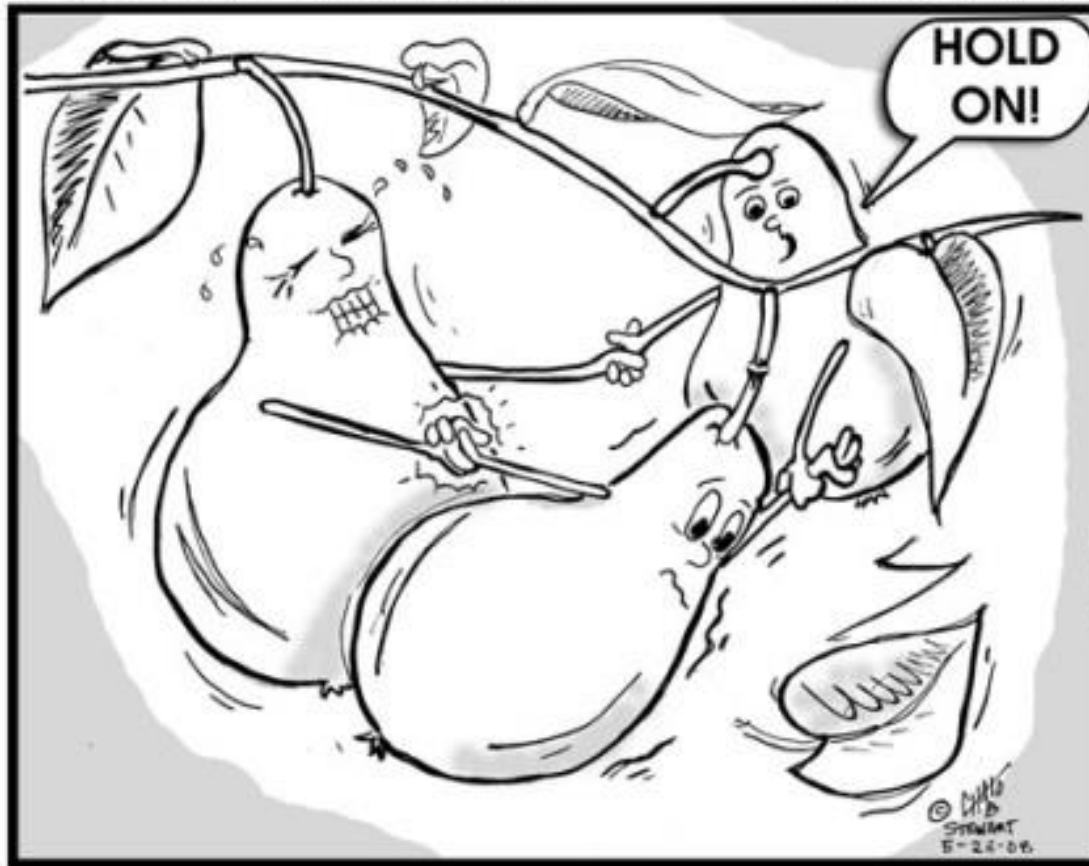
Twinning provides the framework for **administrations and semi-public organisations** in the beneficiary countries to work with their **counterpart in Member States.**



PEER  
TO  
PEER

MentalHealthHumor.com

By: Chato B. Stewart



Pear to Pear Support



# HOW?



It consists in sending to the BC **a resident twinning adviser** (RTA) from 12 up to 36 months, and a number of **medium and short-term experts coming from the EU MS administration(s)** implementing the twinning...

The mobilisation of both administrations is ensured through the designation of their **respective project leaders** (high civil servants) **MS PL and BC PL**



## **TWINNING CYCLE: KEY ACTORS**

### **INSTITUTIONS**

***PAO-CFCU***

***Beneficiary Administration***

***NCP MS***

***EU Delegation***

***EC Headquarters***

### **EXPERTS**

***Project Leaders***

***Resident Twinning Adviser***

***RTA Counterpart***

***Short Term Experts***



## PROJECT LEADERS: EU MS and BC administration

- **Two civil servants, one from the Member State and one from the BC administration.**
- *Should be a high-ranking official who is in a position to operate at the appropriate level*
- *Will continue to work in their administrations but devoting a portion of their time to conceiving, supervising and coordinating the project*
- *The Member State PL: should devote to the project a minimum 3 days a month, including a visit in the BC every 3 months; should represent the MS administration in charge of the twinning*





## MS Project Leader

*The **responsibility** and involvement of the PL **grows significantly**:*

***"In particular, the Project Leader must ensure his/her presence at all meetings of each quarterly Project Steering Committee during which the detailed description of activities is updated."***



## Junior Project Leader

- *JPL has a role to play as facilitator for the project.*
- *TM 2012 formalises what was already common practice: the JPL can attend Project Steering Committees at the cost of project*

STAFF	TASKS	INPUTS
•Junior Project Leader	•Ensures the good coordination with Project Leader	•Attendance to quarterly project steering committees is recommended.



## Role of the Beneficiary PL and RTA counterpart

### ***Master words:***

- *Commitment*
  - Mobilisation of the institution's staff/other stakeholders?
- *Ownership*
- *Relation of equals*
- *Best practices:*
  - BC component leaders
  - Working groups



## Role of the RTA

- ***No standard twinning can run without the RTA.***
- *Reinforced importance of RTA's presence (subsection 2.2.1 of TM 2012)*
  - ...**The RTA is the backbone of a Twinning project throughout the entire duration of the implementation period of the Action.** He or she is supported in his or her MS administration for logistics, accounting and administrative tasks. This support should allow the RTA to concentrate on the essence of the project.*
- Addition in first paragraph Annex B1:
  - ...RTAs made available by MS... **throughout the entire duration of the implementation period of the Action.***



## Repeated assignments as RTA

- *No more than 36 months in one Beneficiary country*
- *No more than 2 assignments in the same region (IPA, ENI South, ENI East)*
- *Maximum 4 assignments in total*
- *Uninterrupted period of 6 months back in MS Administration between the 2nd and the 3rd*
- *3 years back in MS Administration if a 4th assignment is sought.*





## CONTRACTING AUTHORITY (CA)

- *Twinning partners should always refer to the **Contracting Authority** for financial and contractual issues*
- *The CA can be either the **Commission** (for Direct/Decentralized programmes), EU Delegation for ENI East + Israel, the **CFCU** (indirect management after conferral of management power to the national authorities of the BC) or the **PAO** for decentralised ENI South countries*



## Management mode

*Direct management  
(EU Delegation)*

*Bosnia  
Albania  
Montenegro  
Kosovo\**

*Indirect management  
(CFCU/D/A)*

*Turkey  
Former Yugoslav Republic of  
Macedonia  
Serbia*



## Management mode

***Centralised /Direct  
management  
(EU Delegation)***

*Israel  
Armenia  
Georgia  
Azerbaijan  
Ukraine  
Moldova*

***Decentralised/Indirect  
management  
(PAO)***

*Morocco  
Algeria  
Tunisia  
Egypt  
Jordan  
Lebanon*





# What is a Twinning contract?

- *The formal commitment will be in the form of a 'Twinning Contract'. Specifies the obligations of both administrations in the MS and the BC*
- *Drafting Twinning contract and work plan must be a joint MS/BC exercise;*
- *Twinning projects are not bilateral but **european projects!***





# What is a Twinning contract?

Once the choice of the MS partner(s) has been made, it is entirely the duty and responsibility of **both Twinning partner administrations (MS and BC)** to draw up the **Twinning work plan with a corresponding budget.**

Together **with the other annexes defined in the manual, these elements will form the Twinning Contract.**

The structure of the standard Twinning Contract will correspond to the following model:



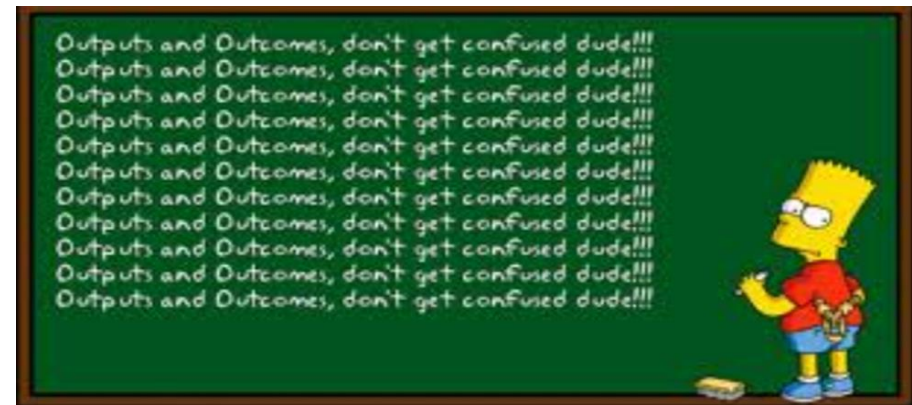
# Structure of the standard Twinning Contract

- Special Conditions (up-front document)
- **Annex A1: Work Plan (Description of the action) ;**
- Annex A2: General Conditions applicable to EU-financed grant contracts for external Actions;
- Annex A3: Budget for the Action (including co-financing part by the Final Recipient of the Action);
- Annex A4: Contract-award procedures;
- Annex A5: Standard request for payment and financial identification form;
- Annex A6: Expenditure Verification Report;
- Annex A7: Special Financial Annex;
- Annex A8: Mandates (if MS have formed a consortium)
- Annex A9: CVs



## MANDATORY RESULTS (OUTPUTS)

- *Concrete operational results*



- 'mandatory results' should be *limited, well-defined, measurable* and precise institutional targets
- Achievements of mandatory results should be *maintained* after the end of implementation, *disseminated* and *consolidated*



## The Workplan

- *Detailed work plan with **clear benchmarks** to allow for close **monitoring** of progress towards the final results;*
- *A work plan consists of a **sequence of activities** which together constitute a **strategy** aimed at achieving the results.*
- The Twinning work plan details the relevant organisation and methods, *including work and time schedule, a very precise division of tasks between* the partners and a detailed breakdown of costs.





## *The Workplan under IPA*

*"Under IPA, information can be provided in an abridged version, i.e. listing only the denomination of components and activities."*



## ***The Workplan- under ENI***

Twinning partners shall submit **a draft Twinning Contract for assessment** to the Contracting Authority within a maximum period of **2 months from the notification of the selection.**

The Contracting Authority is committed to formulate a consolidated feedback within no more than six weeks. The overall target is to have the Twinning Contract signed within **a maximum of 5 months from the selection notification date.**



## Annex A3: Budget

- ▶ *Kick-off and closure meetings introduced as '**Activity 0**' (small catering and venue can be charged – max 500 Euro per event)*

## Annex A5: Request for payment for Twinning Contract

- ▶ ***No** need to submit a **request** for the first **pre-financing** (article 4.3 of the Special Conditions)*



## **Annex A3: Budget**

The Twinning budget is presented **in the format of an activity based budget**, apart from the RTA-related expenditure and other general budget items.

**Expenditures listed in the budget must correspond to the activities listed in the Twinning work plan.**

All activities foreseen in the framework of the Twinning project, irrespective of whether they are carried out under the responsibility of the BC or of the MS, should be listed.



# Annex A3: Budget

***Under IPA, limited information required  
(budget for activities at level of activity  
heading).***



# Annex A7: Special Financial Annex

- *Budgetary Addendum required when **cumulated changes are above 25%** of the global budget. Then side letters can be used **until the total reaches again 25%.***



# ELIGIBLE COSTS (1)

*RTA salary, allowances (as per TM Section 5.3 and Annex B), training, Assistant*

*Project preparation (TM section 5.2.1)*

*Project Leader (fees, travel, visibility costs and audit certificate - TM section 5.4)*

*Experts per activity (fees, travel, per diem, local travel)*



## ELIGIBLE COSTS (2)

- *"Management Costs": 150% on all fees*
- *Translation – Interpretation*
- *Training in BC – Study visit in MS?  
(different rules IPA/ENI)*
- *Expenditure verification report costs  
(according to Annex 4)*
- *Procurement of Supplies/Services  
(limitations)*
- *Contingencies (2,5%)*



# NON-ELIGIBLE COSTS

- *Costs of STE/PL working in the MS and backstopping costs (covered by project management costs)*
- *Large scale equipment (**in principle excluded**)*
- **VAT?**



# RTA COSTS

## *Salary, benefits, allowance*

- *Salary and non-wage labour costs*
- *6% of salary and non-wage costs*
- *Subsistence allowance (50% of per diem rate)*
- *Health insurance RTA + spouse (max. €200 per person)*

## *Accommodation*

- *Full per diem for first 30 days (RTA) + ½ per diem for spouse/children)*
- *Accommodation*
- *Estate agent fees (max 2 months' rent)*



# RTA-RELATED COSTS

## *Travel*

- *Travel: place of work ↔ place of duty*
- *Removal/storage + annual trip home for RTA + spouse/children*

### **OR:**

- *monthly return trips home for RTA*

## *Other RTA costs*

- *Schooling fees (**max. €12,000** per child and year)*
- *RTA training in Brussels (3 per diems plus return flight to Brussels)*
- *RTA Assistant*



# PROJECT LEADER COSTS

*The Project Leader is required to spend at least 3 days in BC every quarter*

- *Project leader fees and 150% management costs*
- *Airfares*
- *Per diem*
- *Translation of reports etc.*
- *Interpretation*
- *Final audit costs*

*Management of Logistics and Accounting are provided by the MS administration (and Partner MS) and covered out of the **Management Costs** (no additional cost to the contract)*



# CONTRACT PREPARATION COSTS

*Refundable upon endorsement of Contract for trips during the period up to 4 months (IPA)/5 months (ENI) following notification of selection*

## Projects $\leq$ 1 M€

Project Leader and RTA

- ☐ 6 flights
- ☐ 20 per diems
- ☐ 20 fees
- ☐ Flat rate 150%

## Projects $>$ 1 M€

Project Leader and RTA

- ☐ 9 flights
- ☐ 30 per diems
- ☐ 30 fees
- ☐ Flat rate 150%



# VISIBILITY COSTS

*Funds for the printing of posters, banners and other items promoting the activities and acknowledging the funding source (EU)*

**Projects  $\leq$  1 M€**  
**5 000 euro**

**Projects  $>$  1 M€**  
**10 000 euro**

**The funding source (EU) must be acknowledged on all documents, products and at events within the project.**

**As a minimum, the EU logo should be displayed**



## Preparation of the contract (Annex A)

- *Activities not detailed, just headline and total budget*
- *Article 6. Indicative schedule can be grouped by quarter*
- *Detailed activities for first six months described outside the contract, in the **Operative Side Letter (OSL)***



# The Operative Side Letter (OSL)

Annex C15, p.202: Template for OSL (IPA)

- *To be prepared with the contract*
- *First OSL: Detailed activities for minimum 6 months period*
  - Tasks
  - Resources (experts)
  - Budget
- *Approved at Project Steering Committees*
- *Following OSLs: Revision of 3 months + addition 3 months more*
- *Must be signed by both PL, **no delegation of signature***
- *5 working days before becoming effective*
- *Draft OSL circulated by RTA at least 10 WD before SC meeting*



# Example OSL Budget



IPA

Actions to be undertaken under the Twinning project	Responsibility						European Commission Amount paid in Euros					Expenditure	Savings	BC Co-financing
	BC	MS	Work plan overall initial budget	OSL 1 initial	OSL 1 initial	OSL 1 expenditure	Savings OSL 1	OSL 2 StC 1	OSL 2 StC 1	OSL 2 StC 1 expenditure	Savings OSL 2 StC 1	TOTAL	TOTAL	TOTAL
			Unit	No of	Total			Total	Total			TOTAL	Q1-Q8	Q1-Q8
		X	cost*	units	MS cost			Units	Costs			TOTAL	Costs	Costs

7. PROJECT ACTIVITIES

COMPONENT 0: Title XXXX

Kick-off														
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COMPONENT 1: Title XXXX

Activity 1.1. Title XXXX

XX MS experts (names), XX days														
MS Expert fees		X	250	5	1,250	1000	250	5	1250	1250	0	2250	250	0,00
MS Expert fees		X	250	4	1,000	500	500	6	1,500	1,500	1,500	2000	500	0,00
Twinning Management costs'		X	150% of fee	1,5	3,375	2,250	1,125	1,5	2,250	2,250	0	4500	1125	0,00
Per diems		X	180,00	6	2,160	1 440,00	720	8	1 440,00	1 440,00	1 440,00	2880	720	0,00
Air tickets for MS experts		X	400	4	1,080.00	700	380	2	700	700	700	1400	380	0,00
Interpretation & equipment (XX interpreters, names, XX days)		X	200	8	1,600	800	800	8	1,600	1,600	1,600	2400	800	0,00
Translation of XXX (XX pages)		X	1350 pages	650	650	650	0	11 pages	145	145	0	795	0	41
TOTAL Activity 1.1			30000		11 115	8000	3775		6000	8000	8000	16225	3775	0,00