



Evaluation of the Twinning instrument in the period 2010-2017

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The opinions expressed in this document represent the authors' points of view
which are not necessarily shared by the European Commission
or by the authorities of the countries involved.

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Annex 1. TERMS OF REFERENCE



EUROPEAN COMMISSION
Neighborhood and Enlargement Negotiations

A –STRATEGY and TURKEY
A.4 – MFF, Programming and Evaluation

FRAMEWORK CONTRACT COM 2015

EuropeAid/137211/DH/SER/Multi

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1. 1. MANDATE AND GENERIC OBJECTIVES

Systematic and timely evaluation of its programmes, activities, instruments, legislation and non-spending activities is a priority¹ of the European Commission² in order to demonstrate accountability, promote lesson learning and improve policy and practice.

The generic purpose of the evaluation is to provide an overall independent assessment and evidence on the contribution of the Twinning instrument³ in the period 2010-2017 to support candidate and potential candidate beneficiaries and neighbourhood countries in meeting their respective commitments in the framework of their relationships with the European Union (EU).

2. EVALUATION RATIONALE AND SPECIFIC OBJECTIVES AND EVALUATION USERS

2.1. Specific objectives

1. To provide an assessment in both qualitative and quantitative terms on the relevance, conditions of implementation and performance of the Twinning instrument, particularly its efficiency, effectiveness, sustainability and added value. This assessment will be done as regards the achievement by candidate and potential candidate beneficiaries of their commitments for EU membership and the achievement of neighbourhood countries to the overall objectives of the European Neighbourhood Policy, and to the countries' institutional modernisation efforts and public administration reforms.
2. To provide to the Commission lessons learnt and recommendations on both: i) the institutional setting and implementation of the Twinning instrument to improve current support to candidate countries, potential candidates and neighbourhood countries; and ii) the appropriateness of the current regulatory framework.
3. Moreover, special attention will also be drawn to the coherence/complementarity of Twinning with what other EU-funded institutional building tools do, more particularly TAIEX⁴ and SIGMA⁵, complementary support of Budget support (BS) programmes, and other institutional building tools (incl. Technical assistance, but not only).

The results of the evaluation will feed the ground for: (i) a potential re-setting of Twinning (including further simplification if needed); (ii) defining greater synergy effects with the EU's political and reform objectives (iii) as well as for the overall programming of financial assistance having in mind the complementarity of the tools available for implementing assistance in Partner Countries.

2.2. Evaluation users and stakeholders

The main **users** of this evaluation include the European Commission, the Council of the European Union, the European Parliament, EU Member States, candidate countries, potential candidates and neighbourhood countries. The evaluation may also be of interest to civil society organisations and the general public.

The **stakeholders** include:

- National authorities and structures in candidate countries, potential candidates and neighbourhood countries responsible for the design, implementation, monitoring and reporting of EU support (mostly

¹ EU Financial Regulation (art 27); Regulation (EC) No 1905/2000; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Regulation (EC) No 215/2008.

² SWD(2015) 111 final " Better regulation Guidelines".

³ Twinning is a European Union instrument for institutional cooperation between Public Administrations of EU Member States and of beneficiary or partner countries. Refer both to Background here below and to https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning_en

⁴ Technical Assistance and Information Exchange instrument of the European Commission. TAIEX supports public administrations with regard to the approximation, application and enforcement of EU legislation as well as facilitating the sharing of EU best practices. Refer to: https://ec.europa.eu/neighbourhood-enlargement/tenders/taix_en

⁵ SIGMA (Support for Improvement in Governance and Management) is a joint initiative of the OECD and the European Union. Its key objective is to strengthen the foundations for improved public governance, and hence support socio-economic development through building the capacities of the public sector, enhancing horizontal governance and improving the design and implementation of public administration reforms, including proper prioritisation, sequencing and budgeting. Refer to: <http://www.sigmaxweb.org/about/>

those related to the Twinning Instrument, but not only), beneficiaries of EU support and other national stakeholders;

- EU stakeholders (non-exhaustive list): EU Delegations/EU Office in candidate countries, potential candidates and neighbourhood countries, DG NEAR; the EC Secretariat General, DG BUDG, DG HOME, DG AGRI, DG ENV, DG JUST, DG MOVE, DG ESTAT, DG EMPL, the EEAS, National authorities and structures in EU Member States (NCPs and national MS administrations), European financial institutions.

3. BACKGROUND

3.1. Institutional Twinning: origins and evolution over time in the framework of EU support to candidate countries and potential candidates for EU accession and neighbourhood countries

Institutional Twinning is an initiative of the European Commission (EC) that was launched in 1998 in the context of the preparation for enlargement of the EU. It was conceived as a tool for targeted administrative co-operation to assist Candidate Countries to strengthen their administrative and judicial capacity to implement EU legislation as future Member States (MS) of the EU.

As from the end of 2003, Institutional Twinning was extended to the Southern Mediterranean countries where there was an Association Agreement with the EU and the following year to the Newly Independent States of Eastern Europe where Partnership and Cooperation Agreements were signed.

In the period 1998-2017 an estimated 2700 Twinning projects have been implemented with around 85% of these under PHARE-IPA and around 15% under ENI (of which 60% under ENI S and 40% in ENI E). In the period between 2010 and 2017, 339 Twinning projects have been implemented under IPA and around 300 under ENI (141 ENI East and 159 ENI South).

Institution Building Twinning projects bring together **public sector expertise from EU MS** and Partner countries with the aim of achieving specific mandatory results. They yield **concrete operational results** for the Partner country under the terms of the agreements established with the EU (the **Association Agreements** (AA) and the **Partnership and Cooperation Agreements**⁶ (PCA) with Neighbourhood countries, the **Stabilisation and Association Agreements** (SAA) with Western Balkans candidate countries and potential candidates⁷ and the **Association Agreement** (AA) with Turkey serve as the legal bases of relations between the EU and its partners).

A key element of the ENP and Enlargement policies are the National Programmes for Adopting the Acquis, detailed ENP action plans or Partnership priorities or similar documents developed by the partner countries. These documents set out an agenda of political and economic reforms with short and medium-term priorities, including also many areas in which the EU *acquis* should be considered or where the legal environment of the partner country is sought to be approximated with the EU *acquis*.

In 2014 the ENI⁸ and IPA II⁹ Instruments were established. The two Instruments offer a unique opportunity for the EU to work together with its neighbours and support them in their strategic reforms and the modernisation of their administrations. The objective is to bring neighbourhood and enlargement partners closer to the European Union (EU), aiming at gradual economic integration and a deepening of political cooperation. As peer-to-peer cooperation between administrations Twinning is unique in supporting the strengthening of the political dialogue envisaged under ENI and IPA related strategies.

3.2. Institutional Twinning: main elements and principles

⁶ AAs were signed with the Mediterranean partners while the PCA were signed with the European Eastern partners. The financial instruments for EU cooperation with these partner countries were MEDA and TACIS respectively.

⁷ Refer to: http://ec.europa.eu/enlargement/policy/glossary/terms/saa_en.htm

⁸ European Neighbourhood Instrument for the period 2014-2020; refer to: [https://eeas.europa.eu/headquarters/headquarters-homepage_en/8202/European%20Neighbourhood%20Instrument%20\(ENI\)](https://eeas.europa.eu/headquarters/headquarters-homepage_en/8202/European%20Neighbourhood%20Instrument%20(ENI)). For the period 2007-2013 refer to: https://ec.europa.eu/europeaid/funding/european-neighbourhood-and-partnership-instrument-enpi_en

⁹ Instrument for Pre-accession: IPA I for the period 2007-2013 and IPA II for the period 2014-2020. Refer to: https://ec.europa.eu/neighbourhood-enlargement/instruments/overview_en

Twinning as a tool is specifically mentioned in Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action¹⁰, and in particular Article 4 paragraph (1) (a) and paragraph (10) (b) thereof.

Furthermore the Commission Decision 1122 of 21 February 2017 states in its grounds for consideration (13) the institutional setting of Twinning and the role of EC by stressing "the sound implementation of Twinning projects requires that the relevant procedures are clearly detailed in a guidebook (Twinning Manual), established by the services of the Commission coordinating the implementation of Twinning projects".

Twinning (both standard Twinning and Twinning light) have always been built on two main pillars – the co-operation between administrations and an established project management system based on the achievement of "mandatory results" –

The application of these principles has sometimes led to the definition of overambitious results and implementation timetables whereas reforming Public Administration is known to be a lengthy process. The reform of the Twinning tool, concretized in 2017 with the approval of the revised Twinning Manual, applicable to all Twinning fiches circulated to the Member States as for 1st of July 2017 consequently calls for the principles promoted under the Public Administration Reform agenda to be adhered to.

Twinning Light tool can be used to tackle any institutional issue with a more limited scope than in the case of standard Twinning as the implementation of a specific measure, rather than supporting reform of the general or legal framework. The maximum amount of a grant financing a Twinning Light project is EUR 250 000 and the maximum duration of the implementation period is limited to eight months.

Apart from the limitations to budget and duration, there are four other main elements that differentiate Twinning Light from standard Twinning:

- there is no Resident Twinning Adviser (RTA) in the partner country (PC)
- Member State must submit their proposals individually (no consortia are allowed);
- the detailed work plan covering the entire implementation period (of maximum eight months) must be included in the proposals submitted by MS;
- no form of sub-contracting to the private sector is allowed, with the only exception of the hiring of translation and interpretation services, where necessary.

Twinning Projects cover a wide range of areas such as **finance and internal market, environment, justice and home affairs, energy, transport, trade and industry, agriculture, employment, social affairs, health & consumer protection**, etc.

Twinning as an Institution Building tool rests upon **common features and the** results of Twinning projects include, among others:

- **Improved legislative and regulatory context** in line with EU legislation and regulation in key priority areas;
- **Improved institutional capacity** of the national public administration particularly in fields specified in the national reforms agenda and, in line with EU-partner countries strategic frameworks;
- Improved conditions necessary for the EU-partner countries **economic cooperation and other cooperation areas** (e.g. political development and governance, and social development);
- **Enhanced political dialogue** for further strengthened relations.

Institutional Twinning projects are based on a number of basic principles:

- As a rule, the PC selects its MS partner(s) through a call for proposals (see below);
- The selected MS partner(s) undertake(s) to transfer the requested hands-on public sector expertise available in its home administration. This includes first and foremost the secondment of a full time Resident Twinning Adviser (a public sector official) for at least 12 months;

¹⁰ OJ L 77, 15.3.2014, p. 95-108.

- Twinning projects must bring to the PC a concrete operational result (the so-called mandatory results) in connection with the EU *acquis* and/or other EU policies agreed between the EU and the Partner country;
- The Twinning partners commit themselves to achieve the mandatory results, and not only to the means to achieve it. At the end of the project, a new or adapted system must function and be sustained under the sole responsibility and ownership of the PC;
- Twinning is a joint project of a grant nature. It is not a one-way delivery of technical assistance from a MS to a PC. It is a joint process, in which each partner takes on responsibilities. The PC commits itself to undertaking and funding reforms, the MS to accompanying the process for the duration of the project;
- To underpin the credibility of their commitment, the Twinning partners jointly draft and commit to a detailed Twinning work plan, before starting work, setting clear benchmarks to allow for close monitoring of progress towards the results;
- The achievements of a Twinning project (mandatory results) should be maintained as a permanent asset to the Partner Country administration even after the end of the Twinning project implementation. This presupposes inter alia that effective mechanisms are put in place by the Partner Country administration to disseminate, consolidate and sustain the results of the project with appropriate human and financial resources reflected particularly in the budget planning
- In order to ensure transparency of proceeding and equality of all EU Member States the Twinning Call for Proposals are only circulated to the designated National Contact Points in the Member States and published on the DEVCO website.

The **Institutional Twinning projects are financed through annual or multi-annual programmes** indicated in the respective Bilateral Indicative Programmes, which set up the global objectives, expected results and overall funding¹¹. Whereas initially, the areas of cooperation were identified by the PCs in their individual requests, ensuring a Beneficiary ownership and its alignment to the agreements with the EU, selected on a first-come first served basis, the Commission since 2013 has followed a more strategic programming approach under the Fundamentals First strategy of DG NEAR.

The **Twinning Manual**¹² outlines the basic rules and principles governing any Twinning project from inception to conclusion and provides practical guidelines for operational and financial management. Whilst the Twinning manual defined the common provisions for all regions complemented by region-specific rules, where this were unavoidable, the provisions have been harmonized with the reform of Twinning and the new Twinning Manual across the regions as of calls circulated after 01.07.2017. The manual and the harmonized procedures intend to provide MS National Contact Points for Twinning and the other Twinning stakeholders with a comprehensive document.

3.3. Institutional Twinning: synergies with other institutional building support instruments

Twinning is by nature different from all other types of assistance since it is **conditioned on a partnership approach between public institutions**, which is fundamental to the achievement of the mandatory results and even more so the sustainability of results.

Two other institutional building instruments, **TAIEX and SIGMA**, created in the Accession context were also adapted to the Neighbourhood region in 2006 and 2008 respectively. The cumulated experience with the candidate countries and potential candidates (around 2.700 Twinning projects, 25.000 TAIEX requests and about 700 SIGMA operations) became an invaluable asset when the Commission extended the three tools to the Neighbourhood. Ensuring the transfer of European know-how in a practical, hands-on and peer-to-peer manner, these instruments are proving to be powerful tools for the **reform and modernisation processes of our neighbours**.

TAIEX (Technical Assistance and Information Exchange) aims to help foster political and economic co-operation in a number of areas, primarily regarding the approximation, application and enforcement of EU legislation. The instrument is currently managed by DG NEAR.

¹¹ See all ENP NIPs in the following website: https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/overview_en

¹² https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning_en

TAIEX has been reset with the Strategic TAIEX but must still be considered a largely **demand-driven** tool that contributes to the **delivery of appropriate tailor-made expertise to address challenges/problems at short-notice**. It is an effective tool for the dissemination of know-how and good practice. It delivers public short-term technical assistance and expertise, helping users to understand and draft legislation.

SIGMA (Support for Improvement in Governance and Management), is a joint initiative of the **OECD and the EU**, principally funded by the EU. Initially designed to support Candidate Countries in the context of the EU enlargement, SIGMA is now equally integrated in the EU Neighbourhood Policy framework since 2008.

SIGMA has the capability to mobilise quickly and a readiness to adapt to the specific needs of Partner Countries, on the following main sectors: **administrative law; public expenditure management; internal/external audit; procurement/concessions; civil service; policy capacities and co-ordination; regulatory management and property rights**.

SIGMA's main tasks are: To provide short to medium-term (from 1 day to 12 months) support to improve Governance and Management on the basis of requests from the Partner Countries; to assist national reform teams by providing expertise by peer practitioners including SIGMA staff (international civil servants) or national civil servants borrowed for the duration of the mission from their respective MS administrations; to assess reform progress and identify priorities on the basis of the EU acquis and assist decision-makers and administrations in institutional strengthening; to facilitate assistance from the EU and other donors by helping design projects and implement action plans; to improve and upgrade public governance in order to facilitate closer economic integration and political co-operation between the EU and its neighbours.

The target group of SIGMA includes public governance institutions with central agencies responsible for horizontal management of systems of government. About 60 country-specific actions have already been undertaken in each of the ENP sub-regions (East and South) and 9 additional actions, mainly focused on Programme Management and Policy Making, grouped all countries of the ENP region.

To set up the Twinning, TAIEX and SIGMA activities, the **European Commission relies on the co-operation and administrative know-how of EU MS**. In this regard, every EU MS has a single National Contact Point¹³. In ENP countries the Programme Administration Office¹⁴ - a body within the administration of the PC, has been designated to retain the overall coordination of the planning and programming of the Twinning projects. Under indirect management mode the PAO is also in charge of procedural, financial and contractual management of the Twinning projects and in the IPA beneficiaries the NCP¹⁵ is usually placed inside the structure under the entity responsible for European Integration coordination, who also assumes the role as NIPAC.

3.4. Evaluations undertaken¹⁶

Since 1998, the Twinning instrument has been evaluated providing significant feedback for all Twinning stakeholders. The list of evaluations is as follows:

- Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy -14 June 2012
- Evaluation Twinning versus Technical Assistance – IPA countries Final report - 26 January 2011
- Thematic evaluation on Second Generation Twinning in Phare, 2004
- ECA Special Report on Twinning, 2003
- At country specific level:
 - Algeria, Evaluation du programme d'appui à la mise en œuvre de l'accord d'association, 2014
 - Armenia, Evaluation of SATTO project and socio-economic study, 2014

¹³ List available on the Commission website at the following address: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/ncps_ms_-_august_2017.pdf

¹⁴ List available on the Commission website at the following address: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/2017_04_07_twinning_pao_eni_contact_points_bp.pdf

¹⁵ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/ncps_ipa_beneficiaries_-_april_2017.pdf

¹⁶ Non-exhaustive list.

- Armenia, Twinning evaluation Armenia, 2014
 - Azerbaijan, Country evaluation of Twinning instrument in Azerbaijan (2007-2012), 2012
 - Croatia, Review of Twinning in Croatia, 2008
 - Georgia, Country Evaluation of the Twinning Instrument in Georgia (2007-2014), 2015
 - Jordan, Evaluation of the Support to the Association Agreement Programme I & II, 2011
 - Morocco, Évaluation de l'impact des projets de jumelages institutionnels, 2016
 - Tunisia, Evaluation du programme d'appui à la mise en œuvre de l'accord d'association (P3A, P3A2 et P3AT), 2013
 - Turkey, Review of Twinning in Turkey, 2011.
- At thematic level, Twinning projects are systematically taken on board while conducting any thematic evaluation, both carried out at national or HQ level.

4. EVALUATION SCOPE

Both Twinning and twinning light fall under the scope of the evaluation.

4.1. Temporal and Geographical scope

The temporal scope is 2010-2017. The analysis will cover both the late part of the previous (2007-2013) and the current (2014-2020) programming period.

In the considered period, the Twinning instrument has covered geographically the following countries:

- Instrument for Pre-accession Assistance (IPA): Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo*, Montenegro, Serbia and Turkey. Before joining the EU, Croatia benefitted also from Twinning projects.
- European Neighbourhood Policy (ENP):
 - ENI South: Algeria, Egypt, Israel, Jordan, Lebanon, Morocco and Tunisia.
 - ENI East: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

4.2. Thematic scope

The Rule of law, Public administration reform (PAR), and within the latter Public financial management related issues, as well as Economic governance and Competitiveness, are among the areas that have received greater attention by Twinning projects in the evaluation period. As such, they will be treated in different sectorial Evaluation questions (EQs). More transversal EQs will cover Twinning projects regardless of their areas of intervention (the case studies to be proposed by the evaluation team, and agreed by the Interservice Consultation group (ISG)¹⁸ at the end of the inception report, will determine the final scope).

5. EVALUATION ISSUES AND APPROACH TO THE EVALUATION, INCLUDING PROPOSED TOOLS

The evaluation should address both accountability and learning.

In line with the Better Regulation guidelines on evaluations introduced by the Commission in 2015 (and revised in 2017) and with DG NEAR Guidelines on linking planning/programming, monitoring and evaluation¹⁹, the main evaluation criteria are: relevance, efficiency, effectiveness, impact, sustainability, coherence and EU added value.

5.1. Evaluation questions

* 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.

¹⁸ Refer to 6.1

¹⁹ Refer to http://ec.europa.eu/enlargement/news_corner/monitoring-and-evaluation/index_en.htm.

This chapter presents a proposal of Evaluation Questions (EQ). The evaluation team, in consultation with the Evaluation manager, will finalise and complete (with Judgement criteria (JC) and indicators for each JC and relevant data collection sources and tools) the proposed set of EQs during the inception phase.

Six EQs have been formulated to represent and address the fundamental issues in respect of the objectives and implementation of the Twinning instrument. They are structured along two headings: transversal (Twinning programming and implementation approach and Twinning added value) and sectorial related issues.

The Table below provides a schematic overview of the coverage of the evaluation criteria and key issues for each EQ.

TABLE 1 : RELATIONSHIP BETWEEN THE DAC EVALUATION CRITERIA, EC-SPECIFIC ISSUES AND THE EQS

	EQ 1	EQ 2	EQ 3	EQ 4	EQ 5	EQ 6
	SET-UP, PROGRAMMING AND PROCEDURES	COMPLEMEN TARIY & ADDED VALUE	PAR PRINCIPLES	PFM	RULE OF LAW	ECO GOVERNAN CE/COMPETI TIVENESS
Relevance	√√		√√√	√√√	√√√	√√√
Efficiency	√√√					
Effectiveness	√√		√√√	√√√	√√√	√√√
Impact			√	√	√	√
Sustainability			√	√	√	√
EU value added		√√√				
Coherence		√√				

√√√ Largely covered √ Also covered

5.1.1 Transversal EQs

1.	To what extent and how has, and is at present affecting, the institutional set-up, programming approach and implementation procedures of the Twinning instrument the capacity of the Twinning projects to generate the expected (mandatory) outputs and contribute to the achievement of the expected outcomes and impacts?
2.	To what extent is the Twinning instrument adding value to what other institutional building tools do (i.e. TAIEX, SIGMA, complementary support ²⁰ of Budget support (BS) programmes, other institutional building tools (incl. Technical assistance, but not only) in non-BS programmes linked to country reforms) in a way that enhances complementarity and potentially multiplies results in support of the overall EU and partner countries goals? Are there political, institutional, organisational and individual, but also technical and financial incentives in the use of the Twinning instrument both by partner countries' and EU-MS?
3.	To what extent has the use of the Twinning instrument taken the key principles of public administration and horizontal public administration reforms ²¹ into consideration thus contributed to the reform processes i.e. by ensuring more implementable laws and policies and more streamlined administrative structures and procedures in candidate countries, potential candidates and neighbourhood countries? In case this didn't happen, what were the obstacles encountered?

²⁰ This will typically include one or more of the following components:

- i) capacity development measures (technical assistance and other forms of capacity building, including twinings, and, whenever appropriate, supplies and works) aimed at strengthening the capacity of the public institutions to coordinate, implement, monitor, evaluate and communicate the public policy in question or related aspects (e.g. public finance management or macroeconomic reforms);
- ii) capacity development measures aimed at strengthening the capacity of civil society to contribute to the implementation and monitoring of public policies and/or grants to civil society organisations to promote their involvement in oversight functions;
- iii) technical assistance to support the monitoring or the evaluation of the EU contract; and
- iv) support for the design and implementation of a government-led visibility and communication strategy.

²¹ The OECD-SIGMA Public Administration reform (PAR) principle is the reference framework for DG NEAR. Please refer to <http://www.sigmaxweb.org/publications/principles-public-administration.htm>

5.1.2 Sectorial EQs

4.	To what extent has the use of the Twinning instrument in the area of Public Financial management contributed, and is at present contributing, to the improvement of sound public financial management reforms in line with candidate countries, potential candidates and neighbourhood countries' public financial management strategies in support of their commitments for EU membership/alignment with the EU acquis? In case this didn't happen, what were the obstacles encountered?
5.	To what extent has the use of the Twinning instrument in the area of Rule of law contributed, and is at present contributing, to the strengthening of the institutional setting in line with good governance principles and the effective functioning of the institutions guaranteeing democracy and rule of law basic principles in candidate countries, potential candidates and neighbourhood countries? In case this didn't happen, what were the obstacles encountered?
6.	To what extent has the use of the Twinning instrument in the area of economic governance and competitiveness (including in relation to energy sector related issues) contributed to the improvement of the relevant institutional frameworks and structures and therefore contributed to socio-economic development of candidate, potential candidate and neighbourhood countries by inter alia an improvement of the business climate, an increased competitiveness of the economy and a better economic integration with the EU? In case this didn't happen, what were the obstacles encountered?

5.2. Evaluation tools and techniques

The structuring stage aims to define the design and the methodology of the evaluation. The methodology will clearly specify the working methods and the techniques to be used (e.g. data collection, case studies, etc.)

Among the pool of main methodological techniques, the following key elements can be already pinpointed:

A. *Evaluation Questions.*

A draft set is presented here above. Ahead of the kick-off meeting, the evaluation team will receive a draft list of judgment criteria per evaluation question. As mentioned earlier, the evaluation team will then, in consultation with the EC Evaluation manager (and by extension with the ISG), finalise and complete (with Judgment criteria (JC) and indicators for each JC and relevant data collection sources and tools) the proposed set of EQs during the inception phase. When relevant, cross-cutting issues will be considered. Expectations expressed other key informants as well as the feasibility of arriving at an answer (based on a first desk review), will be considered.

B. *Evaluation Matrix: Judgment criteria, indicators and sources.*

Judgment criteria determine the appropriate indicators and, more generally, the nature of the data collected and the type of analysis. The indicators will need to allow cross-checking, triangulating and strengthening the evidence base on which the questions are answered. The information gathered for each indicator will need to be presented as an annex of the desk and final reports.

C. *Data collection tools.*

Several tools will be used for collecting, structuring, processing and/or analysing data throughout the evaluation process:

Inventory of Twinning projects. The inventory already exists and will be shared by EC services with the Contractor. The inventory is classified by main area, but it will need to be further disaggregated by sub-areas.

Literature review. The team will scrutinise all relevant key documentation on the: EU policy and strategy documents (Enlargement Strategies, European Neighbourhood Policy, etc.); Enlargement and neighbourhood countries policy and strategy documents (Enlargement: Association Agreements and Accession Partnerships, Association Agreements for ENP-South countries and Partnership and Cooperation Agreements and Association Agreements for ENP-east countries, etc.); Enlargement and neighbourhood countries official documents (i.e. national programmes for integration into the EU, sector strategies, etc.); Twinning

projects related documents; Previous evaluations, studies, etc. This list will be further detailed once a set of case studies are defined (see below).

Interviews. Both structured and unstructured. A round of interviews via/phone/email/face-to-face/video-conference discussions with relevant staff:

- at EC HQs: senior management, relevant staff in charge of IPA I/II and ENI support in DG NEAR; staff in other DGs, etc.,
- in EU Member States, and
- in a selected number of candidate countries and/or potential candidates and neighbourhood countries (governmental and non-governmental stakeholders, EU Delegations/Offices, respective MS Embassies in the BCs, other donors, etc.) will be made.

The selection of key informants and interlocutors will be based on the specific added value they can bring concerning the various EQs. Interviews will be carried out during the inception, desk phase and field phases. Focus groups can also be envisaged, using participatory methods.

The contracting authority expects the evaluation team to build in considerable time to look through documents and to have discussions throughout the evaluation process, particularly during inception and desk phases.

Case study. Several case studies are expected to be conducted to provide detailed qualitative information on important issues in light of the EQs.

The case study's sample, whatever its form (sector specific, region specific, Twinning typology specific, etc.) is expected to cover a range of 5-10% of the total number (639) of funded Twinning projects in the period. It is worth considering that it is not expected that the evaluation team will undertake an in-depth assessment of the selected Twinning projects. The projects will be 'just' considered as a mean to inform relevant indicators that will then offer the basis to respond to the judgement criteria and main evaluation questions. Twinning projects consideration is expected to provide a view of the actual results generated (outputs) and directly (outcomes) and indirectly (impacts) influenced by Twinning.

The selection of the case studies will be done using a sample approach to be agreed upon by the EC Evaluation Manager.

Some criteria to be considered might be:

- Sector specific considerations (in this regard, three areas have already been identified as being at the core of one EQ: Public Financial management, Rule of Law and Economic governance and competitiveness). Other areas might also be covered.
- Geographical coverage. This will be linked to the sectorial coverage of the EQs but also to elements covered in the transversal EQs (such as complementarity with other institutional building tools available in the country).
- Typology of tools, mechanism, etc.
- Their state of advancement
- Importance (budget related) of interventions
- Availability of information on the interventions
- Other.

Survey. An (online) survey, to be drafted in line with the Evaluation questions, is expected to be designed and launched to further informing the evaluation. It is expected that all Beneficiary countries and all EU Members States involved in Twinning in the considered period are targeted by the survey.

Quantitative analysis.

5.3. Envisaged limitations

No major limitations are foreseen in the framework of the present evaluation exercise.

6. RESPONSIBILITY FOR THE MANAGEMENT OF THE EVALUATION

6.1. At EC and EU Member states level

The DG NEAR MFF, Programming and Evaluation Unit (A4) is responsible for the management and the supervision of the evaluation.

The progress of the evaluation will be followed closely by an Interservice Steering Group (ISG) consisting of representatives of DG NEAR Directorates A, B, C, D and the Support group for Ukraine (SGUA), DG HOME, DG AGRI, DG ENV, the EEAS, as well as representatives of a limited number of EU Member States.

The ISG will especially have the following responsibilities:

- **Steering the evaluation exercise in all key phases** to comply with quality standards: preparation and/or provision of comments to the roadmap and Terms of reference; selection of the evaluation team; consultation; inception, desk, field, synthesis and reporting phases. As mentioned in different parts of the ToR, the role of the ISG will be key in the finalisation of the evaluation framework.
 - The EC evaluation manager (NEAR A4) steers the ISG and is supported in its function by ISG members.
- **Providing input and information** to the evaluation team. Mobilise the institutional, thematic, and methodological knowledge available in the various DGs of the Commission that are interested in the evaluation.
- **Providing quality control** on the different draft deliverables. The EC evaluation manager, as lead of the ISG, consolidates the comments to be sent to the evaluation team and endorses the deliverables.
- **Ensuring a proper follow-up** action plan after completion of the evaluation.

To avoid duplication and consolidate communications between meetings, the ISG members communicate with the evaluation team via the EC Evaluation Manager.

6.2. At the consultants level

The contractor is expected to oversight the quality of the process, of the evaluation design, of the inputs (team) and deliverables (reports). In particular:

- Before the work actually starts, the contractor should provide guidance to the evaluation team to ensure that the evaluation team has a clear understanding of the tasks, of the evaluation process, the content and implications of the different steps. Depending on the specific needs, the guidance should focus on:
 - Scope of the work
 - Complex evaluation methodology
 - Data collection and analysis
 - Presentation of findings
 - How to define and inform the indicators
 - How to answer to the judgement criteria
 - How to answer to the evaluation questions
- Support the team leader in its role, mainly from a team's management perspective. In this regard, the contractor should make sure that for each evaluation phase specific tasks and deliverables for each team members are clear.
- Provide a continuous backstopping and quality control of the evaluation teams' outputs (from evaluation design to final report). The contractor should be supported in this particular field by the Quality Control expert²² and the Programme manager.

²² It refers to the Quality manager that is part of the Management team of the consortium (as per the Instruction to tenderers of the Framework Contract COM 2015 and as per the Framework Contract Global terms of Reference). This person (the Quality manager) differs from the project manager (also as per the Framework Contract Global terms of Reference). Only the project manager will be evaluated. The minimum requirements are part of the Framework Contract Global terms of Reference.

7. EVALUATION PROCESS AND DELIVERABLES

The overall guidance to be used is available on the web page of the DG DEVCO Evaluation Unit (http://ec.europa.eu/europeaid/how/evaluation/methodology/index_en.htm) and on the web page of DG NEAR (https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/phare/evaluation/2016/20160831-dg-near-guidelines-on-linking-planning-programming-vol-1-v0.4.pdf).

The basic approach to the assignment consists of four *main phases*, each one ending with the approval of a specific deliverable in the form of a report. As mentioned above, the ISG will support the EC Evaluation manager in assessing the quality of the draft deliverables in order to achieve their finalisation. The reports will be revised in light of feedback from the ISG. Each phase will start further to the approval of the previous phase report.

The four phases can be synthesized as follows:

- The **inception phase**, that aims at structuring the evaluation.
Clarifying the issues of the evaluation is the first aim of this phase. Indeed, the inception phase will start with a kick-off meeting. The meeting has the purpose to arrive at a clear shared understanding of what is required by EC services.

Further to a first desk review, the EC evaluation manager will interact with the evaluation team in order for the latter to produce the evaluation design (reconstruction/finalisation of the intervention logic and based on the latter definition/finalisation of evaluation questions and related judgement criteria and indicators, with identification of data collection tools and sources). The mapping and analysis of relevant spending (Twinning projects) and non-spending (policy dialogues, etc.) interventions, and the methodological proposal for the following phases (data collection tools and analysis), are part of this phase.

The limitations faced or to be faced during the evaluation exercise will need to be discussed and mitigation measures defined. Finally, the work plan for the overall evaluation process, that will need to be to the extent possible in line with that proposed in the present ToR, will also be presented and agreed in this phase.

If necessary, during the Inception Phase suggestions of modifications to the composition of the evaluation team might take place by both parties.

- **Desk phase:** During this phase, desk work takes place in order to collect and analyse data, and coming up with preliminary answers to the evaluation questions and hypotheses that can guide the subsequent field work. Information gaps for a sound answer to the evaluation questions will also be identified. A brief presentation of data collection and analyses done during this phase, challenges and limitations potentially faced will also be discussed. Changes to the evaluation questions (including judgment criteria and indicators) can also be proposed, if deemed necessary, during this phase (and not later on). On the same line, discussing potential amendments to the selection of interventions and/or case studies (if relevant) identified during the inception phase can be envisaged. The extent of these potential amendments must nevertheless be of a reasonable nature.

This phase will involve discussions with:

- EU Member States: Administration, body or other semi-public mandated entity, Resident Twinning Adviser (RTA), MS Twinning NCP, respective MS Embassies in partner countries;
- EU officials involved in programming, implementation and oversight of EU support.
- Beneficiaries: staff in beneficiary structures, National Contact Point, the partner country Leader, the RTA Counterpart, RTA Assistant/language assistant.

The methodology for the field phase, including the expected deliverable and the field phase organisation, will also be detailed in this phase. Finally, remaining work for the synthesis phase will also be mentioned. If needed, an update of the work plan will be presented.

- **Field phase:** field activities help in validating/rejecting preliminary answers to the evaluation questions and bring additional information and direct evidence.

This phase will involve discussions with:

- EU Member States: Administration, body or other semi-public mandated entity, Resident

Twinning Adviser (RTA), MS Twinning NCP, respective MS Embassies in partner countries;

- Beneficiaries stakeholders: Partner country National Contact Point, the partner country Leader, the Resident Twinning Adviser (RTA) Counterpart, the Central Finance and Contracts Entity or the Programme Administration Office; CSOs in-country with experience and knowledge of EU support;
- EU officials involved in programming, implementation and oversight of EU support at EUD Delegation/office levels;
- Other donors – international NGOs, bi-laterals and multi-laterals in country.

Assessing whether there is need for further research and interviews to prepare the synthesis report, and in particular the overall assessment, the conclusions and recommendation chapter, is part of this phase as well.

The budget calculation considers an average of 4 days of data collection in-country per country, with up to 10 countries. The exact number of countries to be visited will be decided in due time by the ISG on the basis of a proposal made by the contractor.

- **Synthesis and reporting phase.** This phase entails the analysis of the data collected during the desk and field phase to finalise the answers to the evaluation questions, and prepare the synthesis report that includes the overall assessment, conclusions and recommendations of the evaluation.

The approved Final report will be presented at a seminar in Brussels. The purpose of the seminar is to present the evaluation work to key relevant stakeholders, such as Commission staff and EU Member States, representatives of civil society organisations, other donors, etc.

The contracting authority will publish the Final Report, the Executive Summaries, and the annexes on the Commission's central website.

The offer will be based on 50 hard copies in English of the **Final Main Report** (without annexes) and 20 copies of the annexes. A non-editable version on a USB stick or on a CD-ROM shall be added to each printed Final Main Report. The executive summary will be translated in French. The translation costs should be included in the financial offer.

The evaluation manager to be nominated by the contractor will need to be present in each meeting with the ISG.

The table below summarises these phases:

Phases	Activities	Deliverables (& meetings) ²³
INCEPTION: STRUCTURING	<ul style="list-style-type: none"> ▪ Data collection & definition of analysis methods ▪ Background analysis ▪ Interviews at EC HQ and EU Member States (& country visit(s) if relevant) ▪ Reconstruction of EU Intervention's rationale, incl. objectives, specific features and target beneficiaries ▪ Finalisation of the EQs, with judgment criteria and indicators ▪ Analysis of inventory of the Twinning projects ▪ Report writing (& quality control) 	<ul style="list-style-type: none"> ☑ Inception Report²⁴ incl.: <ul style="list-style-type: none"> ✓ Final <i>intended/planned</i> Intervention Logic ✓ Evaluation Questions (EQs), with judgment criteria & indicators ✓ Data analysis and collection methods ✓ EU Twinning actions inventory ✓ Work plan ✓ Consultation strategy²⁵ ☑ Slide presentation ☑ Meeting(s) with ISG in Brussels

²³ The evaluation team must provide, whenever requested and in any case at the end of the evaluation, the list of all persons interviewed, documents reviewed, data collected and databases built.

²⁴ The Inception Report should not exceed 30 pages, but if required this number can be reasonably increased. Additional material may be placed in annexes, as necessary. The EC Evaluation manager will provide the template.

²⁵ Even though an open public consultation (as foreseen by the Better Regulation) will not be organised for the present evaluation, it is expected that the evaluation team presents its strategy for stakeholders' consultation during the evaluation exercise.

<p>DESK: DATA COLLECTION & ANALYSIS</p>	<ul style="list-style-type: none"> ▪ Document in-depth analysis (focused on the EQs) ▪ Interviews ▪ Identification of information gaps and of hypotheses to be tested in the field phase ▪ Methodological design (specific to Field visit) ▪ Report writing (& quality control) 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Desk report²⁶, incl.: <ul style="list-style-type: none"> ✓ Background and key methodological elements ✓ Preliminary answers to the evaluation questions ✓ Field visit methodology ✓ Remaining work for the synthesis phase ✓ Update work plan, if needed ✓ Evaluation matrix with information gathered by indicator <input checked="" type="checkbox"/> Slide presentation <input checked="" type="checkbox"/> Meeting(s) with ISG in Brussels
FIELD		
<p><i>(Plans, methodology and budgets for the field phase are outlined and agreed upon, all along the previous phases)</i></p>	<ul style="list-style-type: none"> ▪ Initial meeting at country level ▪ Data collection and analysis ▪ Note writing on field phase findings ▪ Discussion of the findings of the Field Phase with EC HQs & EU delegation/office and EU Member States representatives and national counterparts 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Briefing & debriefing with EU delegation/office and EU Member States representatives <input checked="" type="checkbox"/> Country Note (or PowerPoint, to be decided in due course) and Slide presentation <input checked="" type="checkbox"/> Debriefing with ISG in Brussels
<p>SYNTHESIS</p>	<ul style="list-style-type: none"> ▪ Expressing findings (focus on the EQs) ▪ Overall assessment, Conclusions and Recommendations ▪ Synthesis report writing (& quality control) 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Synthesis report²⁷, incl.: <ul style="list-style-type: none"> ✓ Synthesis of methodological steps undertaken during the evaluation exercise, including limitations, if any ✓ Background analysis ✓ Findings by evaluation question ✓ Overall assessment, conclusions and recommendations ✓ Matrix of EQs, judgement criteria, indicators & analysis <input checked="" type="checkbox"/> Executive summary <input checked="" type="checkbox"/> Slide presentation <input checked="" type="checkbox"/> Meeting(s) with ISG in Brussels <input checked="" type="checkbox"/> Dissemination seminar minutes
<p>DISSEMINATION AND FOLLOW UP (by the EC)</p>	<ul style="list-style-type: none"> ▪ Action plan writing ▪ Others to be defined if relevant 	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Action plan

All reports will be written in English and submitted according to the timetable in annex 2 to the EC Evaluation manager. The reports must be written in Arial or Times New Roman minimum 11 and 12 respectively, single spacing. Inception, Desk and draft Final reports will be delivered only electronically²⁸. The Final report will also be delivered in hard copies. The Executive Summary (up to 4 pages) will be delivered both electronically and in hard copy as well. The Executive Summary will be available both integrated into the Final Report, and as a separate stand-alone document.

The final report should deliver the elements covered by these Terms of Reference, and must be written such that readers, who are not working in this area, can easily understand.

The electronic versions of all documents need to be delivered in both editable (Word) and non-editable format (PDF).

²⁶ The Desk Report should not exceed 40 pages, but if required this number can be reasonably increased. Additional material may be placed in annexes, as necessary. The EC Evaluation manager will provide the template.

²⁷ The Final Report should not exceed 50 pages, but if required this number can be reasonably increased. Additional material may be placed in annexes, as necessary. The EC Evaluation manager will provide the template.

²⁸ But a printed version of each report needs to be annexed to the relevant invoice.

8. THE EVALUATION TEAM

The evaluation team will have to be able to satisfy the highest quality standards. In this regard, the contractors are highly advised to check relevant references of the experts proposed.

The quality criteria for the selection of the Evaluation Team are summarized as follows:

- Working experience in relation to EU enlargement policy and strategy and pre-accession assistance (IPA) is required;
- Working experience in relation to EU neighbourhood policy and strategy and assistance (ENI) is required;
- Knowledge of the EU institutional framework;
- Relevant expertise in candidate countries, potential candidates and neighbourhood countries will be an advantage;
- Very good knowledge of the Twinning instrument; knowledge of other institutional instruments such as Taix would be an advantage;
- Knowledge of sector budget support principles and processes;
- Very good working knowledge of evaluation methods and techniques and, preferably, of complex policy and strategy evaluations in the field of external relations. In particular the team needs to demonstrate experience in analytical methods which can evaluate change and contribution. This includes Quantitative and qualitative data collection and analysis;
- Technical/sector knowledge, of the team as a whole, in the following areas is required:
 - Public administration reform, including Public finance management
 - Rule of Law
 - Economic governance and competitiveness.
- Analytical skills;
- The team leader should have excellent communication, team co-ordination, evaluation, presentation and proven report writing and editing skills in English;
- Experience in the Public Sector of at least one of the experts will be an advantage;
- The evaluation team will have excellent writing and editing skills.
- The evaluation team should have an excellent command of English – both spoken and written. At least one team member should have an excellent command of French. A good command of Arabic and Russian would be an asset.

It is expected that the team will comprise a balance of experts²⁹ as follows:

- 3 to 4 (depending on the sectorial profile) senior/medium experts. Out of these, at least 2 must be senior experts (including the Team leader).
- 1 junior expert

A project manager also needs to be proposed in the offer.

The offer should clearly state the category of each team member and which tasks the proposed team members are supposed to take responsibility for and how their qualifications relate to the tasks (if this is not self-evident from their profile). The team coordination and members' complementarity should be clearly described. A breakdown of working days per expert must be provided.

The team members must be independent from the Twinning projects which will be covered under this assignment. Should a conflict of interest be identified in the course of the evaluation, it should be immediately reported to the EC Evaluation manager for further analysis and appropriate measures.

The Contractor remains fully responsible for the quality of the deliverables. Any report which does not meet the required quality will be rejected.

²⁹ Number of days for each expert may vary

During the offers evaluation process the contracting authority reserves the right to interview by phone one or several members of the evaluation teams proposed.

The contractor must make available appropriate logistical support for the evaluation team, including their travel and accommodation arrangements for each mission, the secretarial support, appropriate software and communication means. The evaluation team will need to have the standard equipment, such as an individual laptop, computer, mobile phones, etc. necessary for the execution of the assignment. No additional cost for these items may be included in the offer.

Performances will be assessed by the EC all over the evaluation exercise (and if needed adjustments will be required, in agreement with the contractor) based on the following criteria:

- Quality of the analysis
- Relations with the Client
- Precision and clarity of the writing
- Methodological skills
- Communication skills and interview capacity
- Flexibility and availability
- Respect of deadlines.

9. TIMING

The evaluation implementation is due to start *in January 2018*. The expected duration is of 16 months. As part of the technical offer, the framework contractor must adhere to the timetable in annex 2, and provide their proposed, more detailed schedule within that timetable in terms of "week 1" etc. The contracting authority underlines that the contractor should ensure that the evaluation team is available to meet the demands of this schedule.

10. OFFER FOR THE ASSIGNMENT

10.1. Technical offer:

The total length of the technical offer (excluding annexes) may not exceed 10 pages; a CV may not exceed 4 pages. References and data relevant to the assignment must be highlighted in bold (font minimum Times New Roman 12 or Arial 11).

The methodology submitted shall not contain terms such as, "if time/budget allows," "if the data are available", etc.

Should it appear during the process of the evaluation that an activity envisaged in the methodology is impossible or inappropriate to be carried out, the change to the methodology as well as its financial impact must be agreed by EC services.

The offer is expected to demonstrate:

- The team's understanding of the ToR in their own words (i.e. their understanding of what is to be evaluated, and their understanding of the subject areas as relevant to this ToR)³⁰. In this framework, the offer can propose a revised set of EQs, justifying it and respecting the main areas to be covered.
- The relevance of the team composition and competencies to the work to be undertaken.
- How the team proposes to undertake the evaluation: the evaluation design and challenges, data collection tools and methods of analysis, how the tasks will be organised.
- The level of quality control (content/proof reading/copy editing) which will apply, at which points in the process, and who will undertake them.

10.2. Financial offer:

³⁰ Should the offer contain quotations, these sections must be clearly identified and sources indicated

The financial offer will be itemised to allow the verification of the fees compliance with the Framework contract terms.

The per diems will be based on the EU per diem in force when the Request for Services is launched. The EU per diem rate is the maximum allowed.

Offers shall be submitted within the deadline exclusively to this functional mailbox:

NEAR-A4-CRIS-FWC-OFFERS@ec.europa.eu.

TECHNICAL OFFERS SELECTION CRITERIA

The offers evaluation criteria and their respective weights are:

	Maximum
TOTAL SCORE FOR ORGANISATION AND METHODOLOGY	
Understanding of ToR	15
Organisation of tasks (including timing, quality control mechanisms)	10
Evaluation approach, working method, analysis	15
Sub Total	40
EXPERTS/ EXPERTISE	
Team Leader (senior expert)	20
Remaining Senior/medium experts	30
Junior expert	05
Programme manager	05
Sub Total	60
Overall total score	100

ANNEXES

Annex 1: Indicative documentation to be consulted for the purpose of the evaluation by the selected contractor

GENERAL DOCUMENTATION

- Treaty of the European Union (Title V)
- Treaty on the Functioning of the European Union (Part Five)
- Annual and special reports of the EU Court of Auditors:
<http://www.eca.europa.eu/en/Pages/AuditReportsOpinions.aspx>

EU OVERALL POLICY

- The Union as a strong global actor (EUCO 79/14)
- EU Global Strategy
- Regional and thematic policies (e.g. http://www.eeas.europa.eu/policies/index_en.htm)
- Council Conclusions, 26 May 2015 - "A New Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Commission Communication, 5 February 2015 - "A Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Council Conclusions, 16 December 2014 - "On a transformative post-2015 agenda".
- Commission Communication 2 June 2014 - "A Decent Life for All: From Vision to Collective Action".
- Council Conclusions, 25 June 2013 - "The Overarching Post 2015 Agenda"
- Commission Communication 27 February 2013: "A Decent Life for All: Ending poverty and giving the world a sustainable future".
- EU Common Position for the Fourth High Level Forum on Aid Effectiveness, 14 November 2011
- EU code of conduct on Complementarity and Division of Labour in Development Policy, 15 May 2007
- Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: 'The European Consensus', 24 February 2006.

Twinning

- Refer to: https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning_en

PRE-ACCESSION ASSISTANCE POLICY FRAMEWORK

- Copenhagen criteria: http://eur-lex.europa.eu/summary/glossary/accession_criteria_copenhagen.html
- Enlargement Package, including enlargement strategy paper and country reports, http://ec.europa.eu/enlargement/countries/package/index_en.htm
- Council conclusions on enlargement
- Relevant European Parliament resolutions

EU PRE-ACCESSION ASSISTANCE

- Multi-annual indicative planning documents 2007-2013, 2014-2020
- Regulation establishing the IPA II (2014)
- Annual reports on financial assistance for enlargement
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Sector Planning Documents
- Programming documents
- Annual Action Programmes
- Other more specific evaluations can be found at: http://ec.europa.eu/enlargement/news_corner/key-documents/index_en.htm?key_document=08012624887bedda

EU NEIGHBORHOOD POLICY (ENP) FRAMEWORK

Policy documents as set out in Article 3 of the ENI regulation, such as the partnership and cooperation agreements, the association agreements and other existing agreements that establish a relationship with partner countries, corresponding Commission communications, European Council conclusions, and the Council conclusions, as well as relevant summit declarations or conclusions of ministerial meetings with the partner countries of the ENP and also relevant European Parliament resolutions.

- 2015 - Review of the ENP
- 2014 Joint ENP Communication "Neighbourhood at the crossroads – taking stock of a year of challenges
- Joint ENP Review Communication of 25 May 2011
- 2004 COMMUNICATION FROM THE COMMISSION - European Neighbourhood Policy - STRATEGY PAPER

EUROPEAN NEIGHBORHOOD INSTRUMENT (ENI, and ENPI until 2014) ASSISTANCE

- indicative planning documents 2007-2013, 2014-2020
- Regulation establishing the European Neighbourhood Instrument (ENI) Regulation
- Progress reports on implementation of the European Neighbourhood Policy
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Programming documents
- Annual Action Programmes
- Other more specific evaluations can be found at: https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/overview_en

Annex 2: Indicative timing

Evaluation Phases and Stages	Notes and Reports	Dates	Meetings/Communications
Desk Phase			
Inception (structuring) stage		January-May 2018	Briefing session in Brussels
	Inception Report	February-May 2018	ISG Meeting in Brussels
Desk Review	Desk Report	May-September 2018	ISG Meeting in Brussels
Validation Phase			
	Field Visits Presentation of Findings	October 2018 November 2018	Briefing/debriefing at country level ISG Meeting in Brussels
Synthesis Phase			
	Draft Final Report Presentation of Draft Final	January 2019	ISG Meeting in Brussels
	Submission Final Report Submission printed version Seminar in Brussels	March 2019 April 2019 April 2019	Seminar in Brussels

Week	January				February				March				April				May				June				July				August				September				October				November				December				January				February				March				April			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1. DESK PHASE																																																																
Structuring Phase (Inception)																																																																
Briefing session																																																																
Preliminary interviews																																																																
Data collection & inventory																																																																
First documentary review																																																																
Key documents analysis (for intervention logic (LI) & Evaluation questions (EQs)) & preparing/realising draft LI																																																																
Defining/realising draft EDs (& IC)																																																																
Interviews desk based (by phone, skype, etc.)																																																																
Submission of draft EDs																																																																
Preparation of the Inception Note :																																																																
Analysis of EU policy and legal framework relevant to the object of the evaluation																																																																
Finalisation and analysis of I's diagram																																																																
Analysis of ex-post LI/EC inventory of spending interventions																																																																
Finalisation of evaluation matrix (ICs, indicators)																																																																
Define data collection methods and tools for the rest of evaluation and detailed work plan																																																																
Case studies selection																																																																
Inception Note finalisation																																																																
Quality control																																																																
Submission 1st draft Inception Note																																																																
ISG/NG meeting This can also be the occasion to have interviews																																																																
Comments from ISG																																																																
Draft Desk Report revision - 2nd version																																																																
Submission 2nd draft Inception Note																																																																
Check from EC services																																																																
Final Inception Note																																																																
Desk phase Report																																																																
Interviews desk based (by phone, skype, etc.)																																																																
Documentary review (catch up)																																																																
Survey drafting & management																																																																
Replies to survey																																																																
Elaboration of desk phase report																																																																
Survey analysis																																																																
Case studies: Doc review and writing case study notes/chapters																																																																
Desk report: Preliminary answer of EQs and Hypotheses to be tested in the field (and evaluation matrix per indicator)																																																																
Methodology for field (including tools development)																																																																
Report writing (incl. annexes)																																																																
Putting all together																																																																
Quality control																																																																
Submission 1st draft Desk report																																																																
ISG/NG meeting (including preparation) This can also be the occasion to have interviews																																																																
Comments from ISG																																																																
Draft Desk Report revision - 2nd version																																																																
Submission 2nd draft Inception Note																																																																
Check from EC services																																																																
Final Desk report																																																																
2. FIELD PHASE																																																																
Logistical preparation of the missions																																																																
Fine-tuning field tools (questionnaires, information matrix)																																																																
Field phase preparation (additional reading, etc.)																																																																
Data collection in country																																																																
Synthesis of Field mission results																																																																
ISG/NG meeting - Presentation of Preliminary (desk + field) findings																																																																
3. SYNTHESIS PHASE																																																																
Volume 1:																																																																
Context, policies + methodology																																																																
Synthesis report writing - EDs																																																																
Synthesis report writing - C&R																																																																
Executive summary																																																																
Synthesis report: putting all together																																																																
Annexes																																																																
Methodology																																																																
Bibliography, people met, ...																																																																
Quality control																																																																
Submission of 1st version Draft Final Report																																																																
ISG/NG meeting - Presentation of Draft Final report (findings, conclusions, recommendations)																																																																
Comments from ISG																																																																
Draft Final Report revision - 2nd version																																																																
Submission of 2nd version Draft Final Report																																																																
Comments from ISG																																																																
Final Report																																																																
Translation of executive summary																																																																
Printing																																																																
International/regional travels																																																																
Seminar - Presentation of Final report (findings, conclusions, recommendations), if relevant																																																																

Annex 3: Overall structure of the final report

The overall layout of the **Final report** is:

- Executive summary (see 1 below);
- Introduction
- Analysis of the political, institutional and technical/cooperation framework of EU pre-accession assistance
- Synthesis of methodological steps undertaken during the evaluation exercise, including limitations, if any
- Findings by evaluation question
- Overall assessment
- Conclusions (see 2 below); and
- Recommendations (see 3 below).

Length: the final main report may not exceed 50 pages excluding annexes, but if required this number can be reasonably increased. Each annex must be referenced in the main text. Additional information regarding the context, the activities and the comprehensive aspects of the methodology, including the analysis, must be put in the annexes.

The evaluation matrix must be included in the annexes. It must summarise the important responses at indicator/judgement criteria level. Each response must be clearly linked to the supporting evidence. The matrix must also include an assessment of the quality of evidence for each significant finding. The table below presents an example of how the quality of evidence may be ranked. This is purely indicative. The contractor should present a specific approach for assessing the quality of evidence.

Ranking of Evidence	Explanation of ranking of quality of evidence
<i>Strong</i>	The finding is consistently supported by a range of evidence sources, including documentary sources, quantitative analysis and qualitative evidence (i.e. there is very good triangulation); or the evidence sources, while not comprehensive, are of high quality and reliable to draw a conclusion (e.g. strong quantitative evidence with adequate sample sizes and no major data quality or reliability issues; or a wide range of reliable qualitative sources, across which there is good triangulation).
<i>More than satisfactory</i>	There are at least two different sources of evidence with good triangulation, but the coverage of the evidence is not complete.
<i>Indicative but not conclusive</i>	There is only one evidence source of good quality, and no triangulation with their sources of evidence.
<i>Weak</i>	There is no triangulation and / or evidence is limited to a single source.

(1) A summary (maximum 4 pages)

The summary of the evaluation report may not exceed 4 pages (3.000 words). It is extra to the 70 page limit for the main report. It should be structured as follows:

- 1 paragraph explaining the objectives and the challenges of the evaluation;
- 1 paragraph explaining the context in which the evaluation takes place;
- 1 paragraph referring to the methodology followed, spelling out the main tools used;
- The key findings, clustered by major issues (not necessarily by evaluation criteria)
- The general conclusions (overall assessment)
- A limited number of main conclusions should be listed and classified in order of importance; and
- A limited number of main recommendations should be listed according to their importance and priority.

The chapters on conclusions and recommendations should be drafted taking the following issues into consideration:

(2) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the evaluation criteria.
- The conclusions must enable to identify lessons learnt, both positive and negative.

(3) Recommendations

- The recommendations have to be linked to the main conclusions.

- Recommendations have to be grouped in clusters (groups), preferably those used in the conclusions, and presented in order of importance and priority within these clusters.
- Recommendations have to be realistic and operational.
- The possible conditions of implementation (who? when? how?) have to be specified and key steps/action points should be detailed when possible.

Annexes (non-exhaustive)

- National background;
- Methodological approach;
- Evaluation matrix;
- Case studies, if relevant;
- List of documents consulted;
- List of institutions and persons met;
- Results of any focus group, expert panel etc.;
- All data bases constructed for the purpose of the evaluation.

EDITING

- The Final Report must have been copy edited and proof read such that it is:
 - consistent, concise and clear;
 - well balanced between argument, tables and graphs;
 - free of typos and language errors;
 - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - contain an Executive summary (or summaries in several language versions when required).
 - be typed in single spacing and printed double sided, in A4 format.
- The presentation must be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout).
- Hard copies of the reports must be glued or stapled; plastic spirals are not acceptable.
- If relevant, the contractor is responsible for the quality of translations and ensuring that they correctly reflect with the original text.

Annex 4: quality assessment grid

The quality assessment grid is currently under revision by EC services. The final version will be shared with the Contractor once available. Until then, the following table applies.

	Very weak	Weak	Good	Very good	Excellent
1. Meeting needs:					
a.	Does the report describe precisely what is to be evaluated, including the intervention logic?				
b.	Does the report cover the requested period, and clearly includes the target groups and socio-geographical areas linked to the project / programme?				
c.	Has the evolution of the project / programme been taken into account in the evaluation process?				
d.	Does the evaluation deal with and respond to all ToR requests? If not, are justifications given?				
2. Appropriate design :					
a.	Does the report explain how the evaluation design takes into account the project / programme rationale, cause-effect relationships, impacts, policy context, stakeholders' interests, etc.?				
b.	Is the evaluation method clearly and adequately described in enough detail?				
c.	Are there well-defined indicators selected in order to provide evidence about the project / programme and its context?				
d.	Does the report point out the limitations, risks and potential biases associated with the evaluation method?				
3. Reliable data :					
a.	Is the data collection approach explained and is it coherent with the overall evaluation design?				
b.	Have data collection limitations and biases been explained and discussed?				
c.	Are the sources of information clearly identified in the report?				
d.	Are the data collection tools (samples, focus groups, etc.) applied in accordance with standards?				
e.	Have the collected data been cross-checked?				
4. Sound analysis :					
a.	Is the analysis based on the collected data?				
b.	Does the analysis focus well on the most relevant cause/effect assumptions underlying the intervention logic?				
c.	Is the context taken into account adequately in the analysis?				
d.	Are inputs from the most important stakeholders used in a balanced way?				
e.	Are the limitations of the analysis identified, discussed and presented in the report, as well as the contradictions with available knowledge, if there are any?				
5. Credible findings :					
a.	Are the findings derived from the qualitative and quantitative data and analyses?				
b.	Is there a discussion whether the findings can be generalised?				
c.	Are interpretations and extrapolations justified and supported by sound arguments?				
6. Valid conclusions :					
a.	Are the conclusions coherent and logically linked to the findings?				
b.	Does the report draw overall conclusions on each of the five DAC criteria?				
c.	Are conclusions free of personal or partisan considerations?				
7. Useful recommendations :					
a.	Are the recommendations consistent with the conclusions?				
b.	Are recommendations operational, realistic and sufficiently explicit to provide guidelines for taking action?				

	Very weak	Weak	Good	Very good	Excellent
c. Are the recommendations drafted for the different target stakeholders of the evaluation?					
d. When necessary, have the recommendations been clustered and prioritised?					
8. Clear report :					
a. Does the report include a relevant and concise executive summary?					
b. Is the report well-structured and adapted to its various audiences?					
c. Are specialised concepts clearly defined and not used more than necessary? Is there a list of acronyms?					
d. Is the length of the various chapters and annexes well balanced?					

Legend: *very weak* = criteria mostly not fulfilled or absent; *weak* = criteria partially fulfilled; *good* = criteria mostly fulfilled; *very good* = criteria entirely fulfilled; *excellent* = criteria entirely fulfilled in a clear and original way

Comments on meeting needs (1):
Comments on appropriate design (2):
Comments on reliable data (3):
Comments on sound analysis (4):
Comments on credible findings (5):
Comments on valid conclusions (6):
Comments on useful recommendations (7):
Comments on clear report (8):
Comments on the overall quality of the report

Annex 2. BACKGROUND

1. EU RELATIONSHIPS WITH PARTNER COUNTRIES

Country	Type of agreement	Year of entering into force
Euro-Mediterranean Partnership		
Algeria	Association agreement	2005
Egypt	Association agreement	2004
Israel	Association agreement	2000
Lebanon	Association agreement	2006
Libya	-	-
Jordan	Association agreement	2002
Morocco	Association agreement	2000
Palestinian territories	Interim association agreement	1997
Syria	Cooperation agreement	1978
Tunisia	Association agreement	1998
Eastern Partnership		
Armenia	Partnership and cooperation Agreement	1999
Azerbaijan	Partnership and Cooperation Agreement	1999
Belarus	Partnership and Cooperation Agreement	Not ratified
Georgia	Association Agreement	2016
Moldova	Association Agreement	2016
Ukraine	Association Agreement	2017
Candidate and potential candidate countries		
Albania	Stabilisation and Association Agreement	01/04/2009
Bosnia and Herzegovina	Stabilisation and Association Agreement	01/06/2015
Kosovo*	Stabilisation and Association Agreement	01/04/2016
North Macedonia	Stabilisation and Association Agreement	01/04/2004
Montenegro	Stabilisation and Association Agreement	01/05/2010
Serbia	Stabilisation and Association Agreement	01/09/2013
Turkey	Association Agreement	01/12/1964

2. TWINNING PRINCIPLES

2.1. Twinning Manual 2012

Twinning is an EU institution building instrument developed by the Commission and based on partnership cooperation between public administrations of EU Member States and a Beneficiary Country for the achievement of mandatory results jointly agreed with the Commission.

More specifically, Twinning projects are based on **a number of basic principles**:

- **Projects are built around jointly agreed policy objectives** deriving from the joint EU-BC agenda, i.e. combining the EU policy orientations (as set out in the European Commission Progress Reports and/or other policy documents) and the Beneficiary Administration's efforts for reform (as set out in strategic documents adopted by relevant BC authorities).
- **Beneficiary Country retains ownership of the project, from the conception of the Twinning fiche until the closure of the Twinning Contract:**
- As a rule, the **beneficiary country (BC) selects its Member State (MS) partner(s)**; under ENPI in centralised management, the BC participates to the selection.
- The selected MS partner(s) undertake(s) to transfer the requested hands-on public sector expertise available in its home administration. This includes first and foremost the secondment of a full time **Resident Twinning Adviser** (a public sector official) for at least 12 months to a maximum of 36 months;
- Twinning projects must bring to the BC a **concrete operational result** (the so called mandatory results) in connection with the EU acquis or other EU policies open for co-operation;
- The Twinning partners **commit themselves** to achieving the mandatory results, and not only to the means to achieve them. 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;

- To underpin the credibility of their commitment, the Twinning partners draft a **Twinning work-plan**, before starting work. The possibility is foreseen to adapt the work-plan in the course of its implementation, but it must fix clear benchmarks to allow for close monitoring of progress towards the final result;
- 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.

Some special procedures are necessary to take account of the particular nature of Twinning and to ensure sound financial management. The absence of commercial tendering and the selection of the MS project partner by or with the systematic involvement of the beneficiary administration make it necessary to find other means of controlling the costs which may legitimately be borne by the programme. These procedures express the specific nature of Twinning projects.

Twinning projects encompass a series of actions and inputs. Secondments of long-term MS experts to BC administrations form the ‘backbone’ of Twinning projects (See 2.2.2). To achieve its objectives, a Twinning project also needs various other expert inputs, such as medium- and short-term specialists, training etc.

Following the completion of a Twinning project, the BC is expected to have achieved significant progress in the identified area of the project. In some cases, one Twinning project may not be sufficient to achieve this goal, and a series of additional actions (Twinning, Twinning light or other instruments of Institution Building) may be required to achieve full compliance with the relevant obligations. However, this in no sense diminishes the need for each individual project to have clearly defined goals and a precise, timed and budgeted work plan for their achievement.

Twinning activities are ideally suited to projects with the following features:

- | |
|---|
| <ul style="list-style-type: none"> • the goal is relatively clear, i.e. the BC has a good understanding of the relevant part of the acquis or the relevant area of co-operation, and has selected the type of system it intends to adopt; • sufficient political will exists in the BC to create the best possible conditions for drafting and adoption of the relevant legislation; • sufficient BC commitment exists to ensure that the required resources (financial, staff) are mobilised in a Twinning project. • a well-defined priority on the beneficiary administration’s own agenda guaranteeing that the Twinning project idea derives from actual need. |
|---|

2.2. Twinning Manual 2017

Twinning is an institution building instrument based on partnership cooperation between public administrations and accepted mandated bodies of Member States and of a Beneficiary with the purpose of achieving mandatory results/outputs jointly agreed with the Commission. These mandatory results/outputs are linked to policy objectives, such as the preparation of EU enlargement or enhanced cooperation in line with EU policies, as foreseen under the respective IPA and ENI regulations and agreements.

Twinning projects encompass a series of actions and inputs. Secondment of a full-time Member State expert (Resident Twinning Adviser – RTA) to a Beneficiary administration forms the "backbone" of Twinning projects. To achieve its objectives, a Twinning project also needs various other expert inputs, delivered via short-term experts.

Twinning projects are based on **a number of basic principles**:

- **Projects are built around jointly agreed policy objectives** deriving from the joint EU- Beneficiary country political agenda, i.e. combining the EU policy orientations (as set out in the policy documents) and the Beneficiary administration's efforts for reform (as set out in strategic documents adopted by relevant Beneficiary country).
- The Beneficiary **retains ownership of the project**, from the conception of the Twinning Fiche until the closure of the Twinning Grant Contract.
- As a rule, the **Beneficiary selects its Member State** partner(s) but should the Contracting Authority (and/or the EUD in case it is not the CA) at any stage become aware of any potential irregularity including violations of the principles of equal and fair treatment linked to a Twinning selection or contracting process, the Contracting Authority (and/or the EUD in case it is not the CA) can always act upon this knowledge and/or stop the process. The Contracting Authority (and/or the EUD in case it is not the CA) can also stop the process should it become evident that results foreseen are already achieved or covered by another project already contracted.
- The selected Member State(s) undertake(s) to transfer the requested public sector expertise available in its home administration. This includes first and foremost the secondment of a full time Member State **RTA** for at least 12 months.
- Twinning projects must bring to the Beneficiary country **concrete operational results** (the so called outputs or mandatory results/outputs see also Annex C1a) in connection with the *Union acquis*, EU standards/norms or other EU policies open for

- In order to ensure transparency of proceeding and equality of all administrative bidders, the Twinning Fiches **will only be circulated to the designated National Contact Points** in the administrations of Member States with publicity on the EuropeAid website.

Following the completion of a Twinning project, the Beneficiary administration is expected to have achieved significant progress in the identified area of the project. The Twinning project contributes to, but does not replace, the reform programme agreed. Often the Twinning project is part of a series of actions including of a non-institution building character and those of other stakeholders with whom the Beneficiary cooperates in its reform process. This in no sense diminishes the need for each individual project to have clearly defined goals and a precise, timed and budgeted work plan for its achievement.

Twinning projects are ideally suited to projects with the following features:

- Where there is a clear advantage of using public sector expertise i.e. in public administration capacity building activities requiring access to support of a Member State public administration.
- The mandatory results/outputs and the contribution to an overall reform is relatively clear and, the Beneficiary has a good understanding of the relevant part of the related *Union acquis* and/or standards or the relevant area of cooperation, and has selected the type of administrative system it intends to adopt.

cooperation usually linked to a planned and agreed reform process in the Beneficiary country.

- The partners implementing the project **commit themselves** to achieving the mandatory results/outputs, and not only to the means to achieve them. At the end of the project a new or adapted structure and/or processes must function under the sole responsibility and ownership of the Beneficiary who commits to sustaining the results of the project.
- Twinning is a **joint project of a grant nature**. It is not a one-way delivery of technical assistance from a Member State to a Beneficiary country. It is a joint project, in which each partner assumes responsibilities. The Beneficiary commits itself to undertaking and funding reforms, the Member State to accompanying the process for the duration of the project.
- To underpin the credibility of their commitment, the Twinning partners sign a **Twinning work plan drafted jointly by the Member State and Beneficiary administration** at the beginning of the implementation of the project work. The work plan should be considered a rolling document, initially for minimum 6 months, that is regularly updated in the course of implementation of the project. It must always define a clear baseline and set clear targets to allow for close monitoring of progress towards the final result.
- The **achievements** of a Twinning project 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, consolidate and sustain the results of the project by committing sufficient future resources.
- In order to ensure transparency of proceeding and equality of all administrative bidders, the Twinning Fiches **will only be circulated to the designated National Contact Points** in the administrations of Member States with publicity on the EuropeAid website.

Annex 3. METHODOLOGICAL APPROACH

1. OVERVIEW OF THE ENTIRE EVALUATION PROCESS

The evaluation was conducted in four phases in line with the TORs. The **inception phase** set the parameters for the entire evaluation, building on the TORs, the draft evaluation questions and judgment criteria provided by the ISG, the consultant's original proposal and the discussions held during, and as a follow up to, the kick-off meeting. The **desk phase** involved closing any information gaps, reviewing and analysing the available information and materials, and carrying out preliminary interviews with selected stakeholders. At the end of the desk phase, the team drafted a synthesis of findings per evaluation question from the desk analysis and the interviews conducted. Preliminary replies to the evaluation questions, together with assumptions to be tested and information gaps to be filled in, were prepared and discussed with the ISG. A few minor modifications to the evaluation questions, judgement criteria and indicators were proposed in line with the TORs. The **field phase** involved face-to-face interviews with representatives of the sampled projects and selected stakeholders in partner countries. In parallel, an online survey was conducted to capture the views and experience of a larger circle of stakeholders, including project beneficiaries, NCPs, EUDs and CFCE. The field phase aimed at validating/rejecting preliminary answers to the evaluation questions and bringing additional information and direct evidence to the analysis. Findings were presented in the form of a slide presentation to the ISG. During the **synthesis phase**, the evaluation team completed the case studies, revised/finalised the replies to evaluation questions based on the analysis of data collected during the desk and field phases and prepared a set of conclusions and recommendations. The latter were discussed with the ISG and other stakeholders in a last round of consultation before the completion of the Final Report. In line with the TORs, a concluding seminar will be organised in Brussels to present the evaluation work to key stakeholders, (e.g. EC staff, EU Member States, representatives of civil society organisations, other donors, etc.)

2. INCEPTION PHASE

The evaluation matrix was developed during the inception phase based on the evaluation questions and judgement criteria provided in the ToR. The matrix was used to gather evidence of information gathered by indicators (see below Annex 4).

2.1. Overall approach

The **inception phase** (January to April 2018) started with the kick-off and ISG meetings on 16 January 2018 during which the scope and structure of the evaluation were discussed. Additional interviews with EC and NCP from EU member states and partner countries took place on the occasion of the institutional building days held in Brussels on 6-7 February 2018³¹. Building on the draft evaluation questions and judgment criteria provided by the ISG, the evaluation team completed the evaluation matrix with full judgement criteria and indicators of achievement (See below sections 2.2 and 2.3).

The evaluation team collected and organised materials to be reviewed during the desk phase, including Twinning manuals, evaluation reports, country strategies, progress reports, action programmes and visibility and publicity materials. The evaluation team analysed the inventory of Twinning projects compiled by DG NEAR. This analysis was the basis for selecting a sample of 36 projects for the desk review (see below section 2.5), of which 23 related to the three sector priorities identified in the ToR (PFM, rule of law and economic competitiveness and governance).

³¹ The list of persons met during the inception phase is presented in Annex 10 below

2.2. Evaluation questions

EQ1	<p>Regulatory framework, institutional set-up, programming approach & other conditions of implementation</p> <ul style="list-style-type: none"> <i>To what extent, and how, have the regulatory & institutional set-up, programming approach & implementation procedures of Twinning influenced the capacity of Twinning projects to generate the expected (mandatory) outputs and contribute to the achievement of outcomes and impacts?</i> <i>What other factors – organisational, human, technical or financial – have influenced the performance of Twinning?</i> <i>Have the changes introduced in this overall set up and approach over time been beneficial? Were they sufficient to enhance Twinning as an institution-building tool?</i>
EQ2	<p>Added value, complementarity and coherence</p> <ul style="list-style-type: none"> <i>To what extent has Twinning added value as an institution-building instrument, compared to other forms of EU assistance, and enhanced synergies with them, as well as with other donors' initiatives?</i> <i>As evidence of added value, to what extent has the use of Twinning ensured coherence with and contributed to general public administration reform efforts?</i>
EQ3	<p>Public finance management</p> <ul style="list-style-type: none"> <i>To what extent has the use of Twinning contributed to the improvement of sound public financial management in line with candidate countries, potential candidates and neighbourhood countries' public financial management strategies?</i>
EQ4	<p>Rule of law</p> <ul style="list-style-type: none"> <i>To what extent has the use of Twinning in the area of rule of law contributed to strengthening the institutional setting in line with good governance principles and the effective functioning of the institutions guaranteeing democracy and rule of law in candidate countries, potential candidates and neighbourhood countries?</i>
EQ5	<p>Economic governance and competitiveness</p> <ul style="list-style-type: none"> <i>To what extent has the use of Twinning in the area of trade and competitiveness contributed to the improvement of the relevant institutional frameworks and structures and therefore contributed to socio-economic development of candidate, potential candidate and neighbourhood countries by inter alia an improvement of the business climate, an increased competitiveness of the economy and a better economic integration with the EU?</i>

2.3. Evaluation matrix

EQ	Judgement criteria	Indicators
1	1.1 The Twinning set-up enables the implementation of the objectives of the EU's stabilisation, association, partnership and/or cooperation agreements with partner countries	1.1.1 Extent to which Twinning has an appropriate legal foundation, within the context of the IPA/IPA II and ENPI/ENI funding instruments, different management modes, and its own specificities
		1.1.2 Extent to which the Twinning Manual (TM) provides well-elaborated instructions to partner countries and EU member states regarding the principles of

EQ	Judgement criteria	Indicators
		Twinning, and the preparation and implementation of Twinning projects, in a way which simplifies administration and encourages participation as far as possible
	1.2 The programming process provides the right conditions for implementation by identifying and formulating well-conceived Twinning projects.	1.2.1 Extent to which dialogue and coordination has taken place among Twinning stakeholders in the EU and partner countries in the programming phase to enhance the relevance and design of projects in line with partnership agreements established with PCs
		1.2.2 Extent to which Twinning Fiches (TFs) are well drafted (from a results-based approach point of view) with a high degree of partner countries' ownership, strong intervention logic, and realistic mandatory results and implementation tables.
	1.3 Twinning calls for proposals (CfPs) generate sufficient interest from EU MS	1.3.1 Extent to which CfPs enable effective participation of EU member states in Twinning
		1.3.2 Extent to which EU MS offers (as they appear in the Twinning contract) are well-prepared and include proposed RTAs who (more than) satisfy the criteria in the TF.
		1.3.3 Extent to which EU MS proposals are chosen on their technical qualities
	1.4 The institutional set-up is conducive to proper, timely and effective implementation.	1.4.1 Extent to which managerial and technical expertise from RTAs and twinning experts meet the needs of Twinning projects and allow partner countries' effective use/uptake
		1.4.2 Extent to which capacity and expertise of partner country administrations are considered in programming and enable the implementation of Twinning projects
		1.4.3 Extent to which Twinning projects are well managed, with sufficient flexibility to adapt to changing circumstances during their timespan
		1.4.4 Extent to which supervision and guidance from the EC facilitate the implementation of Twinning projects
2	2.1 Twinning has been used for actions which could / would not have been better, or equally well, addressed through other EU external action instruments.	2.1.1 Extent to which Twinning projects differ in their focus, approach, scope and implementation from interventions that can be, and are, implemented using other institution-building tools
		2.1.2 Extent to which the programming stage that EC / partner countries reviewed other options and reached a considered/informed opinion that the specificities of Twinning made it the most suitable modality for the action being programmed.
	2.2 Twinning has been used strategically to complement other mechanisms for delivering EU assistance and other donors' initiatives (or vice versa)	2.2.1 Extent to which complementary with EU and other donor interventions was planned at the programming stage and/or realised at the implementation stage
		2.2.2 Extent to which Twinning projects have triggered new projects or donor-funded initiatives, including those resulting from EU support interventions using information from the Twinning projects, and becoming more sustainable as a result
	2.3 Twinning projects have taken on board key principles of public administration, including better policy coordination across sectors at the planning stage.	2.3.1 Extent to which Twinning fiches take PAR principles into account, either implicitly (pre-2014) or explicitly (post-2014).
		2.3.2 Extent to which Twinning projects take PAR principles into account in their design and implementation, thus contributing to general public administration reform efforts and sustainable results.
3	3.1 Twinning has helped to promote a sound collection and administration of revenue from tax and/or excise	3.1.1 Extent to which Twinning has contributed to enhance the performance of revenue collection and administration (analysis of partner country data on revenue out-turn against budgeted revenue, the stock of revenue arrears, and long-term revenue arrears i.e. more than 12 months)
		3.1.2 Extent to which Twinning has contributed to change external stakeholders' perceptions about the system of revenue administration and collection

EQ	Judgement criteria	Indicators
	3.2 The Twinning has helped to promote functionally-, operationally- and financially-independent Supreme Audit Institutions (SAIs), which are able to fulfil their audit mandate and implement financial and performance audits	3.2.1 Extent to which Twinning has contributed to strengthen the independence of the SAI
		3.2.2 Extent to which Twinning has contributed to raise SAI's capacities in conducting effectively a full audit mandate, reporting its results to the national parliament, and its recommendations are being taken into consideration.
	3.3. Twinning achievements (including the establishment of long-term partnerships between administrations) have continued / are likely to continue after external funding ends (due to, inter alia, continued political, administrative and financial commitment and absorption capacity).	3.3.1 Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
		3.3.2 Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.
4	4.1 Twinning has helped to promote the effective prevention and addressing of corruption	4.1.1 Extent to which Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration.
		4.1.2 Extent to which this framework is effective, in terms of the actual incidence of corruption as well as perceived levels.
	4.2 Twinning has helped ensure the effective functioning of institutions guaranteeing democracy, including the institutional framework for the protection of fundamental rights (i.e. supporting Parliaments, NHRIs/Ombudsmen, regulatory bodies)	4.2.1. Extent to which Twinning support to NHRIs/Ombudsmen has enhanced the protection, monitoring and promotion of human rights in partner countries
		4.2.2. Extent to which Twinning support to legislative assemblies has strengthened the action of the legislature
	4.3. Twinning achievements (including the establishment of long-term partnerships between administrations) have continued / are likely to continue after external funding ends (due to, inter alia, continued political, administrative and financial commitment and absorption capacity).	4.3.1 Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
		4.3.2 Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.
5	5.1 Twinning has helped partner countries to strengthen the governance and competitiveness of the agriculture and energy sectors taking advantage of the cooperation foreseen in these two sectors under the EU-PC agreements	5.1.1 Extent to which Twinning has contributed to a better functioning of the energy market in partner countries in line with commitments taken in this area towards the EU
		5.1.2 Extent to which Twinning has contributed to strengthening the agricultural and fisheries sector in partner countries in line with commitments taken in this area towards the EU including through greater compliance of partner countries with EU food safety, veterinary and phytosanitary standards and related monitoring and surveillance mechanisms
	5.2 Twinning achievements (including the establishment of long-term partnerships between administrations) have continued / are likely to continue after external funding ends (due to, inter alia, continued political, administrative	5.2.1 Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
		5.2.2 Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.

EQ	Judgement criteria	Indicators
	and financial commitment and absorption capacity).	

2.4. Responsibilities within the team

The distribution of responsibilities between the evaluation team members is presented in the chart overleaf.

Each senior expert was assigned one of the three priority areas corresponding also to the sectoral EQs and case studies. The Team Leader coordinated and supervised the work of the team and contributed to the design of the online survey, the interview questionnaires and the case studies.

FIGURE 1: EVALUATION TEAM



2.5. Analysis of the Twinning projects inventory

The inventory first compiled by DG NEAR contained information about 639 projects that were circulated to EU MSs between June 2009 and June 2017³². A few data fields were added to refine the classification of projects³³. In particular, the projects were organised around six sectors and 39 sub-sectors (see Annex 10)³⁴. On this basis, the evaluation team performed the analysis presented in EQ 5 - .

To verify the comprehensiveness of the database used to produce the analysis of the inception period, the evaluation team compared the original inventory obtained from the EC with the inventory of circulated fiches provided by the German NCP in April 2018. The NCP inventory numbered 783 projects (including re-launched ones) funded under 2006-2017 allocations, compared to 639 projects

³² Data fields included: beneficiary region, beneficiary country, twinning number, project title, sector, beneficiary institution, budget, selected MS leader, MS institution, MS junior partner 1, MS junior partner 2, year, project duration, contract notification end of project, circulation date, application deadline.

³³ Added data fields included: type of twinning (standard or light), sector and sub-sector, instrument (IPA or ENI), policy (neighbourhood or enlargement), management mode (direct or indirect), implemented (yes or no) and status (completed or ongoing)

³⁴ Economic governance and competitiveness (12 sub-sectors), rule of law (7 sub-sectors), public finance management (8 sub-sectors), health & safety (3 sub-sectors), environment (5 sub-sectors) and public administration (4 sub-sectors)

in the EC inventory, which was, however, covering only eight allocation years i.e. from 2010 to 2017. Looking only at the latter allocations, it turns out that the NCP inventory includes only 26 projects which were not recorded in the EC inventory, of which 12 were circulated in the second half of 2017. Considering that the cut-off date for this evaluation was June 2017, the inventory used for the inception phase analysis did not present many gaps and the few missing projects are unlikely to change the overview of Twinning presented in the inception report³⁵.

However, it should be noted that there are certain information gaps in the inventory of Twinning projects. For example, the names of beneficiary institutions in the partner countries are available only for 298 projects out of 527. The names of participating member state institutions (lead or junior) is missing for all projects. There is no information about management modes under which the projects were implemented. In terms of timeline data, the inventory provides almost complete information about the circulation date of Twinning Fiches and the deadline for application. Information about contract notification and end of project is partially available (approximately half of the projects).

2.6. Desk sample and data collection

A sample of 36 projects was selected for detailed review and analysis during the desk phase on the basis of the following criteria:

- Thematic coverage
- Geographical coverage (IPA, ENI South, ENI East)
- Type of Twinning project (standard, light)
- Status of project (completed or ongoing)
- Sectoral coverage and type of member state (old or new³⁶)

This sample included 23 projects selected within the three priority sectors identified in the ToRs and relating to the sectoral EQs and the sub-sectors selected for the case studies as shown in the table below:

Sector	Sub-sector	Justification for selection
Public Finance Management (7 projects)	<i>External audit</i>	The highest number of PFM projects were recorded in these two sectors i.e.20 and 18 projects respectively out of a total of 79 projects funded over the period.
	<i>Revenue collection and administration</i>	
Rule of law (10 projects)	<i>Democratic / human rights institutions</i>	The sectors were identified by DG NEAR as particularly suited to Twinning, while also being considered strategic in some partner countries ³⁷ .
	<i>Fight against corruption</i>	
Economic governance and competitiveness (8 projects)	<i>Agriculture and fisheries</i>	Both sectors were identified as priority in the ToR. They are important areas of cooperation featuring in all EU agreements with partner countries.
	<i>Energy</i>	

Another 13 projects were selected to get a better representativeness of the entire inventory:

³⁵ The NCP inventory, providing only the project title and the name of partner countries, could not be used to complete the database.

³⁶ MS which joined the EU in 2004 or after.

³⁷ Interview with the EC Centre of Thematic Expertise (CoTE) Rule of Law, 8th February 2018

Sector	Justification for selection
Economic governance and competitiveness (5 projects)	Transport with 31 projects has the highest value of twinning projects (€41m) in the sector of economic governance and competitiveness. Employment and social affairs with 33 projects is the second most important sector in terms of budget (€32m) followed by trade and industry (28 projects, €29m). The sample includes 2 employment and social affairs projects, 2 transport projects and 1 trade and industry project.
Environment (3 projects)	The 47 environment projects represent 9% of the total value of projects implemented (€49m). Three projects were selected in the fields of nature protection and disaster management which account for 24 projects in total.
Rule of law (2 projects)	The sample includes 1 judiciary project (31 projects funded) and 1 criminal justice (23 projects). Judiciary and criminal justice represent 53 out of 119 projects or 45% of the total funding to the sector.
Health and safety (2 projects)	There were 51 projects funded under the health & safety sector accounting for 10% of the total funding over the period. Two projects were selected in the field of food safety, veterinary and phytosanitary which accounted for 70% of the value of projects in the H&S sector.
Public administration reform (1 project)	The evaluation examined the extent to which PAR principles have been/are being applied across all sectors (see EQ 2; sectoral EQs fed into EQ2). However, there were also 21 Twinning projects intended to support public administration reform <i>per se</i> . The selected project is one of the six civil service reform twinning projects that represent 38% of the total funding to the sector.

The 36 projects selected represented 7% of the total number of Twinning projects implemented over the period (527). The sample value amounts to €m 41.4 or 7% of the total budget of twinning projects implemented over the period. The sample involves 15 partner countries and 14 EU MS as shown in the table below.

TABLE 2: SAMPLE (DISTRIBUTION PARTNER COUNTRY / EU MS)

	AT	DE	ES	FI	FR	IT	LT	LV	NL	SE	SK	UK	HU	Grand Total
AZ	1	1												2
BA						1							2	3
EG									1					1
GE	1													1
HR					1				1					2
IL		1												1
JO			1	1										2
MA		1			2									3
MD				1			1							2
ME		1				1	1							3
RS								1	1		1			3
TN			1		1									2
TR			1		1				1			1		4
UA		1								1	1	1		4
DZ						1								1
The former Yugoslav Republic of Macedonia	2													2
Grand Total	4	4	4	2	5	2	3	1	4	1	2	2	2	36

The next two tables show the coverage of the samples against the selection criteria.

TABLE 3: COVERAGE OF SAMPLE AGAINST SELECTION CRITERIA

SHARE	GEOGRAPHICAL COVERAGE			TYPE OF TWINNING		STATUS		TYPE OF MS	
	ENI East	ENI South	IPA	Standard	Light	Ended	Ongoing	"Old"	"New"
N° proj. in sample	9	10	17	30	6	28	8	28	8
% sample	25%	28%	47%	83%	17%	78%	22%	78%	22%
% inventory	27%	28%	45%	82%	18%	75%	25%	83%	17%

SHARE	SECTORAL COVERAGE					
	EGC	ROL	PFM	H&S	ENV	PAR
N° proj. in sample	13	10	7	2	3	1
% sample	33%	30%	17%	8%	9%	3%
% inventory	39%	24%	15%	10%	9%	4%

It should be noted that the sample includes projects from each of the eight funding years.

The evaluation team sent a request to EUDs and NCPs of 16 partner countries to obtain the project documentation for the 36 sampled projects selected. Since it turned out that only 13 of them were monitored by ROM, the evaluation team selected 24 ROM reports in the three priority sectors covered by the evaluation (PFM, ROL and EGC) to supplement the information from the ROM reports related to sampled projects.

Moreover, the evaluation obtained the full list of TRMs conducted since 2012 onwards, which covered 57 Twinning projects, most of them funded under allocations prior to 2010, i.e. not covered by this evaluation³⁸. Since none of the 36 sampled projects was subject to a TRM, the evaluation team selected seven TRMs for review covering projects funded under 2010 onwards allocations.

The table below provides an overview of project documentation selected for review during the desk phase. The full list is presented in the next sections.

TABLE 4: INFORMATION GATHERING – PROJECT SAMPLE

Sample (36 projects)	36 Twinning fiches 36 Twinning contracts 30 Final Reports ³⁹ 13 ROM reports
Additional 31 projects	24 ROM reports (with related TPF and TFR) 7 TRM reports

³⁸ The number of projects per allocation year cannot be retrieved from the table provided by the EC

³⁹ The sample included six ongoing projects for which there was no final report.

2.6.1. Priority sectors sample

TABLE 5: PRIORITY SECTORS SAMPLE

	SECTOR	SUB-SECTOR	INST.	TITLE	PC	STATUS	EU MS	TYPE	BUDGET
1	PFM	External audit	IPA	Strengthening Capacities of the State Audit Institution of Serbia	RS	Completed	NL	Twinning	€m 1.4
2	PFM	External audit	IPA	Audit Quality Control in the State Audit Institution	RS	Ongoing	LV	Twinning light	€m 0.2
3	PFM	Revenue collection and administration	ENI East	Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation	GE	Completed	AT	Twinning	€m 1.3
4	PFM	External audit	IPA	Audit Quality Control in the State Audit Institution of Montenegro	ME	Completed	LT	Twinning light	€m 0.3
5	PFM	Revenue collection and administration	IPA	Harmonization of the legislation and procedures with the acquis and EU best practice related to excise	MK	Completed	AT	Twinning	€m 0.9
6	PFM	Revenue collection and administration	ENI South	Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority	EG	Completed	NL	Twinning	€m 1.6
7	PFM	External audit	ENI East	Consolidation and Strengthening the External Public Audit in the Republic of Moldova	MD	Completed	FI	Twinning	€m 1.6
8	ROL	Fight against corruption	IPA	Support the implementation of the anti-corruption strategy and action plan	ME	Completed	DE	Twinning	€m 0.7
9	ROL	Fight against corruption	IPA	Support the implementation of integrity measure	ME	Ongoing	IT	Twinning	€m 0.6
10	ROL	Democratic institutions	ENI South	Appui à la Chambre des Représentants du Royaume du Maroc	MA	Ongoing	FR	Twinning	€m 1.2
11	ROL	Human rights and anti-discrimination	ENI South	Renforcement des capacités du Conseil National des Droits de l'Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l'Homme	MA	Completed	FR	Twinning	€m 1.2
12	ROL	Democratic institutions	IPA	Enhancing the role of parliaments in Bosnia and Herzegovina in the EU integration context	BA	Completed	HU	Twinning	€m 3.5
13	ROL	Democratic institutions	IPA	Support to the administrative structures for EU integration related tasks of the Parliaments of Bosnia and Herzegovina	BA	Ongoing	HU	Twinning light	€m 0.3
14	ROL	Fight against corruption	ENI South	Support the implementation of the Anti-Corruption Commission's Strategy in Jordan	JO	Completed	FI	Twinning	€m 1.5
15	ROL	Human rights and anti-discrimination	IPA	Promotion of the Ombudsman competences and enhancement of its capacities	MK	Completed	AT	Twinning light	€m 0.3
16	EGC	Agriculture and Fisheries	IPA	Institutional Capacity Building for Fishery Producer Organisations	TR	Completed	NL	Twinning	€m 1.0

17	EGC	Agriculture and Fisheries	IPA	Reinforcement of the Turkish Fisheries Management System	TR	Ongoing	ES	Twinning	€m 1.6
18	EGC	Agriculture and Fisheries	IPA	Support to enhancing export potential of agricultural and food products to the EU	BA	Completed	LT	Twinning light	€m 0.3
19	EGC	Agriculture and Fisheries	ENI South	Appui pour la mise en place d'un Système d'Information Céréalière de prévision des récoltes et d'alerte précoce	TN	Completed	FR	Twinning light	€m 0.3
20	EGC	Energy	ENI East	Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation	UA	Completed	DE	Twinning	€m 1.3
21	EGC	Energy	ENI East	Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform	UA	Completed	SK	Twinning	€m 1.6
22	EGC	Energy	ENI South	Institution Building for the National Electric Power Company (NEPCO) in Jordan	JO	Completed	ES	Twinning	€m 1.7
23	EGC	Energy	IPA	Capacity Building for the Energy Agency of the Republic of Serbia	RS	Completed	SK	Twinning	€m 1.5

2.6.2. Supplementary sample in non-priority sectors

TABLE 6: SUPPLEMENTARY SAMPLE

N°	Sector	Sub-sector	Region	Title	PC	Status	MS	Budget
24	EGC	Trade and industry	ENI South	Renforcement de capacité de l'Agence Marocaine de Développement des Investissements	MA	Completed	DE	€m 0.3
25	EGC	Employment and social affairs	ENI East	Development of social service provision in Azerbaijan	AZ	Completed	AT	€m 1.3
26	EGC	Employment and social affairs	IPA	Strengthening institutional capacity in social welfare system to improve social welfare targeting and reducing poverty (CRO REDPOV)	HR	Ongoing	FR	€m 1.0
27	EGC	Transport	ENI East	Support the Implementation of the Norms and Standards of the EU in the Spheres of Airports, Aerodromes and Air Traffic Management/ Air Navigation Services (ATM/ANS)	UA	Completed	SE	€m 1.7
28	EGC	Transport	ENI East	Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan	AZ	Completed	ES	€m 1.2
29	ENV	Disaster and risk management	IPA	Development of flood hazard maps and flood risk maps	HR	Completed	NL	€m 1.1
30	ENV	Disaster and risk management	IPA	Capacity Building to implement the Flood Directive	TR	Completed	FR	€m 1.8
31	ENV	Nature preservation and promotion	ENI South	Support to the Israeli Ministry of Environmental Protection in the establishment and implementation of a system of Integrated Pollution Prevention and Control (IPPC) and a Pollutant Release and Transfer Register (PRTR)	IL	Completed	DE	€m 0.9
32	H&S	Food safety, veterinary and phytosanitary	ENI East	Support to the National Food Safety Agency of the Republic of Moldova	MD	Ongoing	LT	€m 2.0
33	H&S	Food safety, veterinary and phytosanitary	ENI South	Mise à niveau des laboratoires de l'Institut national de la médecine vétérinaire aux standards européens et internationaux.	DZ	Completed	IT	€m 1.5
34	PAR	Civil service reform	ENI East	Support to civil service development in Ukraine	UA	Completed	UK	€m 1.5
35	ROL	Judiciary	ENI South	Renforcement des capacités du Ministère de la Justice et des juridictions	TN	Ongoing	ES	€m 1.9
36	ROL	Criminal justice	IPA	Improvement of Enforcement Services in Prisons	TR	Completed	UK	€m 2.0

2.6.3. ROM and TRM reports selected for review during the desk phase

1) ROM reports

	Project title	Country	Decision number	Sector
1	Strengthening of animal origin food and feed safety control in Armenia	Armenia	AM11/ENP-PCA/HE/10	Economic competitiveness and governance
2	Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology	Georgia	GE10/ENP-PCA/EY/11	Economic competitiveness and governance
3	Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products	Jordan	JO/10/ENP-AP/AG/12	Economic competitiveness and governance
4	Support for the Ministry of Agriculture, Forestry and Rural Development (MAFRD) in legislative and policy development and in implementing the Agriculture and Rural Development Project (ARDP)	Kosovo	KS 10 IB AG 01	Economic competitiveness and governance
5	Strengthening the Capacity of the Accreditation Centre in the Field of Conformity Assessment of Products of the Republic of Moldova	Moldova	MD/10/ENP-PCA/TR/08	Economic competitiveness and governance
6	Strengthening the administrative capacities of the Phytosanitary Directorate of Montenegro	Montenegro	MN 10 IB AG 01	Economic competitiveness and governance
7	Building Capacity in the areas of Food Safety and Animal Welfare	Serbia	SR 11 IB AG 01	Economic competitiveness and governance
8	Preparation of Serbian Labour Market Institutions for European Employment Strategy	Serbia	SR 11 IB SO 01	Economic competitiveness and governance
9	Further development of the National Accreditation Agency of Ukraine (NAAU) capacities according to European practices	Ukraine	UA10/ENP-PCA/TR/24	Economic competitiveness and governance
10	Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan	Azerbaijan	AZ10/ENP-AP/FI/15	Public finance management
11	Further harmonisation to EU practices and acquis on customs and taxation	Bosnia and Herzegovina	BA 11 IB FI 01	Public finance management
12	Further support to the office of the Auditor General of Kosovo to reach EU good practice standards	Kosovo	KS 11 IB FI 01	Public finance management
13	Strengthening Public Finance Management in the Republic of Moldova	Moldova	MD/10/ENP-PCA/FI/07	Public finance management
14	Strengthening Capacities of the State Audit Institution of Serbia	Serbia	SR 11 IB FI 01	Public finance management
15	Support the State Migration Service for Strengthening of Migration Management in Armenia	Armenia	AM11/ENP-PCA/JH/12	Rule of law
16	Strengthening the National Customs and Sanitary-Phyto-sanitary Border Control System in Georgia	Georgia	GE10/ENP-PCA/FI/04	Rule of law
17	Support the implementation of the Anti-Corruption Commission's Strategy in Jordan	Jordan	JO/10/ENP-AP/JH/16	Rule of law
18	Strengthening Criminal Investigation Capacities against Organised Crime and Corruption	Kosovo	KS 12 IB JH 01	Rule of law
19	Strengthening International Legal Cooperation	Kosovo	KS 11 IB JH 01	Rule of law

20	Support to Kosovo Assembly	Kosovo	KS 10 IB JH 01	Rule of law
21	Support penitentiary reform in Montenegro	Montenegro	MN 11 IB JH 01	Rule of law
22	Strengthening the fight against money laundering	Montenegro	MN 10 IB JH 04 TL	Rule of law
23	Implementation of Strategy for Fight Against Drugs (Supply and Demand Reduction Component)	Serbia	SR 10 IB JH 02	Rule of law
24	Establishment of Efficient System for Prevention and Suppression of Illegal Migrations on the Territory of the Republic of Serbia	Serbia	SR 10 IB JH 01 R	Rule of law
25	Increased effectiveness and management capacities of Administrative Courts in Ukraine	Ukraine	UA10/ENP-PCA/JH/21	Rule of law

2) TRM reports

	Project title	Country	Decision number	Sector
1	Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products	Jordan	JO10/ENP-AP/AG/12	Economic governance and competitiveness
2	Preparation of Serbian Labour Market Institutions for European Employment Strategy	Serbia	SR11 IB SO 01	Economic governance and competitiveness
3	Support to the Albanian Customs Administration	Albania	AL2011/IB/Fl/01	PFM
4	Support to Development Process in the State Statistics Service of Ukraine	Ukraine	UA/13/ENP/ST/38	Economic governance and competitiveness
5	Organization, Streamlining and Computerization Process in Mapping in the Republic of Moldova	Moldova	MD/13/ENP/OT/15	Economic governance and competitiveness
6	Assistance in Developing an Open and Transparent Agricultural Land Market in Ukraine	Ukraine	UA/13/ENP/AG37	Economic governance and competitiveness
7	Support to the State Revenue Committee for Strengthening of Customs Control Procedures	Armenia	AM10/ENP-PCA/Fl/07	PFM

3. DESK PHASE

3.1. Overall approach

During the **desk phase** (May-October 2018), the evaluation team collected the documentation of sampled projects from the EUDs and NCPs in partner countries. The team reviewed Twinning project fiches, contracts, final reports, ROM⁴⁰ and TRM reports⁴¹. Each sampled project was assessed against the judgement criteria indicators, with the findings used to reply to the transversal and sectoral evaluation questions⁴². The evaluation team also reviewed all available twinning evaluation materials⁴³ as well as mid-term evaluations of ENI and IPA instruments. To complete the analysis, interviews with selected Twinning stakeholders were organised via video conferences in early June 2018, including NCPs, PAOs, EUDs and CFCEs in three partner countries and six EU member states. In addition, face-to-face interviews were held with ISG members, DG NEAR Support Group for Ukraine and DG NEAR Unit C3.

The evidence gathered through the desk analysis and the interviews was organised against the indicators of the evaluation matrix. This analysis was the basis for formulating preliminary replies to the evaluation questions and identify the hypotheses still to be tested during the field phase, as well as the data gaps to be filled-in.

The desk report proposed a sample of countries and projects⁴⁴ selected to ensure geographical and sectoral representativeness of Twinning projects implemented over the period with a focus on the three priority sectors identified in the TOR i.e. PFM, rule of law and economic competitiveness and governance. To inform the replies to the sectoral questions, six case studies were selected in the following fields: external audit and revenue collection and administration for PFM, democratic institutions and anti-corruption policies for rule of law and energy and agriculture for economic competitiveness and governance. In total, the field phase sample included 33 projects⁴⁵ selected across seven partner countries⁴⁶.

Finally, a survey was designed to capture the views of the following stakeholders on their experience of Twinning: project beneficiaries (both from partner countries and EU MS), NCPs, EUDs and CFCEs. The survey consisted of multiple-choice questions focusing on the topics raised in the evaluation questions. The survey was online from mid-October to the end of November 2018.

3.2. Review and analysis of available documentation

The desk phase consisted of a review and analysis of the available documentation supplemented with interviews of selected stakeholders. The desk analysis included the review of regulatory, strategic/policy, programming/project and evaluation documentation as summarised in Table 7:

TABLE 7: DESK REVIEW OF DOCUMENTATION

Rules and procedures	and	Regulations and Manuals
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⁴⁰ Given that only 13 sampled projects were monitored by ROM, 24 additional ROM reports were selected covering projects in the three priority sectors (PFM, ROL and EGC)

⁴¹ None of the 36 sampled projects was subject to a TRM. The evaluation team selected seven TRMs for review covering projects funded under 2010 onwards allocations.

⁴² The assessment is provided in Annex 6

⁴³ Including four Twinning country evaluations (AZ, GE, MA, and TR), three evaluations of TA programmes to support the implementation of Association Agreements in partner countries which also covered Twinning (DZ, TN, JO) and one review of Twinning projects carried out as part of the mid-term review (EG). See Annex 89 for full list of evaluation reports consulted.

⁴⁴ To achieve a more balanced coverage of regions and sectors one agriculture projects from BiH and two taxation projects from Croatia were selected outside the original desk sample.

⁴⁵ Of which 18 related to the priority sectors. The full list of projects is provided in Volume II, Annex 3, Section 2.6

⁴⁶ Four countries from IPA (Serbia, Croatia, Bosnia and Herzegovina and Albania), 2 countries from ENI South (Morocco and Jordan) and 1 country from ENI East (Ukraine). The rationale behind the choice of countries and interventions is provided in Volume II, Annex 3. Albania was added during the field phase (see section 3.3).

	Guidelines
Strategic/policy	Association/Partnership/Stabilisation/Cooperation Agreements EU strategies EU Country Strategy Papers EC Communications EC Progress Reports
Programming	Multi-indicative programmes Annual Action Programmes
Project	Twinning Project Fiches Twinning contracts Twinning Final Reports ROM reports TRM reports
External evaluations	Instrument evaluations Country evaluations Instrument mid-term reviews
Publicity & visibility	Activity reports Newsletters Slides DG NEAR
Other reports and studies	OECD SIGMA IMF PEFA Transparency International Office of the High Commissioner for Human Rights

A full list of documents reviewed during the desk phase is shown in Annex 8.

To ensure a harmonised approach among experts, the type of evidence to be collected when reviewing the documentation of sampled projects was clarified for each indicator. The information gathered and the analysis performed was compiled into an excel file to facilitate the analysis and comparison of findings (See EQ 5 - 6 Review of desk sample). The main findings and recommendations from the additional 24 ROM reports were analysed and summarised in the same annex.

The evaluation team also held interviews with selected stakeholders to gain a better understanding of implementation realities and identify key issues to be further queried during the field phase. Video conferences with selected National Contact Points (NCPs), Contracting Authorities (CAs) and European Union Delegations (EUDs) allowed evaluation experts to capture the views of the different stakeholders, thereby bringing many issues to light which could not be readily identified by the sole analysis of project documentation.

The evidence and analyses from the desk phase are summarised in Annex 4, which was used to inform the preliminary replies to the evaluation question presented in the desk report.

3.3. Selection of countries and projects for the field study

11 projects were selected among the sample reviewed during the desk phase for the case studies (CS)⁴⁷. The selection was made so as to cover partner countries from the three regions including 3 countries from IPA (Serbia, Croatia and Bosnia and Herzegovina), 2 countries from ENI South (Morocco and Jordan) and 1 country from ENI East (Ukraine). The rationale behind the choice of countries and interventions is provided in Table 8 below.

⁴⁷ The desk sample included 23 projects within the three priority sectors. To achieve a more balanced coverage of regions and sectors one agriculture projects from BiH and two revenue collection and administration projects from Croatia were selected outside the original desk sample

TABLE 8: RATIONALE FOR SELECTING COUNTRIES AND INTERVENTIONS FOR THE FIELD PHASE

Region	Country, case study	Rationale
IPA	Serbia, <i>External audit</i>	The total value of TPs with Serbia was the highest among all PCs over the period. The desk sample included three State Audit TPs, of which two in Serbia and one in Montenegro.
	Croatia, <i>Revenue collection and administration</i>	Croatia has the highest number of implemented TPs over the period among all PCs (69). It is also the only PC which became MS. Croatia implemented eight revenue collection and administration TPs, of which 3 light.
	Bosnia and Herzegovina, <i>Agriculture/food safety</i>	In terms of value, the western Balkans implemented the highest number of projects in the field of agriculture/food safety. BiH was selected because it implemented both types of projects i.e. support to producers (export promotion) and food safety.
	Albania, <i>democratic institutions</i>	Albania implemented two Twinning projects to strengthen the capacities of the national Parliament in the context of the country's preparation for EU accession. Albania was selected as an alternative to Morocco, which was originally selected for the case study on democratic institutions.
ENI	Ukraine, <i>Energy</i>	Ukraine is the first country in ENI East both in terms of number and value of TPs implemented over the period. It is the only country with Georgia having implemented two energy TPs (reviewed during the desk phase)
	Morocco	Morocco is the third country with the highest number of projects in ENI South (the first two being Algeria and Tunisia). Morocco has also the highest number of Twinning light projects in ENI South. Morocco was originally envisaged for the case study on democratic institutions. However, given that the selected projects in that area ⁴⁸ were about to be evaluated, it was agreed with the EC to focus the case study in another country (Albania) instead so as not overload project beneficiaries.
	Jordan, <i>fight against corruption</i>	Jordan was selected to represent non-Maghreb countries in ENI South. The desk sample included Jordan because it implemented one TP in the priority sector (fight against corruption), contrary to Egypt, Israel and Lebanon.

In addition, 22 projects implemented in the same countries were selected outside the case study sectors to achieve the widest range of projects as possible with priority given to more recent projects (so as to increase the probability of reaching counterparts)⁴⁹.

⁴⁸ MA41 Appui à la Chambre des Représentants du Royaume du Maroc and MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l'Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l'Homme

⁴⁹ Covering the following sectors: environment, risk management, criminal justice, fight against organised crime, customs, land register, statistics, consumer protection, standards, export promotion, SME support, transport and border management

Table 9 below presents an overview of countries and projects visited during the field phase.

TABLE 9: FIELD PHASE SAMPLE

Country	Priority sector projects (case studies)	Projects from non-priority sectors
Serbia	<p>External audit (CS1)</p> <ul style="list-style-type: none"> SR 11 IB FI 01 Strengthening Capacities of the State Audit Institution of Serbia (NL) SR 13 IPA FI 02 17 TWL Audit Quality Control in the State Audit Institution (LV) 	<ul style="list-style-type: none"> SR 13 IPA FI 01 16 TWL Creating conditions for strengthening the capacity of Serbian Customs Laboratory (customs, ES) SR 13 IPA OT 01 16 Further Development of Consumer Protection in Serbia (consumer protection, HU) SR 13 IB EC 01 ‘Strengthening capacities of National Quality Infrastructure (NQI) and conformity assessment (CA) services in the Republic of Serbia
Croatia	<p>Revenue collection and administration (CS2)</p> <ul style="list-style-type: none"> HR 11 IB FI 01 TWL Strengthening the administrative capacity of Croatian Tax Administration concerning investigation of criminal tax acts (DE) HR 14 IB FI 01 Croatian Tax Administration Information System applications development supervision (CRO TAXIT) (AT) 	<ul style="list-style-type: none"> HR 14 IB EN 01 Improvement of Croatian Environment Pollutant Register (Croatian EPR) and its Integration into Croatian Environmental Information System (CEIS) (CRO EPR) (Environment, AT) HR 14 IB EN 02 Chemicals and hazardous substances monitoring improvement and integration of Seveso database into Croatian Environmental Information System (CEIS) as the unique Central Seveso Information System” (Risk management, IT) HR 14 IB JH 01 Support to further development and strengthening of the Probation Service in Croatia (CRO PROBATION) (Criminal justice, ES)
Jordan	<p>Fight against corruption (CS3)</p> <ul style="list-style-type: none"> JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan (FI) 	<ul style="list-style-type: none"> JO14ENPJH26 Reduce Discrepancies between the Physical Reality and the Graphical Cadastral Information in Jordan for the Department of Lands and Survey (land register, SE) JO/13/ENPI/JH/1/17 (JO/28) Capacity Building of Public Security Directorate/Borders and Residence Department (border management, LT) JO/13/ENP/JH/24 Support to the Jordan's Gendarmerie Regional Special Training Centre (home affairs, FR) JO/13/ENPI/TR/01/17 (JO/30) Support the preparation for the negotiation of the Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA)
Albania	<p>Democratic institutions (CS4)</p> <ul style="list-style-type: none"> AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession (AL Parliament) AL 10 IB OT 01 Strengthening the Assembly of Albania 	<ul style="list-style-type: none"> AL 13 IB JH 02 Support to the formulation, coordination and implementation of anti-corruption policies
Morocco	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> MA/12/ENP/AP/TR/30/ TWL Renforcement de capacité de l'Agence Marocaine de Développement des Investissements (Export promotion, DE)

		<ul style="list-style-type: none"> MA/39 TWL Renforcer l'offre de services pour les PME au Maroc (SME support, DE) MA 14 ENI JH 01 16 (MA/45) Appui pour la réforme institutionnelle et le renforcement des capacités de l'Institut Supérieur de la Magistrature MA 13 ENPI FI 01 16 (MA/43) Renforcement de capacités institutionnelles, professionnelles et techniques de la Cour des comptes du Maroc MA 15 ENI FI 01 17 (MA/49) Renforcement des capacités dans le cadre de la mise en œuvre de la Loi Organique relative à la Loi de Finances
Bosnia and Herzegovina	Agriculture & fisheries (CS5) <ul style="list-style-type: none"> BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU (LT) BA 12 IB AG 01 Further strengthening of capacities of phytosanitary sector in the fields of plant protection products, plant health and seeds and seedlings, including phytosanitary laboratories and phytosanitary inspections (IT) 	<ul style="list-style-type: none"> BA 15 IPA ST 01 17 Support to the reform of the statistics system in Bosnia and Herzegovina (statistics, DK) BA 12 IB ST 01 R Support to the State and Entity Statistical Institutions, phase VI (statistics, DK) BA 13 IB JH 01 Support to the Fight against Money Laundering (fight against organised crime, AT)
Ukraine	Energy (CS6) <ul style="list-style-type: none"> UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation (DE) UA/14/ENP/EY/44b Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform (SK) 	<ul style="list-style-type: none"> UA/50 Support to Improving the Safety of Multimodal Dangerous Goods Transport in Ukraine (Transport) UA/52 Support to the Ministry of Infrastructure in Establishing Conditions for Application of the European Model of Rail Transport Service Market in Ukraine (Transport) UA/51 Enhancement of the State Border Guard Service of Ukraine' capacity in detecting forged documents and stolen vehicles, further development of the IT system and improvement of the training capacities (Border management)

3.4. Performing desk analysis

The evaluation team reviewed the documentation of the 36 sampled projects. The results of the review are compiled in Annex 6 which also includes a summary of the main findings and recommendations of the 24 analysed ROM reports. The assessment fed into the replies to the transversal and sectoral evaluation questions as shown in Table 10 below.

TABLE 10: EQS AND REVIEWED PROJECT DOCUMENTATION

Evaluation question	Reviewed projects
	Numbers in bold indicate originally sampled projects. Numbers in italics indicate additional projects
EQ1 Regulatory framework, institutional	All 36 projects + 24 ROM reports + 7 TRM reports

set-up, programming approach & other conditions of implementation	
EQ2 Added value, complementarity and coherence	All 36 projects + 24 ROM reports + 7 TRM reports
EQ3 PFM Revenue collection & external audit	<ul style="list-style-type: none"> • EG/10/ENP-AP/FI/14 Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority • GE/13/ENP/FI/17 Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation • MK 10 IB FI 02 R Harmonization of the legislation and procedures with the acquis and EU best practice related to excise • SR 11 IB FI 01 Strengthening Capacities of the State Audit Institution of Serbia • SR 13 IPA FI 02 17 TWL Audit Quality Control in the State Audit Institution • MN 12 IB FI 02 TWL Audit Quality Control in the State Audit Institution of Montenegro • MD/13/ENP/FI/12b Consolidation and Strengthening the External Public Audit in the Republic of Moldova • AZ10/ENP-AP/FI/15 Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan • BA 11 IB FI 01 Further harmonisation to EU practices and acquis on customs and taxation • KS 11 IB FI 01 Further support to the office of the Auditor General of Kosovo to reach EU good practice standards • MD/10/ENP-PCA/FI/07 Strengthening Public Finance Management in the Republic of Moldova
EQ4 ROL Democratic institutions and fight against institutions	<ul style="list-style-type: none"> • BA 12 IB JH 01 Enhancing the role of parliaments in Bosnia and Herzegovina in the EU integration context • BA 13 IPA JH 01 16 TWL Support to the administrative structures for EU integration related tasks of the Parliaments of Bosnia and Herzegovina • MA41 Appui à la Chambre des Représentants du Royaume du Maroc • JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan • MN 10 IB JH 03 Support the implementation of the anti-corruption strategy and action plan • MN 14 IPA JH 01 16 Support the implementation of integrity measure • MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l'Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l'Homme • MK 11 IB JH 01 TWL Promotion of the Ombudsman competences and enhancement of its capacities • JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan • KS 12 IB JH 01 Strengthening Criminal Investigation Capacities against Organised Crime and Corruption • KS 10 IB JH 01 Support to Kosovo Assembly
EQ5 EGC Agriculture and Fisheries and Energy	<ul style="list-style-type: none"> • BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU • MD 12 ENI AG 01 16 (MD/25) Support to the National Food Safety Agency of the Republic of Moldova • TR 11 IB AG 01 Institutional Capacity Building for Fishery Producer Organisations

- TR 13 IB AG 02 R Reinforcement of the Turkish Fisheries Management System
- JO/12/ENP/EY/21 Institution Building for the National Electric Power Company (NEPCO) in Jordan
- SR 11 IB EY 01 Capacity Building for the Energy Agency of the Republic of Serbia
- UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation
- UA/14/ENP/EY/44b Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform
- SR 11 IB AG 01 Building Capacity in the areas of Food Safety and Animal Welfare
- AM11/ENP-PCA/HE/10 Strengthening of animal origin food and feed safety control in Armenia
- GE10/ENP-PCA/EY/11 Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology
- JO/10/ENP-AP/AG/12 Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products
- MN 10 IB AG 01 Strengthening the administrative capacities of the Phytosanitary Directorate of Montenegro

The evaluation team also read all available twinning evaluation materials⁵⁰ and consulted also the mid-term evaluations of ENI and IPA instruments.

3.5. Conducting interviews

The evaluation team held interviews with selected Twinning stakeholders to discuss the early findings of the desk review and the main issues raised in the evaluation questions. Four video conferences (VC) were organised in early June 2018 at EC HQs using DG NEAR facilities to connect to stakeholders (NCPs, contracting authorities and EUDs) in three partner countries and six EU member states as shown in Table 11 below.

TABLE 11: VIDEO CONFERENCES HELD DURING DESK PHASE

VC	Participants
1	NCP Poland NCP Spain
2	NCP Turkey NCP Egypt NCP Ukraine EUD Turkey EUD Egypt EUD Ukraine CFCU Turkey
3	NCP Italy
4	NCP Lithuania NCP France NCP Germany

While in Brussels, the team also interviewed ISG members, DG NEAR Support Group for Ukraine and DG NEAR Unit C3 responsible Twinning and TAIEX⁵¹. A meeting was also held with the Croatian ISG member/CFCA representative⁵² to discuss the transition experienced by Croatia from a Twinning beneficiary to an EU member state seeking to export the know-how and best practices of its administration to partner countries. To complete the analysis, the evaluation team met with the

⁵⁰ Including four Twinning country evaluations (AZ, GE, MA, and TR), three evaluations of TA programmes to support the implementation of Association Agreements in partner countries which also covered Twinning (DZ, TN, JO) and one review of Twinning projects carried out as part of the mid-term review (EG). See Annex 89 for full list of evaluation reports consulted.

⁵¹ Including the new Head of Unit, Ms Diana Jablonska, and the Deputy Head of Unit, Ms Fanny Marchal, in charge of TAIEX

⁵² Ms Nirvana Sokolovski

Croatian and French representatives⁵³ of one of the last Twinning projects implemented in Croatia⁵⁴. An additional meeting was organised with the French Embassy in Croatia to understand the role played by diplomatic representations in promoting and following up Twinning. The evaluation team also interviewed Mr. Paolo Gozzi, former Team Leader of EC Twinning Team who was in charge of Twinning and TAIEX from 2007 until January 2017, supervising in particular the preparation of the new Twinning Manual, which was introduced in July 2017. Finally, a meeting was held with the Irish NCP to enquire why Ireland never participated in a Twinning over the period covered by this evaluation.

The interviews of the desk phase allowed the team to better understand the day-to-day reality of project implementation, to enrich the findings of the desk analysis and to help design the field phase. The video conferences revealed an eagerness on the part of all stakeholders to share experience, exchange ideas and contribute to the future of the Twinning mechanism. All the participants expressed their satisfaction with and support for the evaluation exercise and stressed their desire to be further consulted during the next stages of the evaluation.

The full list of meetings and persons interviewed during the desk phase is presented in Annex 9.

3.6. Drafting the Desk Report

The evidence gathered through the desk analysis and the interviews was organised against the indicators of the evaluation matrix (0). This analysis was the basis for formulating preliminary replies to the evaluation questions and identify the hypotheses to be tested during the field phase. The Desk Report was submitted at the end of July 2018 and has been revised on the basis of comments received from the EC and ISG members. The report was approved on 15 October 2018.

4. FIELD PHASE

4.1. Overall approach

The objectives of the field phase were threefold:

- To supplement the information collected during the desk phase and further inform the six case studies.
- To confirm, nuance or revise the preliminary findings and hypotheses presented in the desk report and outline preliminary conclusions for further discussions with EC and ISG
- To identify the need for further research and interviews to prepare the synthesis report, and in particular the overall assessment, the conclusions and recommendations

The field phase consisted of three types of meetings/interviews:

- Meetings with Twinning beneficiaries to discuss the sustainability and impact of the 11 case study projects. Interviews were held on the spot with PC Twinning beneficiaries (PL, RTA counterpart and other key beneficiaries). Interviews with the EU MS Lead Partner (PL and/or RTA) were held by Skype/phone.

⁵³ “HR 14 IPA SO 04 16 Strengthening institutional capacity in social welfare system to improve social welfare targeting and reducing poverty (CRO REDPOV)”. The project was recommended by the Croatian CFCA as a recent example of successful cooperation. It also belonged to the desk phase sample.

⁵⁴ By the end of May 2018, there were still 19 Twinning projects implemented in Croatia, all of them to be completed by the end of 2019. The project interviewed during the desk phase was recommended Croatian CFCE. More interviews of project beneficiaries are foreseen during the field phase.

- Meetings with PC Twinning beneficiaries (PL, RTA counterpart and other key beneficiaries) of the additional 22 projects to discuss Twinning management. To the extent possible, joint meetings were organised to enable an exchange of views between participants.
- Meetings with EUD TM, PC NCP, CFCE (if applicable), embassies of EU MS involved in the case study projects

Upon approval of the field phase sample (see above 3.3), the evaluation team started organising the field trips to Albania, Bosnia and Herzegovina, Croatia, Jordan, Morocco, Serbia and Ukraine which took place in the second half of November 2018. Responsibilities for conducting the field visits were shared among the evaluation team⁵⁵. Interviews with stakeholders were conducted on the basis of a semi-structured questionnaires (see below 4.3). These interviews enabled the evaluation team to gather further evidence for replying to the transversal EQs and informed the six case studies that provided a more in-depth picture of expected results, outcomes, and (progress towards) impact and sustainability achieved by Twinning projects in relation to sector EQs.

The evaluation team also held meetings with EC stakeholders in early December to understand the involvement of line DGs in the implementation of Twinning. Seven DGs were interviewed: DG DEVCO, DG GROW, DG JUST, DG AGRI, DG ENV, DG TAXUD, DG ENER. Meetings with DG DEVCO and Structural Reform Support Service were also organised to learn from the experience of other services with peer-to-peer cooperation. A final video conference call was organised to encourage NCPs not yet interviewed to share their views⁵⁶.

In line with the TOR, an average of four days of data collection were spent in-country with the actual distribution of days depending on the number of meetings to be held in each country. Before the meetings, the experts reviewed once more the project documentation as well as country information available.⁵⁷

In parallel, six online surveys consisting of multiple choice questions on topics raised in the evaluation questions were published online in mid-October and were opened until end of November. The results of the survey are presented in Annex 5 below.

4.2. Outputs of the field phase

After the completion of the field trips, the experts summarised their findings and drew conclusions from the field and desk work. Experts also prepare a first draft of the case study for their respective country and sector. A team meeting was organised to share information and conclusions among experts and make an overall assessment. The desk report findings were reviewed in the light of the field research, interviews and meetings. The team presented a summary of the evaluation findings and preliminary conclusions during a debriefing session to the ISG organised in Brussels on 13 December 2018. Comments received from ISG members were integrated into the final report.

4.3. Semi-structured questionnaires for field interviews

4.3.1. Topics for meetings with case study project

Designing the Twinning project

1. What was the background to the projects (rationale / need, previous initiatives, etc.)?
2. What were the factors in choosing Twinning in each case (compared with other modalities) to meet your needs?

⁵⁵ The Team Leader and Project Director shared some of the interviews with the three sector experts

⁵⁶ The video conference was attended by NCPs AT, NL, MD.

⁵⁷ e.g. Country/indicative Strategy Papers, Progress Reports, EU national programmes, national and Eurostat statistics, etc.

3. How easy or difficult did you find it to design the Twinning project (following the Twinning Manual / rules), including the intervention logic? Did you receive any assistance (e.g. from EUD, CFCU, NCP, consultants)? Did you consult with any other stakeholders in preparing it?

Selecting and contracting Twinning partners

4. What was the response like to the calls for proposals? How many did you receive? Were you satisfied with the overall quality in relation to your requirements?
5. What were the criteria you used to select Member State partners? What were the most important factors?
6. Were any changes made to approach or work programme at the contract preparation stage?
7. Were there any significant changes in circumstances between launching the project fiche and start of implementation that made a difference to the Twinning (purpose, objectives, mandatory results)?

Implementation

8. What was your experience of implementation in practice?
9. Was there sufficient time in each case to achieve the objective and mandatory results?
10. Were the Member State partners (PL, RTA if applicable and MS experts) committed, clear about roles and responsibilities, and met expectations in terms of managerial and technical expertise? Did the MS administrations provide sufficient support (training, backstopping) to the RTA/experts?
11. Were other related or relevant EU / donor-funded projects ongoing during the Twinning Projects? If so, what were the relationships like with those initiatives?
12. What was your experience with the Twinning Manual / rules during implementation?
13. What were the successes and the challenges during implementation? Were the rules sufficiently flexible to help you resolve any difficulties? Did you receive support from the EUD/contracting authority, Steering Committee or any other body in resolving them?
14. Did you receive a Results-Oriented Monitoring (ROM) mission, or any form of evaluation, during the projects' lifetime and was it helpful?

Results, impact and sustainability

15. Did you manage to achieve all the mandatory results?
16. Any outcomes beyond the mandatory results? In particular, have the projects contributed to enhancing performance and/or changing stakeholders' perceptions regarding revenue collection and administration?
17. What were the lasting effects of Twinning? Were there any further reforms or changes that were triggered by Twinning ('ripple effects')?
18. Did Twinning lead to any follow-up initiatives (e.g. further Twinning, technical assistance, equipment supplies, etc.)?
19. Were there any recommendations in the Final Reports that you were able / unable to follow up?
20. Were there any specific factors that affected the achievement of the TPs' objectives and results, its overall impact and the sustainability of its effects?
21. Since the TPs, has your organisation had any involvement with the Member State partners? If so, can you give some examples, please?

Overall impressions

22. Having been through the experience of Twinning / Twinning Light, what is your view of it now?
23. What would you say are the 3 main factors for a successful Twinning? And the 3 main constraints?
24. With hindsight, if you could have done something different in your projects, what would it have been (if anything)?
25. What is the main added value(s) of Twinning for your administration, as compared to other forms of external assistance? Would you say that Twinning was the most suitable mechanism to reach the agreed objective (compared to technical assistance, TAIEX, SIGMA, (sector) budget support, and/or equipment supplies)?
26. Has your interest in using Twinning / TWL in the future increased, decreased or remained the same, and why? Would you wish to participate in future Twinning projects?

Looking forward

27. Are you planning, or currently participating in, a Twinning project?
28. Are you applying the new 2017 Twinning Manual? And if so, do you think it will facilitate the implementation of projects? Which innovation do you most welcome? Which innovation not introduced would you have welcomed?
29. Are you aware of the SIGMA Principles of Public Administration? Do you (or would you) know how to take them into account when developing and implementing a project? Are you taking them?
30. What suggestions would you make to improve Twinning projects in the future?

4.3.2. Questionnaire for MS project leaders

1. Looking back, how would you assess the TP, with regards to:
 - Overall experience?
 - Specifically, mandatory results?
 - Any outcomes beyond the mandatory results?
 - Lasting effects of the Twinning?
 - Any further changes that were triggered by the Twinning ('ripple effects')?
2. Were there any specific factors that affected the achievement of the TPs' objectives and results, its overall impact and the sustainability of its effects?
3. Since the TP, has your organisation had any involvement with the Twinning partner? If so, can you give some examples, please?

Going back to the start of the process ...

4. Do you remember your impressions of the Project Fiche? Was the intervention logic (objective, results, activities and indicators) clear and achievable? Were any changes in approach / work programme required at the contracting stage?
5. Was the partner organisation ready for the Twinning? (E.g. in terms of staffing, resources, senior commitment, clear roles and responsibilities, etc.).
6. Between the launch of the project fiches and the start of implementation, did any key parameters change?

7. What were the successes and the challenges during implementation? Did you receive support from the EUD in resolving any difficulties?
8. Were other EU / donor-funded projects supporting the partner organisation immediately prior to, or during, your TP? If so, what was the relationship like with those initiatives?
9. As far as you know, did the Twinning lead to any follow-up initiatives (e.g. further Twinning, technical assistance, equipment supplies, etc.)?
10. What do you see as the benefits / value of the TP for your organisation?
11. What would you say are the 3 main factors for a successful TP? And the 3 main constraints?

General impressions of Twinning

12. From your experience on this TP and (if applicable) Twinning generally, what are your views on these aspects:
 - Working in IPA (enlargement) and ENI (neighbourhood) countries?
 - Working under centralised management (EUD) and decentralised management (CFCA)?
 - Standard Twinning v Twinning Light?
 - The role of the National Contact Point?
 - The role of the European Commission?
 - The process of preparing proposals?
 - The process of preparing for implementation?
 - The Twinning Manual / rules?
 - Twinning as a modality, compared with other forms of support (technical assistance / service contracts), TAIEX, SIGMA, (Sector) Budget Support)?

4.3.3. Questionnaire for Partner Country administrations

Designing the Twinning project

1. What was the background to the project (rationale / need, previous initiatives, etc.)?
2. What were the factors in choosing Twinning (compared with other modalities) to meet your needs?
3. How easy or difficult did you find it to design the Twinning project (following the Twinning Manual / rules), including the intervention logic? Did you receive any assistance (e.g. from EUD, CFCU, NCP, consultants)? Did you consult with any other stakeholders in preparing it?

Selecting and contracting Twinning partners

4. What was the response like to the call for proposals? How many did you receive? Were you satisfied with the overall quality in relation to your requirements?
5. What were the criteria you used to select the Member State partner? What were the most important factors?
6. Were any changes made to the approach or work programme at the contract preparation stage?
7. Were there any significant changes in circumstances between launching the project fiche and start of implementation that made a difference to the Twinning (purpose, objectives, mandatory results)?

Implementation

8. What was your experience of implementation in practice?
9. Was there sufficient time to achieve the objective and mandatory results?
10. Was the Member State side (PL, RTA if applicable and MS experts) committed, clear about roles and responsibilities, and met expectations in terms of managerial and technical expertise? Did the MS administration provide sufficient support (training, backstopping) to the RTA/experts?
11. Were other related or relevant EU / donor-funded projects ongoing during the Twinning Project? If so, what was the relationship like with those initiatives
12. What was your experience with the Twinning Manual / rules during implementation?
13. What were the successes and the challenges during implementation? Were the rules sufficiently flexible to help you resolve any difficulties? Did you receive support from the EUD/contracting authority, Steering Committee or any other body in resolving them?
14. Did you receive a Results-Oriented Monitoring (ROM) mission, or any form of evaluation, during the project's lifetime and was it helpful?

Results, impact and sustainability

15. Did you manage to achieve all the mandatory results? Any outcomes beyond the mandatory results?
16. What were the lasting effects of the Twinning? Were there any further reforms or changes that were triggered by the Twinning ('ripple effects')?
17. Did the Twinning lead to any follow-up initiatives (e.g. further Twinning, technical assistance, equipment supplies, etc.)?
18. Were there any recommendations in the Final Report that you were able / unable to follow up?
19. Were there any specific factors that affected the achievement of the TPs' objectives and results, its overall impact and the sustainability of its effects?
20. Since the TP, has your organisation had any involvement with the Member State partner? If so, can you give some examples, please?

Overall impressions

21. Having been through the experience of Twinning / Twinning Light, what is your view of it now?
22. What would you say are the 3 main factors for a successful Twinning? And the 3 main constraints?
23. With hindsight, if you could have done something different, what would it have been (if anything)?
24. What is the main added value(s) of Twinning for your administration, as compared to other forms of external assistance? Would you say that Twinning was the most suitable mechanism to reach the agreed objective (compared to technical assistance, TAIEX, SIGMA, (sector) budget support, and/or equipment supplies)?
25. Would you wish to participate in future Twinning projects?
26. Has your interest in using Twinning / TWL in the future increased, decreased or remained the same, and why?

Looking forward

27. Are you planning, or currently participating in, a Twinning project?
28. Are you applying the new 2017 Twinning Manual? And if so, do you think it will facilitate the implementation of projects? Which innovation do you most welcome? Which innovation not introduced would you have welcomed?
29. Are you aware of the SIGMA Principles of Public Administration? Do you (or would you) know how to take them into account when developing and implementing a project? Are you taking them already into account? If yes, how?
30. What suggestions would you make to improve Twinning projects in the future?

4.3.4. Questionnaire for EU delegations / Twinning Managers

Task Manager role

- How do you see your role as Twinning Manager in the EUD, what does it entail?
- How do you interact with
 - a. EC (DG NEAR Twinning Team, COTEs, sector DGs)
 - b. NCP
 - c. CFCU
 - d. MS & donors (embassies, NCPs, etc.)
 - e. Individual projects (PC beneficiaries / MS team)

Programming, coherence and complementarity

- How do you **select** Twinning as a modality (standard and TWL), compared with other modes of assistance? How does this happen in the **programming** process?
- Do you have a **system** (e.g. criteria, checklist, grid, etc.) for deciding whether to use Twinning (including deciding on having standard vs. light)? If no specific system, what are the factors in choosing Twinning (compared with other modalities) to meet institutions' needs?
- Is Twinning better suited to some **sectors or circumstances** than others?
- The data shows a **declining interest** in Twinning over the last 5 years among both beneficiary administrations (launching CfPs) and Member States (responding to CfPs)
 - ✓ Why do you think this is?
 - ✓ Does this reflect the experience in your country generally?
 - ✓ Is it concentrated in specific sectors or circumstances? Are there examples where it has either stabilised or increased?
- How often is **TAIEX** used to a) prepare and/or b) follow-up a Twinning project?
- How often did you launch a **Twining Review Mission** (TRM) to draw lessons from a Twinning project?
- How do you see the role of **SIGMA** in relation to Twinning projects?
- Similarly, how do you see the role of Twinning in relation to **(Sector) Budget Support**?
- In your opinion, what is the main added value of Twinning as compared to other forms of external assistance? What do you see as the **pros and cons** of standard TWG and TWL?

Project design, application, selection and implementation

- As a modality, rather than an instrument, there is no specific **legislation**, just a form of grant assistance with the TM to guide all parties – is this sufficient?
- How do beneficiary administrations **prepare their TPFs**? Does it tend to be in-house? Do they get help from external consultants?
- What is your view on the quality (and choice) of **proposals**?
- What do you see as the **key factors** affecting Twinning's performance, including both success factors and constraints?
- Do you see any recurring (systemic) problems in **implementation** that could be addressed?

Sustainability

- According to your knowledge, how often does Twinning lead to longer-term cooperation with Member State administrations? What are the main factors explaining this?

2017 Twinning Manual

- Have you provided any training, organised presentations, or provided specific guidance, for your beneficiary administrations on the 2017 Twinning Manual?
- What is your experience with the beneficiary administrations in moving to the new Twinning Manual including:
 - ✓ Using the new Twinning fiche template?
 - ✓ Results orientation, rather than focus on activities (defined when the project starts)?
 - ✓ Taking account of the SIGMA principles of public administration when developing a project?

Overall impressions

- In your opinion, which are the three main factors for a successful Twinning project? Which are the three main constraints that reduce the performance of projects?
- What suggestions would you make to improve Twinning as a modality?

4.3.5. Questionnaire for EU MS embassies

- What is your role in the Embassy and, specifically, in relation to Twinning?

Impressions of Twinning

- What is your view of Twinning as a modality for capacity-building and assistance?
- What do you see as the pros and cons of standard TWG and TWL?
- What do you think works best in institutional capacity-building (given other options include TAIEX, SIGMA, TA, (S)BS, etc.)?
- Do you discuss Twinning with other MS embassies?

Programming, project application and selection

- Are you involved in the programming process?
- Are you consulted or informed about upcoming projects, including the choice of Twinning as a modality?

- Do you have much contact with the NCPs in a) the beneficiary country or b) your own country, to discuss calls for proposals?
- Does your country have (strategic) interests in specific sectors and partner countries (i.e. this one)?
- What are your views on the selection process?
- Is bilateral assistance (if any) used to complement Twinning projects or vice-versa?

Implementation

- Are you involved during TP implementation at all? For example, if the MS PL or RTA encounters difficulties, do you get involved in trying to resolve them?

General

- The data shows a declining interest in Twinning from both PCs and MSs, why do you think this is?

5. ONLINE SURVEY

The online survey was conducted by means of six questionnaires targeting the different Twinning stakeholders i.e. project beneficiaries in partner countries and EU member states, EUDs, CFCEs and NCPs in partner countries and the EU. In total, there were 341 respondents (see replies in 0). The table below shows the response for each questionnaire as well as the countries covered:

Questionnaire	Twining stakeholders	Number of respondents	Countries covered
1	PC administration	130	16
2	Member State administration	143	22
3	EUD	32	11
4	PC NCP	16	12
5	EU NCP	18	13
6	CFCE	2	2

The survey consisted of different types of questions including:

Likert type questions, where participants were asked to state the level of agreement, ranging from strongly agree to strongly disagree. In addition, respondents were given the opportunity to comment on the majority of the statements.

- Open questions, which were of a qualitative nature and provided a platform for an elaborated answer for this category of questions.
- Dichotomous questions (Yes/No questions)
- Rating scale questions (Increase or Decrease questions)
- Multiple Choice Questions.

The survey covered the main issues raised in the evaluation questions including:

- Design, selection and contracting
- Implementation
- Results (outputs, outcomes and impact), including in priority sectors (PFM, rule of law and economic governance and competitiveness)
- Sustainability
- In addition, the following topics were also queried by means of open questions:

- Level of interest for Twinning among stakeholders
- Standard Twinning vs. Twinning light,
- Twinning added value
- Capacities and commitment from PCs
- Twinning success factors
- Twinning Manual 2017
- Public administration principles.

Finally, there were three sectoral questionnaires relating to the results and impact of Twinning projects under the three priority sectors including PFM (revenue collection and administration, external audit), rule of law (fight against corruption and democratic institutions), and economic governance and competitiveness (agriculture and fisheries, and energy).

Comments received generally did reflect the scores given to the respective statements, especially in the sections related to the project design, implementation and results. PC respondents tended to score slightly higher and give more positive comments than the MS respondents in these sections, though.

Replies to the open questions were substantial and of a solid quality, most of the time offering very concrete points, suggestions and considerations. Both MS and PC administration responses revealed similar factors for success and constraints in twinning projects, as well as suggestions for their improvement. EUDs’ responses offered relevant insight into the question of increasing or decreasing interest for then Twining instrument itself, both for MS and PCs. Overall, Twinning was seen as a useful instrument, especially for providing assistance in sectors where the EU Acquis is very specific and technical. However, it was often pointed out that it needs further simplification, flexibility and reduction of red tape.

In general, responses to the sectoral questions in all questionnaires were scarcer, with limited or no comments and relatively lower rates of agreement in comparison to the other questions.

Finally, replies from the online survey participants should be taken with some caution because of the relatively low number of replies compared to the total number of projects. In addition, responses should be interpreted in the light of field interviews.

The table below summarizes the main opinions from stakeholders related to the different topics covered by the online survey:

Topics	Main opinions
<i>Design, selection and contracting</i>	Over 80% of both PC and MS administration respondents agreed that the Twinning project fiche was designed with a strong intervention logic and clear and realistic mandatory results and activities. Moreover, a high majority had a positive opinion on the process of selection and contracting of projects.
<i>Implementation</i>	Over 80 % of both PC and MS administration respondents agreed that the project purpose and mandatory results were still relevant when the project started. However, the comments suggest that there was a large time gap between the project design and implementation phase, and that in many cases parts of the design were no longer relevant when the implementation started. Although a high majority of respondents from both groups of stakeholders (PC: 80%, MS: 60%) agreed that there was enough time for implementation of the projects, comments reveal that the majority of projects had to be extended in order to achieve the results.

<p><i>Results (outputs, outcomes and impact)⁵⁸</i></p>	<p>Over 80% of both PC and MS administration respondents agreed that all mandatory results were achieved and further reforms and/or policy changes were triggered during or after the Twinning project. Comments also confirm this, although some MS respondents question the sustainability of the results.</p> <p>On the other hand, PC and MS administration as well as the EUDs respondents were not too convinced that the Twinning projects contributed much to the overall strengthening of the specific sectors. Most of the times, agreement to the sectoral questions was less than 50%, and sometimes hardly reaching 30%. However, given that the nature of the sectoral questions targeted impact of the projects and due to the low overall response rate, it is not possible to draw any firm conclusion regarding the impact based on the replies and the comments received.</p>
<p><i>Sustainability</i></p>	<p>MS administration has visibly lower level of agreement than the PC administration when it comes to the sustainability questions. For example, less than 50% of the MS respondents agreed that the recommendations from the Final Report were acted upon, compared to over 70% of PC respondents. Also, only 65% of MS respondents believed that the results were sustainable, compared to 85% of PC respondents. However, a lot of MS respondents also stated that it was too early to say since the projects were still ongoing or just finished.</p>
<p><i>Interest in Twinning</i></p>	<p>Over a half of respondents in both PC and MS administrations stated that their interest in Twinning increased, while over a third stated that it remained the same in the last five years. EUDs responded similarly, while commenting that however there were less applications from MSs. High percentage of NCPs also think that the interest for Twinning has increased in PC and MS administrations. However, a quarter of NCPs in MSs stated that the interest has decreased. They believed that this was partly due to the lack of staff in the MS administrations.</p>
<p><i>Standard vs light Twinning</i></p>	<p>Majority of respondents from all six groups of the stakeholders stated that both types of Twinning were useful, depending on the nature of the intervention, still giving the slight preference to the Standard mode. The opinions were backed up by explanations that Twinning Light was simpler, faster, more flexible and required less bureaucracy, while Twinning Standard gave enough time to achieve the reform goals and establish the long-lasting professional cooperation. Also, the presence of RTA in Twinning Standard was deemed crucial.</p>
<p><i>Twinning added value</i></p>	<p>All six groups of respondents agreed that the main added value of Twinning was the direct experience exchange between peer institutions working on similar reforms in real time, the long-term cooperation, and established contacts with the respective MS/PC administrations.</p> <p>In addition, MS administration respondents singled out personal benefits such as good salary, improvement of their expert and management skills, prestige of their country and institutions, and even geopolitical interest in the respective PC.</p>
<p><i>Twinning success factors</i></p>	<p>All six groups of stakeholders indicated that the main factors for successful Twinning were: good quality of RTAs/experts; cooperation and understanding between PC and MS teams; beneficiaries' capacity to absorb the assistance and commitment to continue on the project outcomes; and realistic and clear project goals.</p>

⁵⁸ Including in priority sectors

<i>Twinning Manual 2017</i>	Over two thirds of both PC and MS administration respondents stated that they did not use the 2017 Twinning Manual. Similarly, EUDs and NCPs did not have much experience with it either. However, the NCPs commented that the beneficiaries who did use the new Manual, did not have too many complications with it. Although the changes introduced were mainly welcome, respondents stated that the new Manual still needs further simplification. In addition, hardly any training was provided by the EUDs and among NCPs in PCs on the changes introduced.
<i>PA principles</i>	Around two thirds of PC and MS administration respondents are not aware of the SIGMA principles of public administration, nor do they know how to take these principles into account when developing and implementing a project. NCPs in PCs made mainly positive comments, though, emphasizing the relevance of these principles.

6. SYNTHESIS PHASE

6.1. Preparation of the synthesis report

The outcomes of the discussions held in Brussels at the end of the field phase fed into the preparation of the synthesis report. The evaluation team finalised the replies to the evaluation questions and completed the six case studies, which were used to inform the replies to the sectoral questions (see Annex 8). The overall assessment and conclusions presented at the debriefing meeting were elaborated and recommendations were formulated to address shortcomings with key steps/actions required for their implementation. The report was submitted on 4 February 2019. It will be revised in the course of March 2019 based on comments received from the EC and the ISG⁵⁹. A final dissemination workshop will be organised after the approval of the final report.

6.2. Evaluation milestones

Phase	Month	Evaluation milestone	Date
INCEPTION (structuring)	Jan 18 – Apr 18	<ul style="list-style-type: none"> - Kick-off meeting / ISG 1 - Submission draft EQs and IL/ISG2 - Submission of IR-draft 1 - Submission of IR-draft 2 - Submission of IR-final - Approval of IR-final 	<ul style="list-style-type: none"> - 16/01/18 (W3) - Jan 18 (W5) - 07.03.18 (W10) - 10.04.18 (W15) - 27.04.18 (W17) - 28.04.18 (W17)
DESK	May 18 – Oct 18	<ul style="list-style-type: none"> - Submission of DR-draft 1 - Submission of DR-draft 2 - Submission of DR-final 	<ul style="list-style-type: none"> - 23.07.18 (W29) - Oct 18 (W40) - Oct 18 (W42)
FIELD	Oct 18 – Dec 18	<ul style="list-style-type: none"> - Online survey - Field visits - ISG5 debriefing + interviews 	<ul style="list-style-type: none"> - Oct/Nov-18 (W42-W46) - Nov/Dec-18 (W46-W48) - 13.12.18 (W50)
SYNTHESIS	Nov 18 – Apr 19	<ul style="list-style-type: none"> - Submission of FR-draft 1 - ISG 6 - Submission of FR-draft 2 	<ul style="list-style-type: none"> - 04.02.19 (W4) - Jan 19 (W5) - Mar 19 (W12)

⁵⁹ A ISG meeting will be convened in Brussels in January 2019

- | | | | |
|--|--|---|---|
| | | <ul style="list-style-type: none">- Submission of FR-final- Dissemination seminar | <ul style="list-style-type: none">- Apr 19 (W16)- Apr 19 (W18) |
|--|--|---|---|

EVALUATION MATRIX

EQ 1 - Regulatory framework, institutional set-up, programming approach and other conditions of implementation

JC1.1 - The Twinning set-up enables the implementation of the objectives of the EU's stabilisation, association, partnership and/or cooperation agreements with partner countries.

Twinning is an EU institution-building tool based on peer-to-peer exchange of expertise and intended to promote a close cooperation between EU member states and partner countries around specific aspects of the EU acquis. It aims at achieving concrete results to support PCs' reforms in line with the policy and cooperation agenda agreed with the EU. Twinning differs from other delivery modes of EU assistance. Unlike technical assistance, the transfer of know-how rests on a partnership of public administrations, with partner country and EU public servants⁶⁰ jointly contributing to project objectives and activities. It unlocks expertise which is only available within public administrations and/or enable to address needs too sensitive for the intervention of private consultancies. Twinning also differs from TAIEX by the scope and duration of the assistance provided: while both TAIEX and Twinning involve expert missions from MS to PCs, Twinning in 2010-2017 lasted a period of six to eight months (Twinning light) or between 12 and 36 months (Twinning)⁶¹, in contrast to up to five days for TAIEX. Moreover, Twinning involves a full-time MS presence in the PC beneficiary institution which should form the basis of a long-term partnership between administrations, while TAIEX only creates links among experts, irrespective of the institutions they come from. Twinning also complements OECD-SIGMA reviews, primarily centring on subsequent action to assist the PC in implementing reforms stemming, among others, from OECD-SIGMA strategic recommendations. These distinctive features add up to a unique Twinning set-up:

- It is a form of grant assistance designed solely to deliver a service (there is no supply or works component⁶²).
- As a modality rather than an instrument, Twinning does not have its own EC regulation. It is governed directly by the EU's Financial Regulation (FR), and is referenced explicitly as a delivery mechanism for EU assistance in Regulation 236/2014 laying down common rules and procedures for implementing IPA II and ENI, inter alia. Hence, Twinning follows management rules applying to grants funded by the EU, in line with the FR. The administrative aspects of implementation are articulated in the form of a Twinning Manual, which describes the institutional model, including National Contact Points, Project Leaders and Resident Twinning Advisors (RTAs) providing a common programming and implementation structure for all Twinning projects.
- It is applied in two political contexts, namely EU enlargement policy, which is geared towards increased democracy, rule of law and respect of fundamental rights, enhanced socio-economic development, and ultimately, preparing PCs for accession by fulfilling the Copenhagen criteria, and EU neighbourhood policy, which aims to strengthen cooperation, enable progressive economic integration between the EU and PCs, deep and sustainable democracy, and stronger partnership with societies. Twinning must function within widely-differing legal and administrative cultures, and under direct or indirect management.

⁶⁰ There is allowance in the TM for sub-contracting to private providers on a limited basis.

⁶¹ Note, these durations are specified in the TMs applying to the period of the evaluation, and in the case of Twinning refer to the minimum and maximum duration of the RTA's secondment. In TM 2017, the upper limit on RTA secondment has been removed and the duration of Twinning light has been extended to at least eight months and exceptionally 10 months.

⁶² Supplies/good are allowed by the TM only marginally: "The value of supplies/goods up to EUR 5 000 is eligible under the budget heading horizontal costs".

The mechanism appears to be an effective institution-building tool to support partner countries' reforms in line with EU-PC agreements in both IPA and ENI regions, as testified by the range and achievements of projects funded between 2010-2017. Based on the review of the documentation, it appears that most sampled projects have achieved or were about to achieve their mandatory results. The gradings from additional ROM reports reviewed by the evaluation team seem to confirm the performance of Twinning projects (see evidence F43 under I-1.4.3). Projects reviewed during the field phase achieved most of their mandatory results (see Annexes 6 and 8). All stakeholders interviewed during the desk and field phases emphasised the importance of Twinning as an institution-building tool, highlighting the unique contribution Twinning can make to reform processes in PC when the right conditions are fulfilled⁶³.

Irrespective of the funding instrument, whether IPA/IPA II or ENPI/ENI, based on the conclusions of many ROM, TFR and TRM, reports as well as the opinions from stakeholders interviewed during the desk and field phases, Twinning appears to be an effective mechanism to build institutional capacities of PC administrations so far, in the context of the objectives of EU's stabilisation, association, partnership and/or cooperation agreements in enlargement and neighbourhood countries (see evidence under finding F2). These EU-PC agreements set the framework for Twinning interventions and ensure that they are applied in relevant circumstances, as the examples and quotes below illustrate. In Maghreb countries especially, Twinning appears the favoured mechanism to support the implementation of the Association Agreement and to bring the PC closer to the EU (see evidence under finding F4).

From a review of project documentation and country evaluations, and the messages from interviews, Twinning appears better suited to projects with clear links to the EU acquis, as would be expected, plus well-targeted needs corresponding to MS competences, and high levels of ownership and political commitment from the PC (see evidence under finding F3). The prime example is Croatia, which has been a major beneficiary of Twinning, showing its value in the build-up to accession. As was noted in TAIEX and Twinning Highlights 2017: "From the start of accession negotiations, Twinning has been one of the most favoured instruments to help Croatia join the EU. In the last 10 years, 210 Twinning projects were successfully implemented, for a total value of more than 126 million euro." This support was crucial to ensure the timely adoption of EU acquis.

As the use of Twinning in IPA countries is largely driven by the accession process, the outputs and outcomes tend to be more measurable and visible as milestones towards acquis harmonisation, achievement of Copenhagen criteria and successes in chapter negotiations. By contrast, as Twinning in ENI countries is based on looser forms of association and partnership with the EU, the intended economic, social and environmental benefits – although no less real – can be more subtle and take longer to become apparent, such as stronger trade links due to harmonised standards, for example.

In this context, the adoption of the EU acquis is not the only motivation of partner countries. Twinning projects are often driven by national priorities of PCs (as recognised in the EU agreements) and/or the desire to build capacities in public institutions. The alignment with EU legislation, standards and norms is often seen as a means to pursue national reform goals, in particular by improving public governance. Contrary to IPA countries where the accession negotiations dictate the scope and pace of legislative approximation, partner countries in the Neighbourhood do not seek to align their entire legislation, standards and norms with the EU but simply to bring them closer according to their own needs, with no binding calendar and with less pressure to ensure enforcement (see evidence EV19 et sq.). By facilitating the adoption of EU legislation, Twinning helps neighbourhood countries take advantage of their trade relationship with the EU to strengthen their economy also through better readiness for non-EU markets as noted by a recent EC Working Document: *"the adoption of EU sanitary and phytosanitary standards is necessary for all countries to export agricultural products to the EU, but can also make the products more tradable in non-EU countries. Approximation to the*

⁶³ The principles and features on which TPs must ideally be based are clearly laid out in section 1.1 of the TM.

*acquis is therefore taking place in the economic area and in technical areas related to rule of law issues irrespective of the willingness of a country to implement more fundamental and critical reforms. This explains the success of the twinning instruments also in relatively less open minded governments*⁶⁴.

The focus on mandatory results in the Twinning process should not mask the deeper changes in organisational practices and behaviour that are often induced in the recipient administrations by their participation in Twinning projects. As the evaluation of ‘Twinning vs. Technical Assistance’ commissioned by DG NEAR argues: “The strong point of twinning most often selected by beneficiaries was that twinning provides appropriate knowledge, followed by twinning being able to contribute to change in organisational culture”. The impact on governance appears also from the project reviewed during the desk and field phases (see evidence EV32 et sq.).

Furthermore, Twinning beneficiaries also stressed the benefits derived from Twinning projects in terms of building contacts and networks. A case-in-point is project MK 10 IB FI 02 R *Harmonization of the legislation and procedures with the acquis and EU best practice related to excise*, which concluded in its final report that “*the deepening of contacts of national experts and the international twinning experts and the creation of networks on national and international level is one of the major benefits that has led to the results of this project. The cooperation between all experts will continue after the finalisation of the project*”.

To steer all parties through the Twinning set-up, the Twinning Manual (TM) aims to interpret the regulatory framework for Twinning in a user-friendly format for EUDs, PCs and EU MSs, and set the parameters for the design of TPs in the form of Twinning project fiches (TPFs) and Twinning contracts (TCs) by PCs / EUDs, the preparation of offers by EU MSs in response to calls for proposals, and the development and implementation of the Twinning work plan by EU MSs and partner countries. In this respect, the TM is the European Commission’s primary source of guidance in the preparation, implementation, monitoring, auditing and evaluation of Twinning projects, both standard Twinning and Twinning light. The TM has been through several iterations during the evaluation period from the 2009 version, with new editions in 2012, updated for 2013-2014, and new templates in 2016.

Many concerns voiced by the stakeholders during the desk and field phase interviews were related to the complexity and length of procedures and levels of controls. The review of sampled project documentation and initial interviews with NCPs, EUDs and CFCEs identified some real and/or perceived shortcomings in the TMs that were applicable during the period of the evaluation. These manuals were the subject of a comprehensive review and widespread consultation led by DG NEAR (2014-2017) to address shortcomings identified in past evaluations (see evidence under finding F7).

The new Twinning Manual introduced in July 2017 significantly modifies the Twinning set-up (see, based on a desk-based comparison of its provisions with its predecessor as summarised in the table below. *Inter alia*, the 2017 TM simplifies implementation rules, harmonises implementation approaches between regions (enlargement and neighbourhood) and/or management modes (direct and indirect), putting more emphasis on results and the need to design and implement projects in line with public administration principles. The effect should be to speed up Twinning implementation, reduce red tape, enhance project quality and increase flexibility in implementation. The EC had already adopted a Decision⁶⁵ in February 2017, which acknowledged the special status of Twinning and

⁶⁴ SWD(2017) 602 Commission Staff Working Document final Evaluation of the European Neighbourhood Instrument

⁶⁵ Commission Decision C(2017)1122, Art. 3.2.1: “Twinning grants’ beneficiaries are exclusively Member States having reliable accounting and auditing systems. Moreover, each Twinning project is implemented under the control of a project leader who, as a rule, is a high-ranking civil servant or equivalent staff with the authority to ensure operational dialogue and backing also at political level. Considering the above, the risks of irregularities (including fraud) are low, in particular because Member States’ audit procedures are designed to provide reasonable assurance that possible ineligible costs items will be detected. It is eventually the responsibility of Member States to ensure the respect of the principles of sound financial management, under the control of their national auditing authorities”. According to DG NEAR, 65-70% of costs under the new TWM will now be regulated by costs fixed at the start of implementation and hence not subject to documentation and control later..

extended the use of simplified cost options, reducing the risk of errors in costs claims and the need for controls. These changes are in line with the simplification of financial rules (in particular through the authorisation of lump sums, unit costs and flat rates) proposed in the new Financial Regulation, which is awaiting final approval⁶⁶.

Aspect of set-up	TM 2012	TM 2017
TPF preparation	IPA - Advice from Steering Committee on draft contract but not on TPF. ENI - no steering committee but "recommendations" to improve the draft fiche.	Interservice group gives formal advice on the TPF in every case.
TPF circulation	By different actors, depending on the region and management method.	By the contracting authority in every case.
TC preparation	Prepared jointly by MS and PC within 6 weeks under IPA, 8 weeks under ENI (preliminary draft to be submitted to the EUD, contracting authority, etc.). A detailed work plan & budget was drawn out for ENI countries, but only a short work plan was required in IPA countries. Ideally, signature took place 5 months after notification of selection.	Prepared directly by Contracting Authority as soon as possible after selection. Signed no later than 3 months after notification of selection with Annexes A1 and A3 (budget) drawn up on the basis of the TPF and the selected proposal. and indication of unit costs and applicable flat-rate financing
Work plan	IPA - for the first 6 months of activity adopted by side letter issued before signing the contract, then quarterly updates. ENI - full duration of the project covered in Annexes A1 and A3; updated by side letters throughout the project with possible refusal by the EUD and/or contracting authority	Initial plan for 6 months of activities, issued 4 to 6 weeks after the arrival of the RTA (must include a visibility plan). Updates prepared by the RTA, reviewed by the steering committee and signed by the two PLs.
TPF content	Very analytical with a detailed list of activities and laborious to prepare.	Results-oriented and placed in the context of overall sector reform with less details of activities but including benchmarks and indicators and names and functions of the project leader and RTA counterpart of the partner country
Role of PC	The role of the PC and its (desired) contributions are mentioned, but in general terms.	PC Project Leader and PC RTA counterpart identified in the TPF. Identification of project component lead counterparts prior to the signature of contract and provision of a PC assistant to the RTA until the recruitment of the assistant. Clear indication of expected contributions to the different phases of the project
Start of Twinning activities	After the RTA's arrival, minimum 9 to 12 months after circulation of the TPF.	As soon as the initial work plan is ready, i.e. approximately 6 weeks after the RTA's arrival with the aim of starting activities within 5 to 6 months after TPF circulation and the possibility to organise the kick-off meeting even before

Twinning stakeholders are not yet clear about the implications, however, as the new rules have not yet been applied throughout all the implementation stages (see evidence under finding F8). Moreover,

⁶⁶ Proposal for Regulation of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union COM(2016) 605 final - 2016/0282 (COD)

Twinning implementation continue to be derived directly from the application of grant-related rules of the Financial Regulation. Some interviewees felt that the current regulatory framework does not sufficiently take account of the fact that Twinning is a partnership between public administrations, which should deserve less stringent procedures and controls than those applied to NGOs in the context of EU-funded civil society grants. Both MSs and PCs still identify the complexity of procedures and the level of controls as factors lowering project performance and potentially interest (see JC1.3).

I-1.1.1	Extent to which Twinning has an appropriate legal foundation, within the context of the IPA/IPA II and ENPI/ENI funding instruments, different management modes, and its own specificities
Description	<p>Twining is a form of grant assistance (to partner countries) and hence is governed by the Financial Regulation. It is referenced explicitly as a delivery mechanism for EU assistance in Regulation 236/2014 laying down common rules and procedures for implementing IPA II and ENI inter alia. As grant aid is one of the two fundamental assistance mechanisms (alongside procurement), Twining does not have its own regulation, and hence rules are defined in the form of guidance in a Twining Manual (see next indicator). The evaluation examined whether the regulatory framework and rules governing the use of Twining as a modality for institution-building is at present sufficiently clear and robust to ensure smooth programming and implementation.</p> <p>Given the context of the two funding instruments and two management modes, is the legal basis for Twining sufficient and suitable for its efficient and effective application as an instrument considering the specificities of Twining? Is the Twining mechanism as it is designed an effective institution-building tool to help partner countries reach the objectives of the EU’s stabilisation, association, partnership and/or cooperation agreements?</p>
Findings	Evidence
<p>F1. The regulatory framework appears robust with well-defined roles and rules. However, Twining is not an instrument with its own regulation but is implemented under grant-related provisions of the Financial Regulation, which were designed primarily for civil society organisations. This seems to create some frustration with EU MS although the new TM and the EC Decision on simplified costs option are trying to remedy this.</p>	<p>EV1. <i>Video conference with NCPs, CAs, and EUDs</i>: “the rules are clear but the set-up does not sufficiently take into account the status of the grantee implementing the Twining. Our public administrations are not NGOs, they should not be subjected to the same procedures and controls”.</p> <p>EV2. <i>Interview, EC Twining Team</i>: “We have tried to have Twining recognised in the Financial Regulation but this was not possible. However, the new Manual and the EC Decision on simplified costs option introduce greater flexibility in the management of Twining and reduce the administrative burden on Twining actors”</p>
<p>F2. Irrespective of the funding instrument, Twining appears to have been an effective mechanism to build institutional capacities of partner countries’ administrations contributing to the objectives of EU’s stabilisation, association, partnership and/or cooperation agreements with partner countries in both Neighbourhood and Enlargement regions.</p>	<ul style="list-style-type: none"> • See evidence under I-2.1.1 <p>EV3. <i>AL2011/FI/IB/0, Support to the Albanian Customs Administration</i>: According to the TRM, “The outputs from this Twining Project will have a significant and positive effect on Albania’s progression to fulfilling Chapters 1 and 7 of the Acquis Communautaire. Significant documentation produced as a result of the TP is now fully embedded within Albanian law. A site visit to both the existing and proposed Customs Laboratory premises was both enlightening and useful to fully understand the huge positive developments that are progressing in this sector, with the evident political impetus and significant funding commitment”.</p> <p>EV4. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology</i>: According to the ROM report, “By the end of the project, GNERC should be in a secure position to introduce and implement the new tariff regulation, through the foreseen capacity building and knowledge transfer. The long term effects of the project should be that GNERC can effectively play its role during</p>

	<p>the unbundling of the energy sector, which will increase competition and services, benefit the companies operating in the system, and also the consumers who should have added protection (in terms of service and tariffs) and increased rights”.</p> <p>EV5. <i>Algerian country evaluation:</i> “In its eight years of existence (2007-2014), the P3A, equipped with its battery of tools and with the support of all the European States (Twinning), the OECD (SIGMA), the European Union (TAIEX), has gradually but surely reached a very important part of the Algerian public sphere. Starting from trade (strengthening the National Competition Council) since the Association Agreement ultimately aims at establishing a free trade area between the EU and Algeria, it has, in its first phase, made limited but significant headway in the areas of public finances (improving DGI-taxable relations), water (strengthening Algeria's water sector) and traditional crafts (strengthening ANART). It very quickly reached a large part of the Algerian administration, which was in great demand for progress and the acquisition of knowledge”.</p> <p>EV6. <i>Mid-term review ENI (volume II):</i> “Particularly the Twinning instrument has been very much appreciated and it is a very good tool to get Azerbaijan closer to EU standards (EUD interview).”</p> <p>EV7. <i>Mid-term review ENI (volume II):</i> “Two twinning projects, with the National Bank of Moldova and the National Commission for Financial markets, were launched in 2015 to assist the authorities in enhancing the supervision of the financial sector. Both projects provide a platform for policy dialogue on the implementation of the provisions of the Association Agreement related to the financial sector”.</p> <p>EV8. Online survey, Questionnaire for PC administration: “The TWL project was a great learning experience for HALMED and helped us to prepare for smooth transition into the EU regulatory environment. Having seen internal organisation and work flow in AEMPS during the TWL, helped us reorganise our work in HALMED prior the accession to the EU.”</p>
<p>F3. Twinning appears better suited to projects with clear links to the EU acquis, well-targeted needs corresponding to MS competences and high levels of ownership and political commitment from the partner country.</p>	<p>EV9. <i>Video conference with NCPs, CAs, EUDs:</i> “Twinning works best when it is directly related to the EU acquis and has a specific focus”</p> <p>EV10. <i>Interview, PC NCP:</i> “Our best TPs were tackling very specific technical issues, for example related to industrial standards or to the modernisation of the land register”</p> <p>EV11. <i>Interview, CFCE:</i> “Twinning is particularly relevant when there is a high demand for support in ensuring compliance with EU regulations and a high-level of commitment from the beneficiary institutions to pass legislation, but also adapt systems, rules and procedures and equip staff with the required skills and competences. The 20 Twinning projects in the field of tax administration were very successful and enabled the country to align fully its legislation with the EU. When projects are not directly linked to the acquis but concern the adoption of best practices, it can be more difficult, such as the Twinning on Strengthening the Efficiency of Judiciary which included a component about setting up an audio recording system of court hearings which is still not operational although the project ended a long time ago. The interest of the administration grew as the accession date was approaching, in particular for Twinning light projects which were instrumental in ensuring that commitments towards the EU were fulfilled on time. The country was by then well experienced with Twinning and able to reap the full benefits of the assistance provided. The projects resulted in equal partnerships where both sides gained knowledge and expertise”.</p> <p>EV12. <i>TAIEX and Twinning Highlights, 2017:</i> “From the start of accession negotiations, Twinning has been one of the most favoured instruments to help Croatia join the EU. In the last ten years, 210 Twinning projects were successfully implemented, for a total value of more than 126 million euro.”</p> <p>EV13. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering:</i> According to the ROM report, “The project purpose to “strengthen the anti-money laundering legal and regulatory framework and its enforcement system” can only be considered as having been partially achieved as only a few of the project's recommendations were accepted and implemented by the APMLTF or other responsible bodies. As with other projects in the area of organised crime and corruption, it can be assumed that the domestic political support extends mainly to the technical and administrative aspects of the fight against Money laundering. This includes the internal processes of the monitoring and analysis of suspicious transactions. In light of Montenegro's status as</p>

	<p>candidate country, there is an interest to meet the technical requirements spelled out in the EU progress report. However, when it comes to actual judicial proceedings, the fact that there have been no indictments and convictions regarding money laundering in the last couple of years is reason for doubt regarding political will”.</p> <p>EV14. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology:</i> According to the ROM report, “The level of ownership by GNERC is very high. The RTA adopts a highly participative approach to the BCP. Likewise, the MS Experts receive full support and any data or information they require. The training sessions and workshop attendance is very high, as are the levels of interest shown by the participants (as stated by all the trainers). The eagerness of GNERC to learn about EU practices and standards is evident, and such knowledge is required to further their careers in the organization. The project will prepare them for the coming reform processes and increased future responsibilities, as GNERC further develops and possibly expands in staffing terms.”</p> <p>EV15. <i>Algerian country evaluation:</i> “In the case of the General Tax Directorate project, Twinning is part of the reform of the Ministry of Finance to improve the tax environment and, as such, the strong ownership of the new working methods proposed by the DGI executives themselves and their commitment to the changes make it possible to anchor the results in the local structures”.</p> <p>EV16. <i>Mid-term review, IPA II:</i> “Both the twinning and TAIEX initiatives under IPA II confirm the added value of bringing particular EU MS expertise into the IPA II beneficiaries to address specific beneficiary needs. The fostering of long-term relations with a similar institution in an EU MS is an intangible benefit explicitly ascribed to twinning”.</p> <p>EV17. <i>Online Survey, Questionnaire for EUDs:</i> “Sectors covered by the acquis are the most suited for twinning intervention e.g. food safety, Agri etc.”</p> <p>EV18. <i>Online Survey, Questionnaire for EUDs:</i> “Sectors having administration able to benefit from and to absorb the assistance”.</p>
<p>F4. The adoption of EU acquis is not the only motivation for Twinning projects which are often driven by national priorities (as recognised in the EU agreement) and/or the desire to build capacities. In the Neighbourhood South, there is less pressure to align legislation, standards and norms with the EU in contrast with enlargement countries. However, Twinning is often the favoured mechanism to support the implementation of the Association Agreement and bring the PC closer to the EU (in particular in the Maghreb).</p>	<p>EV19. <i>Interview EUD Morocco:</i> “In the Neighbourhood, partner countries are not seeking to adopt EU legislation lock, stock and barrel as in IPA countries. The process is less constraining with countries choosing where and when they wish to get closer to the EU. There is no massive transposition of legislation like in the enlargement countries, but a more piecemeal approach. Often it is just the letter of a directive which is adopted with limited effort to build up the framework to ensure transposition.”</p> <p>EV20. <i>Georgian country evaluation:</i> “The evaluators learned a very important lesson that Twinning may be very successful even in seemingly not-twinning areas, such as culture, when the partners know well the targets they need to reach and are able to assess their capacities for achievement of these targets realistically”.</p> <p>EV21. <i>HR 14 IPA SO 04 16, strengthening institutional capacity in social welfare system to improve social welfare targeting and reducing poverty (CRO REDPOV):</i> The Twinning project was not connected to the adoption of the EU acquis but was part of Croatia’s efforts to improve its social welfare policy. The project enabled civil servants from the French administration to share their core skills and competences in information gathering and indicator measurements with their Croatian counterparts, thereby improving targeting of social welfare programs leading to social inclusion of disadvantaged groups and reduction of poverty.</p> <p>EV22. <i>Azerbaijan country evaluation:</i> “Only eight of the 21 Twinning projects concern at least one element that is included in the Government of Azerbaijan “Action Plan for Implementation of the EU Acquis” and only seven projects directly or indirectly concern the EU Acquis.</p> <p>EV23. <i>Georgian country evaluation:</i> “Twinning can be and, in several cases, has been efficiently used to, first, develop necessary institutional strength and capacities and then only to engage into approximation tasks”.</p> <p>EV24. <i>Moroccan country evaluation:</i> “There are several types of Twinning projects: those that focus mainly on institutional or structural strengthening and little on regulation, those that had a strong regulatory content and those that strengthen both aspects: institutional strengthening and regulatory and legal strengthening”.</p> <p>EV25. <i>Algerian country evaluation:</i> “Of the 14 twinning projects carried out or in progress 13 are in the field of economic cooperation (AA Title V) and only one in the field of Justice and Home Affairs”</p>

	<p>EV26. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology:</i> According to the ROM report: “The reforms aim to attract increased investment (local and foreign, DFI) in the sector, as part of its overall modernisation. Harmonization with EU standards is very conducive for enhancing the investment climate and therefore the country's energy sector”.</p> <p>EV27. <i>SWD(2017) 602, Commission Staff Working Document final Evaluation of the European Neighbourhood Instrument:</i> “The added value of the EU in enhancing the approximation to its <i>acquis</i> differs according to the ambition of partners in their relations with the EU. Nevertheless, the adoption of EU legislation and norms and standards remains a key objective for many partners and derive from their contractual obligations with the EU (notably those having DCFTAs), but also from the interest to improve export perspectives in third countries. For example, the adoption of EU sanitary and phytosanitary standards is necessary for all countries to export agricultural products to the EU, but can also make the products more tradable in non-EU countries. Approximation to the <i>acquis</i> is therefore taking place in the economic area and in technical areas related to Rule of law issues irrespective of the willingness of a country to implement more fundamental and critical reforms. This explains the success of the twinning instruments also in relatively less open minded governments”.</p> <p>EV28. Moroccan country evaluation: “Since 2003, the EU has financed a Support Programme for the implementation of the Association Agreement (PAAA, or P3A), designed to support the Moroccan administration and all public institutions contributing to the implementation of the Association Agreement (AA). The main instrument used by P3A is institutional twinning”.</p> <p>EV29. Algerian country evaluation: “The impact of the five twinning arrangements under P3AI is either very satisfactory or satisfactory. These twinning arrangements have certainly had a positive effect on the success of the partnership between Algeria and the European Union and on strengthening the implementation of the AA. Although Algeria is not a candidate for EU membership, the process of Euro-Algerian rapprochement is similar to that pursued in the framework of European integration. The main aim is to harmonize as far as possible the standards of the two parties in the legislative, regulatory, commercial, economic, social, security, governance, etc. fields, in order to gradually facilitate trade and the free movement of goods, services and persons, while preserving the specific interests and characteristics of each of the partners. Twinning projects continued to take place in excellent conditions under P3AII. Their success has led to a strong increase in demand from a large number of institutions”.</p> <p>EV30. Tunisian country evaluation: “Twinning is considered to be one of the most important instruments. They are perceived as very appropriate because they respond to real and emerging needs, they are also a powerful tool, which makes it possible to easily transmit European experience in various fields, for all kinds of projects, large and small. Twinning also allows for approximation with European legislation, which is considered important in the current Tunisian context”.</p> <p>EV31. Interview EUD Morocco: “Unlike the Eastern Neighbourhood, where the EU integration process is rooted in the desire to break away from the old system, there is more historical continuity in the Southern Neighbourhood. While Twinning often allows to maintain ancient links with some EU countries, going back to the colonial period, the aspiration to adopt European norms and standards is less marked than in the East. They will do it when it contributes to their socio-economic development”.</p>
<p>F5. Twinning has been largely successful in achieving mandatory results, and has also often induced deeper changes in the governance of recipient administrations</p>	<p>EV32. <i>Georgian country evaluation:</i> “The Twinning’s impact on the quality and culture of governance in Georgia has been observed well enough during the field phase of the evaluation mission”.</p> <p>EV33. <i>Evaluation Twinning vs. TA:</i> “The strong point of twinning most often selected by beneficiaries was that twinning provides appropriate knowledge, followed by twinning being able to contribute to change in organisational culture”.</p> <p>EV34. <i>ROM report, GE10/ENP-PCA/EY/11 Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC):</i> ““By the end of project, GNERC should be able to introduce and implement the new tariff regulation and ensure better governance of the sector following capacity building and knowledge transfer. Harmonization with EU standards is very conducive for enhancing the investment climate and therefore the country's energy sector”</p>

	<p>EV35. <i>SR 11 IB EY 01 Capacity Building for the Energy Agency of the Republic of Serbia:</i> The TP achieved what it set out to achieve, and it can be safely assumed that it should result in real impacts on reform goals and improved governance of the energy sector in Serbia.</p> <p>EV36. <i>JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan:</i> “After the project, the staff had a better understanding of their duties and scope of work becoming more realistic about what the ACC can achieve. Thanks to standard operational procedures, the work of technical people became more organised and systematic and the efficiency of activities were enhanced. The TP also helped the management clarify priorities and actions for developing and strengthening the ACC”</p> <p>EV37. <i>MA 15 ENI FI 01 17 (MA/49) Renforcement des capacités dans le cadre de la mise en œuvre de la Loi Organique relative à la Loi de Finances :</i> “Our project is facilitating the implementation of the new organic law. Without it, it would be hard to set new standards and change mentalities across the administration. We are doing this by extensive training which has reached about 1,500 civil servants”.</p> <p>EV38. <i>JO/14/ENP/JH/26 Reduce Discrepancies between the Physical Reality and the Graphical Cadastral Information in Jordan for the Department of Lands and Survey:</i> “The project improved our technical capabilities but it also changed our approach to work, starting with the most trivial things like organising team meetings to discuss and solve problems”</p> <p>EV39. <i>MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l’Homme (CNDH) du Royaume du Maroc :</i> “the tools and methodologies introduced with the help of the project appear to have enhanced the ability of CNDH to fulfil its mission, contributing to a better governance of the sector”</p> <p>EV40. <i>MD/13/ENP/OT/15, Organization, Streamlining and Computerization Process in Mapping in the Republic of Moldova:</i> According to the TRM, “Definitely, this Twinning is spoken also in terms of the behavioural change that it has engendered. Changes in organisational practices and culture, improvements in managerial styles, better communication and coordination between and within BC authorities, all of these are put forward as valuable by-products of the process of MS civil servants working closely alongside BC (Beneficiary Country) counterparts. These “unseen” benefits are multifarious and range from simple instances to more macro-level benefits such as a realisation that better inter-ministerial and inter-agency coordination is a vital necessity for progressing on implementation of the acquis and EU best practice, especially in this area”.</p> <p>EV41. <i>Online survey results:</i> Over 85% of respondents in the PC administrations either agreed or strongly agreed that the project purpose and mandatory results were still relevant when the project started while over 80 % of the respondents in the MS administrations either agreed or strongly agreed that all the mandatory results were achieved.</p>												
<p>F6. The 2017 Twinning Manual addresses many variations in implementation approaches which existed between IPA/ENI region and/or management modes</p>	<p>EV42. Comparison of TM 2012 – TM 2017 IPA-ENI harmonisation</p> <table border="1" data-bbox="667 1046 1910 1422"> <thead> <tr> <th data-bbox="667 1046 891 1082">Aspect of set-up</th> <th data-bbox="891 1046 1402 1082">TM 2012</th> <th data-bbox="1402 1046 1910 1082">TM 2017</th> </tr> </thead> <tbody> <tr> <td data-bbox="667 1082 891 1235">TPF preparation</td> <td data-bbox="891 1082 1402 1235">IPA - Advice from Steering Committee on draft contract but not on TPF. ENI - no steering committee but "recommendations" to improve the draft fiche.</td> <td data-bbox="1402 1082 1910 1235">Interservice group gives formal advice on the TPF in every case.</td> </tr> <tr> <td data-bbox="667 1235 891 1299">TPF circulation</td> <td data-bbox="891 1235 1402 1299">By different actors, depending on the region and management method.</td> <td data-bbox="1402 1235 1910 1299">By the contracting authority in every case.</td> </tr> <tr> <td data-bbox="667 1299 891 1422">TC preparation</td> <td data-bbox="891 1299 1402 1422">Prepared jointly by MS and PC within 6 weeks under IPA, 8 weeks under ENI (preliminary draft to be submitted to the EUD, contracting authority, etc). A detailed</td> <td data-bbox="1402 1299 1910 1422">Prepared directly by Contracting Authority as soon as possible after selection. Signed no later than 3 months after notification of selection with Annexes A1 and A3 (budget)</td> </tr> </tbody> </table>	Aspect of set-up	TM 2012	TM 2017	TPF preparation	IPA - Advice from Steering Committee on draft contract but not on TPF. ENI - no steering committee but "recommendations" to improve the draft fiche.	Interservice group gives formal advice on the TPF in every case.	TPF circulation	By different actors, depending on the region and management method.	By the contracting authority in every case.	TC preparation	Prepared jointly by MS and PC within 6 weeks under IPA, 8 weeks under ENI (preliminary draft to be submitted to the EUD, contracting authority, etc). A detailed	Prepared directly by Contracting Authority as soon as possible after selection. Signed no later than 3 months after notification of selection with Annexes A1 and A3 (budget)
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		work plan & budget was drawn out for ENI countries, but only a short work plan was required in IPA countries. Ideally, signature took place 5 months after notification of selection.	drawn up on the basis of the TPF and the selected proposal. and indication of unit costs and applicable flat-rate financing
	Work plan	IPA - for the first 6 months of activity adopted by side letter issued before signing the contract, then quarterly updates. ENI - full duration of the project covered in Annexes A1 and A3; updated by side letters throughout the project with possible refusal by the EUD and/or contracting authority	Initial plan for 6 months of activities, issued 4 to 6 weeks after the arrival of the RTA (must include a visibility plan). Updates prepared by the RTA, reviewed by the steering committee and signed by the two PLs.

I-1.1.2	Extent to which the Twinning Manual (TM) provides well-elaborated instructions to partner countries and EU member states regarding the principles of Twinning, and the preparation and implementation of Twinning projects, in a way which simplifies administration and encourages participation as far as possible.								
Description	The TM aims to interpret the regulatory framework for Twinning in a user-friendly format for EUDs, partner countries and member states, and set the parameters for the design of Twinning projects (in the form of Twinning Fiches and contracts) by partner countries / EUDs, the preparation of offers by EU MSs in response to calls for proposals, and the development and implementation of the Twinning work plan by EU MSs and partner countries. The TM has been through several iterations during the evaluation period from the 2009 version, with new editions in 2012, updated for 2013-2014, new templates in 2016 and a much-revised edition following extensive consultation in 2017. Has the TM proved helpful to the parties throughout this period? Have the updates and revisions improved the TM as a guidance tool? In particular, are roles, profiles and responsibilities well defined and well demarcated? Are rules and procedures clear and fit for purpose? What further changes would be helpful?								
Findings	Evidence								
F7. The 2017 Twinning Manual introduces major changes to speed up Twinning preparation, reduce red tape, simplify templates, increase flexibility in implementation, strengthen the role of the partner country, and put more emphasis on results and their sustainability and the design of the intervention logic.	<p>EV43. <i>Interview, EC Twinning Team</i>: “The most substantial revision since 2000 was triggered by evaluations, requests from Member States, the provisions of the Financial Regulation and a strong commitment to simplification. The whole point of the revision of the Manual was to address shortcomings identified in past evaluations, for example the meta-evaluation of IPA in 2013, such as the excessive time gap between the identification of needs and the start of activities, which could amount to 2 or even 3 years, or the lack of flexibility in implementation ... there was no possibility to deviate from the agreed plan”.</p> <p>EV44. <i>Online survey, Questionnaire for EUDs</i>: “The new fiche template is more user friendly and concrete”</p> <p>EV45. Comparison of TM 2012 – TM 2017 Major innovations</p> <table border="1"> <thead> <tr> <th>Aspect of set-up</th> <th>TM 2012</th> <th>TM 2017</th> </tr> </thead> <tbody> <tr> <td>TPF content</td> <td>Very analytical with a detailed list of activities and laborious to prepare.</td> <td>Results-oriented and placed in the context of overall sector reform with less details of activities but including benchmarks and indicators and names</td> </tr> </tbody> </table>			Aspect of set-up	TM 2012	TM 2017	TPF content	Very analytical with a detailed list of activities and laborious to prepare.	Results-oriented and placed in the context of overall sector reform with less details of activities but including benchmarks and indicators and names
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		and functions of the project leader and RTA counterpart of the partner country
Role of PC	The role of the PC and its (desired) contributions are mentioned, but in general terms.	PC Project Leader and PC RTA counterpart identified in the TPF. Identification of project component lead counterparts prior to the signature of contract and provision of a PC assistant to the RTA until the recruitment of the assistant. Clear indication of expected contributions to the different phases of the project
Start of Twinning activities	After the RTA's arrival, minimum 9 to 12 months after circulation of the TPF.	As soon as the initial work plan is ready, i.e. approximately 6 weeks after the RTA's arrival with the aim of starting activities within 5 to 6 months after TPF circulation and the possibility to organise the kick-off meeting even before

Preparation phase

New Twinning Manual, 1st July 2017			Twinning Manual 2012, revision 2013-14	
Activity	Actors	Timeline	Actors	Timeline
Update of needs analysis	Beneficiary, EUD, PAO (i.e. IPA unit in Line ministries)	Programming phase (PP)	Beneficiary, EUD, PAO (i.e. IPA unit in Line ministries)	Preparation phase (PP)
Drafting of the fiche	Beneficiary, EUD, PAO, private experts	PP - Depends on nature and complexity	Beneficiary, EUD, PAO, private experts	PP - Depends on nature and complexity
Final fiche sent to EC HQs for assessment	From EUD to DG NEAR Unit C3, Line DGs, CoTE	Only when sufficient quality	From EUD to DG NEAR Unit C3, Line DGs, CoTE for ENI	After ex-ante approval by CFCD/ EUD
Opinion on the fiche	DG NEAR Unit C3 to EUD	2 weeks	n/a for IPA, DG NEAR Unit C3 to EUD for ENI	n/a for IPA, 2 weeks for ENI

	Publication of the fiche	EUD - EuropeAid website	Asap after possible revisions	Standard TW -DG NEAR Unit C3 for IPA TWL published by EUD for IPA EUD for ENI	Asap after possible revisions following comments by DG NEAR
	Circulation of the fiche	Contracting Authority to MS NCPs	Same day after Publication	Standard TW -DG NEAR Unit C3, TWL circulated by EUD for IPA Contracting Authority to MS NCPs for ENI	
	Proposals	Member States	TW 8 weeks TWL 6 weeks	Member States	TW 8 weeks TWL 6 weeks
	Evaluation of written proposals All participants sign Declaration of impartiality (Annex C18)	BC by consensus of EUD	2 weeks	BC representatives (3-4 persons, members of the selection panel); EUD/ CFCD observers Declaration signed (PRAG template used)	before the selection meeting
	Selection meeting 45 min for presentation of MS proposal; 30 min for Q&A	Organised at CA	2 weeks	Organised at EUD, Chaired by HoC; 30 min for presentation of MS proposal; 30 min for Q&A	2 weeks after the deadline for submission of proposals
	Selection report	BC by consensus	Immediately after the selection meeting	BC representatives (3-4 persons, members of the selection panel); EUD/ CFCD observers;	Decision taken Immediately after the selection meeting; Selection report submitted to EUD in 2 weeks
	Notification of result	Contracting Authority	2 weeks	Contracting Authority	3 weeks after the selection meeting
	Preparation of the contract file, filling the templates listed in 3.1.1. No preparatory period= no preparatory costs	Contracting Authority	In max 12 weeks	BC Partners (commented by CFCD, EUD)	In max 4 months after the notification of the results the final draft should be sent to STC, otherwise the preparatory costs are not eligible

before the signature of the contract				
Secondment of the RTA – Starting the implementation of the project	CA and MS	Max 12 weeks – after the notification of result	MS, CA	Max 1 month after the notification letter for the signature of the contract
Drafting of initial work plan	RTA/MS PLs/CLs/staff	4/6 weeks		RTA and MS PL negotiation of the contract : 4 months IPA and 5 months ENI
First steering Committee	RTA/MSPLs	2 weeks		4 months after the notification of the Contract signature
Start of activities	RTA	4 weeks	RTA	Coincides with the arrival of the RTA

Financial management

New Twinning Manual, 1st July 2017	Twining Manual 2012, revision 2013-14
One flat daily allowance set at 350€ for all expert categories Recently retired experts (less than three years) before the call for proposal could be engaged in line with the specific requirements	Different expert fees 250/350/450 €for the STEs from MB; Civil servants receive max 250€ Recently retired experts (less than two years) before the call for proposal could be engaged in line with specific requirements Art.5.4.5
Twining Project Support Costs and setting the flat rate at 136%	Twining Management costs 150%
Daily subsistence allowance for RTA = 75% of the per-diem for the BC	Daily subsistence allowance for RTA = 50% of the per-diem for the BC
Communication costs 3 % of the Twining Budget	Max 5000 € for project to 1.000.000€ Max 10000 EUR for project above 1.000.000 €
Three Budget Headings <ul style="list-style-type: none"> • RTA and RTA related costs • Horizontal Cost items • Mandatory results 	Not precise instructions exist
Two budget-lines	n/a

	<ul style="list-style-type: none"> Budget line Indirect costs fixed at 6% of Σ headings 1-3 (DC) Budget line Reserves (sustainability) fixed at 2,5% of Σ headings 1-3 (DC) 	Contingency 2.5 %
	Training RTA counterpart and BC PL: Can participate in HQ training. Potential un-clarity under	BC PI OR RTA counterpart could attend RTA training in Brussels, together with the RTA
	Number of RTA assignments (from months to maximum duration of projects etc.) (4.1.6.7) max two consecutive assignments	Max four assignments art. 2.2.2(at least 12 months, max 36 months in one BC)
	Replacement of RTA assistants (from redo to use ranking) (4.1.6.10)	
	EU MS component leaders designation (from "if relevant" to "obliged")	Not obligatory under the old Twinning manual; EUD always advises the Ms Partner to identify MS./BC Component Leaders in the drafting stage of the Contract
	Curricula to be inserted in the proposal: PL, RTA and CL (2.2) not any more STEs CVs)	PL, RTA, STEs, CL
	BA staff available to support the RTA until the RTA assistant can be selected	Similar approach, but not obligatory in line with the TM
	<p>Initial work plan (6 months rolling plan for activities):</p> <ul style="list-style-type: none"> prepared in 4-6 weeks following signature of the contract and arrival of the RTA including Communication and Visibility plan. Work plan to define how much time will be devoted to each activity of the project including STE CVs updates prepared by RTA and RTA counterpart, agreed and signed by two PLs discussed by SCs accepted by all contracting parties (max 14 days after SC) to accelerate the preparation EU MS PL's and/or Component Leaders and/or one support staff 	<p><u>For IPA:</u></p> <p>OSL 1 prepared together with the Draft Twinning contract, but not subject of approval by the STC;</p> <ul style="list-style-type: none"> OSL 1 signed together with the twinning contract by the two PLs. Subsequent OSL prepared every three months, approved by the STC (covering each time period of 6 months (OSL1 (1-6m; OSL2 4-9 m;OSL3 14m) <p><u>For ENI:</u> full contract and work plan prepared before the signature of the contract.</p>
	Reports – from detailed report every 3 months to possibility to only submit the extensive narrative report part every 6 months* and report to possibly include elements of wider reform context. (5.5.2.2)	IQR submitted every three months/approved and discussed at the STC meetings

	<p>* In such case the rolling work plan update will still be discussed and so will the financial report and budget update every 3 months.</p>	
	Bi-annual narrative report (extensive narrative report)	n/a
	Costs for the private sector input, max 5000 €per component	10000 € per activity
	Supply of equipment (exceptionally and dully justified) max 5000 € per project	5000 € per project
	<p>Changes to the Twinning Contract:</p> <ul style="list-style-type: none"> • Addendum for significant changes and reallocation beyond 25% of the budget headings; • Rolling work plan • SL 	<p>Changes to the Twinning Contract:</p> <ul style="list-style-type: none"> • Addendum for significant changes and reallocations beyond 25% of the total budget; • OSL • SL
F8. Twinning stakeholders are not yet clear about the implications as the new rules have not yet been tested.	<p>EV46. <i>Video conference, NCP:</i> “The new Manual is in the right direction for financial and administrative reporting. The 2012 Twinning Manual had over 300 pages. The practice in [our country] is that ministries and other institutions don’t have to deal with the administration, so they can focus on the content”.</p> <p>EV47. <i>Video conference, NCP:</i> “The new Twinning Manual is a significant change. Is it a good direction? I’m not sure. We expected simplification, but we got fewer cost categories”.</p> <p>EV48. <i>Video conference, PAO:</i> “Our administrations are not prepared to sign up to Twinning Fiches without detailed description of activities”.</p> <p>EV49. <i>Interview, CFCE:</i> “Training on the new Manual would be beneficial for all Twinning stakeholders. Having less detailed activities in the Twinning Project Fiche and more focus on results is a good thing but the problem is that EUDs are required to specify activities in their Action Documents, thus reducing the room of manoeuvre available to Twinning partners under the new TM in designing the fiche and agreeing on the activities”.</p> <p>EV50. <i>Interview, EC Twinning Team:</i> “The new Manual changes the way stakeholders were used to operate. It is necessary to accompany the introduction of the Manual with training and guidance the ensure everybody share the same understanding and can adapt to new rules. For example, MS are now required to propose activities to reach the mandatory results. This means more investment on the part of the MS administration without certainty that the bid will be successful. Some EUDs on the other hand are used to take an active role in designing projects, often relying on external consultants to develop both the programming documents and the TFPs to remedy the lack of capacities in beneficiary administrations”.</p> <p>EV51. <i>Online Survey:</i> Numerous respondents from questionnaires for PC, MS and EUDs stated that they have no experience with the 2017 Twinning Manual yet.</p>	
F9. The methodology for authorising the reimbursement on the basis of unit costs and flat-rates was confirmed by an EC Decision and is also referred in the	EV52. <i>Commission Decision C(2017) 1122:</i> Another innovation of the Twinning Manual is the “extension as much as possible of the use of simplified cost options to reduce the risk of errors in cost claims and lower the administrative transaction costs linked to project implementation. An extensive recourse to simplified costs options can be particularly beneficial with regard to the use of human resources in EU Delegations, as Twinning is implemented either in direct management, with EU Delegations acting as	

<p>proposed regulation for the new FR. Other aspects of Twinning management continue to be derived directly from the application of grant-related rules of the Financial Regulation.</p>	<p>contracting authorities, or in indirect management, with EU Delegations performing ex-ante or ex-post control. The lower volume and level of controls to be performed in case of simplified costs options would reduce the workload of staff concerned”.</p> <p>EV53. <i>Proposal FR, COM(2016) 605 final (127):</i> “ Experience gained in the use of lump sums, unit costs or flat-rate financing has shown that, such forms of financing significantly simplified administrative procedures and reduced the risk of error substantially. Lump sums, flat rates and unit costs are a suitable form of financing independently of the area of Union intervention and in particular for standardised and recurrent actions, e.g. mobility, institutional twinning, training activities, etc. In this context, the conditions for using lump sums, unit costs and flat rates should be made more flexible. It is necessary to provide explicitly for the establishment of single lump sums covering the entire eligible costs of the action or the work programme. In addition, in order to foster focus on results, priority should be given to output-based funding. Input based lump sums, unit costs and flat rates should remain an option where output based ones are not possible or appropriate.”</p> <p>EV54. <i>Interview, EC Twinning Team:</i> “The Twinning Manual is only a guidance tool. For EUDs, the only legally-binding document is the Financial Regulation, which only refers to grants in general and does not mention Twinning as a specific type of grant, which means for example that Twinning contracts with MS and PC are subject to the same general conditions used for other grant beneficiaries i.e. General Conditions applicable to European Union-financed grant contracts for external actions. A Commission decision however officialised the Manual’s financial compensation rules⁶⁷”.</p> <p>EV55. <i>Interview, CFCE:</i> “Despite the introduction of simplified costs option, the Member State administrations are still advised by the contracting authorities of partner countries to keep supporting documents. There is a need for interpretation of rules and arbitration as Member States are sometimes confronted with contradictory rules issued by different contracting authorities on the same issue”.</p> <p>EV56. <i>Online survey, CFCE:</i> “ In recent years, it is understood that Twinning mechanism tend to be implemented as Grant Contracts but MS are not Grant Beneficiaries and the nature of Twinning is not totally same with the Grants. For instance, Unit cost is not suitable for the nature of Twinning (MSs always complaining about travel requirements, 3 offers requested from 3 travel agencies for 2 year period!)”</p>
<p>F10. Both MS and PC still identify the complexity of rules and the level of controls as factors lowering project performance and potentially interest.</p>	<p>See evidence under finding F48 to F52</p>

⁶⁷ C(2017)1122/1 COMMISSION DECISION authorising the reimbursement on the basis of unit costs and flat-rates in the framework of Twinning projects implemented by Member States through peer-to-peer administrative cooperation and for financing of Technical Assistance and Information Exchange’s activities

JC1.2 - The programming process provides the right conditions for implementation by identifying and formulating well-conceived Twinning projects.

The success of Twinning in practice starts with programming, which involves the preliminary steps of project identification and formulation, and project design, which is the preparation of TPFs as a basis for the selection of Twinning partners in EU member states. The right choice of Twinning as the modality for the action and a well-designed TPF is a pre-condition (necessary, but not sufficient in itself) for good implementation and results achievement; however, Twinning can be overlooked for a variety of reasons, while it can also be promoted when there are better alternatives (see JC2.1). Even when it is the best fit, the design of the TPF can undermine its performance during implementation and assessment.

Irrespective of the quality of implementation (see JC1.3), a badly articulated TPF can lead to poor outcomes, especially if the mandatory results and/or timetables are over-ambitious or ill-defined. A well-formulated TPF should include *inter alia*:

- Clear, realistic and specific results (i.e. not formulated in generic terms) that the project aims to achieve;
- A strong intervention logic in the description of the results chain from mandatory outputs to impacts (i.e. how results are expected to contribute to real changes); and
- Evidence of a theory of change (i.e. that the results chain has been planned on the basis of sound analysis).

Shortcomings with the intervention logic and/or indicators of achievements are often highlighted in ROM reports. The variation in the quality of TPFs was also recognised in the interviews and video conferences (especially among MS NCPs, DG NEAR CoTEs and line DGs), in that some TPFs are well designed, but many are not. While reviewed TPFs provide usually comprehensive analyses of needs and challenges in the sector, there are many examples of poorly-identified result chains. Mandatory results are often expressed in broad and vague terms ('improve', 'strengthen', etc.), reflecting processes rather than outcomes, with similarly broad objectively verifiable indicators (TPFs) and benchmarks (TCs)⁶⁸ (see finding F16).

Under both the 2009 and 2012 TMs that applied to the TPs under this evaluation, the term "mandatory result" was not defined, only described as a "concrete operational result ... in connection with the EU acquis or other EU policies open for co-operation" and as the "achievement of the Twinning project". The mandatory result could be "an intermediate benchmark, which constitutes a specific criterion in relation to administrative capacity, as long as there is a jointly agreed target. This target must be measurable and precise". Furthermore, "these mandatory results should therefore be measurable based on relevant indicators with adequate target values to be achieved at the end of the project compared to the current baseline data". The TM set out specific criteria. The mandatory result "must be well defined, focused and achievable ... must make a specific and direct contribution to institution building ... must be concrete, clearly measurable for control purposes, *inter alia* through adequate indicators" and when achieved, the mandatory results must remain at the disposal of the PC administration "as a sustainable asset". The word "output" was only used once in the TM.

This set of parameters created some ambiguity, which resulted in varying interpretations of mandatory results, as revealed by the measurable indicators, which are largely formulated as outputs and occasionally as outcomes.

Given the limited resources and timescales of each TP, it is helpful that TM 2017 has provided clarification with the new formulation, "mandatory results/outputs", which are defined specifically in

⁶⁸ Even "law adopted" can be insufficient, especially where the law is not implemented (e.g. conditional on by-laws that are not subsequently developed) or enforced, or where the law is drafted too quickly, not subject to consultation, reflects vested interests (state capture) or is simply not the most appropriate instrument

the glossary as “direct products of the intervention (of activities of the Twinning in this case)”. The TM puts them in a familiar context: “Mandatory results/outputs represent a key element of the Twinning Fiche. EU funding will only be provided on the basis of these results being achieved. Following the conclusion of the project, the results must remain at the disposal of the beneficiary administration as a sustainable asset. To ensure sustainability, the results must be fully in line with and contribute to the reform efforts in the beneficiary country”, as well as being “fully in line with and contribute to the general public administration reform efforts in the beneficiary country”. Moreover “the achievement of the mandatory results/outputs cannot be put into question at any time” in changing the work plan”. The wider context for Twinning is not lost, however. TM 2017 also requires that the TP’s final report should account for the “influence on impacts” of the mandatory results/outputs (section 5.5.3). Hence, there should still be a theory of change that underpins each TP.

As revealed during the desk and field phases (see evidence under finding F11), some implementation issues experienced by projects appear to have originated in a lack of consultation on the beneficiary side at design stage. TPFs do not consistently include rigorous analyses of the administrative capacities of beneficiary institutions, including projects with significant capacity-building components.

At present, a TP is the result of a dialogue during programming that is officially conducted between the PC and the EU institutions (Delegation and Commission HQ). Some EU NCPs and EU MS administrations consider that EU MS are not sufficiently involved in the design of TPs and that the current set-up prevents PCs from benefiting from EU MSs’ expertise to rectify potential design flaws, which are difficult to address later on, or suggest more suitable approaches (see evidence under finding F12).

The EC, on the other hand, argues that EU MSs are consulted – via their embassies - on the main parameters of TPFs during the programming process and have therefore a chance to exert some influence on the design of projects. Moreover, the new emphasis on results introduced by the 2017 TM means that TPFs are only specifying results, giving more scope to the EU MS to define the approach and the activities as part of the selection and contracting processes, and elaborate them into a work plan with the PC in the first three months of the project (see evidence EV63 and EV64).

However, it appears that at least some PCs are concerned that, as they can no longer prescribe activities in the TPF for each mandatory result, they are losing control over the project in its earliest stages (see evidence EV73 and EV74). This raises questions regarding the understanding of result-based projects based on mutual trust and long-term partnership and cooperation.

The clearer guidance from the TM 2017 and the revised templates⁶⁹ making reference to DGNEAR working documents on setting measurable targets and indicators. In recent years, the EC has also increased its oversight of the Twinning design process, notably by setting up Centres of Thematic Expertise (CoTEs)⁷⁰, which check whether TPFs comply with strategic EU orientations in given sectors. All these changes should contribute to better designed project fiches and hence, better projects.

⁶⁹ Twinning Manual Annexes C1 and C1a

⁷⁰ The involvement of line DGs remains weak, however, with limited comments on the TPF drafts provided at the final stage of the design process with little possibility to influence the projects’ main parameters (see evidence under finding F13).

I-1.2.1	Extent to which dialogue and coordination has taken place among Twinning stakeholders in the EU and partner countries in the programming phase to enhance the relevance, design and impact of projects in line with partnerships agreements established with PCs
Description	The indicator is about the level of consultations among responsible Twinning actors in the EU and partner countries before and during the programming process to lay the ground for effective and sustainable Twinning partnerships. For example, are contacts between the EC and NCPs in member states sufficient when programming priorities and modalities are agreed at country level, particularly when Twinning is proposed as a delivery mechanism? Are NCP member states consulted when partner countries identify the objectives and scope of projects? Have they an opportunity to express their views about the appropriateness and feasibility of proposed actions? Are partner countries aware of the policy options available from EU member states that are most suited to their needs? Is there a way that projects that centre around the <i>acquis</i> can make better use of collective EU member states' experience at TF preparation stage, without prejudicing the competition at call for proposals stage? Does this dialogue ensure that projects are well prioritised in relation to the EU-partner countries relationship and the partner countries' own reform goals and context? Are all relevant actors sufficiently involved and well equipped to take part in such dialogue and coordination?
Findings	Evidence
F11. While it is often difficult to reconstruct the consultation process ex post, it appears that the level of consultation at the design stage was not always sufficiently wide-ranging, leading in some instances to negative consequences for project implementation.	<p>EV57. <i>AZ/14/ENP/TP/34, Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> Though relevant stakeholders are indicated in the TPF, there is no evidence of whether (and/or how) they were consulted/omitted during the programming process. The same applies to project development after selection of the MS.</p> <p>EV58. <i>MD 12 ENI AG 01 16 (MD/25), Support to the National Food Safety Agency of the Republic of Moldova:</i> "While the major stakeholders are indicated in the TPF, there is no evidence of whether (and/or how) they were consulted/omitted during the programming process. Given the problems that arose during implementation with regard to coordination of the twinning partners and the relevant ministry, it is hypothesised that consultation at the programming stage might have been limited. Such consultation would have been very important in this case, since the field of food and feed safety was/is crowded with donor initiatives – issues of complementarity, added value and absorption capacity should therefore have been fully analysed at the programming stage."</p> <p>EV59. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority:</i> The TFR notes that the Ministry of Finance "did not play any role in the design or implementation of the project", despite the beneficiary administration being "totally dependent" on its decision-making, which was clearly to the detriment of some outcomes (examples cited were the Ministry's legal expertise, and faster recruitment of ERETA staff). The TFR further notes that the "project design should be shared more intensively with the BC administration before the start of the tender procedure". This last point is made in the context of the assumptions in the TF which were not realised partly "because of a lack of knowledge of the BC administration of the importance of these assumptions for the success of the project". The TFR further states: "We also recommend that in the project design there should be a cut-off moment to ascertain if the assumptions will be realised or not, and the possibility that if they do not hold a decision may be taken to stop the project".</p> <p>EV60. <i>IS/12/ENPAP/EN/07, Support to the Israeli Ministry of Environmental Protection in the establishment and implementation of a system of Integrated Pollution Prevention and Control and a Pollutant Release and Transfer Register:</i> The EUD commissioned consultants (a consortium led by B&S Europe) to prepare the TPF. According to their final report, they consulted with the MoEP, the PAO, EUD, Ministry of Economy, Ministry of Infrastructure, the Manufacturers Association of Israel, and an NGO, the Israel Union for Environmental Defence. The report and TPF annex notes that there are other stakeholders that will be relevant to the</p>

	<p>TP implementation, namely Ministry of Industry, Trade and Labour, Ministry of Finance, Ministry of Energy and Water, Ministry of Interior, Ministry of Justice, Central Bureau of Statistics, Knesset, local authorities, Standards Institute of Israel, other environmental NGOs and academic institutions.</p> <p>EV61. <i>UA10/ENP-PCA/OT/23, Support to civil service development in Ukraine:</i> The TPF notes that the main stakeholders will include "major public authorities involved in the public administration and civil service reform as the President's Administration, the Minister of the Cabinet of Ministers, the Secretariat of the Cabinet of Ministers, the Parliament, the Ministry of Justice, Economy, Finance, Labour and Social Policy, Education, the National Academy of Public Administration and other institutions to be identified at a later stage». It is not clear from the TPF to what extent they were involved in the programming process.</p> <p>EV62. <i>Online survey, Questionnaire for the MS:</i> Although over 60 % of respondents either agreed or strongly agreed that there was sufficient involvement of partner country's stakeholders at design stage to ensure the quality of the project, some commented that "the lack of involvement and sufficient awareness among stakeholders were a great weakness within this Project - from the beginning to the end".</p>
<p>F12. Many MSs consider the involvement of their administrations at the design stage to be insufficient. The new TM gives more scope to the EU MS to define the approach and the activities as part of the selection and contracting processes. However, some PCs are concerned that they are losing control over the project as they can no longer prescribe activities in the TPF for each mandatory result.</p>	<p>EV63. <i>Interview, EC Twinning Team:</i> "The Commission is responsible for managing the cooperation between the EU and the partner country established by the Partnership or Association Agreement. Since Twinning projects are designed within EU-partner country cooperation and concern the EU acquis, it makes sense for the Commission to be in charge of programming in cooperation with the partner country only".</p> <p>EV64. <i>Interview, EC Twinning Team:</i> "In the past, the specification of activities in the TPF gave limited opportunity for EU MSs to bring their own ideas into proposals. It was difficult for MSs to deviate from the prescribed activities and hence they had little freedom to propose an original approach. This made it more difficult for the selection panel to decide on the merits of each proposal, since they were all very similar, meaning that any 'competition' between MSs was highly constrained. With the new Manual, Member States are already given more responsibilities in project design. TPFs are focused on results and are less detailed, while MS proposals should now be focused on the methodology, the proposed administrative model, the potential added value and provide examples of activities"</p> <p>EV65. <i>Video conference, NCP:</i> "We don't have any input into planning. For example, we received a call for proposals for the national assembly. The fiche was written by someone who doesn't understand how parliament functions".</p> <p>EV66. <i>Video conference:</i> "We don't care so much about the quality of the fiche. It is important to take note of the concerns of the beneficiary country. There is a risk if the Member State is involved in the project design that it might bias the outcome, it would not be in line with real administrative capacities".</p> <p>EV67. <i>Video conference, NCP:</i> "It would be good to have meetings with Member States to point out the needs of the beneficiary country on, say, anti-corruption. Or if Jordan is interested to have a Twinning on revenue collection, they could organise a meeting with the Commercial Counsellor of the Embassy. The idea of a call for interest is definitely worth looking into".</p> <p>EV68. <i>Video conference, NCP:</i> "It is very important to have discussions with Member States, deeper dialogue with the Delegation in the beneficiary country, with embassies on the ground, but also invite participation of beneficiary institutions. There are meetings and dialogues with the diplomatic representations and the Delegations. Maybe they discuss the main priorities [for programming twinning], but it could go deeper".</p> <p>EV69. <i>Video conference, NCP:</i> "There would be no contracts for new twinning projects if we didn't have the competitive element".</p> <p>EV70. <i>Video conference, NCP:</i> "It's good to have competition, but more inputs from the Member State would be good. There is a lack of capacity in partner administrations, they need someone to help them express their needs. For example, a customs project was designed by [neighbourhood country], but what they asked for, they don't need".</p> <p>EV71. <i>Video conference, NCP:</i> "It is a good idea to involve expertise from people who know how to implement Twinning projects. Does this subject fit to Twinning? Good to involve expertise as early as possible".</p>

	<p>EV72. <i>Information from NCP:</i> “We often received requests that relate to EU acquis under shared competences. A recently circulated Twinning fiche for Turkey (<i>TR 15 IPA JH 05 18 Better Management of Terrorists and Dangerous Offenders in Prisons and Prevention of Radicalization</i>) pertains to the Common European Security Policy, where competences are shared between Member States and the EU, as is often the case with justice and home affairs matters. Early consultations of Member State administrations on such sensitive topics would increase interest and enhance the feasibility of projects”.</p> <p>EV73. <i>Video conference, PAO:</i> “Our administrations are not prepared to sign up to Twinning Fiches without detailed description of activities”.</p> <p>EV74. <i>Interview, PA0:</i> “We have no experience of designing or implementing projects under the new TM but our first reaction is that having TPFs with only results is not sufficient and will create problems”.</p> <p>EV75. <i>Online Survey, Questionnaire for MS administration:</i> “Although over 80 % of respondents agreed or strongly agreed that there was sufficient involvement of the design state to ensure the quality of the project, some comments stated that there was “no involvement of MS at design state”.</p>
F13. Line DGs are providing limited inputs at the later stages of the design process. Some DGs appeared altogether detached from Twinning.	<p>EV76. <i>Interview, DG ENV:</i>” We have had limited use Twinning contrary to TAIEX. More recently, we were consulted for projects in Ukraine and Georgia”</p> <p>EV77. <i>Interview, DG ENER:</i> “We give our comments on drafts, which are almost final. There is little room for us to change the project’s main parameters. It would be useful to get involved into the process at an earlier stage with more communication with the CoTE in DG NEAR”.</p> <p>EV78. <i>Interview, DG JUST:</i> “Our role regarding draft TPF consists mostly of checking whether the project makes sense and contributes to the reform process of the partner country. We usually only give a few comments and only rejected one project because it did not relate to the acquis”</p>

I-1.2.2	Extent to which Twinning Fiches (TFs) are well drafted (from a results-based approach point of view) with a high degree of partner countries’ ownership, strong intervention logic, and realistic mandatory results and implementation timetables.		
Description	<p>This indicator is about the quality of the TF to which EU member states must respond. Irrespective of the quality of implementation, a badly articulated TF can lead to weak results, especially if the mandatory results and/or timetables are over-ambitious (as noted in the ToR) or poorly defined. A well-designed TF should include inter alia:</p> <ul style="list-style-type: none"> • Clear and specific key results (i.e. not formulated in generic terms) that the project aims to achieve. • A description of the results chain from mandatory outputs to impacts i.e. how results are expected to contribute to real changes • Evidence of a theory of change, i.e. that the results chain has been planned on the basis of sound analyses • Evidence that sufficient attention has been paid to absorption capacities and the level of resources to be invested by partner countries in the process 		
Findings	Evidence		
F14. While TPFs provide usually comprehensive analyses of needs and	EV79. EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority:		
	Overall objective	Purpose	Mandatory results

<p>challenges in the sector, there are many examples of weakly identified result chains and mandatory results expressed in broad and vague terms, reflecting processes rather than outputs, with similarly broad objectively verifiable indicators (TPFs) and benchmarks (TCs). This is also confirmed by ROM reports which frequently highlight shortcomings with the intervention logic and/or indicators of achievements.</p>	<p>To support the Egyptian Real-Estate Taxes Authority ERETA in undertaking the relevant measures to develop its core functions and reinforce an effective real estate tax system, in line with the EU and international best practices, and taking into consideration the socioeconomic context and national priorities. In particular, the project will focus on the following: Reinforcing the effectiveness and efficiency of the Real Estate Tax administration, with focus on creating leverages within the Property Tax Value Chain/System. Supporting the enforcement of the national legal and regulatory framework of the Real Estate Tax system, in line with the EU and international best practices, and in accordance with the pertinent national priorities, context, and capacity. Supporting ERETA in developing sustainable capacities to contribute to continuous improvement and modernisation of the Property Tax Administration in Egypt. Improving the quality of, and access to, Taxpayers Services, to raise public awareness and develop advocacy for the Property Tax reform efforts in general.</p>	<p>To improve the real estate tax system in Egypt within the context of the national reform priorities and in line with the EU and international best practices.</p>	<ol style="list-style-type: none"> 1. The capacity to improve the property tax administration has been developed and reinforced to ensure an effective implementation of ERETA's mandate. 2. The legal and regulatory framework to effectuate a developed real estate tax system has been proposed and reform has been initiated. 3. ERETA's Communication and Taxpayers Services' function has been reinforced, with focus on creating a sustainable mechanism for external communication. 4. ERETA's sustained capacity for modernising and maintaining an efficient tax administration has been upgraded (training capacity at ERETA has been enhanced and sustained).
<p>The mandatory results are a mix of specific outputs ('proposing a new legal and regulatory framework') and loosely-worded ambitions ('develop and reinforce capacity to improve property tax administration', 'reinforce the communication and taxpayers' services function', 'enhance and sustain training capacity', etc.). The TPF provides a very broad analysis of the challenges facing the Egyptian property tax administration, most notably that approximately 90% of the real estate market is unregistered, there is insufficient coordination and relevant information flows among the Official Cadastre, the Public Register, ERETA and other relevant stakeholders, and deficiencies in regulatory, institutional and operational frameworks leading to wasted resources, redundant data, lack of clarity on the legal ownership and identification of the real estate parcels. The TPF seeks to address some of these challenges (e.g. legal framework, taxpayer communication, introducing specific systems into ERETA), but does not appear to address the coordination challenge. The components of the TPF do not seem to form a coherent package, although the overall objective / outcome is so vague that it is almost certain it would be achieved. The TFR further notes that the TP is both too diffuse and too narrowly focused at the same time</p>			
<p>EV80. <i>BA 11 IB AG 01 TWL, Support to enhancing export potential of agricultural and food products to the EU:</i></p>			
<p>Overall objective</p>		<p>Purpose</p>	<p>Mandatory results</p>

To contribute to ensuring a high level of public and animal health protection, protection of consumer interests and removing trade barriers with the EU and countries in the region.	Increased capacity of institutions for the implementation of official controls on food and feed safety and quality, animal health and public health in line with EU standards and technical requirements and improved competitiveness of food business operators (FBO) for export of agricultural and food products to the EU.	1) Competent Authorities of BiH, Republic of Srpska, Federation BiH and Brcko district BiH including Inspectors and other control authorities capable to perform official controls in line with the EU acquis.2) Increased number of the Food Business Operators capable to meet the safety and quality requirements prescribed by the EU acquis which are qualified for the export of agricultural and food products in the EU.
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The mandatory results are too general. The theory of change underlying the project is solid (due to the inability to perform necessary controls related to food and feed safety, it is not possible to export to the EU market; therefore it is necessary to train the relevant institutions/staff and provide methodological documentation so that they can perform such controls and be allowed to export food and feed) but is not properly expressed in the intervention logic in the TPF's LFM. The overall objective, project purpose and results are all essentially at the same level (concerning improving controls over food and feed safety).

EV81. *TR 13 IB AG 02 R, Reinforcement of the Turkish Fisheries Management System:*

Overall objective	Purpose	Mandatory results
To reinforce the Turkish fisheries management system for the future implementation of the European Union (EU) Common Fisheries Policy (CFP)	1) To improve the legal and technical capacity for fisheries monitoring, control and surveillance (MCS). 2) To develop more deterrent management measures to be implemented against illegal unreported and unregulated (IUU) fishing. 3) To further improve the national fisheries (including inland fisheries and aquaculture) data collection system in Turkey in support of sustainable fisheries management.	1) The legal and technical capacity for fisheries MCS is improved. 2) Management measures to be implemented against IUU fishing are developed. 3) National fisheries (including inland fisheries and aquaculture) data systems are improved in terms of data quality, quantity and reliability. These mandatory results from the TPF were re-phrased in the TC as 1) Improved legal and technical capacity in terms of fisheries MCS, 2) More deterrent management measures are implemented against IUU fishing, and 3) Improved national fisheries data systems.

The mandatory results as expressed in the TC (they have been slightly re-worked in comparison with the TPF) are reasonable. The theory of change underlying the project is solid (in order to ensure fish as a sustainable resource, both the acquis and international conventions lay down certain standards; as a signatory to international conventions, Turkey is obliged to meet these standards – in addition, as a Candidate Country, it is expected to work towards them; expertise from a relevant MS public body can provide support to the PC beneficiary in meeting these standards) but not properly expressed in the intervention logic in the TPF's/TC's LFM: the overall objective, project purpose and (mandatory) results are essentially at the same level (with the result that their OVI's are very similar or identical). OVI's are not SMART. Activities are divided into 3 work packages which do not correspond with the 3 mandatory results – this is confusing, at least initially.

EV82. *UA10/ENP-PCA/OT/23, Support to civil service development in Ukraine:*

Overall objective	Purpose	Mandatory results
To contribute to the building of a democratic, professional, merit-based, ethical, politically neutral and sustainable civil service in Ukraine in accordance with the best European and world practices.	Increased capacity of the Main Department of the Civil Service of Ukraine (MDCS) to effectively and efficiently steer the process of public administration and civil service reform, as well as to introduce crucial public management tools such as human resources management, strategic approach to policy making, and public marketing in the civil service (awareness and attractiveness issues) according to European requirements and best international practices	1. Organisational and management capacity of MDCS improved 2. Quality of human resources management improved.

As with other TPs, the mandatory results are worded in general terms, based on 'improvement'. The analysis of problems and needs is strong, but the theory of change seems to rely too heavily on the capacities of the beneficiary institution (MDCS / NAUCS) to ensure public administration / civil service reform. In the context of the limited resources and timescale of a TP, it is rational to focus on what can be done to strengthen this specific agency at the centre of government, given its mandate. However, the TPF identifies systemic challenges that require action across the entire public administration. Capacity-building of the beneficiary institution (MDCS / NAUCS) is an important step, but it not clear that the institution will have sufficient leverage over the rest of the administration to address the needs set out in the TPF.

EV83. *UA10/ENP-PCA/TP/27, Support the Implementation of the Norms and Standards of the EU in the Spheres of Airports, Aerodromes and Air Traffic Management/ Air Navigation Services.*

Overall objective	Purpose	Mandatory results
Support the sustainable development of civil aviation in Ukraine, harmonise regulations and working practices to comply with international standards (ICAO), international best practices and prepare for the implementation of international standards and present and forthcoming EU regulations concerning airports, aerodromes and Air Traffic Management/Air Navigation Services (ATM/ANS).	Development of a regulatory framework compliant with the [anticipated] European Common Aviation Area (ECAA) agreement and institutional development including capacity building of the Civil Aviation Regulator, and other relevant institutions to enable aviation activities to be carried out in accordance with the International Civil Aviation Organisation (ICAO) Standards and Recommended Practices (SARPs) and applicable Union Acquis.	1. Improvement of the technical capability/competences of SAAU for aerodromes/airports 2. Improvement of SAAU for ATM/ATS technical capability/competences 3. Enhancement of the SAAU economical oversight for aerodromes/airports

The mandatory results - divided into three results / components - are coherent with each other and logical in their own terms, couched in the language of process (improvement / enhancement) rather than specific outcomes as with other TPs, but do not reflect the full scope of the purpose and objective. The ROM report finds that "While the intervention logic is clear in context, it needs simplification and reformulation of the mandatory results, to reflect the end-results, i.e. the adoption of the standards, and of the benchmarks, to clearly reflect the deliverables of the project. The

design shows a number of weaknesses and the intervention seemingly underestimated several risks (bureaucratic processes and need for induction period) and did not fully take into account the needs for legal and technical translations.

EV84. *MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise:*

Overall objective	Purpose	Mandatory results
Further alignment of legislation with the acquis in the area of excise, as well as strengthening the administrative and operational capacity of the Customs Administration of the Country in the process of fulfilling the EU standards in these areas.	Further approximation of the legislation in the area of excises and procedures to the acquis; strengthening the administrative and operational capacity of the Customs Administration in order to ensure enforcement of the excise legislation and to ensure efficient implementation of the excise legislation; to improve CARM's organisation, management and operational capacity; to facilitate trade; and to secure the international supply chain, supported by the appropriate control mechanisms and IT systems.	1. Harmonised legislation and procedures with the acquis and EU best practice, supported by appropriate control mechanisms and IT systems 2. Strengthened administrative and operational capacities to implement the excise legislation

There are just two mandatory results, corresponding to the two elements of the objective - legislative harmonisation and administrative capacity-building. The results are couched in purely 'process' terms, rather than outcomes, for example what harmonised legislation and strengthened administrative & operational capacities might mean for North Macedonia expected revenue levels and collection rates. The results chain from inadequate manual systems to new legislation + new electronic / automated system + developed staff to higher revenue levels and collection rates is not made explicitly in the TPF, which tends to focus instead on how best to ensure staff take on board new knowledge, skills and techniques.

EV85. *TU/11/ENP-AP/AG/38/TL, Appui pour la mise en place d'un Système d'Information Céréalière de prévision des récoltes et d'alerte précoce:*

Overall objective	Purpose	Mandatory results
"Strengthen the capacity of the CNTC and the Ministry of Agriculture and the Environment (MAE) for the establishment of an operational forecasting system production of cereals by remote sensing" Development of a methodology and establishment of an operational system for the early estimation of cereal areas by remote sensing "Result A: The methodology for estimating areas of cereals by remote sensing is selected	Development of a methodology and establishment of an operational system for the early estimation of cereal areas by remote sensing	Result A: The methodology for estimating areas of cereals by remote sensing is selected Result B: The methodology for early estimation of cereal areas by remote sensing is established Result C: The operational information system for forecasting productions of cereals is established

Result B: The methodology for early estimation of cereal areas by remote sensing is established
 Result C: The operational information system for forecasting productions of cereals is established"

The first two mandatory results identify outputs of activities (methodology selected, methodology established, etc.) rather than outcomes linked to the enhanced forecasting capabilities within the beneficiary institution. The last mandatory result (implementation of an operational information system to forecast cereal crops) is very broad and it is unclear how it could be achieved by the proposed study visit and limited TA envisaged. The overall objective (which should correspond to the project's impact) is formulated at the outcome level i.e. to set up a cereal information system of forecast and early warnings while it should have been to ensure better crop management.

- EV86. *Video conference, NCP*: "Where mandatory results are well-defined in terms of technical achievements, we tend to see more concrete results"
- EV87. *Online survey, MS administrations*: «Twinning results are overambitious and there is lack of time”.
- EV88. *Interview with CoTE Public Administration Reform*: “SIGMA’s assessment of Georgia showed that 44% of laws have to be amended after they are adopted. For Ukraine, it was 43%. Laws are often prepared quickly, with no impact assessment. The Twinning fiche says we need a new law. The pre-stage should be: Do we need a law? Is there another option? Sometimes the laws are drafted but they reflect business interests. Law-making should be evidence based, the authorities should publish an impact assessment and they should consult civil society in time to protect against state capture”.
- EV89. *MN 10 IB JH 04 TL Strengthening the fight against money laundering (TWL)*

Overall objective	Purpose	Mandatory results
To support Montenegro in the fight against money laundering in line with EU standards and best practices.	Strengthen the anti-money laundering legal and regulatory framework and its enforcement system.	<ol style="list-style-type: none"> 1. Legal and regulatory framework on anti-money laundering is in line with EU standards. 2. Management and organizational review of the APMMLTF prepared including the IT strategy, IT needs assessment and Technical Specifications for IT equipment. 3. Enhanced cooperation between the APMMLTF, the regulators/supervisory bodies (notably the Central Bank, the Security Exchange Commission and the Insurance Supervision Agency) and the obligated sector (notably the banking, stock market and insurance industry) to enhance the enforcement of anti-money laundering legislation. 4. The supervisory bodies ensure effective supervision of the obligated sector and issue reprimands and sanctions to those obligated bodies which fail to apply adequate standards.

5. Increased the awareness of the obligated sector to ensure adequate implementation of the anti-money laundering legal provisions.
 6. Enhanced cooperation between the APMLTF and the Police, Prosecutors and Judges to improve financial investigations, including the implementation of multi-agency MoU, and the possibility for the police officers/prosecutors to have access to the FIU database during financial investigations.

The ROM report notes: “The indicators on Overall Objective and Project Purpose level (and to a certain extent the project purpose itself) are not very relevant in light of the limited scope of the twinning project. A "significant increase in the number of suspicious transaction reports" and a "significant reduction of the document flow per year" is highly unlikely to be observable as a consequence of the twinning light in isolation. At the level of results, the log frame lacks some clarity. A number of outputs are presented as indicators (e.g. "Laws are adopted", "Training material is prepared"). As a consequence, indicators for several results are missing (e.g. "Enhanced cooperation...", "Increased awareness...")”.

EV90. *GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology:*

Overall objective	Purpose	Mandatory results
Improved Georgian electricity regulation that promotes long term investments and functions in line with European Union standards and best practices.	To update the incentive based electricity tariff regulation and make recommendations for its initial implementation.	There are no Results listed in the logframe matrix, but rather it refers to Components 1, 2 and 3, with their respective benchmarks, as listed below: Component 1 - Capacity building and project management; Component 2 - Updating of incentive based tariff methodology and benchmarking; Component 3 - Creation of technical, economic and organisational preconditions.

The ROM report notes: “The log frame (LF) remains the version contained in the Twinning Contract (Annex 1: Description of the Action). This presents the key intervention logic, and is a good document, but the Results relate to Component headings. For example, Result 1 is capacity building and project management. Certainly they could be better defined, and with the addition of appropriate Objectively Verifiable Indicators (OVI), which are termed Benchmarks in the LF. In general, the other OVIs are logical, given the capacity building emphasis of the actions, but could be further refined before they could be deemed to be fully SMART”

EV91. *AZ10/ENP-AP/FI/15, Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan:*

Overall objective	Purpose	Mandatory results
Support the Azerbaijani Administration in its development of a public financial control	1. Analysis of current legal bases and systems carried out; proposals for the revision and	1. Revised draft legal framework, Strategic Paper and Policy Paper

	<p>system in line with internationally recognised standards and European best practice</p> <p>completion of the relevant legal framework and financial control system submitted</p> <p>2. Strategic Paper and Policy paper assorted with an Action Plan drafted</p> <p>3. Promoting of the new system among all relevant stakeholders</p> <p>2. Dissemination to all relevant stakeholders through special meetings or seminars organised</p>
	<p>The ROM report found the project design to be good overall although it also noted that the project purpose is too vague and OVIs are missing.</p>
<p>F15. There is limited evidence that rigorous analyses of administrative capacities of beneficiary institutions have been carried out at design stage, including for projects with significant capacity-building components.</p>	<p>EV92. <i>UA10/ENP-PCA/EY/29, Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> Despite some information being included in the TPF on the PC beneficiary (e.g. history, structure), there is no evidence that PC administrative capacities were taken into consideration at the programming stage. With regard to implementation, the TFR does not indicate that PC administrative capacities were lacking. However, it should be noted that a set of activities was cancelled since the relevant competences lay with an institution other than the PC beneficiary (established during the implementation period); since a logical (and better) alternative would have to be implemented by the other institution, it is assumed that this was not possible due to issues of willingness or capacity on the part of the PC administration.</p> <p>EV93. <i>UA/14/ENP/EY/44b, Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform:</i> Though the PC beneficiary is described in the TPF, there is no analysis of its administrative capacities (in particular with relation to absorbing the assistance supplied by the TP, as well as that provided by a number of other EU/donor interventions); neither is information on other stakeholders supplied. While the TFR does note that the TP beneficiary was stretched during the implementation period, it is clear that it managed to fulfil its statutory responsibilities and be an active participant (e.g. joint development of TP outputs) in the TP/absorb the assistance.</p> <p>EV94. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority:</i> The purpose and objective of the TP include development of administrative capacity and hence it <u>was</u> explicitly considered at the programming of the TPF – <u>however</u>, the TFR indicates that staffing levels and expertise in the beneficiary administration had a detrimental effect on performance. Moreover, the TFR notes that: "During the project life time it appeared that ... the organisation did not have the capacity nor the interest to address all the areas and activities mentioned in the work plan, partly due to internal constraints partly due to rapid external developments. The project had to be redesigned fundamentally focusing on the immediate needs of the BC organisation (and thus the promising activities) and on parts of the primary business process and IT."</p> <p>EV95. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> "The TPF does not make reference to administrative capacities"</p>
<p>F16. The 2017 Twinning Manual should contribute to better designed project fiches and hence, better projects.</p>	<p>EV96. Twinning Manual Annexes C1 and C1a clarify the intervention logic and makes reference to DG NEAR working documents on setting measurable targets and indicators.</p>

JC1.3 - Twinning calls for proposals (CfPs) generate sufficient interest from EU member states

Twining has been experiencing a relative decline in recent years, as shown by TPF circulation data (see Table 12 and finding F19). Many Twinning stakeholders confirmed during interviews that there were fewer TPFs circulated and fewer proposals submitted by MS (see finding F22).

One factor that must be taken into account is Croatia, which has been a major beneficiary of Twinning. Following accession in 2013, it continued as a recipient of TPs under pre-accession allocations, but stopped participating as a PC (only as an MS) fully in 2017. To extract the ‘Croatia effect’ from the data, the number of TPFs circulated is shown in Table 12 above for the other eligible countries. While the neighbourhood countries has fluctuated around 35-40 CfPs each year, the enlargement countries (excluding Croatia) have seen the number of CfPs fall from 44 (2015) to 40 (2016) and 33 (2017).

TABLE 12 CIRCULATION OF TPFs 2014-2017

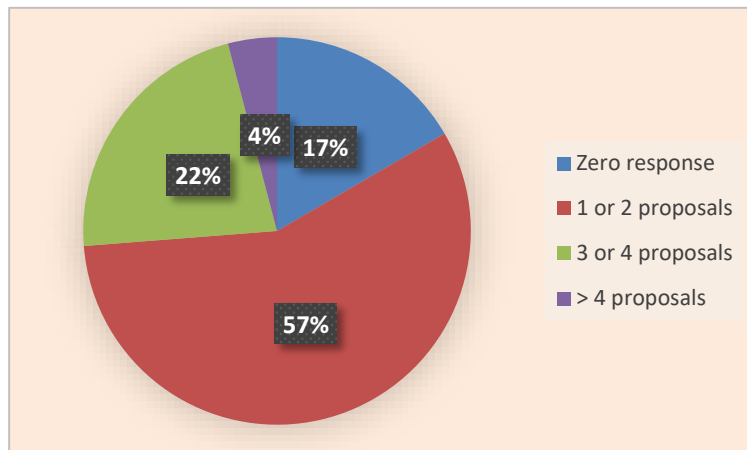
REGION	CIRCULATED FICHES 2014-2017					NOTIFIED RESULTS 2014-2017 (excluding projects not yet selected)					
	Year of circulation	PC involved	Total circulated	Outside Croatia	of which relaunched projects	Awarded	As % of circulated fiches	No interest (i.e. no proposal)	As % of circulated fiches	Call cancelled or no selected proposal	As % of circulated fiches
ENI 16 partner countries	2014	10	37	37	0	31	84%	3	8%	2	5%
	2015	9	38	38	1	36	95%	1	3%	1	3%
	2016	8	35	35	0	32	91%	1	3%	2	6%
	2017	8	40	40	1	31	78%	1	3%	5	13%
IPA 8 partner countries (including Croatia until 2016)	2014	8	49	37	3	36	73%	3	6%	0	0%
	2015	7	62	44	4	45	73%	8	13%	1	2%
	2016	8	74	40	14	49	66%	21	28%	2	3%
	2017	5	33	33	4	21	64%	9	27%	1	3%
TOTAL (ENI + IPA) 24 partner countries	2014	18	86	74	3	67	78%	6	7%	2	2%
	2015	16	100	82	5	81	81%	9	9%	2	2%
	2016	16	109	75	14	81	74%	22	20%	4	4%
	2017	13	73	73	5	52	71%	10	14%	6	8%

Excluding Croatia, the number of PCs launching CfPs has fallen from 18 (2014) to just 13 (2017) of the 24 eligible enlargement and neighbourhood countries. Given Twinning is potentially applicable as a delivery modality in most sectors covered by IPA II and ENI funding, it is surprising that not all PCs have at least one TP every year. As revealed by the field phase, without a dedicated and proactive NCPs that promote and support their administration, it is not an obvious choice for PC administration to engage into a Twinning (see evidence under finding F22).

Data reveals relatively decreased interest for TPs. Figures for the years 2014-2017 show that 17% of calls for proposals did not generate any response while 52% only generated one or two proposals⁷¹. As such, the failure of CfPs is becoming more common. As shown in, the last few years have seen an increase in the proportion of CfPs where no EU member state has submitted a proposal (especially in the enlargement countries) or where no contract has been awarded or the call was cancelled (especially in the neighbourhood countries). In 2016 and 2017, between one-fifth and one-quarter of CfPs resulted in either no bid submitted or no bid selected. Over these two years, there was a nil response by Member States to 30 out of 107 CfPs from enlargement countries. Over the same period, 7 out of 75 CfPs were not awarded or cancelled in neighbourhood countries. In some cases, EUDs/CFCEs are having to re-launch the CfP (once or twice) as the Table 12 shows.

⁷¹Data from pre-2014 is not available, but the circulated fiches will include TPs from the 2010-2013 allocation years.

FIGURE 2: EU MS RESPONSE TO CALLS FOR PROPOSALS (2014-2017)



Source: DG NEAR, GDSI analysis

The declining willingness or ability to respond to Twinning CfPs from the EU MS is not apparent from the online survey which does not signal any decrease in the interest of respondents (see Annex 5).

The interviews and comments from the online survey suggested potential factors as to the reasons for the increase in zero responses:

- NCPs have often found it hard to ‘sell’ Twinning to their public sector and mandated bodies (See finding F22. While there may be a strategic / geopolitical motive for Twinning at the centre of government (finding F17) and/or a personal motivation among prospective Twinning experts (living and working in another country, helping another administration, career development⁷², financial benefit, etc.), the costs of ‘losing’ key staff members for several years are borne by the individual institutions (unless the expertise is ‘contracted in’).
- Reduced staffing levels in the public sector as a result of austerity measures introduced in the wake of 2008-2010 economic and financial crisis have reduced the EU MS administrations’ ability to release staff to work as RTAs or even MTEs and STEs, and equally for PCs to mobilise resources (including officials as counterparts) for Twinning projects. Likewise, EUDs have also faced pressures to manage their workloads with fewer staff. Similar constraints have affected NCPs’ capacities in publicising opportunities and actively supporting their administration in applying for Twinning (see finding F25).
- Political instability and/or a diminished commitment to reforms from some PCs also explain why some MS administrations are more reluctant to get involved in Twinning (see finding F24). The period under evaluation has been marked by radical political changes and challenges, including the Arab Spring and conflicts in Libya and Syria which fuelled an unprecedented migration crisis and the Ukrainian revolution which triggered major geopolitical tensions with Russia. This has created a backdrop of social and economic turmoil (e.g. the 2014-2015 recession in Ukraine resulted in two-thirds currency devaluation) that fundamentally changed the context for public administration in affected countries. In some instances, security concerns in the PC also dissuaded MS administrations from sending their officials.
- The continued perception among MS administrations that the Twinning set-up is complex compared to TA (in which some MS institutions compete) and costly, relative to the resources and time afforded under Twinning⁷³, is also an explaining factor (see findings F48 and F49).

⁷² The fact that MS do not include international activities in staff performance assessments.

⁷³ In particular, the limited time available for responding to calls, the length of procedures and approval processes, the level of controls (external audits) and the financial risks associated with ineligible costs..

- The MS administrations have limited influence over the design of the TP⁷⁴, as the key parameters (mandatory results, etc.) have been determined before the call for applications is launched, which has caused some frustration (see JC1.2).
- EU MSs indicated that some innovations introduced by the TM 2017 may reduce interest further (see finding F26), such as: a less attractive financial remuneration and compensation from the point of view of older EU MSs, as flat rates for STEs are likely to act as a disincentive for EU MSs where the salaries of public officials are higher; the additional work required from EU MSs to submit a proposal with a more elaborated methodology (according to interviewed stakeholders) compared to the past although the time available for preparation remains the same (eight weeks for standard Twinning), during which they might wish or need to form a consortium with another MS, but will certainly have to identify an RTA that is available and willing to move to an enlargement or neighbourhood country, and to produce a fully costed proposal.
- According to some EU NCPs, the reduced number of circulated fiches (and ultimately implemented projects) may in the long term undermine the capacities and know-how of EU MS line ministries had acquired over time by the participation in Twinning (see evidence EV140)
- The video conferences with NCPs, EUDs and CFCEs, and interviews with Commission staff (DG NEAR CoTEs, Support Group to Ukraine) also indicated growing interest in other options that also offer the potential for MS-PC cooperation in institution-building and reform, which are larger in scale, broader in scope and longer in timescale (see finding F27).

Enlargement: Albania has developed two comprehensive, multi-year initiatives with MS partners to form teams of international and national experts in the fields of police reform ('PAMECA'⁷⁵) and justice ('EURALIUS'⁷⁶). Each is now in its 5th iteration. PAMECA has been allocated EUR 23 million in total by the EU.

Neighbourhood East: Ukraine has been employing large-scale programmes lasting four to five years to support the reform agenda, through delegation agreements with public institutions, including MS administrations, that have passed the pillar assessments⁷⁷, including the EUR 102 million 'U-LEAD with Europe' for decentralisation & regional policy⁷⁸ and the EUR 55 million 'EU4PFM' in the area of public finance management⁷⁹.

Neighbourhood South: Egypt is using direct grant awards to MS consortia through negotiated agreements in the fields of PAR, PFM and justice.

Looking at factors which motivate EU MS to apply for a TP, the following conclusions can be drawn:

- MS engagement appears mostly driven by political interest, and tends to reflect historic and cultural relations (e.g. France with the Maghreb countries and Austria with the Western

⁷⁴ Insufficient contacts between MS embassies, which are consulted during the programming process by the EC, and the Twinning NCP which relay the information to MS administrations, may explain this lack of influence at programming stage. However, there is currently no possibility for the MS to influence the design of project (i.e. the drafting of the TF) since this would be considered as a conflict of interest in the context of the call for proposals.

⁷⁵ The implementing partners for PAMECA V are Italy's Ministry of Interior as lead partner, plus France's Ministry of Interior and Austria's Federal Ministry of Interior. (See <http://pameca.org.al/>)

⁷⁶ EURALIUS IV, covering 2014-2017 involved 20 international and national experts, through a consortium of Germany's Deutsche Stiftung für Internationale Zusammenarbeit e.V. (IRZ), the Netherlands' Center for International Legal Cooperation (CILC) and Austria's Agency for Economic Cooperation and Development (aed), all mandated bodies. See <http://www.euralius.eu/index.php/en/>

⁷⁷ https://ec.europa.eu/europeaid/funding/about-funding-and-procedures/audit-and-control/pillar-assessments_en

⁷⁸ Delegation agreements with Germany's GIZ (component 1) and Sweden's SIDA (component 2), covering 2016-2020.

<https://donors.decentralization.gov.ua/en/project/u-lead>

⁷⁹ EU4PFM is a 5-year programme, co-financed by the EU (EUR 50 million) and Sweden's SIDA (EUR 5 million), and will be delivered primarily through a direct award to IMF's Fiscal Affairs Department (EUR 4 million) and delegation agreements (indirect management) with UNOPs (EUR 24 million), Lithuania's CPMA (EUR 9 million), World Bank (EUR 6 million) and SIDA (EUR 5 million, plus own contribution of EUR 5 million) https://ceas.europa.eu/delegations/ukraine/37372/eu-set-provide-eur-55-mn-support-public-finance-management-reform-ukraine-2018-20-eu4pfm_en

Balkans. See charts Annex 4, F34) and geographical proximity (e.g. Poland and Lithuania with Neighbourhood East, and Italy with the Western Balkans).

- MSs sometimes ‘specialise’ in certain fields in which they feel they have strengths, or because specific institutions within their public administrations are actively interested in Twinning while others are not.
- In some countries, the centre of government / NCP takes a strategic approach. These include Lithuania, which is increasingly looking to extend its Twinning coverage including Neighbourhood South, and Spain, where the NCP is encouraging administrations to apply for TPs in line with high-level decisions regarding strategic interests.
- More generally, active support from NCP before and during the CfP appears essential for a high-level participation of public administrations in Twinning.
- MSs also noted that the genesis of MS proposals is sometimes personal, rather than institutional, interest. Individual officials become aware of a Twinning opportunity and push for their administration to apply. This might arise because they worked as an RTA or STE on a previous TP, or have participated in a TAIEX mission, and developed a ‘taste’ for working with a PC administration.
- The desire for continuity also motivates certain countries to continue cooperation, based on successful previous TP experiences

The following points can be made regarding the selection of EU MSs by PCs:

- Like for the EU MS, administrative, cultural and/or linguistic proximity played a significant role in the selection of Twinning partner(s), as confirmed by TP data. Looking at award data, PCs appear to select countries, rather than proposals, with the choice of Twinning partners strongly reflecting historic links and/or cultural and geographical proximity (see evidence under finding F34). Interviewees suggested that the proposals were usually very similar. Prior to the introduction of TM 2017, the highly prescriptive TPF template left limited room for EU MSs to propose original solutions and differentiate from other applicants, given that both the mandatory results and the activities were pre-determined (see evidence under finding F28).
- The desire to test new models and/or learn from new countries may be a motivating factor in selecting Twinning partners (see evidence under finding F35).
- Often, partner country administrations do not have the necessary knowledge to make an informed decision regarding the selection of Twinning partners or the destination of study tours (see evidence under finding F36)
- The proposal’s originality and its relevance and suitability to PC’s needs will assume more importance in future selection processes, since the 2017 TM requires MSs to describe the approach and added value of their proposals in greater length, including examples of activities, giving more substance to PCs on which to base their choices.
- Based on the review of sampled TPs, the selected MSs seem to have been successful in identifying RTAs who appear generally well-qualified in relation to the TPF criteria. Although experts in Twinning are limited to public officials alone, there is anecdotal evidence from the reviewed documentation that MSs have recruited consultants.

A further finding is that there was an almost equal number of consortium-based and single-MS projects. For standard Twinning (but not Twinning Light), EU member states can form a consortium to bid, with a lead institution and one or two ‘junior’ partners. This opportunity was taken up by roughly half (49%) of TPs⁸⁰. While consortium-based projects appear more demanding from an administrative point of view, they can also be more rewarding for the PCs - as they can access a wider range of expertise and experience through a single project - but also for the EU MS involved,

⁸⁰ Data on selected MS proposals from TPFs circulated in 2014-2017

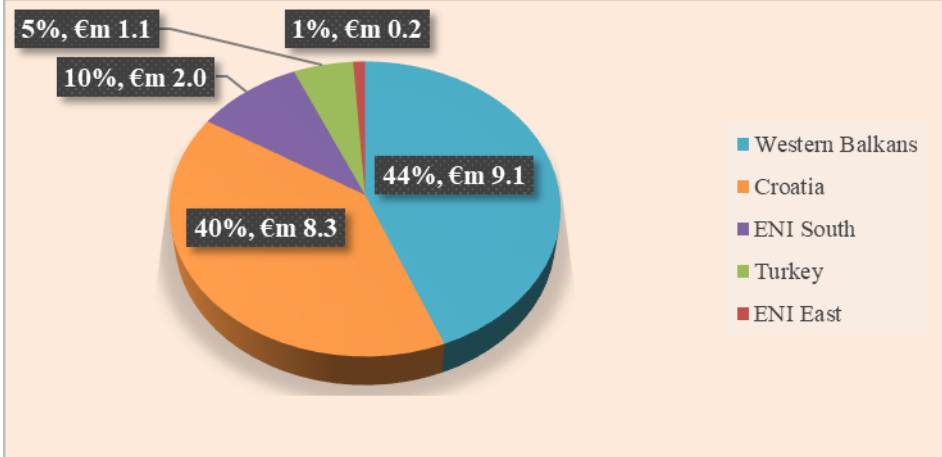
especially when their resources and know-how are complementary, enabling them to respond better to the needs of their partner(s). There is evidence that consortium-based TPs can bring advantages both for the PCs and the MSs themselves (see evidence under finding F31). For PCs, they can enjoy the benefits of an EU MS with a common legal and administrative culture, possibly a shared history, a similar context (e.g. as members of the former Soviet Union, or economies in transition seeking accession to the EU) or the same language family, allied to another EU MS which brings a different perspective.

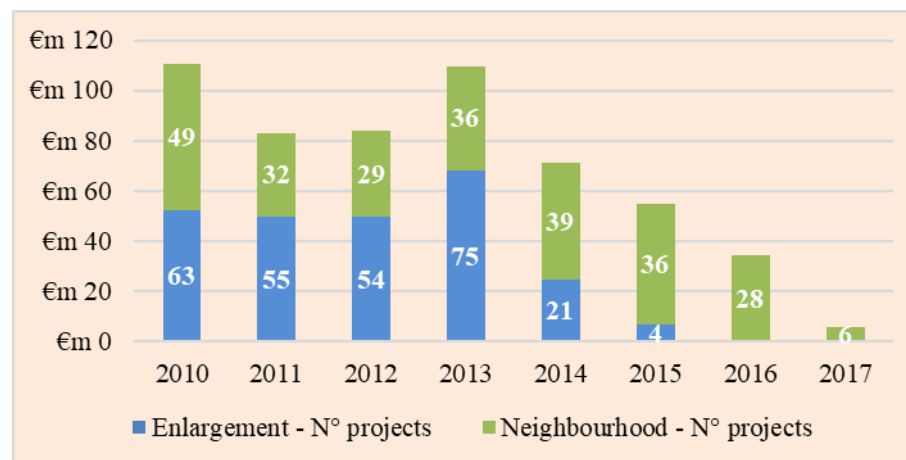
The presence of two or more consortium partners can also bring flexibility during TP implementation, as evidenced by the following project in Ukraine, where the lead and junior partners agreed in effect to swap roles, even though the TP contract remained with the lead partner.

Where an older EU MS forms a partnership with a newer MS, typically with the latter as junior partner, this can provide access to PCs that the newer MS might otherwise struggle to reach, for example due to language barriers, or lack of ambassadorial coverage (see evidence EV162 and EV163).

However, the presence of two or more MSs can also create added complexity, especially where they operate under contrasting models, or are unable to effectively communicate with each other (see evidence EV165).

I-1.3.1	Extent to which the CfPs enable effective participation of EU member states in Twinning
Description	Each CfP is open to all EU member states, and hence NCPs are tasked with making their public administration and mandated bodies aware of these opportunities. The extent to which EU member states respond to these CfPs varies considerably, and according to the evaluation kick-off meeting, is falling over time. Is this the case, or is this just a perception as the number of CfPs has been falling? What is the contribution of NCPs and other intermediary bodies (e.g. EU member states embassies)? How do EU member states assess their interests in responding to CfPs? The evaluation kick-off meeting noted that: “Cultural and economic links and language proximity also explain why EU member states have preference for some rather than other partner countries. In addition, EU member states tend to specialise in some sectors. Political circumstances (incl. instability or even absence of State) can also influence the interest of EU member states”. What role is played by financial incentives and other motivations? If only 1 or 2 EU member states respond, does this affect negatively the quality of proposals and their implementation? As many EU member states have reduced staffing levels during and since the 2007-2010 crisis, has this affected their capacity to get involved in Twinning?
Findings	Evidence
F17. MS engagement in TPs tends to reflect political interest, and historic, cultural and geographical proximity, as well as continuity in certain countries. However, the genesis of proposals is sometimes personal, rather than institutional, interest.	<p>EV97. <i>Video conference, NCP:</i> “As a former beneficiary country, we see Twinning as a very good instrument. We’ve seen the expectations and the experiences. We weren’t so active, but since 2013 our [international cooperation management agency] has started to work very actively in the administration of projects”.</p> <p>EV98. <i>Video conference, NCP:</i> “We prepare proposals where there is political will, in the Eastern Partnership countries and the Western Balkans. We are helping Georgia for geopolitical reasons, not just Twinning. The French language is a barrier to North Africa for us”.</p> <p>EV99. <i>Video conference, NCP:</i> “We have an interest in the competitiveness of neighbourhood south, especially Tunisia and Jordan from a political more than a technical perspective. Also Western Balkans, for strategic interests and our history – Serbia and Albania”.</p> <p>EV100. <i>Video conference, NCP:</i> “Where the countries are neighbours, there is definitely more interest”.</p> <p>EV101. <i>Video conference, NCP:</i> “There is dialogue with the administrations where we have Twinning projects already. Also, the embassies have constant exchange with the administration. It is important to have a network of embassies and fresh updates”.</p> <p>EV102. <i>Video conference, NCP:</i> “Our foreign policy priority is the eastern neighbourhood. It is important to have good relations with neighbours. And we have transition experience after the Soviet Union collapsed. But we are also active in the Western Balkans and Turkey – more than 50% of our projects are in the Western Balkans. It’s about the beneficiary country, if we have a history of working together”.</p> <p>EV103. <i>Video conference, NCP:</i> “Our criteria are geopolitical and certain topics, such as agriculture in Ukraine, the economic interests of our industry”.</p> <p>EV104. <i>Video conference, NCP:</i> “We focus on certain fields, such as rule of law”.</p> <p>EV105. <i>Video conference, NCP:</i> There is a strong political interest in the enlargement and neighbourhood countries, maybe growing in enlargement because there is more familiarity. Some administrations are more active than others, customs, anti-corruption, also agriculture and justice”.</p> <p>EV106. <i>Video conference, NCP:</i> “In some cases, it is the Embassy that motivates [ministries], for example in public administration reform, civil service reform. The Embassy position is passed on to the ministry”.</p> <p>EV107. <i>Video conference, NCP:</i> “There are two levels to our interest: geopolitical, and where two ministries or two experts have been cooperating for a long period”.</p>

	<p>EV108. <i>Video conference, NCP:</i> “We’ve become more serious at the national level in selecting administrations. Before it was driven by the personal interest of national experts who had done Twinning before, not the institutional interest of the mandated bodies. If it’s institution-to-institution, then it is not so difficult for the ministry to identify experts because it’s a policy priority for them”.</p> <p>EV109. <i>Video conference, NCP:</i> “If someone has been posted on a couple of Twinning, they develop a sensibility for Twinning”.</p> <p>EV110. <i>Online Survey, Questionnaire MS administration:</i> “We have a geopolitical interest in stability in the region as well as economic interests to save direct investments of business side”.</p> <p>EV111. <i>Online Survey, Questionnaire MS administration:</i> “Good salary”.</p>																		
<p>F18. Twinning light has predominantly been used in IPA countries and seems particularly well suited for adopting/implementing specific EU acquis-related legislation as illustrated by Croatia</p>	<p>EV112. Over the period 2007-2017, 94 twinning light projects in total (18% of the total number) were implemented for a total value of €21m representing 4% of the total funding. The majority of them (84%) were implemented in IPA region. Croatia was the leading recipient of twinning light projects both in terms of value (€8.2m) and number of projects (42). Only nine twinning light projects were implemented in ENI countries of which five in Morocco, three in Tunisia and one in Moldova.</p> <p><i>SHARE OF TWINNING LIGHT PROJECTS PER REGION 2007-2017</i></p>  <table border="1"> <thead> <tr> <th>Region</th> <th>Share (%)</th> <th>Value (€m)</th> </tr> </thead> <tbody> <tr> <td>Western Balkans</td> <td>44%</td> <td>9.1</td> </tr> <tr> <td>Croatia</td> <td>40%</td> <td>8.3</td> </tr> <tr> <td>ENI South</td> <td>10%</td> <td>2.0</td> </tr> <tr> <td>Turkey</td> <td>5%</td> <td>1.1</td> </tr> <tr> <td>ENI East</td> <td>1%</td> <td>0.2</td> </tr> </tbody> </table> <p><i>Source: DG NEAR, GDSI analysis</i></p> <ul style="list-style-type: none"> • See EV11 	Region	Share (%)	Value (€m)	Western Balkans	44%	9.1	Croatia	40%	8.3	ENI South	10%	2.0	Turkey	5%	1.1	ENI East	1%	0.2
Region	Share (%)	Value (€m)																	
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Turkey	5%	1.1																	
ENI East	1%	0.2																	
<p>F19. Interest in Twinning has been diminishing in recent years, especially from the MSs.</p>	<p>EV113. Following the accession of Croatia in 2013, the number of Twinning projects in the enlargement region dropped significantly from 75 in 2013 to 21 in 2014. In contrast, it remained steady in the neighbourhood region. The highest numbers of twinning projects were recorded under the 2010 allocations (112) and the 2013 allocations (111). Looking at the last three allocation years, only four projects have been funded in the enlargement countries (all under IPA 2015) in contrast to the neighbourhood countries which numbered 70 projects.</p> <p><i>Number and amount of implemented twinning projects per year (2010-2014)</i></p>																		



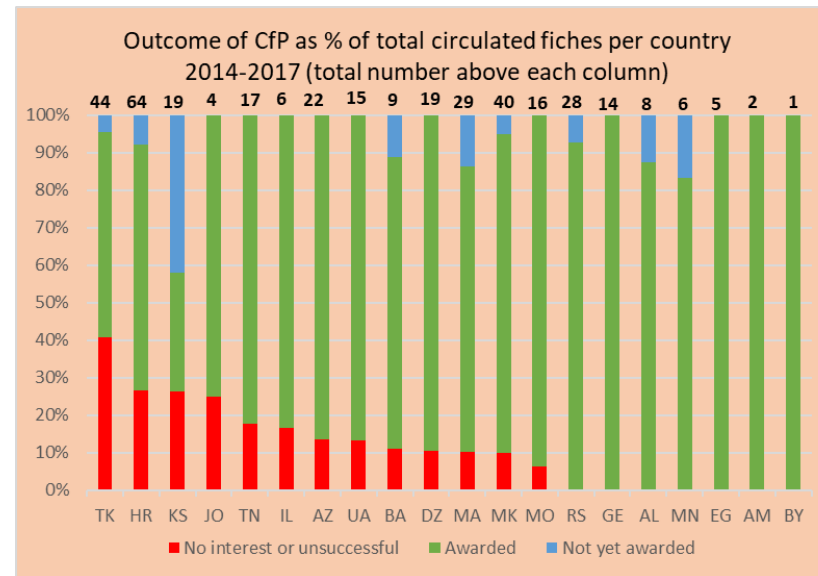
Source: DG NEAR, GDSI analysis

EV114. Looking at data from 2014 to 2017, there is a decline in the number of circulated fiches in recent years (73 in 2017 against 109 in 2016). The decline is still visible when removing Croatia from the sample (Croatia circulated projects until 2016). Highlighting a diminishing interest from MS, the data for 2016 show that 20% of calls returned no proposal compared to 9% in 2015 and 7% in 2014 while unsuccessful selection processes (i.e. no proposal selected or call cancelled) rise from 2% of the total in 2014 to 8% in 2017. There is also a diminishing number of PC applying for Twinning (from 18 in 2014 to 13 in 2017). The table below provides a summary of 342 notified results between 2014 and 2017 (excluding 26 projects for which the selection process was still ongoing at the time when the notification was published). The data is not available for years before 2014. However the 2014-2017 results include projects funded under 2010 to 2016 allocations.

REGION	CIRCULATED FICHES 2014-2017					NOTIFIED RESULTS 2014-2017 (excluding projects not yet selected)					
	Year of circulation	PC involved	Total circulated	Outside Croatia	of which relaunched projects	Awarded	As % of circulated fiches	No interest (i.e.no proposal)	As % of circulated fiches	Call cancelled or no selected proposal	As % of circulated fiches
ENI 16 partner countries	2014	10	37	37	0	31	84%	3	8%	2	5%
	2015	9	38	38	1	36	95%	1	3%	1	3%
	2016	8	35	35	0	32	91%	1	3%	2	6%
	2017	8	40	40	1	31	78%	1	3%	5	13%
IPA 8 partner countries (including Croatia until 2016)	2014	8	49	37	3	36	73%	3	6%	0	0%
	2015	7	62	44	4	45	73%	8	13%	1	2%
	2016	8	74	40	14	49	66%	21	28%	2	3%
	2017	5	33	33	4	21	64%	9	27%	1	3%
TOTAL (ENI + IPA) 24 partner countries	2014	18	86	74	3	67	78%	6	7%	2	2%
	2015	16	100	82	5	81	81%	9	9%	2	2%
	2016	16	109	75	14	81	74%	22	20%	4	4%
	2017	13	73	73	5	52	71%	10	14%	6	8%

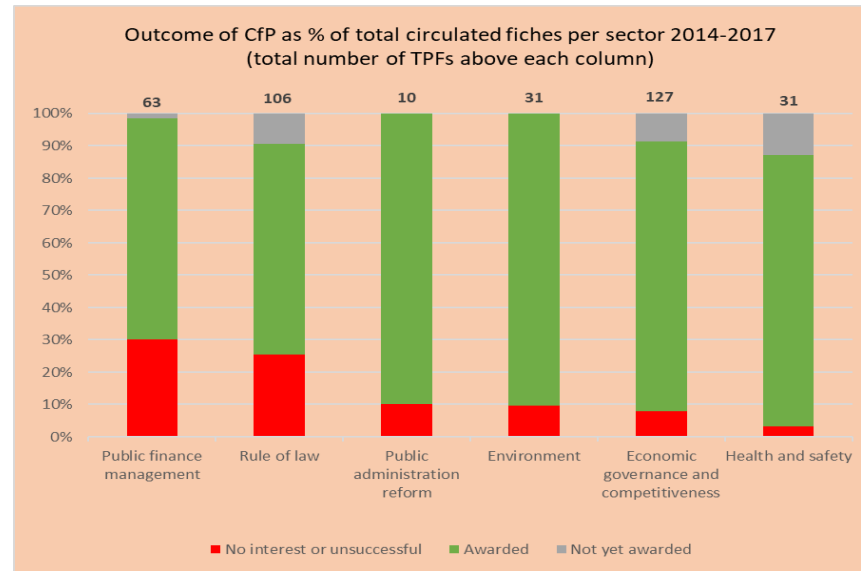
Source: DG NEAR, GDSI analysis

EV115. The countries with the highest proportion of non-awarded projects (data 2014-2017) are Turkey, Croatia and Kosovo as shown in the chart below:



Source: DG NEAR, GDSI analysis

EV116. PFM and RoL recorded the highest rate of non-awarded projects (data 2014-2017)



Source: DG NEAR, GDSI analysis

- EV117.** *Interview, EUD Ukraine:* “There has been a general decline in interest amongst MS institutions in Twinning as a whole. The number of applications received for individual Twinning projects keeps going down. It would be useful to organise regular events in PCs, to which MS institutions or their embassies might be invited as a way to promote interest in particular Twinning project opportunities. This could involve the organisation of public events at which beneficiary institutions would present upcoming Twinning projects to MS representatives and provide some advance information on the specific types of support that they would need. Representatives of the MS (through embassies or otherwise) attending these events should be encouraged to promote the project amongst the relevant institutions at home. In any case, it would seem that more could be done to encourage applications from Member States”
- EV118.** *Interview, NCP Jordan:* “The interest of MS has been going down dramatically. We think that Turkey is absorbing capacities of EU MS”.
- EV119.** *Video conference, NCP Turkey:* “We are receiving less and less response when we circulate our TPFs to the point that it is a problem to find partners for some projects”
- EV120.** *Online Survey, Questionnaire MS administration:* “Stricter Taxation rules and strong workload at home reduces interest in Twinning”
- EV121.** *Online Survey, Questionnaire for EUDs:* “Less interest compared to previous years shown by the EU MS toward twinning Calls launched in Georgia; the reasons are not clear “.

F20. Data reveal declining interest during calls for proposals.

EV122. 74% of the 342 circulated project fiches between 2014 and 2017 generated 2 MS proposals or fewer, as shown in the table below.

N° of MS proposals received per call 2014-2017
excluding proposals not yet awarded when results were published

	N° of proposals per call	N° of calls	As % of total
	0	57	17%
	1	109	32%
	2	87	25%
	3	59	17%
	4	17	5%
	5	9	3%
	> 5	4	1%
	Total	342	100%
	<i>Source: DG NEAR Notification of Results 2014 to 2017, GDSI analysis</i>		
F21. While there is a genuine interest for Twinning among stakeholders, capacity constraints prevent the growth of the mechanism in partner countries	<p>EV123. <i>Interview, PC NCP:</i> “Twinning is not an obvious choice for our ministries. We know which ministries are capable of implementing a project. It is unlikely that we would implement many projects without the dedicated facility of the PAO to promote its use and support the preparation process and implementation”</p> <p>EV124. <i>Interview, PC NCP:</i> “We are approaching market saturation in our country after several big Twinning envelopes in 2014 and 2015. We are planning four projects for next year. It is the maximum we can do considering our absorption capacities”</p>		
F22. A dedicated and pro-active National Contact Point is essential for generating and maintaining interest for Twinning across the PC and EU administrations.	<p>EV125. <i>Video conference, EU NCP:</i> “Interest in Twinning is not generated automatically. We have invested in Twinning. Institutions are now very interested. Some are very active, some not so active. We did a lot of work to encourage participation – presentations, workshops, meetings. We’re seeing improvement”.</p> <p>EV126. <i>Interview, NCP/PAO:</i> “It is unlikely any Twinning project would be implemented in our country (Neighbourhood South) without our (PAO) promotion and support. We are constantly in touch with line ministries trying to convince them to opt for Twinning. We are targeting institutions that have demonstrated capacities. We need the EC to continue to support our efforts”</p> <p>EV127. <i>Interview, EUD:</i> “The country has made a strategic choice to use Twinning as its preferred institution building tool. This is why, it has implemented so many projects in the past. The NCP has a dedicated staff to promote and support the mechanism”.</p> <p>EV128. <i>Interview, EU NCP:</i> “We are not a state agency (it is, in fact, a limited liability company that serves some of the education and training needs of state agencies) and, as such, don’t have any strong institutional connection with relevant state bodies. While we have many links and networks with individuals within various state institutions, we are not well linked with these institutions at a strategic level. This might explain why [EU MS] did not apply for Twinning over the period”.</p> <p>EV129. <i>Interview, PC NCP Neighbourhood East:</i> “The PAO has also played an important role in the Twinning program in [PC]. The PAO works to raise the profile of the Twinning programme amongst [PC] institutions and provides information and methodological support should they wish to participate. The PAO also provides training for various ministries on the preparation of twinning project applications. Indeed, the high level of interest in Twinning currently observed amongst [PC] institutions is partly a reflection of the work that the PAO has been doing in this regard.</p>		

<p>F23. EU MS NCPs have often found it hard to ‘sell’ Twinning to their administration and mandated bodies.</p>	<p>EV130. <i>Video conference, NCP</i>: “There is less interest. Far fewer Twinning fiches are being launched. Certain ministries lose know-how, so we concentrate on other [fields]. It takes more time to convince them and explain the procedure”.</p> <p>EV131. <i>Video conference, NCP</i>: “The task for the NCP is to define what could be the interest in participating in the Twinning. Why should they [the MS institutions] engage their staff? It’s additional effort! The ministries don’t do it to gain money. Certainly, during the last 10 years, it has become more difficult. Nowadays we have 8 weeks to make a proposal, convince the ministry, and find an expert. As close as we go with ministries, to find the interest and added value [in Twinning], it is not as smooth as recent years. In some cases, the coincidence of interest does not come automatically, its case-to-case appraisals. What we don’t have in the ministries is the concept, strategy or long-term approach how to work in Twinning projects”.</p>
<p>F24. Political instability, diminished commitments to reforms and security concerns in the PC have also been dissuading some MS administrations from sending their officials</p>	<p>EV132. <i>Video conference, NCP</i>: “At the political level, Twinning has gone from the accession perspective around the chapters, to a partnership perspective where there is a mutual interest, to other regions. There are different motivations with enlargement and neighbourhood countries. Something like transport safety in the partnership and cooperation agreement is imposed on neighbourhood countries. We supported one [neighbourhood east] country prepare a law, translated from our own, it was passed through legislation, achieved the mandatory result, but they have no intention to implement. It is better to be driven by commercial interests”.</p> <p>EV133. <i>Video conference, NCP</i>: “Vague mandatory results are not a problem in enlargement countries, they have a strong political will and aim to become Member States. Neighbourhood countries don’t have that goal”.</p> <p>EV134. <i>Video conference, NCP</i>: “The IPA region is naturally more sustainable – you’re helping the partner administration to introduce and implement the acquis. In ENI, it is different. In one country, the minister thought ‘yes, get a proposal from the twinning countries and we put it in a drawer’. Political will is the most important. There should be an assessment: at the end of the project, can there be a change in the political environment. Sometimes beneficiaries are not that interested to participate”.</p> <p>EV135. <i>Video conference, NCP</i>: “Interest in [neighbourhood country] is falling, because of the unstable situation, difficulties with corruption. We need a safe environment for experts”.</p> <p>EV136. <i>Online Survey, Questionnaire for MS administration</i>: “ la conduite du deuxième jumelage a été beaucoup plus délicate du fait des difficultés économiques et politiques du pays”.</p>
<p>F25. Reduced staffing levels in EU MS administration makes it more difficult to engage in Twinning, forcing EU MS to be more strategic in their cooperation choice</p>	<p>EV137. <i>Video Conference, NCP</i>: “The economic crisis had certainly an impact on the capacity of our administration to respond to Twinning”.</p> <p>EV138. <i>Video conference, NCP</i>: “It is a concern of the administration. To lose one expert is a problem, especially when they’re a key person in a leading role”.</p> <p>EV139. <i>Interview, EU MS administration</i>: “We would like to participate in more Twinning projects but we have not enough human resources to do so”.</p> <p>EV140. <i>Video Conference, NCP</i>: “While the NCPs in both Member States and Partner Countries play a crucial role in promoting Twinning and encouraging line ministries to get involved, a sufficient amount of projects per year is required to keep the Twinning Community alive. Implementing Twinning require specific project management skills and the knowledge of EC procedures and rules within the participating administrations. Some administrations that had developed Twinning capacities in the past have lost it as the demand for assistance evolved from one sector to another”</p> <p>EV141. <i>Interview, EUD</i>: “This period coincided with the great economic crash during which time the IMF essentially took control of the public finances, etc. In this period, the number of public servants declined significantly and of those that remained in the system, the primary focus was on domestic affairs. In other words, the resources available for external Twinning programmes significantly declined in this period. There was a reducing interest in the state agencies to engage on Twinning programmes. The public service had, previous to the crash, a high level of demand for study visits and other kinds of cooperation from overseas. When resources allowed, they responded to many of these requests but found, overall, that they did not produce much value to the institution. As a result, there was a general decline in interest in such activities”.</p>

	<p>EV142. <i>Interview, EU NCP:</i> "We receives no fee for serving as the National Contact Point and, as a result, are unable to dedicate any specific resources to it"</p> <p>EV143. <i>Online Survey, Questionnaire for EUDs:</i> "What we often hear from the MS when not applying to the call is that they are very busy in their home administration and they do not have time and resources for international projects".</p>
<p>F26. The complexity of Twinning deters some EU MS to get involved or renew their participation in Twinning. There were concerns among EU MS that some innovations of the new Twinning Manual, could reduce further the interest of their public administrations for the mechanism.</p>	<p>See also evidence F48 and F49</p> <p>EV144. <i>Interview, MS NCP:</i> "Without some technical support, it is a daunting task for national agencies to get acquainted with all the rules and to prepare a hefty proposal with no guarantee of winning. In the case where a project is successful, we have to establish a dedicated administrative backup system to meet the specific rules of invoicing, record-keeping, etc. which may be different from those of the home institution. Again, all of this can serve as a large disincentive to many agencies or ministries to apply for Twinning"</p> <p>EV145. <i>Video conference, NCP:</i> "The possibility for the MS to propose activities in their proposal is a step in the right direction but it requires more work. A ministry needs to be convinced of its chance of winning to invest time and resources into developing a proposal and mobilising the experts"</p> <p>EV146. <i>Video conference, NCP:</i> "The financial side is also still important. It's additional motivation for some experts".</p> <p>EV147. <i>Video conference, NCP:</i> "With some Twinning projects, the budget does not fit at all with the activities".</p> <p>EV148. <i>Video conference, NCP:</i> "The golden age for Twinning for us was in the late 90's and early 2000's. New financial conditions are less attractive for our administrations. New EU MS are at an advantage because their RTAs are less costly and they are able to deploy more ST expert days than we are. One solution for us is to recruit competent RTAs from other countries but the link with the administration is lost".</p> <p>EV149. <i>Online Survey, Questionnaire for MS administration:</i> "too complicated".</p>
<p>F27. Other forms of peer-to-peer cooperation are used in support of comprehensive sector reform</p>	<p>EV150. <i>Interview, EC Twinning Team:</i> "There has always been other options to Twinning. It should not be the only institution-building tool available to partner countries".</p> <p>EV151. <i>Georgian country evaluation:</i> "One more positive development in this regard is the coordinated launch of a Sector Reform Contract in the area of VET/Employment, consisting of budget support, technical assistance, grant scheme and a Twinning project"</p> <p>EV152. <i>Interview, DG NEAR SGUA:</i> "The Commission has agreed a new EUR 50 million, four year programme on public finance management with also EUR 5 million from Sweden and involvement of Lithuania too, called EU4PFM, through indirect management, supporting the Ministry of Finance, Treasury and State Fiscal Service".</p> <p>EV153. <i>Video Conference, EUD:</i> "It is possible to award grants to a consortium of Member States though a negotiated agreement of a direct grant award. We are doing this for justice, public finance management and public administration reform".</p> <p>EV154. <i>Interview, CoTE:</i> "In Albania, they developed two longer-term programmes with grants to consortiums -PAMECA for police, and EURALIUS for justice. EURALIUS has up to 10 magistrates available, it gives them more flexibility".</p>

I-1.3.2	Extent to which EU member states' offers (as they appear in the Twinning contract Annex A1) are well-prepared and include proposed RTAs who (more than) satisfy the criteria in the TPF.																			
Description	For standard Twinning (but not Twinning Light), EU member states can form a consortium to bid, with a lead institution and one or two 'junior' partners. Are there advantages or disadvantages with consortia? Are there any combinations (e.g. older and newer EU member states) that work particularly well or less so? The evaluation kick-off meeting noted that "EU civil servants have other jobs and Twinning is not part of their job description". How do EU member states identify and select RTAs for Twinning? Are they able to easily meet the criteria of the TF?																			
Findings	Evidence																			
F28. The ability of MS to propose original activities and/or approaches in their offer was limited due to very prescriptive TPFs under the old TMs (MS inputs to the offer concerned mostly the schedule and the proposed human resources i.e. the profiles and inputs of MS experts). In that sense, the quality of the MS offer (and final description of action) was very much depending on the quality of the TPF.	EV155. <i>Interview, NCP PC</i> : "Most of the time proposals from EU MS administrations are sticking to the TPFs with limited original inputs. It is not always easy for Twinning beneficiaries to choose"																			
F29. The new TM puts greater emphasis on mandatory results (see I-1.2.2) leaving EU MS more scope to propose activities and promote an original approach	EV156. TM 2017, Annex C2 Twinning proposal, in particular sections 5. Proposed methodology, 6. Proposed activities per component and 7. Comparative advantage of the proposal See also evidence under I-1.2.2																			
F30. For standard Twinning, MS can form a consortium to bid, with a lead institution and one or two 'junior' partners, which was taken up in only half of TPs	EV157. Looking at the awarded projects (281) among the same sample, 49% of projects consisted of consortia of 2 or 3 MS as shown below <table border="1" data-bbox="712 979 1391 1270"> <thead> <tr> <th colspan="3" data-bbox="712 979 1391 1027">N° of MS involved in awarded projects 2014-2017</th> </tr> <tr> <th data-bbox="712 1027 1122 1155">N° of MS</th> <th data-bbox="1122 1027 1256 1155">N° of projects</th> <th data-bbox="1256 1027 1391 1155">As % of total</th> </tr> </thead> <tbody> <tr> <td data-bbox="712 1155 1122 1195">1</td> <td data-bbox="1122 1155 1256 1195">143</td> <td data-bbox="1256 1155 1391 1195">51%</td> </tr> <tr> <td data-bbox="712 1195 1122 1235">2</td> <td data-bbox="1122 1195 1256 1235">84</td> <td data-bbox="1256 1195 1391 1235">30%</td> </tr> <tr> <td data-bbox="712 1235 1122 1270">3</td> <td data-bbox="1122 1235 1256 1270">54</td> <td data-bbox="1256 1235 1391 1270">19%</td> </tr> <tr> <td data-bbox="712 1270 1122 1302">Total</td> <td data-bbox="1122 1270 1256 1302">281</td> <td data-bbox="1256 1270 1391 1302">100%</td> </tr> </tbody> </table> <p data-bbox="712 1302 1391 1353"><i>Source: DG NEAR Notification of Results 2014 to 2017, GDSI analysis</i></p>		N° of MS involved in awarded projects 2014-2017			N° of MS	N° of projects	As % of total	1	143	51%	2	84	30%	3	54	19%	Total	281	100%
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3	54	19%																		
Total	281	100%																		
F31. Consortium-based TPs can bring advantages, both for the PCs and the MSs	EV158. <i>BA 11 IB FI 01, Further harmonisation to EU practices and acquis on customs and taxation</i> : According to the ROM report, the Twinning team comprising Austria and Slovenia was a "very good match" with the Indirect Taxation Authority (ITA),																			

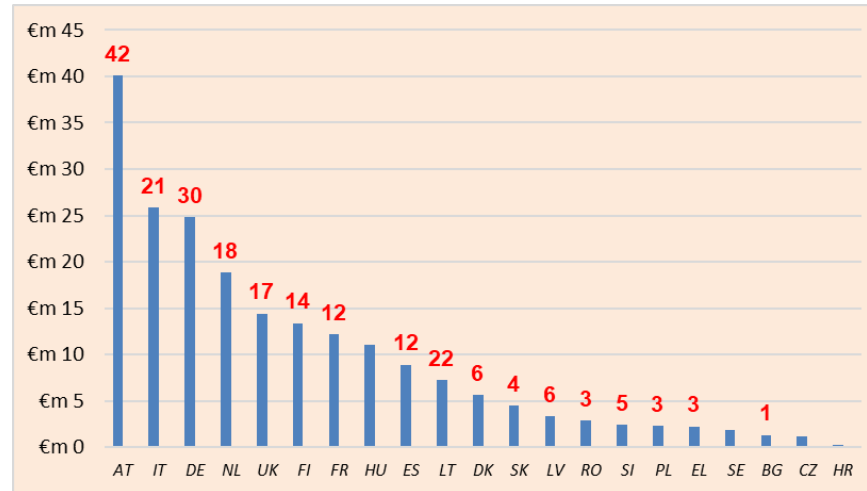
<p>themselves, including the possibility of benefiting from a wider range of experience and expertise. There are also negative experiences illustrating the added administrative workload usually involved in consortium-based projects (evidence EV165)</p>	<p>bringing "the necessary expertise" and "working well" with their counterparts, leading to a "high level of satisfaction for the work that has been done in the first months of implementation". The project has "potential to have a significant impact on the modernisation of the ITA, the legal framework, internal procedures, the practices of personnel and the IT systems which support the ITA operational environment". The TP appeared to be progressing well, 8 months into its planned 27-month duration. One positive indicator of change in absorbing results noted in the ROM report was "when the ITA counterparts use the same terminology and explanations to encourage involvement and motivate commitment as those first used by the Twinning experts. This has started to happen in some of the working groups". Among the factors highlighted in the ROM was the Twinning team's interaction with the ITA counterparts: "Having the Slovenian RTA, component leaders and experts helps to overcome any language barrier ... the legal situation is sufficiently similar to offer best practice examples and the Austrian situation shows a more developed and state-of-the-art example".</p> <p>EV159. <i>SR11 IB SO 01, Preparation of Serbian Labour Market Institutions for European Employment Strategy:</i> The mix of countries comprising the MS Partners worked well in meeting the various needs of the TP participants: France as a long established member of the EU, Sweden a more recent member; and Romania with recent experience of Accession negotiations and use of EU funds as well as other similarities to Serbia.</p> <p>EV160. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology:</i> According to the ROM report, "The RTA and BCP Counterpart are very active and the latter ensures that cooperation is at the highest levels regarding staff members' inputs and involvement. The feedback on the training and workshops is excellent and GNERC stress that the MSP experts have exceeded their initial expectations. The inputs are highly appropriate in that there is a mix of Austrian and Latvian experts. The knowledge and experiences (that are passed on) are highly relevant given that Austria is in the forefront of EU standards and Latvia is still in an advanced transition phase. Sometimes the Latvian experience can be more useful given the transitory phases that lie ahead for Georgia".</p> <p>EV161. <i>UA10/ENP-PCA/OT/23, Support to civil service development in Ukraine:</i> The performance of the TP was clearly affected by several internal and external factors. As noted in the ROM, the lead MS partner, the UK's National School of Government was merged with the Defence Academy, and also experienced retirement of its PLs twice during the lifetime of the TP, as well as the resignation of the RTA for personal reasons in December 2012, effective from end February 2013, according to the TFR. The change in the National School's status led unusually to the junior MS partner taking over as lead institution and providing both the lead PL and the replacement RTA.</p> <p>EV162. <i>Video conference, NCP:</i> "We participate in consortiums, and learn a lot. We see advantages to the Member States as well as the beneficiary country. We will try to move more into ENI South. We are keen to work with the French, Spanish and Italians in the region. The issue is language and cultural inexperience. We are badly covered diplomatically, we just have embassies in Egypt and Israel".</p> <p>EV163. <i>Video conference, NCP:</i> "The ministries are afraid because they are not 100% sure they will manage to implement the project. Many prefer to be in consortiums as the junior partner, for example with Germany, UK or Lithuania, it works well for us".</p> <p>EV164. <i>Interviews, Twinning stakeholders, Ukraine:</i> There is a general feeling that applications from consortiums including several Member States are generally favourable because they offered access to a much wider range of experiences that can be useful in a practical way. On the other hand, RTAs may sometimes find it very difficult to coordinate the inputs of consortium members that are located in a different Member State. The internal management arrangements of the consortia are especially important in that context.</p>
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	<p>EV165. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The ROM report is very critical of the efficiency of the TP and implies that the management of the TP from the (lead) EU MS partner were responsible for, or contributed to, inefficiencies, and showed an inability at least in the initial months of the TP to adapt to the environment and especially the needs of the PC administration. While the Moldovan counterparts found the quality of the experts to be high and “their interventions appreciated in the great majority of cases”, the ROM report finds that: “The Twinning project had a slow progress in achieving the outputs during the first year when too much emphasis was laid on describing Finnish and Spanish systems and practices, and the specific needs of CoA and its staff were not sufficiently considered. By large the respondents appreciated the activities and outputs, but some wished less theory and details on foreign conditions rather than practical suggestions on how to modify current national methods and proceedings. CoA auditors know that they need to apply modified and changed methods, but they often miss a direct response to their common practices and in what the change has to be made. It has remained a challenge for foreign STEs to fully understand the Moldovan legal and administrative context and a challenge for the locals to adequately brief the experts on the current practices.” At the same time, it finds that: “There had been problems with some Spanish contributions, due to the existence of a different SAI model (Court model) in Spain and missing communication on the Moldovan priorities which changed in the course of the twinning project towards a NAO (National Audit Office) model. There have also been language problems, but predominantly the strong need of detailing the ToR and the Moldovan context and expectations, with subsequent missing briefings and consultations, has led to a lack of critical information and then occasionally discontent on both sides. The coordination between the 2 MS partners (although verbally declared to have been efficient) remains questionable. The Finnish side benefited from the permanent presence of the RTA and the junior MS partner had a greater necessity to receive information due to the different legal and institutional set-up in Spain and therefore greater expert needs to get support in better tailoring their contributions. This can well be proven by analysing the mission reports that more often than not have rather a formal content and frequently lack analytical narratives”.</p>
<p>F32. RTAs in selected TPs appear generally well-qualified in relation to the TPF criteria.</p>	<p>EV166. <i>SR 11 IB FI 01, Strengthening Capacities of the State Audit Institution of Serbia:</i> In the TC work plan, it is proposed that the Slovenian Court of Audit (SCA) will also provide STEs. The profiles and CVs included in the TC work plan show a very well-qualified team. The RTA is a specialist in IT audit, which is perhaps more specialised than the position originally envisaged, but he more than fulfils the criteria in the TPF profile.</p> <p>EV167. <i>TR 10 IB EN 01, Capacity Building to implement the Flood Directive:</i> From the documentation reviewed (including CVs attached to the TC), all staff employed under the TC can be considered to have suitable profiles.</p> <p>EV168. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> From the CVs that are annexed to the TC, the PLs, RTAs and twinning experts appear well-qualified to meet the needs of the TP. The RTA in particular exceeded the requirements for education and experience, had a track record in management, and had previously worked on two TPs (senior expert in Croatia on introducing EU VAT Law and RTA in Bosnia & Herzegovina on tax and customs).</p> <p>EV169. <i>JO/10/ENP-AP/AG/12, Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products:</i> From the brief summary descriptions in the Twinning Work Plan, the MS PL, RTA, MTEs and STEs appear well qualified for the positions, almost all of them being at some sort of managerial positions (mid to senior managers) with over 15 years of experience in the relevant fields, as well as Masters’ degrees in the fields relevant to the tasks they were mandated to perform. However, no CVs or diplomas are included.</p> <p>EV170. <i>SR 11 IB EY 01, Capacity Building for the Energy Agency of the Republic of Serbia:</i> From the documentation reviewed (including CVs attached to the TC), all staff employed under the TC are considered to have suitable profiles, with one exception. Unusually, the TP was implemented by two full-time RTAs. No rationale is given for this (although it might have</p>

	<p>been included in the missing TPF), while the 2nd RTA and her organisation appear to bring very little added value (being responsible for “administrative, logistic and financial management of the project”). This 2nd RTA, according to her CV, can be considered an expert in the field employment (and not in energy regulation).</p> <p>EV171. <i>MD 12 ENI AG 01 16 (MD/25), Support to the National Food Safety Agency of the Republic of Moldova:</i> In general, the staff employed under the TC are considered to have suitable profiles. There are, however, some reservations as to the personnel assigned by the Swedish Board of Agriculture, since they do not generally appear not to have deep technical expertise/experience in the field of food and feed safety.</p> <p>EV172. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority:</i> From the brief expert profiles in the TC, the PLs, RTAs and STEs appear to be well-qualified, but a paper assessment only is insufficient to reach any definitive conclusions.</p> <p>EV173. <i>AZ/14/ENP/SO/29, Development of social service provision in Azerbaijan:</i> The experts proposed by the MS are in line with the areas covered by the TP. The RTA was involved in a twinning project in Bulgaria and has also been working on EU projects in Croatia and Romania. CVs were not available but a short description of their experience was provided in the TC.</p> <p>EV174. <i>Online Survey, Questionnaire for PC administration:</i> Over 85% of respondents either agreed or strongly agreed that the RTA’s managerial and technical expertise met the expectations”.</p>
F33. Although experts in Twinning are limited to public officials alone, there is anecdotal evidence that MS recruit consultants.	EV175. <i>Interview, EC Twinning Team:</i> “Twinning must involve the officials of a Member State administration but instead consultants were often hired through mandated bodies. The new manual tends to rectify this by restoring the prominence of the RTA and clarifying the responsibilities of the Partner Country counterparts”.

I-1.3.3	Extent to which EU member states proposals are chosen on their technical qualities.
Description	As noted, the selection of Twinning proposals is primarily a technical, rather than a financial, matter. However, are there other factors in play? Are partner countries’ decisions informed by preferences for certain EU member states or institutions, perhaps related to legal-administrative culture, language or prior experience with a previous Twinning, or indeed prejudices based on misunderstandings of the relevance of EU member states’ systems, culture or experience or the barriers of language.
Findings	Evidence
F34. The selection of Twinning partners tends to reflect historic, cultural, economic and linguistic proximity. EU MS have their own niches based on cultural/linguistic proximity and/or sector specialisations which put them at an advantage during the selection process.	<p>EV176. <i>Interview Twinning beneficiaries:</i> “The most important for us when we selected the proposal was the proximity of the EU MS with our own administrative system. This is why we selected [EU MS]. We are not sufficiently aware of how other administrations function”.</p> <p>EV177. In the Western Balkans (including Croatia), projects led by Austria, Italy and Germany represented 40% of the total (93 projects out of 235; €91m) with Austria implementing almost half of them (42 projects; €40m).</p>

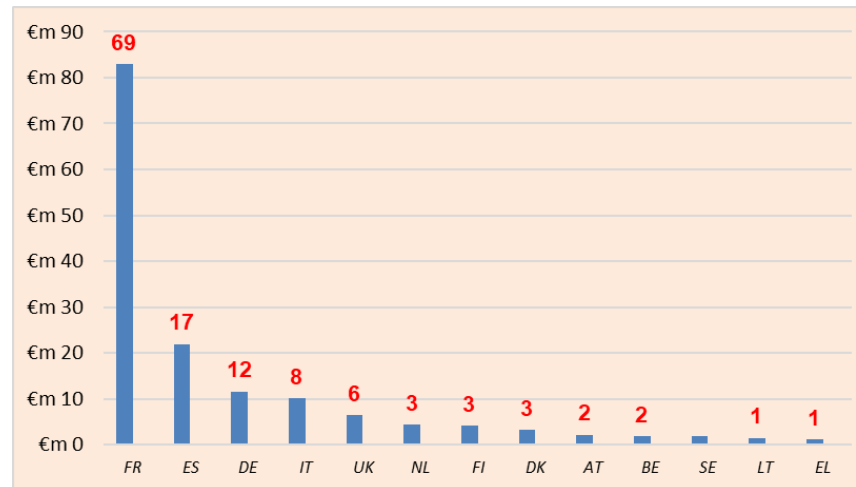
VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY MS LEAD PARTNERING WESTERN BALKANS 2007-2017



Source: DG NEAR, GDSI analysis

EV178. The correlation is also visible in the neighbourhood south region where the three most active lead partner countries (France, Spain and Germany) accounted for 76% of the total number of projects implemented over the period (98 projects out of 129; €116m) with France (69 projects; €83m) leading more projects than all the other MS combined.

VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY MS LEAD PARTNER IN NEIGHBOURHOOD COUNTRIES



	<p><i>Source: DG NEAR, GDSI analysis</i></p> <p>EV179. <i>Interview EU NCP:</i> “We are aware that [EU MS] is very strong in statistics. They have a long experience of Twinning projects in that field, and unless we can join them, we are not bothering to apply”</p> <p>EV180. <i>Interview, EUD Morocco:</i> “France has implemented 80% of the project in Morocco. It is not surprising given the very close ties between the two countries, historically and economically and the fact that their administrative systems share many similarities. It is difficult for other EU MS to compete and the strategy is therefore to join a consortium with France”.</p> <p>EV181. <i>Interview, EU MS administration:</i> “We [EU MS] have developed capacities in strengthening the role and functions of Parliament in the EU accession process. To date we have implemented seven projects in the Western Balkans because we know how to do it and we understand the needs of our partners, which are also our neighbours with a similar and often shared history”</p>
<p>F35. There were instances however when the quality and originality of the proposal or interviews with the RTA made the difference. In recent years, the lack of sufficient interest from Member states administrations means that partner countries are often obliged to go for the only available offer, so not to risk losing the project.</p>	<p>EV182. <i>Interview Twinning beneficiaries:</i> “Among the five proposals, the one from the [EU MS] stood out as it was well elaborated with original inputs and a wide array of expert profiles. Moreover, there was the desire from the Ministry to learn from a country with which they had no previous experience”</p> <p>EV183. <i>Interview Twinning beneficiaries:</i> “We did not know our EU Twinning partner before the project started. The [EU MS] made a convincing bid which won out over the other four proposals, including countries with which we had much more contacts. We do not regret our decision as the project opened up our horizons. However, it was good to have a choice ”</p> <p>EV184. <i>Interview, Twinning beneficiaries:</i> The call for proposals drew responses from two consortiums. Both on paper were good quality, addressed all needs, so it went to the decision at interview. The crucial difference was the RTA, they saw “super energy, very prepared, knew what we needed, knew about the law. It was also her first experience of Twinning”, which seems to have brought additional enthusiasm and commitment. The other candidate, by contrast, talked more about the home institution than the host. In the view of the MoJ, the RTA is “very important – the spine” of the Twinning project”.</p> <p>EV185. <i>Interview NCP:</i> “A decade ago, we easily had five or six proposals for one project. These were the good times. Nowadays, we are happy to receive two or even one proposal”.</p> <p>EV186. <i>Interview, Twinning beneficiaries:</i> “We selected [EU MS] not because this was the best choice but simply because it was the only choice”</p> <p>EV187. <i>Interview, PC NCP:</i> “One of our main recommendations is to ensure that a stronger competition. Our administrations need to be able to select the best offer, not the offer by default”</p> <p>EV188. <i>Online Survey, Questionnaire for EUDs:</i> “For some calls only 1 EU MS applied”.</p>
<p>F36. Partner country administrations do not always have the necessary knowledge to make an informed decision regarding the selection of Twinning partners</p>	<p>EV189. <i>Interview, Twinning beneficiaries:</i> “We are not aware which countries in the EU have the best track-record in implementing the EU acquis in our field and the systems that are best suited to ours. We would welcome this kind of information”</p> <p>EV190. <i>Interview, Twinning counterparts:</i> “It would be very valuable to know more about the experience of other EU countries in implementing the acquis. We would like to know for example which EU country recently transposed the directive we plan to adopt ourselves, which countries are most advanced in complying with the EU acquis in a given field. This would help us decide which partners is the best for us, and is also important for selecting the destination of our study visits”</p> <p>EV191. <i>Interview, PC NCP:</i> “We could imagine benchmarking the experience of EU countries in adopting the acquis for those sectors where the interest of partner countries [in approximating EU legislation] is high. Such a research could be done for the benefit of all partner countries, which would be better placed when developing project fiches and selecting Twinning partners”</p>

JC1.4 - The institutional set-up is conducive to proper, timely and effective implementation.

Ultimately, the regulatory framework for Twinning is realised through the institutional arrangements, namely the combination of EC, PC and EU MS administrations, and the specific roles, responsibilities and performance of PLs, RTAs, STEs and staff of the EUDs and PC administrations, including the contracting authority.

TPs overall appear to have been well-managed, although there are many examples of implementation issues (replacement of experts, delayed activities, etc.) that have affected the performance of projects, often linked to weak project design and an underestimation of workload and length of procedures. While Twinning actors are often able to adapt to changing circumstances to a certain degree (in particular, by means of side-letters and project addenda, the latter usually to extend project duration), calls for more flexibility during implementation and lighter procedures and controls are frequently voiced by Twinning stakeholders. The 2017 TM should bring improvements in this regard, in particular through the new provisions regarding the preparation and updating of the work plan. It should be noted that all the projects reviewed by this evaluation were implemented under the manuals issued in 2009 and 2012.

Most projects reviewed during the desk and field phases appear to have reached their mandatory results, contributing to the reform processes of PCs. However, there is also evidence of projects resting on overambitious mandatory results, insufficiently taking into account the time necessary for reforms. The field phase has assessed in more details the long-term outcomes and impact of a few projects to get a better view of factors affecting the performance of Twinning, including the management modes under which projects are implemented and less apparent factors such as the level of dialogue at design phase or the degree of political commitment (see EQ 5 - 8 Case studies).

There is limited evidence that PC beneficiary institutions carried out capacity assessment as part of the design stage. A few final reports related implementation issues and/or weak impact and sustainability to insufficient consideration being paid to absorption capacities and the level of resources PC administration that were able to commit to TPFs.

The RTAs are the main interface with the PC during standard Twinning projects. Experience from successful projects visited during the field phase show that RTAs' and MS experts' commitment to the TP and their ability to build and maintain trust is essential as well as an understanding of the PC administration's constraints and needs. All stakeholders interviewed in partner countries stressed that RTAs need the skills, knowledge and aptitude to manage the project, lead the STEs, provide expertise and communicate with counterparts from a different administrative context and culture. The project documentation provides many examples of RTAs displaying the right competences and skills necessary for strong partnerships, but also some examples where there have been conflicts between the MS and PC sides. Apart from one or two exceptions, the field phase confirmed this assessment (see evidence under finding F37).

The success of Twinning equally depends on the capacity of PC administrations to mobilise their resources, cooperate and absorb the outputs from the TP within their structures and systems. This involves a combination of factors including staff readiness, motivation, experience and authority in decision-making. Several ROM and/or TFR reports highlight many occurrences of weak capacities affecting project performance (see evidence under finding F42).

The view was also expressed that the capacity to implement Twinning in both EU MSs and PCs needs to be nurtured and maintained over time, which requires a sufficient pipeline of projects to generate momentum (evidence EV140). Nevertheless, despite some capacity issues in partner countries, Twinning projects appear to be generally well managed, showing sufficient flexibility to adapt to changing circumstances during their timespan, in particular through operative side letters signed by

the project leaders to update the work plan and budget for the next six months⁸¹ (see evidence under finding F44). While the underlying objectives of the Twinning should remain constant throughout its lifetime, the nature and timing of inputs may vary as information comes to light regarding the partner country's situation and needs. Twinning projects often need at least one addendum, especially with longer contracts. Of 219 projects covered by ROM missions, 176 were ranked good or very good in terms of efficiency (80%).

Country evaluations, project documentation and interviews of Twinning beneficiaries have also identified various challenges, including insufficient or over-ambitious planning; lack of outputs-based reporting; weak organisation of missions and inflexibility of partners; sometimes frequent changes in staff, not enough flexibility in adding or cancelling activities as circumstances change, in order to avoid over-lapping and/or similar activities; constraints in reallocating budget items; time-consuming identification and approval of STEs; lack of preparedness of STEs curtailing the effective duration of missions; and language issues, including limits on translation and interpretation.

It should be noted that external monitoring and evaluation mechanisms appears to have been insufficiently used to draw lessons and enhance outcomes and impact of Twinning projects. Out of 36 sampled projects, just 13 were subjected to ROM and none to TRM. Between 2012 and 2017, just 57 TRMs were organised with the support of TAIEX. This represents a small proportion of projects implemented over the period.

The long preparation phase has been criticised as affecting project relevance. While TM 2017 shortens the selection and contracting stages, the time elapsing between identification of needs and start of activities might still be excessive from the point of view of administrations involved in Twinning⁸² (see evidence under finding F48).

With hindsight, Twinning partners often find the implementation period too short when set against the long timescale required for reforms, which is sometimes underestimated at the TP design stage. The 2017 TM puts greater emphasis on the need for projects to be well sequenced and embedded into reform processes, notably by adhering to the EC SIGMA principles of public administration reform (see JC2.3). Unsurprisingly, over-ambitious projects often run into implementation difficulties (see evidence under finding F53 and F52).

As well as the programming phase, the EC also has a role to play in the implementation of Twinning projects, which takes different forms according to the management mode in force. The EUD is also very often the first contact point for RTAs in partner countries. EUD task managers intervene to ensure that projects achieve and sustain the mandatory results/outputs. Support from the EC (and in particular the EUD) is essential from a management but also a strategic point of view (see evidence under finding F60). The 2017 TM emphasises further the importance of the EC, in particular by describing the role of the EUD in greater details under each management mode⁸³. The evaluation found that implementation under indirect management tended to be more complex and burdensome, with contracting authorities of partner countries sometimes excessively procedural, reflecting their anxiety in managing EU funds under the supervision of EUDs. This created often tensions with EU MS administration, dampening in some cases the latter's interest in the mechanism (See evidence EV243). Given the demands of Twinning management, many MS provides financial and administrative support to their administration through dedicated agencies, which often participate in Twinning projects as mandated body. Countries with such agencies are better equipped to compete for Twinning projects.

⁸¹ The greater flexibility provided by operative side letters was only available to IPA Twinning under the 2012 TM. Their use was extended to ENI Twinning under the 2017 TM.

⁸² A delaying factor is related to the signing of financing decision/agreement, which is often lengthy both from the Commission and PC's side.

⁸³ 2017 TM, Section 4.3.3

I-1.4.1	Extent to which managerial and technical expertise from RTAs and twinning experts meet the needs of Twinning projects and allow partner countries' effective use/uptake	
Description	The RTAs are the main interface with the partner country during standard Twinning projects. RTAs need the skills, knowledge and aptitude to manage the project, lead the STEs, provide expertise and communicate with counterparts from a different administrative context and culture. In the TM, the minimum criteria for an RTA is a university degree, at least 3 years' experience in the field of the Twinning project, and knowledge of German, English or French. Comparative knowledge of other Member State systems, as well as good management, communication and language skills are considered an asset. The profile and requirements of STEs are defined in accordance to needs. What is the actual experience of partner countries of RTAs' and STEs' capacities to perform their role? What sort of preparation and training do they receive before taking up their position? What sort of ongoing training and support (back-stopping) do RTAs and STEs receive from their home administration during the Twinning project? What is the role of the PL from the member state?	
Findings	Evidence	
<p>F37. RTAs' and MS experts' commitment to the TP, the ability to maintain effective communication and trust while understanding constraints and needs are essential ingredients for the success of projects. Many examples of RTAs displaying the right competences and skills necessary for strong partnerships came to light both during the desk and field phases.</p>	<p>EV192. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC)</i> in updating incentive based electricity tariff methodology: According to the ROM report: "The RTA and BCP Counterpart are very active and the latter ensures that cooperation is at the highest levels regarding staff members' inputs and involvement. The feedback on the training and workshops is excellent and GNERC stress that the MSP experts have exceeded their initial expectations. The inputs are highly appropriate in that there is a mix of Austrian and Latvian experts. The knowledge and experiences (that are passed on) are highly relevant given that Austria is in the forefront of EU standards and Latvia is still in an advanced transition phase. Sometimes the Latvian experience can be more useful given the transitory phases that lie ahead for Georgia".</p> <p>EV193. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering, ROM report:</i> The inputs in terms of expert days and missions were well managed. Costs for travel were generally kept under control. Changes to the budget and other implementation details were reported to the EUD through a series of side letters. Staffing proved to be adequate with the UK Team Leader ensuring continuous contact with the beneficiary institution and supporting the STE in the specific tasks.</p> <p>EV194. <i>Algeria country evaluation:</i> "For all completed and ongoing twinning projects, RTA have demonstrated an excellent level of integration in the local institutional context and a good capacity to fully play the expected role. However, they did report some difficulties in understanding when using non-French-speaking experts, which points to the need for strengthening translation and interpretation services and/or, if possible, verifying, for equal skills, the knowledge of the French language when choosing practitioners".</p> <p>EV195. <i>Tunisian country evaluation:</i> "Relations with the European partners involved in twinning are considered very good".</p> <p>EV196. <i>AZ10/ENP-AP/FI/15, Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan:</i> According to the ROM report, the commitment of both partners was described as high, and cooperation as "well-maintained". However, the disagreement between MS and PC partners about how to apply PIFC is the headline and rather fundamental finding of the ROM mission. Without a clear direction as to how to move forward, it is hard to see how the TP would be able to achieve impact and sustainability.</p> <p>EV197. <i>KS 10 IB AG 01 Support for the Ministry of Agriculture, Forestry and Rural Development (MAFRD) in legislative and policy development and in implementing the Agriculture and Rural Development Project (ARDP):</i> One of the two key recommendations from the ROM reports states that the MS twinning partner should show flexibility to adapt to the capacities of the beneficiary and consider engaging more short term experts from MS Managing Authorities. Therefore, it seems that, at least during the first half of the project implementation covered by the ROM report, the flexibility of the TP management could be at higher level, and even better adapted to the circumstances on the field. On the other hand, the TFR states: "The</p>	

	<p>project was conducted on a flexible manner and experts served the beneficiaries also on their day to day needs." Therefore, it is not possible to definitely conclude what was the real state of affairs without conducting ex-post interviews with the beneficiary institutions' staff involved in the project.</p> <p>EV198. <i>BA 11 IB FI 01, Further harmonisation to EU practices and acquis on customs and taxation:</i> According to the ROM report, the AT / SI Twinning team was a "very good match" with the PC administration, bringing "the necessary expertise" and "working well" with their counterparts, leading to a "high level of satisfaction for the work that has been done in the first months of implementation".</p> <p>EV199. <i>Interview, PC Project Leader Morocco:</i> "We were very happy with our RTA. His technical knowledge benefited tremendously our institution and we developed a strong relationship, which endures to this day".</p> <p>EV200. <i>Interview, PC Project Leader Jordan:</i> "There was a high degree of involvement from the Project Leader, who even took part in the implementation of some project activities. The RTA was a seasoned project manager with previous experience in the region. This contributed to the high level of trust and understanding, which the project enjoyed".</p> <p>EV201. <i>Interview, PC Project Leader Jordan:</i> "Our RTA knew the country very well and spoke the language. We had already cooperated with him in the past in the framework of a bilateral project. While he understood our needs very well, his contacts with his home administration were also invaluable for the implementation of activities"</p> <p>EV202. <i>Interviews, Twinning counterparts Ukraine:</i> "Although no "ideal" RTA profile could be established from our project sample, there is general agreement among that the Resident Advisor should: (i) have a flexible and positive demeanour and a general willingness to support wherever possible; (ii) be a good manager and coordinator of expertise; (iii) be sufficiently senior as to be able to identify and mobilise appropriate experts for specific project tasks; (iv) have the active support and involvement of all consortium partners; (v) an ability to speak Russian or Ukrainian was also considered an advantage (although not critical). Interestingly, these features were generally considered to be of greater importance than the level of technical expertise of the Twinning Advisor himself/herself. The practice of interviewing RTAs as part of the selection process was considered to be important, especially for beneficiaries, to get a sense of the personal and professional attributes of the proposed expert".</p> <p>EV203. <i>Online Survey, Questionnaires for PC and MS administration:</i> "Numerous comments between PC respondents emphasized that the main factors for success are mainly related to the good quality of RTAs/experts, good cooperation and understanding between PC and MS teams whereas between the MS respondents a proactive RTA, and commitment of the beneficiary".</p>
<p>F38. Projects leave little room for the advisory role of the RTAs whose time is usually taken up by managerial and facilitating tasks le. Some PC administrations tend to look down on the RTA because of his/her daily involvement in Twinning activities, but a lack of organisational and management skills in the RTA is always a source of problems.</p>	<p>EV204. <i>Interview, PC Project Leader:</i> "Our RTA is more an assistant than an advisor. She is doing a good job organising the activities but we don't need her to give us strategic advice".</p> <p>EV205. <i>Interview, RTA counterpart:</i> "We are having difficulty to cooperate with our partner. The RTA does not inform us on time of the activities to be implemented and we have difficulty in mobilising staff. He is not aware how our administration works. This is a major problem for the project"</p>
<p>F39. There were occasional negative feedbacks about the performance of some STEs and the quality of reporting by RTAs with a few examples of RTAs (and also PLs) being</p>	<p>EV206. <i>Interview, EUD Albania:</i> "We had to reject several times the progress reports submitted by the Twinning project. Some STEs performed poorly. It is more difficult to address these issues under a Twinning project. Replacement of experts are not as easy on a Twinning Project as it is on a TA contract "</p> <p>EV207. <i>Interview, Twinning counterparts, Jordan:</i> "We have been disappointed with the quality of some STEs. Asking for their replacement always causes delays and can endanger the successful completion of activities".</p>

<p>replaced during the TP, and sometimes prior to it.</p>	<p>EV208. <i>Interview, EUD Albania</i>: “We rejected several times the progress reports submitted by Twinning projects because of poor drafting and insufficiently detailed information about project activities and results”</p> <p>EV209. <i>MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise</i>: From the brief summary descriptions in the TC, the MS PL, original RTA, MTEs and STEs appear qualified for the positions, but no CVs are included. According to the TC addendum and TFR, the contracting authority issued the notification letter on 18 August 2014, and shortly afterwards (28 August), the MS partner informed the beneficiary administration and EUD that the RTA had to resign due to serious health problems, according to the TC addendum. According to the TFR, "It was agreed among the project partners not to ask for suspension of the project and to continue with the implementation of the project activities". An alternative RTA was proposed. In parallel, CARM informed the MS partner and the contracting authority that the PC's PL had to be replaced due to changes in CARM's structure and proposed a new CV. A TC addendum was agreed and signed to effect these changes and their budgetary implications. The replacement RTA did not then commence work in-country until 1 March, more than 6 months after the original notification. However, all planned activities, covered by side letters, continued prior to the new RTA's arrival, facilitated by daily contact between the original RTA on sick leave and the project assistants. According to the TFR: "The Twinning office assured in close cooperation with the BC partners the smooth implementation during that period". The CV of the replacement RTA was included in the TC addendum. She appears to be very strong on the training component of the TP (a substantial element of mandatory result 2), but have little direct experience of implementing EU legislation in the field of excise, as specified in the TPF. Notwithstanding that, the TFR reports positively on the PC's experience of cooperating with the MS team.</p> <p>EV210. <i>MN 10 IB JH 03, Support the implementation of the anti-corruption strategy and action plan</i>: Following the project start, the RTA was replaced. The new RTA took up its duties without major consequences or delays for the project.</p> <p>EV211. <i>HR 14 IPA SO 04 16, Strengthening institutional capacity in social welfare system to improve social welfare targeting and reducing poverty (CRO REDPOV)</i>: The RTA did not take up her position at the start of the Twinning project. Expertise France found a replacement from outside the Ministry.</p> <p>EV212. <i>Online Survey, Questionnaire for MS administration</i>: “Fluctuation of staff, change of RTA”.</p>
<p>F40. In recent years, projects tend to use more and more experts from outside the selected EU partners. While PCs usually welcome additional EU expertise, there is a risk that this trend could weaken the institutional partnership on which Twinning is based.</p>	<p>EV213. <i>Interview, Twinning counterparts, AL 13 IB JH 02 Support to the formulation, coordination and implementation of anti-corruption policies</i>: “Although our project is run by Austrian and Germany, we are using many STEs from other EU countries, including Spain, the UK and Croatia to broaden the perspective and learn from the experience of other countries”.</p> <p>EV214. <i>Interview, EU NCP</i>: “There is less incentive for our civil servants to work as RTA. Some public administrations are recruiting RTAs from other EU countries”.</p>

I-1.4.2	Extent to which the capacity and expertise of partner country administrations are considered in programming and enable the implementation of Twinning projects	
Description	Irrespective of the quality of inputs from the MS side, the success of the Twinning project in transferring expertise will also rely on the capacity of the partner country administration to mobilise their resources and absorb the MS experience within their structures and systems. This involves a combination of factors including staff readiness, motivation, experience and authority in decision-making. What preparations are made before the Twinning project starts? What is the performance of Twinning counterparts during implementation? What support is provided by senior management of the partner country administration? As with the previous indicator, what is the role of the PL from the partner country?	
Findings	Evidence	
<p>F41. There is little evidence that PC administrative capacity is properly considered at the programming stage.</p>	<p>EV215. <i>AZ/14/ENP/TP/34, Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> The capacity of the beneficiary institution is set out in the TPF (e.g. structure, staffing numbers); however, there is no assessment of whether it is adequate or not, nor whether it has the capacity to absorb twinning assistance and utilise results. There is no evidence in the documentation reviewed that PC administrative capacities affected the performance of the TP, with one exception – the 4th mandatory result indicates that a documentary or electronic system should be created for tracking the capacity, qualifications and knowledge of inspectors; however, from the TFR, all that is indicated against this result is a study tour. It is therefore implied that a documentary or electronic system has not been created (presumably due to the lack of administrative capacity in the beneficiary institution) and that the 4th mandatory result has therefore not been met.</p> <p>EV216. <i>HR 10 IB EN 01, Development of flood hazard maps and flood risk maps:</i> The TFP does not provide any information about the beneficiary’s capacities.</p> <p>EV217. <i>SR 11 IB FI 01, Strengthening Capacities of the State Audit Institution of Serbia:</i> The TC quotes the SIGMA 2012 mission assessment that finds: “When comparing the number of posts filled with the number of posts planned in the complement (systematization), the SAI remains under-resourced, which has a detrimental effect on the level of audit achieved. The SAI will need to address these shortcomings in order to become a modern and effective institution”. Nevertheless, the ROM report finds that: "Staffing counterparts from the Beneficiaries are adequate in the SAI project".</p>	
<p>F42. Successful Twinning projects require beneficiary institutions to have achieved a sufficient level of maturity. Excessively weak capacities of partner country’s administrations affected project performance.</p>	<p>EV218. <i>TU/11/ENP-AP/AG/38/TL, Appui pour la mise en place d’un Système d’Information Céréalière de prévision des récoltes et d’alerte précoce:</i> The project was about building the capacities of CNCT. Given that they were also working on their normal duties, the TFR notes that the very short project timeframe made it difficult for CNCT staff to be always available despite a high level of interest and commitment in general</p> <p>EV219. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The ROM report notes that: "There is a growing demand on experienced and highly proficient auditors to audit state revenue and expenditures and EU funds in particular with risk management responsibilities under the sector budget support funding. Staff resignations remain a problem and actual figures are controversial. The extensive training programmes in the recent years have led to a decline in staff turnover (CoA information), however recent external reports OECD-SIGMA and Transparency International still assess capacity development to be stagnating or even declining". This is confirmed by the TFR, which notes: "The turnover of the staff in CoA, and especially turnover of the young auditors, is still relatively high. Several members of the pilot audit teams left CoA before the end of the project".</p> <p>EV220. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering:</i> According to the ROM report, “Within the short time period of six months and limited human resources (less than 10 weeks for both Team Leader and STEs), the project managed to complete a considerable number of activities and outputs. However, this did not match the relatively low absorption</p>	

capacity of the APMLTF. Not only is the administration facing high vacancy rates (1 out of six posts, including the chief of the general and financial affairs department which includes the IT office).

- EV221.** *SR 11 IB AG 01, Building Capacity in the areas of Food Safety and Animal Welfare:* According to the ROM report, «The BC partner has showed limited capacity to cope with the project's demands. The ability of VD personnel to absorb the increased scope of work that the twinning imposes has been overestimated. There is a high daily workload and under-staffing. The beneficiary's absorption capacity has decreased over time. This was identified as a risk at the design stage, and can be attributed to several factors. The staffing within the Veterinary Department (VD) is commonly assessed as insufficient for smooth implementation of its daily work. Political instability has led to frequent changes of the Chief Veterinary Officer (CVO) (the VD Director) in the past year. This severely affected the performance of the CVO, who is the BC Project Leader, and had a demotivating effect on the VD personnel. Although the MS partner expressed a high commitment and adaptability, it has been insufficient for smooth implementation, and is over-demanding for the BC partner”.
- EV222.** *AZ10/ENP-AP/FI/15, Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan:* In the ROM report, the commitment of both partners was described as high, and cooperation as "well-maintained", but the concept of PIFC needed "further argumentation and agreement" with the PC administration".
- EV223.** *Tunisian country evaluation:* “The use of resources is considered good, but nothing more. Lack of staff in recipient institutions can be a problem. However, participation in the twinning is very motivating for Tunisian staff. It should also be noted that oversized projects can be a problem.
- EV224.** *UA10/ENP-PCA/TP/27 Support the Implementation of the Norms and Standards of the EU in the Spheres of Airports, Aerodromes and Air Traffic Management/ Air Navigation Services (ATM/ANS):* The TFR notes that: "In all areas of the project the limited human resources of the SAAU has been a problematic factor. Staff has been occupied with their daily work and the activities of the project have been an additional task for the staff involved. The problem of allocating time for activities was solved by keeping an open dialogue with the involved experts and a flexible approach towards the planning of the activities. Several missions were moved due to planned activities of the SAAU. This issue has not implied any big problems but it is mentioned to emphasize the importance of flexibility in the implementation of this kind of project». Furthermore, "In component A no new staff of SAAU Aerodrome Department has been hired during the project implementation. The current personnel has developed the drafts of the Orders with the support of Spanish STEs. There was not enough staff for the work related to the Environmental issues (only one person worked for environmental issues during all the project)".
- EV225.** *UA10/ENP-PCA/OT/23 Support to civil service development in Ukraine:* The ROM report finds that: "While the project was initially performing well, in the end of 2012 it approached some problems that may slow down further activities and create a need to review the planning significantly. Among others, these were the problems related to the withdrawal and replacement of some key liaison persons at both NAUCS and the Senior Member State Partner”.
- EV226.** *Online Survey, Questionnaire for MS administration:* As one of the main factors for a successful Twinning projects “Mature receiving organisation, full commitment, flexibility in project approach” were mentioned.

I-1.4.3	Extent to which Twinning projects are well managed, with sufficient flexibility to adapt to changing circumstances during their timespan																															
Description	<p>The key parameters for each Twinning project are the mandatory results to be achieved and the work plan to be followed. On this basis, the RTAs in a standard Twinning engage with their counterparts and identify STEs to meet specific requirements of the project. While the underlying objectives of the Twinning should remain constant throughout its lifetime, the nature and timing of inputs may vary as information comes to light regarding the partner country’s situation and needs. Twinning projects often need at least one addendum, especially with longer contracts. As noted above, Twinning is a form of grant assistance with many features of a service contract. As highlighted in the evaluation kick-off meeting: “The PRAG rules are applied to EU MSs as if they were normal grantees, but they are not”. Are PRAG rules well suited to Twinning projects? Are there aspects which constraint implementation and reduce impact? Has contract management run smoothly, or provided a hindrance to implementation? Was there a low level of procedural delays (e.g. approval of addenda, reporting, payments, etc.)? Was there sufficient capacity within the contracting authority to fulfil obligations? Is there a difference between contracts that are implemented under centralised management and decentralised management? Was there any political interference in the implementation process? In the event of difficulties between the partner countries and EU member states, what are the mechanisms to resolve them? Do all the parties to the process understand well their roles and responsibilities?</p>																															
Findings	Evidence																															
<p>F43. ROM reports paint a positive picture of Twinning implementation with overall high levels of efficiency and effectiveness</p>	<p>EV227. Out of 219 projects monitored by ROM over the period, 176 scored very good or good for all five criteria.</p> <div data-bbox="853 699 1809 1283" data-label="Figure"> <table border="1"> <caption>Analysis of ROM reports 219 projects</caption> <thead> <tr> <th>Criterion</th> <th>Very good</th> <th>Good</th> <th>Problems</th> <th>Serious deficiencies</th> </tr> </thead> <tbody> <tr> <td>Potential sustainability</td> <td>10</td> <td>140</td> <td>60</td> <td>5</td> </tr> <tr> <td>Impact</td> <td>15</td> <td>160</td> <td>40</td> <td>5</td> </tr> <tr> <td>Effectiveness</td> <td>10</td> <td>140</td> <td>60</td> <td>5</td> </tr> <tr> <td>Efficiency</td> <td>40</td> <td>135</td> <td>40</td> <td>5</td> </tr> <tr> <td>Relevance</td> <td>45</td> <td>145</td> <td>25</td> <td>5</td> </tr> </tbody> </table> <p>Source: DG NEAR, GDSI analysis</p> </div>		Criterion	Very good	Good	Problems	Serious deficiencies	Potential sustainability	10	140	60	5	Impact	15	160	40	5	Effectiveness	10	140	60	5	Efficiency	40	135	40	5	Relevance	45	145	25	5
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F44. It appears that most sampled projects have achieved or were about to achieve their mandatory results.

- EV228.** *BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU:* The goals of this fairly simple project (i.e. provision of training and methodological guidance to relevant institutions on food and feed safety) were achieved.
- EV229.** *MD 12 ENI AG 01 16 (MD/25) Support to the National Food Safety Agency of the Republic of Moldova:* From the ROM report, it seems clear that the TP is progressing well with the activities which involve the PC beneficiary alone, but struggling with those which involve the relevant ministry (this is not an unusual occurrence under the twinning mechanism, since cooperation tends to be better with technically focused stakeholders).
- EV230.** *SR 11 IB EY 01 Capacity Building for the Energy Agency of the Republic of Serbia* This TP achieved what it set out to achieve: the mandatory result concerned activities/deliverables except the first one i.e. 1) Price regulation capacity of AERS upgraded. 2) Capacity of AERS related to national energy markets strengthened. 3) Capacity of AERS related to regional energy markets and cooperation at the regional level strengthened. 4) Upgraded regulatory framework for smart meter roll- out and quality of supply monitoring. 5) Upgraded capacity of AERS related to renewable energy sources. 6) Enhanced organizational and management capacity of the AER. It can be safely assumed that it should result in real impacts on reform goals and have significant sustainability (though such impacts and sustainability are not evidenced in the documentation reviewed). Twinning was the appropriate capacity building modality, and the project seems to have been managed competently.
- EV231.** *TR 10 IB EN 01 Capacity Building to implement the Flood Directive:* The TP achieved all that it set out to achieve including 1) Enhanced juridical capacity, and improved technical and institutional capacity at adequate level, and increased awareness and participation regarding flood phenomena and the Flood Directive. 2) Implementation of the Flood Directive in a pilot basin, namely Batı Karadeniz River Basin, aiming at decreasing adverse effects of floods compared to the 1998 floods. 3) Development of National Implementation Plan for the Flood Directive in Turkey through Regulatory Impact Assessment Methodology
- EV232.** *UA10/ENP-PCA/TP/27 Support the Implementation of the Norms and Standards of the EU in the Spheres of Airports, Aerodromes and Air Traffic Management/ Air Navigation Services (ATM/ANS):* The TFR states that: "The results of the twinning project can be concluded by stating that the SAAU has strengthened its capacity as an aviation authority by closing gaps in its application of international instruments and by more competent staff". It notes the "very positive spirit based on mutual respect and understanding among all participants and a mutual willingness and ambition to reach the best possible results"
- EV233.** *MA/12/ENP-AP/TR/30/TL Renforcement de capacité de l'Agence Marocaine de Développement des Investissements :* The TP provided timely assistance to AMDI allowing a better internal organisation and enhanced capacities (mandatory results) thanks to the developed working methodologies and tools which were adopted (including performance standards), training of staff and contacts with EU counterparts.
- EV234.** *TU/11/ENP-AP/AG/38/TL Appui pour la mise en place d'un Système d'Information Céréalière de prévision des récoltes et d'alerte précoce:* In line with the project's mandatory results, the CNCT and the MAE built their capacities in producing more accurate statistics and forecasts thanks to the operational mechanisms and tools developed and the expertise and know-how transferred.

- See also Annex 6 Review of the Desk Sample and Annex 8 Case studies.

<p>F45. While projects reviewed during the desk and field phases highlight the overall complexity of Twinning implementation, they also reveal a certain degree of flexibility in the management responses found during implementation. Major implementation issues occurred when communication and coordination between Twinning partners were dysfunctional.</p>	<p>EV235. <i>Azerbaijan country evaluation:</i> “The first and foremost conclusion is that Twinning activities are generally implemented well and that the outputs are achieved as planned. On the other hand, there are a number of common problems characterised by the relatively high number of side letters, delays and project extensions”.</p> <p>EV236. <i>Georgian country evaluation:</i> “The efficiency of implementation of Twinning projects in Georgia has been at a satisfactory level, in a few of the projects - pointing to some problems related to: realistic and rational planning; adequacy of expertise resources; lack of outputs-based reporting; weak organization of missions and inflexibility of partners; sometimes, frequent changes in the staff, insufficient planning by the local partners</p> <p>EV237. <i>MD/13/ENP/OT/15 “Organization, Streamlining and Computerization Process in Mapping in the Republic of Moldova:</i> According to the TRM report, “Overall, this Twinning Project appears to have been well managed, well supported and most successful. On reflection however, some lessons learnt included having more flexibility in adding or cancelling activities as circumstances change, trying to avoid over-lapping and / or running similar activities, consolidating where practical”.</p> <p>EV238. <i>AZ/14/ENP/TP/34 Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> The TFR indicates that an extra 4th mandatory result was included in the TP (with an accompanying extension of project duration by 1 month) – this responded to urgent needs of the beneficiary institution (which could not be foreseen at the time of the TC development) and was enabled by the fact that all mandated results were going to be achieved with fewer resources than anticipated.</p> <p>EV239. <i>BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU:</i> The MS took into account the needs of the beneficiary institutions and project environment during implementation and re-worked numbers of days per activity, STEs and the budget appropriately. These changes involved 3 side letters.</p> <p>EV240. <i>JO/12/ENP/EY/21 Institution Building for the National Electric Power Company (NEPCO) in Jordan:</i> The TFR notes 2 major issues where management addressed implementation needs. Firstly, the TC work-plan was re-worked in order to make up for the 5 month delay in project start-up (and the new timetable followed). Secondly, gaps identified during implementation (i.e. additional activities which needed to be performed in order to achieve the mandatory results) were addressed by including extra activities and extending the implementation period by 3 months.</p> <p>EV241. <i>MD/13/ENP/FI/12b Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The ROM report is critical of the management of the TP. Frequently narratives on findings and recommendations from STEs were inadequately analysed to improve the subsequent missions. No trace can be found that on the component level regular meetings with technical and management staff took place to assess the status of project implementation. The Project Steering Committees Meetings initially including Component Leaders and several members of the court lost this momentum of internal communication and coordination and became a routine quarterly event with only Steering Committee members present at its meetings. The beneficiary has had a leading role in the design and management of the Twinning project and operates it on a daily basis. Upcoming time constraints could have been better communicated by using a common time management and planning tool between RTA, RTA counterpart, BC Project leader and MS Project leaders for communication. In some cases, e.g. on the CoA choice on the SAI model, changing priorities were not duly communicated. Ad hoc and case-by-case communication bears the risk of misunderstandings. The resources do correspond to the needs of the action, but there had been problems with some Spanish contributions, due to the existence of a different SAI model (Court model) in Spain and missing communication on the Moldovan</p>
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	<p>priorities which changed in the course of the twinning project towards a NAO (National Audit Office) model. There have also been language problems, but predominantly the strong need of detailing the ToR and the Moldovan context and expectations, with subsequent missing briefings and consultations, has led to a lack of critical information and then occasionally discontent on both sides. The coordination between the 2 MS partners (although verbally declared to have been efficient) remains questionable. The Finnish side benefited from the permanent presence of the RTA and the junior MS partner had a greater necessity to receive information due to the different legal and institutional set-up in Spain and therefore greater expert needs to get support in better tailoring their contributions. This can well be proven by analysing the mission reports that more often than not have rather a formal content and frequently lack analytical narratives". The TFR provides the final chapter on this story: "The implementation of the project went mostly according to the approved plan with the amendments/reallocations operated over time. Some activities related to the collaboration with the parliament were postponed because of the parliamentary elections in November 2014. The leave of absence of the president of CoA in 2015 caused some delays in decision making process of CoA. The maternity leave of RTA counterpart and the uncertainty at the end of the project caused some cancelations of planned missions. However all the activities were completed according to original plan. Reorganization of some activities was agreed in the steering committee meeting 14th January 2016. The activities related to training or coaching of the staff or the management were reorganized under component 3 and all the activities related to communication were reorganized under activity 4.2. Some activities related to collaboration with internal audit units were modified and some workshops were cancelled. The changes made in TWP were effective".</p> <ul style="list-style-type: none"> • See further evidence about the performance of sampled projects in EQ 5 - 6 Review of desk sample and 08 Case studies
<p>F46. Projects with a technical focus and targeting genuinely independent institutions are less prone to political interference.</p>	<p>EV242. <i>SR 11 IB AG 01 Building capacity in the areas of Food Safety and Animal Welfare:</i> The project dealt with the implementation and enforcement of Serbian legislation (already aligned with the <i>acquis</i>) in the field of food/feed safety and animal welfare (e.g. via developing standard operating procedures and increasing staff/institutional capacity); this is a mandatory condition of EU accession. Though the initiative produced relevant outputs (e.g. standard operating procedures), their adoption and use was hindered by the beneficiary's absorption capacity and political interference according to the ROM report</p>
<p>F47. Implementation of projects under the indirect management mode tend to be more burdensome with PC's contracting authorities sometimes excessively procedural, reflecting their anxiety in managing EU funds</p>	<p>EV243. <i>Interview, former EU Project Leader:</i> "The biggest challenge in the TP was (how to put it in a polite way) the decision of the European Commission to decentralise management. To entrust the CFCU was correct, but we have lost something. It's not just an issue of [the partner country], we have created over-bureaucratic institutions. As a former CFCU official in [EU MS] for 10 years, I understand them fully. They just took over tasks and they are scared and insecure. When they come to check the CFCU, they find more and more weaknesses. Some you can tolerate, but they become more and more bureaucratic, check-listing issues. For example, the CFCU required side letters to be sent by post and would only start the clock when they received them. All the minor things add up. Administration became a bit of a nightmare. I was more nervous about the administrative detail, not the content of the project. They were doing their jobs in a disciplined way, acting on the last day of the deadline. They cannot communicate electronically. There is no support by telephone – it is not a client-oriented approach. Decentralisation is good but sometimes it's humiliating".</p>

	<p>EV244. <i>Interview, RTA:</i> “Some aspects of the implementation are excessively procedural. For example, the reports must be signed by both project leaders with an original signature. This takes time to organise. Why can we just use a scan? Each expert needs to be approved by the [authority of partner country]. There is no added-value, it just takes two working days. The EUD and the [authority of partner country] have often different opinions. In some cases, the EUD will wait to know first the position of the [authority of partner country]. It can be confusing and it eats up our implementation time”</p> <p>EV245. <i>Interview, RTA counterpart:</i> “There is a need to clarify the respective roles of the EUD and the [authority of partner country], in particular in issues related to communication and visibility and introduce more flexibility (side letters slow down the implementation). We need less control from the [authority of partner country] and more advice and support, in particular with communication and exchange of experience with other projects”</p> <p>EV246. <i>Online Survey, Questionnaire for MS administration:</i> “Constraints: CFCU activities (unbelievable problems)”.</p>
<p>F48. The long preparation phase has often been criticised by Twinning users as affecting project relevance. While the new Manual shortens the selection and contracting stages, the time elapsing between identification of needs and start of activities might still be excessive from the point of view of the administrations involved.</p>	<p>EV247. <i>Azerbaijan country evaluation:</i> “The Twinning project preparation phase, starting with the internal process of project selection and ending with the actual start of the project, is a lengthy process – with a minimum of two years (seldom, if ever, achieved) up to three years. In fact, all stakeholders expressed that this is too long and acknowledged that this is one of the downsides of the Twinning programme”</p> <p>EV248. <i>Morocco country evaluation:</i> “The actors involved in the implementation of the projects complied well with the provisions of the Manual. Recipients noted, however, that the concern is delays: several months may elapse between the expression of need by the department and the arrival of the project team. During this time changes may occur in the country or ministry context, which may require a review of some twinning activities”.</p> <p>EV249. <i>Online Survey, Questionnaire for MS administration:</i> “It is very important to shorten the time period between the preparation of Twinning fiche and its circulation”.</p> <p>EV250. <i>Online Survey, Questionnaire for PC administration:</i> Respondents stated to “shorten the time of designing the project fiche and implementation phase.”</p> <p>EV251. <i>Online Survey, Questionnaire for PC administration:</i> Comments suggested “to reduce the time frame from the development and approval of Twinning Fiches until the approval and launching the Twinning project”.</p> <p>EV252. <i>Online Survey, Questionnaire for MS administration:</i> “Reduce the long-time delays between formulation and implementation of the project. Even with the simplified procedures for project preparation phase under the new Twinning Manual 2017 it became clear that still a lot of time is needed for launching Twinning. For example, in case a request of Twinning is made in 2018, the Project needs to be budgeted in the EUD budget for 2019 in the best case, in the worst, for 2020. In this case, even with the simplified procedures under the new Manual, the start of the project will be at earliest in 2020. This is still a big delay in respect of the needs for assistance.”</p> <ul style="list-style-type: none"> • See alsoEV131
<p>F49. Twinning implementing rules and procedures are often considered complex compared to TA (in which some MS institutions compete), and costly, relative to the resources and time afforded under Twinning.</p>	<p>EV253. <i>Interview, CFCE:</i> “The implementation of Twinning projects is more complex than TA projects from the point of view of rules and controls to be followed”</p> <p>EV254. <i>Video conference, NCP:</i> “Now there are more and more audits. There is no cap on the amount to be repaid, and no clear mandate on what should be audited. Twinning is one of the cleanest and most transparent instruments of all, but we are told activities are not documented enough, expenditures are not eligible. The EU’s grant is managed by Member State administrations with reliable accounting and auditing systems”.</p>

	<p>EV255. <i>C2017/1122, Art. 3.2.1:</i> “Twinning grants' beneficiaries are exclusively Member States having reliable accounting and auditing systems. Moreover, each Twinning project is implemented under the control of a project leader who, as a rule, is a high-ranking civil servant or equivalent staff with the authority to ensure operational dialogue and backing also at political level. Considering the above, the risks of irregularities (including fraud) are low, in particular because Member States' audit procedures are designed to provide reasonable assurance that possible ineligible costs items will be detected. It is eventually the responsibility of Member States to ensure the respect of the principles of sound financial management, under the control of their national auditing authorities”</p> <p>EV256. <i>Interview, EUNCP:</i> “An issue that affected participation was the perceived complexity of the tender procedures and the administration needed to support these projects. Most institutions would not have the expertise/knowledge to cope with the specific tendering requirements of the Twinning programme and the NCP does not have the resources to provide that tendering support”.</p> <ul style="list-style-type: none"> • See also evidence EV131
<p>F50. Many MS provides financial and management support to their administration through dedicated agencies, which often participate in projects as mandated body. Together with the NCP, this support appears crucial for the effective take up of Twinning among MSs' public administrations.</p>	<p>EV257. <i>CPMA website:</i> “The Lithuanian Central Project Management Unit (CPMA) was involved as administrative office in the implementation of 125 Twinning projects with Lithuania till 2009. After Lithuania’s accession to the EU, CPMA implemented and administered 47 EU Twinning projects”</p> <p>EV258. <i>GIZ website:</i> “Since 2000, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH has provided effective support for German ministries and their offices in over 200 twinning projects, across all phases from application until conclusion”.</p> <p>EV259. <i>FIAPP website:</i> “FIAP is the only entity designated by the Spanish Government to implement these programmes. From its inception, the agency has participated in nearly 300 Twinning”.</p> <p>EV260. <i>Expertise France website:</i> “ Expertise France is the French international technical expertise agency (...) [which] relies on strong assets: (...) an innovative legal and financial capability through a set of coordinated skills: project ownership, delegated management, project management, response to calls for tender, bilateral activity, twinning projects, advice on public-private partnerships”</p> <p>EV261. <i>HAUS Finnish Institute of Public Management Ltd (website):</i> “HAUS actively participates in several international development projects, especially through EU Twinning. HAUS also cooperates closely with the Finnish Ministry for Foreign Affairs regarding the implementation of development policy. HAUS International’s pool of experts is comprised of professionals from all around the world who are experts in their respective fields”</p>
<p>F51. MS legal and regulatory frameworks are not always best suited for the participation of public officials in Twinning projects.</p>	<p>EV262. <i>“Interview, EU MS NCP:</i> “Our taxation law is not favourable. For example, STE allowances are taxed in our country. This is not the case in other MS”</p> <p>EV263. <i>“Interview, EU MS NCP</i> “A Twinning assignment is not taken into account in our career development system. There will be more candidates for a foreign posting if our home administration would recognise this experience”</p> <p>EV264. <i>Interview, EU MS NCP:</i> “Our STE experts usually take leave to participate in the project. This is not ideal but unfortunately this is the only way considering our legislation”</p> <p>EV265. <i>Practitioner’s Network for European Development Cooperation:</i> Only three EU MS adopted special provisions related to Twinning (Latvia, Germany, Slovenia)</p>

F52. The pace of project implementation tends to be hectic with Twinning beneficiaries often complaining that too many activities are being crammed into a short period of time. Because of heavy work plans, the beneficiary administrations are unable to absorb the expertise received and/or adopt project recommendations.

- EV266.** *Interview Twinning counterparts, AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession:* “There were too many activities for a one-year project. With hindsight, we would have preferred a longer project with less activities and more on-the-job support”
- EV267.** *Interview Twinning counterparts, MA 14 ENI JH 01 16 (MA/45) Appui pour la réforme institutionnelle et le renforcement des capacités de l’Institut Supérieur de la Magistrature:* «Twinning activities eat up about three weeks of the month. There is very little time left to do our regular job. We can’t wait for the project to end because this is very demanding for the staff”
- EV268.** *Interview PC NCP:* ”Instead of building capacities, many projects saturate them. Why not envisage longer projects with a more flexible use of EU experts? It is not necessary to have a RTA full-time throughout the whole duration”
- EV269.** *Interview Twinning counterparts, JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission’s Strategy in Jordan:* “The tempo of the project was very demanding. We had to implement 36 activities across 21 components involving 700 expert days. This was excessive. Less activities would have allowed more focus and time to delve into some important issues and consolidate the knowledge transferred”
- EV270.** *SR11 IB SO 01, Preparation of Serbian Labour Market Institutions for European Employment Strategy:* The TRM report notes that “as also recorded in the Final Report, it is felt that the project’s scope was very broad and it could have been possible to have effective individual projects on a selection of the Mandatory Results, especially with respect to the Local Employment Councils and local planning”.
- EV271.** *MD/13/ENP/FI/12b Consolidation and Strengthening the External Public Audit in the Republic of Moldova:* In the section on efficiency, the ROM mission found: "The sheer number of 186 ST missions to be programmed and implemented with a total of 890 STE working days proved to be rather extensive and exhaustive and considered during implementation not very practical and a considerable management burden, as expressed by both BC (Beneficiary Country) and MS (Member States) interviewees. The Twinning contract describes sub-activities for each component with defined method and benchmarks and resources but a subsequent operative work plan with a specified mission plan could not be identified. The changes introduced in the TP in the course of implementation were effective. Clear structure of activities enabled planning of their content and also clarified the responsibilities within the project. The changes made components 1, 3 and 4 more manageable and ensured the sustainability of some outputs essential to the full achievement of mandatory results". However, "The number of STE working days proved to be rather extensive and exhaustive. This caused some issues. Firstly, taking into account the ongoing SNAO and WB projects in CoA it was sometimes difficult to organize STE missions without causing challenges for the CoA as an organisation to adopt the STE missions. Secondly, training intensive project, like this Twinning project causes significant additional workload for the staff of the CoA. It was challenging to ensure that the staff of the CoA had enough time to conduct their duties. Thirdly, the demand of linguistic services exceeded occasionally the capacity because it was impossible to distribute STE working days evenly".
- EV272.** *MN 10 IB JH 04 TL, Strengthening the fight against money laundering:* According to the ROM report, “the project was designed to address so many issues that it was unlikely for the administration to implement all of them. Given the short intervention period, limited resources of the project and capacity of the Administration, a more focused approach targeting fewer aspects of AML capacity could have helped to allow for more time to increase ownership”.
- EV273.** *Tunisian country evaluation:* “Oversized Twinning projects usually bring problems”

	<p>EV274. <i>Algerian country evaluation:</i> “1. Favour twinning with structures that involve a limited number of interlocutors while avoiding Twinning with research centres (CNRDPA and CRJJ), 2. During the twinning identification phase, avoid overly ambitious results, 3. Check the absorption capacity of future beneficiaries in terms of human resources, 4. Guarantee the pre-existence of host entities (Competition Council, Observatory of agricultural sectors) and analyse infrastructure needs to ensure their existence/finalisation before implementation; 5. Improve visibility and communication and 6. Adopt a sectoral strategy for the choice of future actions”</p>
<p>F53. With hindsight, Twinning partners often find implementation time too short against the long-term timescale required for reforms, which is often underestimated at project design. Considered equally important for the success of the cooperation is the sequencing of projects within national reforms.</p>	<p>EV275. <i>Interviews, Twinning stakeholders, Ukraine:</i> In many cases, project timelines did not take account of the political difficulties likely to be faced or simply underestimated the volume of work involved in the transposition of various regulations (in some cases involving thousands of pages of text). Even when Twinning projects manage to produce the draft legislation on time, there are often delays in its adoption, sometimes for genuine political reasons (e.g. a concern about the implications of the law for vulnerable groups) and sometimes because they undermined the favourable position in society of various local elites. In many of the areas where Twinning projects intervene – for example in the liberalisation of markets or in improving the transparency of public administration – there are systemic obstacles to reform that go much deeper than the simple transposition of law. Without careful assessment of the impact of proposed regulatory reform on the various stakeholder groups (and particularly on those with strong vested interests), it will always be difficult to maintain progress in the implementation of the reform agenda. It was against this background that most of the beneficiaries felt that the implementation period was too short and the budget too small to achieve the huge work plan that was foreseen in the project fiche.</p> <p>EV276. <i>JO/10/ENP-AP/AG/12, Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products:</i> Many activities aimed at organisational restructuring and change, involving creation of new units and offices, could not be completed during the implementation of the project. The reasons for this seem to be the complexity and comprehensiveness of the suggested changes, as well as their long duration. The TRM report suggests that either the project should last longer (at least 2-3 years), so as to allow enough time for all the changes to be incorporated in the system, or the Twinning fiche needs to be less ambitious, and focus only on the results that can realistically be implemented within the given time span.</p> <p>EV277. <i>AZ/14/ENP/SO/29, Development of social service provision in Azerbaijan:</i> One of the mandatory results was the setting up of a strategic framework for decentralising social services provision including a development strategy and a new law on Social Service which were not adopted although they were central to the success of reforms. As it transpires from the TFR, the impact of the project on the decentralisation of the system is likely to have suffered from insufficient progress in passing through the necessary legislation and applying the principles and models which the project helped develop and disseminate.</p> <p>EV278. <i>UA/13/ENP/AG37, Assistance in Developing an Open and Transparent Agricultural Land Market in Ukraine:</i> According to the TRM report, the political environment, the technical efforts necessary and the linguistic barrier, which is related to the time necessary for translating documents or for communication, creates the need of an adequate period for a more comprehensive twinning project (e.g. 2.5 years)</p> <p>EV279. <i>AZ10/ENP-AP/FI/15, Assisting the Public Financial Control Service (PFCS) in improving a system of public financial control in the Republic of Azerbaijan:</i> The ROM report concluded that there were sufficient resources in the TP to perform the stipulated activities, but insufficient time at 18 months to "guarantee securing project results" and for the PC to "analyse modifications in the PFCS structure".</p>

	<p>EV280. <i>TFR MA/12/ENP-AP/TR/30/TL, Renforcement de capacité de l'Agence Marocaine de Développement des Investissements:</i> According to the TFR, the Twinning project to build up the capacities of the Moroccan Investment Development Agency was seen as a priority, because it coincided with a national policy for raising the level of FDIs and hence benefited from a high-level of political commitment and support that ensured a swift take-up of project deliverables.</p> <p>EV281. <i>Online survey, Questionnaire for MS administration:</i> Almost all respondents in the comments very clearly expressed the need for more time to implement the project for different reasons.</p>
<p>F54. There is often insufficient time for STEs to get acquainted with the context of the country and understand how the administration they must advise functions.</p>	<p>EV282. <i>JO/13/ENPI/TR/01/17 (JO/30) Support the preparation for the negotiation of the Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA):</i> “STE are not always well acquainted with our administration. The first two days of their mission are lost on getting their bearings”.</p> <p>EV283. <i>MA 13 ENPI FI 01 16 (MA/43) Renforcement de capacités institutionnelles, professionnelles et techniques de la Cour des comptes du Maroc:</i> « It is important for STE to do some home-work before coming on mission. Unfortunately, because home-based work is not an eligible cost, some STEs arrive relatively unprepared”.</p> <p>EV284. <i>MD/13/ENP/FI/12b Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> STEs interviewed by the ROM reports stated that they missed adequate pre-mission preparations with provision of (translated) key documents and a profound briefing on the context and expectations. In-country briefings did not include relevant stakeholders (e.g. WB or EUD) and the Resident Twinning Advisor (RTA) did not monitor sufficiently the mission implementation, notably the relevance of the Mission report and the quality check of the deliverables.</p>
<p>F55. Language and logistic issues are sometimes underestimated at design stage (both in terms of budget and workload) despite their importance for the success of the project</p>	<p>EV285. <i>Interview, Twinning counterparts, Ukraine:</i> The issue of translation was raised by several of the beneficiaries and by the European project leaders. Apart from the advantages arising from using RTAs with local language skills, most projects involved significant volumes of document translation. This usually involved the translation of documents in two directions – at the beginning of the project, Ukrainian policy and legal documents were most often translated for the perusal of the project experts. As the project proceeded, there was often a need for significant amounts of translation of Member States legislation or other tools like licencing conditions, contracts, tariff-setting methodologies, etc. This translation work had a crucial bearing on the overall success of the project. The amount of time needed for this translation work takes is, in itself, a constraint to achieving mandatory results within the time period foreseen. This is especially so when legislation is complex or when its meaning is not clear to local institutions. In such cases, good quality translations are especially important for the accurate transposition of the law. In the most successful instances, the experts and translators worked closely together and translations were accompanied by annotations to ensure that the actual meaning/application of the law could be properly understood. In this context, it is interesting to note that the issue of translation does not seem to have been given any special significance in the project fiches or project work plans. It is our view that these language issues should be carefully considered, especially in the design of projects that contain a large element of legislative transposition.</p> <p>EV286. <i>Interview, Twinning counterparts, MA 14 ENI JH 01 16 (MA/45) Appui pour la réforme institutionnelle et le renforcement des capacités de l'Institut Supérieur de la Magistrature :</i> « Projects should involve more generous provisions for refreshment and catering given the number of stakeholders we invite to our training courses and events”</p>

<p>F56. Little exchange takes place between Twinning projects dealing with the same or related topics.</p>	<p>EV287. <i>Interview, NCP Morocco</i>: “It would be very valuable to know about the experience of countries in the region which implemented similar projects”</p> <p>EV288. <i>Interview, Twinning counterparts, JO/13/ENPI/JH/1/17 (JO/28) Capacity Building of Public Security Directorate/Borders and Residence Department</i>: Experience from other countries in the region is missing. It would be good if projects facilitated such exchanges and contacts. As for us, we would be happy to share our experience with other administrations involved in similar projects”</p> <p>EV289. <i>Interview, NCP Jordan</i>: “We would welcome triangular cooperation with Twinning projects based on a consortium of EU and PC countries”</p>
<p>F57. There is little involvement of local experts in Twinning projects, despite the fact that many beneficiary administrations would welcome it.</p>	<p>EV290. <i>Interview, Twinning counterparts, MA/39 TWL Renforcer l'offre de services pour les PME au Maroc</i>: « We would value having the support from experts of our region having the same affinity with the cultural context and administrative realities of our country to complement the expertise from the EU”.</p> <p>EV291. <i>Interview, Twinning counterparts, Ukraine</i>: Several beneficiaries highlighted the potential role that could be played by local experts in Twinning projects, either to free up the time of officials in fulfilling their normal duties in the Ministry/Agency or to directly support the technical work of the project experts. Although the Twinning Manual allows for the possibility to hire local experts, this facility did not seem to be used amongst most projects visited. While it was acknowledged that there are very few local experts with knowledge or skills in the transposition of EU law or administrative practices, it was nevertheless considered that cooperation between Twinning experts and local lawyers or other specialists might help to increase project effectiveness in the future.</p> <p>EV292. <i>Online Survey, Questionnaire for MS administration</i>: “(limited) possibility of Engagement of local experts (e.g. form University)”</p> <p>EV293. <i>Online Survey, Questionnaire for MS administration</i>: “Often a problem is to include needed local experts which are supposed to be paid by the Beneficiary country”.</p>
<p>F58. EU visibility appears weaker in the Neighbourhood South than in the Enlargement and Neighbourhood East Region</p>	<p>EV294. <i>Interview, EU Morocco</i>: “There are no clear guidelines for visibility. It is up to each project. There is little communication outside the kick-off and final events with the EU usually keeping a low profile throughout the project. This is in sharp contrast with Neighbourhood South and Enlargement regions where EU visibility is better codified and more effective”</p>
<p>F59. External monitoring and evaluation mechanisms appear to have been insufficiently used to draw lessons and enhance outcomes and impact of Twinning projects. The 2017 Twinning Manual addresses many shortcomings in this regard.</p>	<p>EV295. Out of 36 sampled projects, only 13 projects were subjected to ROM and none to TRM</p> <p>EV296. Between 2012 and 2017, only 57 TRM have been organised with the support of TAIEX. This represents only a small portion of project implemented over the period. The TRM are initiated by the EUD/EU Office “to assess if the achievements of the Twinning project are still present and if they produced a standing impact, in particular in terms of sustainability. Normally, a TRM should also identify lessons learned and recommend improvements for the managing of Twinning projects in the given country and/or sector” (Guidelines for TRM, DG NEAR).</p> <p>EV297. <i>Algerian country evaluation</i>: “One of the shortcomings of the PA3 II is the lack of a general framework for monitoring Twinning implementation and results. The absence of a monitoring tool to assess progress in the implementation of the Association Agreement limits the objective measurement of the impact and sustainability of P3A interventions”</p> <p>EV298. <i>Interview, Twinning counterparts, HR 14 IPA SO 04 16 CRO REDPOV</i>: “We are not aware of ROM. We heard about TRM but we are not clear how to use it”</p> <p>EV299. <i>Interview, Croatian CFCE</i>: “It would help MS improving their performance if they were allowed to initiate TRM through TAIEX. At present, the only opportunity for MS and PC to reflect on project implementation and</p>

	<p>results is the TFR which is too early. Understanding the achievements of a project at their true value can only be done with some hindsight and looking also at the wider picture. Even the TRM has its limitation in this regard: it is not an evaluation in the proper sense of the word as the analysis focuses primarily on the mandatory results”.</p> <p>EV300. <i>Twinning Manual 2017</i>: Internal monitoring is strengthened with better designed templates, clarified intervention logic and reference to DG NEAR guidance on performance measurement.</p> <p>EV301. <i>Twinning Manual 2017</i>: “Each Twinning project shall be followed, six up to twelve months after its conclusion, by a Twinning review mission (TRM).The overall objective of a TRM is to assess if the achievements of the Twinning project are still present and if they produced a long lasting and sustainable impact. A TRM should also identify lessons learned and recommend improvements for the management of Twinning projects in the country and/or sector”.</p> <p>EV302. <i>Online Survey, Questionnaire for MS administration</i>: Comments reveal that there were very few examples of external monitoring and evaluation.</p>
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I-1.4.4	Extent to which the supervision and guidance from the EC facilitate the implementation of Twinning projects	
Description	<p>The EC involvement is not only limited to the programming phase. It plays also a role in monitoring and evaluating the implementation of Twinning projects, which takes different forms according to the management mode in force. It also coordinates Twinning with other EU instruments and initiatives (see EQ2). The EUD is also very often the first contact point for RTAs in partner countries. Do RTAs make contacts with line DGs during the RTA training that are useful in the course of their work in the PCs? EUD task managers may intervene to ensure that projects achieve and sustain the mandatory results/outputs. The indicator is about the contribution of the EC to the implementation of Twinning projects. Is the role of the EC meeting the expectations of other actors? Is there a case for expanding or redefining this role?</p>	
Findings	Evidence	
<p>F60. Support from the EC (and in particular the EUD) is essential from a management but also a strategic point of view.</p>	<p>EV303. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering</i>: According to the ROM report, “Some staff in APLMTF voiced their struggle with the administrative side of the twinning light which had been the first one to be run directly by the Administration. More feedback from the EU Delegation could have potentially helped to identify weaknesses in the outputs and to correct them before project end”.</p> <p>EV304. <i>JO/10/ENP-AP/JH/16, Support the implementation of the Anti-Corruption Commission's Strategy in Jordan</i>: According to the ROM report, the SCMs and the EUD were not efficient in responding to the low quality level implementation of some project activities. According to the ROM report, the communication between the Project Team and the EU Delegation, and the Contracting authority has not led to appropriate changes when they were suggested. There have been meetings between the EU Delegation, the Contracting authority, and the Project Team, with limited effect. The communication as expressed by the quality of reports has been under acceptable standards. The Project backstopping was limited and, at the period of time the ROM took place, it had not reacted to the rejection of the first invoice.</p> <p>EV305. <i>Tunisian country evaluation</i>: “There is also a desire for greater involvement of EU authorities in twinning arrangements”.</p> <p>EV306. <i>Interview, CFCE</i>: “There is a need for interpretation of rules and arbitration as MS administrations are sometimes confronted with contradictory rules issued by different CA on the same issue. For example, despite the introduction of simplified costs option, the MS administrations are still advised by some Contracting Authorities to keep all supporting documents”.</p>	

	<p>EV307. <i>Interview, EC Twinning Team:</i> “As the representation of the EC in the partner country, the EUD plays a crucial role in ensuring that the Twinning project proposed is the best response to address the partner country’s reform needs and is well-articulated with other forms of assistance”.</p> <p>EV308. <i>Interview, EUD Skopje:</i> The Twinning EUD TM is not only there to supervise the implementation of the Twinning contract in line with EU rules. S/he plays a critical role in guiding the RTA during the first months of the project, ensuring coordination and synergies with other initiatives, help project counterparts make the link with related sector and general public administration reforms and pay attention to the sustainability of results.</p> <p>EV309. <i>Interview, Twinning counterparts:</i> “The EUD has played an important role during the implementation of Twinning projects. The EUD were often the first point of contact for dealing with questions about programme management and administration. Sector Managers within the Delegation, with the support of headquarters in Brussels, provided considerable support to the management of most Twinning projects and this support was recognised and appreciated by both the Twinning teams and the beneficiaries. There were also examples of significant added value provided by the EUD’s Sector Manager during the implementation of the project. In one transport project, the beneficiary attributed the success of the project to the contribution made by the sector manager who monitored the implementation of the project very carefully and continually challenged the ministry and the expert team to produce the mandatory results expected in the project”.</p> <p>EV310. <i>Interview PC NCP Neighbourhood:</i> “The EUD has an important role to ensure a follow-up of projects, especially with regards to the fulfilment of recommendations”</p> <p>EV311. <i>Interview PC NCP East:</i> In carrying out their role in support of Twinning counterparts, we [the PAO] draw heavily on the knowledge and expertise of the EUD and Commission headquarters in Brussels. This support that is provided on an ongoing basis is recognised and appreciated.</p> <p>EV312. The 2017 Manual recognises the importance of the EC detailing in particular the role of the EUD Task Manager.</p>
<p>F61. Support from the EC is also expected in terms of training on rules and procedures, usually considered insufficient at present. There is a great demand for more information and training on the new TM.</p>	<p>EV313. <i>Interview Twinning counterparts, AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession (AL Parliament):</i> “We are not satisfied with the induction training which we received at the beginning of the project. It was too early and we were not aware of the problems we would be facing. It should have been followed by more training allowing us to ask more questions”.</p> <p>EV314. <i>Interview Twinning counterparts, MA 15 ENI FI 01 17 (MA/49) Renforcement des capacités dans le cadre de la mise en oeuvre de la Loi Organique relative à la Loi de Finances:</i> « The training was well organised. It was useful to get to know each other (RTA and RTA counterpart) and make contacts with other projects. It should be repeated in the course of the project”</p> <p>EV315. <i>Interview Twinning counterparts, JO/13/ENPI/TR/01/17 (JO/30) Support the preparation for the negotiation of the Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA):</i> “We would welcome more training on the Twinning procedures and rules, including for Component Leaders. We are not aware of the TM. Training would be welcomed”</p> <p>EV316. <i>Interview, PC NC:</i> “There is an urgent need for training on the new TM. It should cover all the Twinning stakeholders including NCP and EUD, not only beneficiaries”.</p> <p>EV317. <i>Interview Twinning counterparts, HR 14 IPA SO 04 16 (CRO REDPOV):</i> “We heard about the new Manual but we did not get any information about it. We are not aware of the innovations it introduces”</p> <p>EV318. <i>Online Survey, Questionnaire for EUDs:</i> A majority of respondents did not provide any training or presentation for beneficiary administrations on the 2017 Twinning Manual.</p>

TABLE 13 SUMMARY OF THE DATA COLLECTION PROCESS FOR EQ 1

Judgement criteria information availability	
JC 1.1	5
JC 1.2	4
JC 1.3	4
JC 1.4	5
1= low – 5 = high	

EQ 2 - Added value, complementarity and coherence

JC.2.1 – Twinning has been used for actions which could / would not have been better, or equally well, addressed through other EU external action instruments.

The Twinning implementation set-up and features (see JC1.1) appear to have added value to EU external actions, enabling a form of cooperation which, when circumstances are right, addresses partner countries' needs better than other available EU instruments/mechanisms.

Twining involves transfer of technical expertise (unlike budget support, which is purely financial assistance) on a peer-to-peer basis (unlike TA, which is a client-provider relationship) for an extended period (unlike TAIEX or peer review missions, which are short), and covering potentially all objectives and reforms under the EU-PC Agreements (unlike SIGMA, which focuses on PAR, including PFM).

One of Twinning's defining characteristics as opposed to technical assistance is that it is based on MS-PC cooperation. The choice, however, is muddled by the fact that some MS administrations are active in competing for TA tenders. As a hypothesis, there are three circumstances (not mutually exclusive) in which Twinning is likely to be the 'superior' option to TA:

- The public sector has a specific competence which is not found in the private sector (e.g. managing parliamentary business, policing, tax administration, air transport safety, surveillance of fish stocks, border control, etc.).
- The legislative environment (design, implementation and/or enforcement) is both sufficiently specialised and continually evolving (e.g. cyber-security, data protection), or subject to change for a defined period (e.g. immediately following introduction of a new EU directive or regulation) that practising public officials would be better equipped to proffer advice than, say, former officials working for private consultancies.
- In some cases, there is no alternative to engage with Parliaments and Ombudsmen in a non-intrusive way and on a peer-to-peer basis.

In other cases, expertise might also reside in the private sector (e.g. prison management, financial control, external audit), but the political and operational environment of MS administrations provides more directly comparable and relevant insights for the PC institution⁸⁴. In these cases, Twinning might be considered the 'preferable' option. At the same time, there are fields (or aspects of them) which could easily be justified as TA projects (e.g. environmental protection, legislative analysis, human resources management, ICT systems development). However, these elements are often bundled into a wider reform process with other TP components in a way that makes the entire package indivisible. Sometimes a reluctance to share classified information with private consultants is also an argument in favour of an MS public sector relationship⁸⁵.

There are examples in the sampled TPs when the case for Twinning is clear-cut / stronger, and equally, when the case appears questionable / weaker on the basis of the documentation available (see evidence under finding F63).

Twining is more effective when it is implemented within a coherent and comprehensive programme of support (ideally coordinated with other donors) addressing sector reform needs in line with national priorities (see evidence under finding F79).

Central to the added value of Twinning is the peer-to-peer cooperation that is enabled by TPs, and the opportunity in principle to develop a long-term relationship. Compared to TAIEX which consists

⁸⁴ However, given that public services tend to be more and more outsourced to public or private bodies in some EU MS, PCs will be looking for models that are closer to their own when selecting project partners.

⁸⁵ "Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy"

of a one-off short-term exchange of information/technical know-how from individual experts on very narrowly-defined topics, the interviewed stakeholders valued Twinning for the long-term cooperation it establishes between institutions, allowing for more thorough and continuous support to address sector-wide reform needs over longer period, affording also an insight into systems, procedures and *modus operandi* of the EU MS administration. However, as already noted under JC1.4, the duration of Twinning is often considered too brief in relation to the long-term horizon of reforms.

Twinning light has predominantly been used in IPA countries that seem to have appreciated the possibility of shorter inputs from EU MS to adopt/implement specific EU acquis-related legislation, as illustrated by the case of Croatia. Over the period 2007-2017, 94 Twinning light projects (18% of the total number) were implemented for a total value of €21 million, representing 4% of the total funding. The majority of them (84%) were implemented in the IPA region. Croatia was the leading recipient of Twinning light projects, both in terms of value (€8.2m) and number of projects (42). Only nine Twinning light projects were implemented in ENI countries, of which five were in Morocco, three in Tunisia and one in Moldova.

EU MS also value Twinning because contrary to other assistance delivery mechanisms, it is centred on EU MS public administration, giving an opportunity for the participating country to showcase the expertise of their administrations and explore other forms of cooperation with the PC (see evidence under finding F65).

In the enlargement area, the transition from recipient to provider of Twinning support enabled ‘newer’ MS to continue benefiting from the mechanism, including by cooperating with former partners in project consortia as Twinning providers (see evidence under finding F67).

As already indicated under JC1.3, consortium-based TPs can bring advantages both for the PCs and the MSs themselves by widening the range of expertise and experience available. From the desk documentation, it seems that PCs appreciated this possibility to benefit from, and contrast, the experience of several MS administrations, as evidenced by the Serbian TP on the European Employment Strategy, which benefited from a consortium of French, Swedish and Romanian labour market institutions. In the IPA region, there are many examples of added value achieved by combining the management and technical experience of ‘old’ MSs with the greater administrative, cultural, linguistical and/or historic proximity that the ‘new’ MSs often share with the PC, including their experience of recently preparing for EU accession.

The evaluation also revealed an interest in peer-to-cooperation among MS administration themselves, such as the TAIEX missions regarding the management of the European Regional Development Fund and the Cohesion Fund within the cooperation framework of DG REGIO since 2015, and similar opportunities since under the EU Partnership Instrument, TAIEX Strategic, the Structural Reform Support Programme and the TAIEX-EIR (Environmental Implementation Review) tool⁸⁶.

However, the added value of Twinning depends on the Twinning principles and features⁸⁷ - in particular, clear links to the EU acquis, well-targeted needs corresponding to MS competences, and high levels of PC ownership and commitment and alignment with national reform goals - being upheld, which is not always easy to achieve in practice. The evaluation of Twinning in neighbourhood countries recommended that “during the project selection and preparation phase, both the EUDs and PAOs be a lot more rigorous in respect of twinning-related conditionalities. A clear understanding by the beneficiary stakeholders of what Twinning really entails in terms of commitment, workload, achievement of results and absorption capacity is key to achieving success”⁸⁸.

During the programming phase, partner countries / EUDs consider the most suitable modality for delivering their objectives and reforms. The TM lays down the principles of Twinning, but does not

⁸⁶ TAIEX & Twinning highlights, 2017

⁸⁷ See Annex 2.1 extracted from the 2017 Twinning Manual, section 1.1.

⁸⁸ Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy

set out any instructions or guidelines as to the conditions in which it should (or should not) be applied. There appears to be no standard approach when deciding whether Twinning is the best suited assistance delivery mechanism. The decision to opt for Twinning is usually the result of a dialogue between the EC and PC authorities conducted without clear criteria (see evidence under finding F70).

Twining as a modality should ideally be weighed up against other options (e.g. TAEIX, SIGMA, budget support, TA). In some cases, Twinning is the only viable modality. For example, as shown in the case study (Annex 8), there is no alternative ways to engage with Parliaments and Ombudsmen in a non-intrusive way and on a peer-to-peer basis. Interviewed stakeholders also noted that, as EUD staffing has been scaled down, there has been a trend towards larger assistance projects that disadvantages Twinning projects (given their relatively small budgets). Further, there is a view that PCs very often find it easier to opt for traditional TA contracts which are less burdensome and involve fewer responsibilities.

The decision to finance Twinning projects sometimes appears to reflect more the capacity of beneficiaries to get involved, rather than the most urgent needs of the sector. Interviewed stakeholders revealed that experienced administrations are more likely to apply for projects and receive assistance as they are more adept at demonstrating the link between their project and the broad priorities of the EU-PC agreements, while more pressing needs may remain unaddressed for want of a body capable of articulating them into a project (see evidence under finding F71).

I-2.1.1	Extent to which Twinning projects differ in their focus, approach, scope and implementation from interventions that can be, and are, implemented using other institution-building tools																		
Description	<i>The intention is that Twinning projects offer a particular package of benefits, as described above (extended peer-to-peer transfer of know-how across all EU-partner countries and policy fields). But does this happen in practice? Looking at the sample of Twinning projects under each case study, do they function differently to other institution-building tools (See JC2.2), and if not, why not? To which extent has Twinning proved better suited than other available institutional tools for addressing the needs of partner countries?</i>																		
Findings	Evidence																		
F62. Twinning presents distinctive features which are not available from other institution-building tools in the same combination	<p>EV319. Twinning involves transfer of technical expertise (unlike budget support) on a peer-to-peer basis (unlike TA, which is a client-provider relationship) for an extended period and on the basis of a partnership between institutions (unlike TAIEX or peer review missions), and covering potentially all objectives and reforms under the EU-PC Agreements (unlike SIGMA, which focuses on PAR).</p> <p><i>Specificities of Twinning compared to other EU institution-building tools</i></p> <table border="1" data-bbox="636 603 2040 1410"> <thead> <tr> <th data-bbox="636 603 853 635"></th> <th data-bbox="853 603 1397 635">Scope</th> <th data-bbox="1397 603 2040 635">Main differences from Twinning</th> </tr> </thead> <tbody> <tr> <td data-bbox="636 635 853 762">Twinning</td> <td data-bbox="853 635 1397 762">Long-term peer-to-peer cooperation centred on the EU acquis to support the implementation of agreed development priorities in line with EU-PC agreements</td> <td data-bbox="1397 635 2040 762">-</td> </tr> <tr> <td data-bbox="636 762 853 1070">TAIEX</td> <td data-bbox="853 762 1397 1070">Short-term peer-to-peer cooperation centred on the EU acquis to support the implementation of agreed development priorities in line with EU-PC agreements</td> <td data-bbox="1397 762 2040 1070">TAIEX is based on a short-term cooperation with individual MS experts from any MS administrations as opposed to a long-term partnership with specific MS public administration(s) in the case of Twinning. In the case of standard Twinning, the partnership involves the secondment of one MS civil servant (RTA) in the PC administration. TAIEX mission lasts up to 5 days compared to up to 6 months (Twinning Light) or up to 2 years (standard Twinning).</td> </tr> <tr> <td data-bbox="636 1070 853 1161">SIGMA</td> <td data-bbox="853 1070 1397 1161">Joint EU-OECD initiative to support public administration reforms in ENI and IPA partner countries</td> <td data-bbox="1397 1070 2040 1161">SIGMA's scope of intervention is limited to PAR while Twinning can cover any reform needs arising from EU-PC agreements. 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<p>F63. Reviewed projects provide much evidence of Twinning where MS are clearly best placed to provide advice and know-how. There are however counter-examples.</p>	<p>EV320. <i>AZ/14/ENP/TP/34, Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> It is unlikely that the TP could have been implemented (or implemented as well) by TA or other forms of capacity building assistance. The subject matter (maritime safety) is something which is dealt with by public bodies, with the result that relevant expertise and experience is most readily sourced from such institutions.</p> <p>EV321. <i>JO/12/ENP/EY/21, Institution Building for the National Electric Power Company (NEPCO) in Jordan:</i> It is unlikely that the TP could have been implemented (or implemented as well) by TA or other forms of capacity building assistance. The subject matter (management of a country's national grid, including balancing the supply and demand of electricity) is something which is dealt with by public bodies. The relevant expertise and experience is most readily sourced from such institutions.</p> <p>EV322. <i>TR 13 IB AG 02 R, Reinforcement of the Turkish Fisheries Management System:</i> It is unlikely that the TP could have been implemented (or implemented as well) by TA or other forms of capacity building assistance. The subject matter (monitoring, control and surveillance of fishing and fish stocks, including data gathering and combatting illegal unreported and unregulated fishing) is something which is dealt with by public bodies. The relevant expertise and experience is most readily sourced from such institutions.</p> <p>EV323. <i>UA10/ENP-PCA/EY/29, Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> It is unlikely that the TP could have been implemented (or implemented as well) by TA or other forms of capacity building assistance. The project's subject matter (development of legislation and standards related to energy efficiency, benchmarking the PC beneficiary against similar EU organisations) is something which is dealt with or can only be performed by public bodies. The relevant expertise and experience is therefore most readily sourced from such institutions”</p> <p>EV324. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> Given the scope of the TP, and especially the focus on aligning Georgia's VAT and excise systems with the EU's, practical assistance with developing risk analysis and computer audit systems, and training of the GRS's young and inexperienced workforce, it is unlikely that TA or other forms of capacity-building assistance would have been appropriate.</p> <p>EV325. <i>SR 11 IB FI 01, Strengthening Capacities of the State Audit Institution of Serbia:</i> Given the specialist nature of external audits in the public sector, it is likely that EU MS SAIs would be best placed to deliver mandatory results 2 and 3 (less obviously, legislative gap analysis and communications). However, if the TP had been designed as TA, it is possible that the SAIs might have participated in tendering, and that private sector audit firms would have competed for such assignments. The fact that the sister project on capacity-building in the Audit Authority (a role which was ultimately assigned to the SAI) was designed as a service contract (plus supplies) suggests that TA was an option for the SAI capacity-building. Given the DRI's existing strategic relationship with OAG, however, its membership of INTOSAI and EUROSAI, and its obligation to follow International Standards of Supreme Audit Institutions (ISSAIs), it can be expected that the SAI would exhibit a preference for Twinning support.</p> <p>EV326. <i>SR 13 IPA FI 02 17 TWL, Audit Quality Control in the State Audit Institution:</i> Given the specialist nature of external audits in the public sector, and quality assurance within this field, it is likely that EU MS SAIs would be best placed to deliver this project.</p> <p>EV327. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The ROM report finds that "Twinning as instrument is well adapted to Supreme Audit Institutions as it requires experienced peers / colleagues to present best practices and engage the auditors in a change process to acquire skills within a coaching/ training approach. However, SAI has its own traditions and institutional settings and local conditions which make skill transfer not independent from the specific audience".</p> <p>EV328. <i>TU/11/ENP-AP/AG/38/TL, Appui pour la mise en place d'un Système d'Information Céréalière de prévision des récoltes et d'alerte précoce:</i> The project could have been implemented by TA given that most experts (including the RTA) were not officials from the French Ministry of Agriculture but from CIRAD a French agricultural research and international cooperation organisation</p>
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	<p>specialised in the sustainable development of tropical and Mediterranean regions with a long track-record in cooperation and partnership with developing countries.</p> <p>EV329. <i>SR 11 IB EY 01, Capacity Building for the Energy Agency of the Republic of Serbia</i>: In this case, the project could have been implemented by technical assistance, since support was provided to the same PC beneficiary by private companies under 2 previous IPA projects. However, given the nature of the PC beneficiary, it is clear that twinning represents the preferred modality (regulation of the energy market is performed by public bodies in MSs, and it is they who also have direct experience of introducing and implementing the relevant acquis).</p>
<p>F64. Central to the added-value of Twinning is the high-level peer-to-peer cooperation that Twinning projects enable. PCs appreciated the role played by EU experts in facilitating policy discussions or consultation processes.</p>	<p>EV330. <i>Interview, CFCE</i>: “As a candidate country, we valued Twinning projects to benefit from the experience of counterpart administration from the MS. This was effective not only to make progress with reforms but also to bring new perspectives and facilitate change within the administration in a way that is not possible with private consultants”.</p> <p>EV331. <i>Video conference, NCP</i>: “If the action is delivering good results and relationships, it is good to continue helping with recommendations that still need support”.</p> <p>EV332. <i>Video conference, NCP</i>: “Twinning is a partnership, it is not technical assistance. But some partners are more used to TA, it takes time to build up a partnership ... Sometimes you need leeway to adapt to the situation on the ground”.</p> <p>EV333. <i>Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy</i>: “The BAs also indicated that specific project activities required a long term relationship with a reference counterpart in the EU and only Twinning, not classical Technical Assistance, could provide this long-term relationship under “peer-to-peer” cooperation and networking. In fact, given the very nature of their core activities and mandates, several stakeholders are reluctant to disclose and share normally classified information with private consultants and therefore prefer working with their sectoral counterparts”..</p> <p>EV334. <i>Interviews, Twinning counterparts, Ukraine</i>: One of the most interesting features of projects visited was how the Twinning experts were used to clarify or justify particular policy positions during various public consultation activities or during presentations of legislation and other policy documents to senior politicians. Several of the beneficiaries found the technical support of Twinning experts to be extremely valuable during such (often fraught) interactions with stakeholders and considered that they were often very helpful in finding sound practical ways to address comments and questions that arose during the consultation processes. This often had a meaningful impact on the process of legislative reform in the beneficiary organisation. For example, the State Border Guard claimed that some legislation could not have been implemented without the support of the Twinning project during the presentation of regulatory reform proposals within the Ministry.</p> <p>EV335. <i>Online Survey, Questionnaire for EUDs</i>: “direct links between peer institutions working on similar reforms in real time”.</p> <p>EV336. <i>Online Survey, Questionnaire for PC administration</i>: “The most important thing in the Twinning project is to involve experts, who are our colleagues, do the same work as we do, and are familiar with the problems in our work and know how problems can be solved.”</p> <p>EV337. <i>Online Survey, Questionnaire for MS administration</i>: “Value of partnership - working together towards common objectives with colleagues from BC. Still in contact and exchange of experience, continuation based on professional relations. But also we learned, too from our BC colleagues as learning is always two-line directions”.</p>
<p>F65. The added value of Twinning depends on the Twinning principles and features as an instrument for institution building (set out in the Twinning Manual section 1.1) being upheld, which is not always easy to achieve in practice</p>	<p>EV338. <i>Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy</i>: “The Experts recommend that during the project selection and preparation phase both the EUDs and PAOs be a lot more rigorous in respect of twinning-related conditionalities. A clear understanding by the beneficiary stakeholders of what Twinning really entails in terms of commitment, workload, achievement of results and absorption capacity is key to achieving success”</p> <p>EV339. <i>Video Conference with NCPs, CFCEs, PAOs and EUDs</i>: “Many projects do not deliver substantial outcomes and impact because of vague or overambitious mandated results, the conditions for reforms were not met in the partner country, the capacity of the</p>

	recipient administration was too weak with limited political commitment or the partner country was insufficiently prepared for Twinning expecting from the Member State the support usually obtained through a TA contract”
F66. While Twinning is envisaged as a partnership between public administrations of MS and PC, it usually consists of one-way exchanges. However, some MS partners have found that Twinning has also provided an opportunity to reflect on their own policies and practices. Moreover, Twinning is a unique opportunity for EU MS to showcase the expertise of their administrations and build bilateral relationships.	<p>EV340. <i>Interviews, Twinning counterparts, Ukraine</i>: Several of the beneficiary institutions and, indeed, the PAO mentioned that the Twinning instrument could become a more attractive modality if the flow of experience exchange between the Member State and the beneficiary country could be bi-directional. Given that the aim of the instrument is to support the reform process in partner countries, it is not immediately clear how this would be achieved. Nevertheless, the future preparation of twinning fiches might give some consideration to whether there may be some room for the partner country to share their own experiences in various forums over the course of the project”.</p> <p>EV341. <i>Interview, DG DEVCO</i>: “Israel is one of the rare partner countries where EU MS are interested in Twinning not primarily as a provider of know-how but as recipient of the experience from their counterparts”</p> <p>EV342. <i>Interview, EU MS Embassy</i>: “Twinning projects allow the Embassy to develop and maintain contacts with the administration of partner countries. Meetings are organised with MS experts from each project to understand better the way the partner country’s administration works and future needs of cooperation. The role of the embassy is to capitalise on the contacts and partnerships established through a project to enrich bilateral cooperation. Twinning projects are important for promoting our expertise abroad. Our recent experience will help position our national institutions for future bilateral cooperation with [partner country]”</p> <p>EV343. <i>Interview, twinning beneficiaries</i>: “The project gave an opportunity for French civil servants working for the Family Allowance Funds to demonstrate and share their expertise and know-how, something they never did in the past.”</p> <p>EV344. <i>Interview, EU Twinning partners</i>: “We developed the [quality] system better than for ourselves! We don’t have time for that process - we have all the elements, its part of a mosaic. We are going to use that knowledge”.</p> <p>EV345. <i>Online Survey, Questionnaire for MS administration</i>: “External acquaintance of our good practices”.</p> <p>EV346. <i>Online Survey, Questionnaire for MS administration</i>: “Building ownership and closer contacts with BC colleagues and with colleagues from the Consortium implementing the Project. Broadening horizons, sharing experience and expertise in both ways and not only from MS to BC.”</p>
F67. In the enlargement area, the transition from recipient to provider of Twinning support enabled ‘newer’ MS to continue benefiting from the mechanism including by cooperating as Twinning providers in project consortia with their former Twinning partner institutions in the ‘old MS.	<p>EV347. <i>TAIEX & Twinning Highlights 2017</i>: “Croatia is now in a position to share its acquired knowledge with neighbours. Since EU accession, Croatia implemented 14 Twinning projects as junior partner and it was recently selected to be in the lead for two projects. It is a major step forward for a new EU country”</p> <p>EV348. <i>Video Conference, NCP and CFCE</i>: “Lithuania has taken the strategic decision to promote an active involvement of its administration in Twinning which is an important tool for developing contacts and cooperation with neighbouring countries with which we share many common interests and connections but we are also eager to start cooperation in the Southern Neighbourhood. Given our limited capacities, this is only possible as a junior partner in consortium with countries with more experience and contacts in the region”.</p> <p>EV349. <i>Interview, French Embassy in Croatia</i>: “We are looking to maintain contacts with our Croatian counterparts by means of consortia for new Twinning projects but also looking to other sources of funding since Croatia is no longer eligible as a recipient country of Twinning support. The Embassy is ready to support the Ministry in preparing TAIEX application”</p>
F68. The evaluation revealed an interest in peer-to-peer cooperation among MS administration themselves, sometimes combined with a lack of information about existing opportunities.	<p>EV350. <i>Interview, Twinning counterparts, HR 14 IPA SO 04 16 CRO REDPOV</i>: “We would be happy to continue our cooperation through TAIEX or other forms of support but there is a lack of information about options available and procedures to follow”.</p> <p>EV351. <i>Interview, EC Twinning Team</i>: “The fact that Croatia’s interest in Twinning did not diminish after EU membership highlights the value administrations attach to peer-to-peer cooperation even outside the enlargement agenda. There are also examples of TAIEX missions organised between the administration of MS countries e.g. Poland and Spain regarding the management of the Cohesion Fund”</p>

	<p>EV352. <i>TAIEX & Twinning Highlights, 2017:</i> “Since 2015, TAIEX provides expertise to EU Member States’ bodies managing funding under the European Regional Development Fund and the Cohesion Fund, in the framework of cooperation with the European Commission’s Directorate-General for Regional and Urban policy (REGIO). In 2016, a similar agreement entered into effect for the EU Partnership Instrument, in order to use the TAIEX peer-to-peer approach to promote EU and mutual interests and advance the Union’s external action priorities globally. In 2016, TAIEX Strategic opened up the possibility for all Commission’s services to request TAIEX assistance directly. In 2017, the Structural Reform Support Service broadened its cooperation with TAIEX to include EU Member States as recipients of assistance, within its Structural Reform Support Programme. Also in 2017, the European Commission’s Directorate-General for Environment launched the TAIEX-EIR (Environmental Implementation Review) tool to facilitate peer learning between environmental authorities from the national, regional and local level of EU Member States”.</p>
<p>F69. The new financial perspectives are likely to open up Twinning to development cooperation countries. Views are diverging as how the mechanism should be adapted to meet the needs of the cooperation in both the neighbourhood and other third countries</p>	<p>EV353. <i>Interview, DG DEVCO A1:</i> “DG DEVCO has some experience with peer-to-peer cooperation between public administrations of EU MS and PC (for example under programmes such as Eurosocal or PASP-PALOP). We are interested in standard Twinning to promote cooperation with central governments. DG DEVCO plans to implement pilot Twinning projects in 2019 in cooperation with DG NEAR. Given that the ENI and DCI will be merged in the next financial perspectives, the question is how to adapt the mechanism to countries with a completely different contexts from ENI”</p> <p>EV354. <i>Interview, DG DEVCO G2:</i> “The funding available for our programmes is modest and would not allow to fund many Twinning projects. TAIEX is more suited to the cooperation we implement with Latin-America”</p> <p>EV355. A Practitioners’ Network for European Development Cooperation regrouping major EU MS development agencies advocates a wider use of public service expertise in development cooperation, including through Twinning.</p>

I-2.1.2	Extent to which at the programming stage that EC / partner countries reviewed other options and reached a considered/informed opinion that the specificities of Twinning made it the most suitable modality for the action being programmed.	
Description	<p><i>During the programming phase, partner countries / EUDs consider the most suitable modality for delivering their objectives and reforms. Twinning as a modality should ideally be weighed up against other options (e.g. TAEIX, SIGMA, budget support, TA). In some cases, Twining is the only viable modality. For example, the evaluation kick-off noted that there are no alternative ways to engage with Parliaments and Ombudsmen in a non-intrusive way and on a peer-to-peer basis. The evaluation kick-off meeting also noted that, as EUD staffing has been scaled down, there has been a trend towards larger assistance projects that disadvantages Twinning projects (given their relatively small budgets). Further, there is a view that partner countries very often find it easier to opt for traditional TA contracts which are less burdensome and involve fewer responsibilities. Were the pros and cons of Twinning properly assessed before a decision was taken? What factors were taken in account? What is the role of the EC (DG NEAR and line DGs) in ensuring all options are considered? Do EU member states have a role in proposing Twinning as the modality (for example, as follow-up to previous Twinning projects)?</i></p>	
Findings	Evidence	
<p>F70. The decision to opt for Twinning as delivery mechanism is taken in the course of the programming process. There is no well-defined modality, the decision is usually the result of a dialogue between the EC and PC authorities without clear criteria.</p>	<p>EV356. <i>Azerbaijan country evaluation:</i> “The identification of Twinning projects is organised through a call for interests. Both the PAO and the EU Delegation used evaluation grids in order to assess and rank Twinning proposals. Although both are more or less using the same criteria, there are rather different in approach and detail”.</p> <p>EV357. <i>Video Conference, EUD:</i> “There is no grid to assess the appropriateness of Twinning as delivery instrument. The decision to programme a Twinning project is the result of the dialogue between the EC and the national authorities during the programming cycle”.</p>	

	<p>EV358. <i>Video conference, partner country NCP:</i> “Beneficiary administrations need advice on which instrument would fit best, and guidelines. There are no criteria about when to use service contract, when to use grants. Sometimes they don’t understand when to use Twinning or other forms of cooperation. In some partner countries, there are no standards, it looks sometimes they very randomly chose why TA for one issue, why Twinning for another”.</p> <p>EV359. <i>Interview, partner country NCP:</i> “We are in constant contacts with potential Twinning recipients across the administration. We are discussing with them the possibility of choosing Twinning as a delivery mechanism as part of the programming process with the EU. As PAO, this is one of our main role”.</p> <p>EV360. <i>Online Survey, Questionnaire for EUDs:</i> A majority of respondents indicated that there is no system in place for deciding whether to use Twinning whereas almost a third did not know. Comments suggest that apart from tailor made mechanism in Jordan, other comments stated only regular consultations with relevant authorities in order to make decisions”.</p> <p>EV361. <i>Online Survey, Questionnaire for PC administrations:</i> “Technical Assistance was considered as more appropriate. EUD insisted on Twinning”.</p>
<p>F71. The decision to finance Twinning projects often appears demand-driven, with experienced administrations more likely to receive assistance.</p>	<p>EV362. <i>Algerian country evaluation:</i> “From the outset, the P3A programme was oriented towards an "on-demand" approach. The success of P3AI actions (Twinning, TAIEX) have generated massive enthusiasm on the part of a growing number of ministries. A more sectoral approach should be supported by the PMU/ATA and the EUD to avoid that the strongest ministries are systematically the best placed to benefit from Twinning projects”.</p> <p>EV363. <i>Tunisian country evaluation:</i> «Twinning certainly meets real needs. They are essentially the results of requests made at the level of beneficiaries, requests that explicitly reflect their immediate and future needs”.</p> <p>EV364. <i>Interview, PC NCP:</i> “We are working with a limited number of line ministries which have sufficient capacities to articulate their needs and develop a project fiche with our support”</p> <p>EV365. <i>Interview, Twinning beneficiaries:</i> “This our third Twinning project. Contrary to other ministries, we are very experienced with the mechanism, which suits the aims of our institution. It was a learning process: at first it was difficult but the experience we gained on the first project was crucial to apply a second and third time”</p>

JC.2.2 - Twinning has been used strategically to complement other mechanisms for delivering EU assistance and other donors' initiatives (or vice versa).

Twining is often seen as a standalone tool, but its benefits can be accentuated by combining it with other instruments. These synergies should ideally be identified during programming. The evaluation provides some evidence of complementarity, in the sense that other interventions are typically referenced explicitly in the TPF. While there seems to be no overlap with TAIEX and SIGMA, examples are rare of direct coordination i.e. a combined deployment of assistance to achieve common specific objectives (see evidence under finding F72).

The fact that TFRs often connect the sustainability of results and the impact of the TP to the implementation of reforms in other areas/sectors seems to indicate that links were not always made at design stage and/or followed through during implementation. Evidence from the case studies show the importance of positioning the TP within the broader reform process and articulating it with other national initiatives and policies and other donor's programmes. As argued by one EU NCP: "The strategic approach should be in place - from the planning phase to long after the twinning project has finished». This chimes with the new guidance introduced in the TM to ensure better linkages of Twinning with the country's overall reform process and related initiatives. The new template requires a more rigorous analysis of the country's efforts in sector reforms⁸⁹ and a more detailed description of the framework in which the TP takes places⁹⁰. The integration of PA principles into the 2017 TM (see JC 2.3), as well as the new Guidelines on Budget Support⁹¹, should also contribute to a more strategic positioning of TPs within the reform process and complementarity with other EU/international donor initiatives.

Listing other relevant assistance in the TPF is also no guarantee that the Twinning team will liaise or coordinate with them. While project documentation often refers to related ongoing interventions, it provides limited evidence of interaction during implementation, although in the best cases as revealed during the field phase, mechanisms were put in place, often at the initiative of the RTA (see evidence under finding F73). Interestingly, one of the reviewed TFRs⁹² argued that the TPF requirement for the Twinning partners to "take all necessary steps to ensure coordination" with the donor-funded projects mentioned "and other related activities, in order to avoid any duplication or overlap, and to achieve possible synergies" was a problem as "it is very hard to coordinate with other supporting bodies because a Twinning team has to fulfil their benchmarks and also other institutions have to fulfil their programs". The TFR proposed instead that: "It should be clarified in advance which experts or programs support which fields and the overlapping should be avoided in the preparation phase".

In principle, Twinning can trigger new projects or donor-funded initiatives, including those financed under EU support interventions, which contribute to their impact and sustainability as a result. Evidence from the case studies show that successful Twinning projects generated or helped maintain the momentum for sector reforms in partner countries (see evidence under finding F75). Continuation of partnerships established by Twinning projects are rare. While there are several occurrences of partner countries' institutions benefiting from several projects, it is never with the same partner and (usually) not the same country (see evidence under finding F76).

89 See Annex C1 (TPF), in particular sections 3.2 and 3.3 and Annex A2 (DoA/MS proposal), sections 1.1 and 1.3

90 The TPF template invites the beneficiary institution to attach the following information: reference to feasibility /pre-feasibility studies, a list of relevant laws and regulations, references to relevant government strategic plans and studies, a mapping of related interventions by government and/or other actors (if existing), the donor coordination framework (if existing) and the project/sector monitoring framework (if existing), sector assessment reports of any kind including publicly available reports from other international organisations (SIGMA, IMF, etc.), project/sector relevant publicly available conclusions/agreements between the EU and the beneficiary resulting from the political dialogue.

91 Budget Support Guidelines 2017 recommend accompanying budget support with other forms of capacity building assistance, including Twinning.

92 Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation

I-2.2.1.	Extent to which the interaction with complementary EU and other donor interventions was planned at the programming stage and/or realised at implementation stage
Description	<i>These synergies should ideally be identified during the development of the national programme, either within one programming round or learning lessons from previous rounds. Is there evidence of this type of discussion and decision-making process - even if the end conclusion was to pursue other approaches? Once programmed, interactions with complementary EU and donor interventions should be demonstrated in practice. Are there operational constraints that have prevented such interaction? Do TAIEX and SIGMA missions put forward Twinning as next steps? Are TAIEX and SIGMA used to consolidate results achieved by Twinning projects? How do other donors (including bilateral donors) interact with Twinning projects?</i>
Findings	Evidence
<p>F72. While there seems to be no overlap with other EU delivery mechanisms (TAIEX, SIGMA, budget support and TA), examples of direct coordination(i.e. a combined deployment of assistance to achieve common specific objectives) are rare both in the reviewed documentation and the projects visited during the field phase</p>	<p>EV366. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The TFR refers to the high-level seminar 'Strengthening the parliamentary oversight and the role of the Supreme Audit Institution in improving the management of public finances' being organised in May 2016 "in close cooperation with the delegation of the European Union and Sigma".</p> <p>EV367. <i>Azerbaijan evaluation:</i> “39 of the 88 TAIEX projects are implemented by the beneficiaries of the 21 Twinning projects, but by and large these TAIEX actions are unrelated to the Twinning projects. In fact, TAIEX is not much used as an instrument to assist with project preparation and/ or reinforcing the Twinning projects. SIGMA has not been used in Azerbaijan as a complement for Twinning”.</p> <p>EV368. <i>Moroccan country evaluation:</i> “The analysis of documents as well as the interviews or replies to the questionnaires show that the complementarity Twinning/TAIEX could be improved. During the period covered by this study, no twinning was found in the ministries benefiting from SIGMA actions, which were conducted independently. This explains the ignorance of Twinning beneficiaries about the possibilities offered by SIGMA. This point is the subject of a recommendation”.</p> <p>EV369. <i>Algerian country evaluation:</i> “In many cases a real synergy has been observed between the two types of actions: TAIEX actions facilitating the identification of twinning arrangements or prolonging the effects”.</p> <p>EV370. <i>SR 11 IB FI 01, Strengthening Capacities of the State Audit Institution of Serbia:</i> The TC quotes the SIGMA 2012 mission assessment that finds: “When comparing the number of posts filled with the number of posts planned in the complement (systematization), the SAI remains under-resourced, which has a detrimental effect on the level of audit achieved. The SAI will need to address these shortcomings in order to become a modern and effective institution”.</p> <p>EV371. <i>MN 12 IB FI 02 TWL Audit Quality Control in the State Audit Institution of Montenegro:</i> The TPF makes an explicit link with SIGMA's follow-up of implementation of the recommendations from the 'Peer Review Report of the Institution'. From October 2012 to February 2013, SIGMA provided short-term support to the SAI, comprising working meetings to prepare the TWL and to start thinking about the best ways to strengthen audit quality even before the TP.</p> <p>EV372. <i>IS/12/ENPAP/EN/07, Support to the Israeli Ministry of Environmental Protection in the establishment and implementation of a system of Integrated Pollution Prevention and Control (IPPC) and a Pollutant Release and Transfer Register (PRTR):</i> According to the TPF, Israel had previously benefited from three TAIEX seminars held on subjects relevant to the TP.</p> <p>EV373. <i>JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan:</i> A TAIEX seminar and a framework contract helped identify and articulated needs for the TP. In recent years and unconnected to the TP, SIGMA carried out a corruption risk assessment of the Jordanian public procurement system, helping to fulfil one of the key recommendations from the TP.</p> <p>EV374. <i>Azerbaijan country evaluation:</i> “The Evaluators are of the opinion that there is value added in complementarity of Twinning and Budget Support programmes, e.g. Budget Support programmes can have conditionalities that support the achievement of Mandatory Results, and vice versa, but this has insufficiently been taken into consideration in project design”</p>

	<p>EV375. <i>Georgian country evaluation:</i> “Some Beneficiary Administrations used TAIEX and classical technical assistance before the Twinning, which made their proposals for Twinning more relevant. However, this has not yet become a usual practice, while it would be worthwhile”</p> <p>EV376. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering:</i> The ROM report noted: “The project was designed mainly as a preparation exercise for the larger IPA 2012 "rule of law" grant project. Instead of providing a new IT system right away, the twinning light analysed the IT requirements in the context of the organizational structure and capacity to take a more substantiated decision on adequate procurement to be done in the IPA 2012 grant project. This connection between the twinning light and the subsequent grant project is however not explicitly mentioned in the Terms of Reference and logframe. More generally, it could have been argued that instead of launching a separate project to make a needs assessment and problem analysis (IT, organization, legal framework) in preparation of the more substantial IPA 2012 project, this preparatory work should have been done through individual studies (via TAIEX or other means). This would have reduced the administrative burden for the APMLTF”.</p> <p>EV377. <i>Interview, EUD Ukraine:</i> Because previous experience appears to be quite important, the TAIEX modality is an important precursor in many cases to full Twinning projects and can have a positive impact on their design and implementation. Although precise data are not available, TAIEX interventions have regularly led, either directly or indirectly, to full Twinning proposals</p>
<p>F73. Interaction with other projects during implementation is anecdotal although in the best cases mechanisms were put in place, including at the initiative of the RTA.</p>	<p>EV378. <i>JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan:</i> The project linked to previous UNDP and USAID funded projects in the field of anti-corruption. The USAID took over from the EU in providing assistance to the ACC although there was a gap of three years. Apart from occasional contacts with USAID and a few donor coordination meetings organised by the EUD/EU embassies, the project did not cooperate with any other projects during its implementation. Informal contacts during project implementation took place between RTAs of other Twinning projects to discuss common implementation issues</p> <p>EV379. <i>JO/10/ENP-AP/AG/12, Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products:</i> The ROM report states that: “A close co-ordination has been set up with similar interventions (USAID project, Arab Organization for Agricultural Development).” However, there is no detailed account as to what concrete synergies have been achieved.</p> <p>EV380. <i>TU/11/ENP-AP/AG/38/TL, Appui pour la mise en place d’un Système d’Information Céréalière de prévision des récoltes et d’alerte précoce:</i> Apart from synergies between the beneficiary and five institutions depending from the Ministry of Agriculture of Tunisian the TFR does not report any cooperation with other initiatives, in particular the ones indicated in the TPF.</p> <p>EV381. <i>MD 12 ENI AG 01 16 (MD/25), Support to the National Food Safety Agency of the Republic of Moldova:</i> The ROM report notes that TP management was unaware of directly relevant activities undertaken by other EU/donor interventions in the sector. This lack of awareness in turn contributed to inadequate coordination between the twinning partners and the relevant ministry. Therefore, not only were synergies not achieved, but basic complementarity was not ensured.</p> <p>EV382. <i>UA/14/ENP/EY/44b, Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform:</i> The TFR does note a couple of synergies with the Energy Community and an EU financed technical assistance project (which started half-way through the TP); in both cases, the TP directly followed up (or was followed up by) assistance provided under the other initiatives. Coordination appears to have been ensured by the PC beneficiary. No synergies are described with EU/donor interventions in the field which do not directly concern word on the third energy package and the PC beneficiary (e.g. a EUR 45 million sector budget support initiative mentioned in the TPF).</p> <p>EV383. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> The TPF requires the Twinning partners to "take all necessary steps to ensure coordination" with the donor-funded projects mentioned "and other related activities, in order to avoid any duplication or overlap, and to achieve possible synergies". The TFR indicates that this was a problem: "Other international organisations and single countries support GEO as well in further development. It should be</p>

	<p>clarified in advance which experts or programs support which fields and the overlapping should be avoided in the preparation phase. During a running project it is very hard to coordinate with other supporting bodies because a Twinning team has to fulfil their benchmarks and also other institutions have to fulfil their programs."</p> <p>EV384. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in updating incentive based electricity tariff methodology:</i> The ROM report notes: "With regard to donor coordination, the RTA has been active in meeting and discussing both the aims and objectives of other interventions with the donor representatives. They include the EBRD through the KEMA project work; USAID through a number of projects (e.g. the Power and Gas Infrastructure Program, and Hydropower Investment Promotion Program, or HIPP); and the EU-funded INOGATE programme, which focusses on the oil, gas and electricity sectors. Through this process, the project makes sure that there will be no duplication or overlapping of activities".</p> <p>EV385. <i>SR 11 IB AG 01, Building Capacity in the areas of Food Safety and Animal Welfare:</i> The ROM report notes "At the initiative of the MS RTA, weekly coordination meetings with two other related projects are held. Both are EU funded, with VD as the main beneficiary. The first is a twinning for Capacity Building for Upgrading of Food establishments and animal by-product management".</p> <p>EV386. <i>Online Survey, Questionnaire for MS administration:</i> "I as RTA coordinate on regular basis with other donors providing support to the Beneficiary Parliament such as UNDP, GIZ, IRI and EU High-Level Adviser on Implementation of Association Agreement".</p> <p>EV387. <i>Online Survey, Questionnaire for MS administration:</i> RTA: "Yes, on my request, because at least one TA project had activities on exactly the same topic, and I discovered it by chance, and required a cooperation by EU Delegation, what was done".</p> <p>EV388. <i>Online Survey, Questionnaire for MS administration:</i> "only partly and mainly on initiative of the TW project (no vice-versa initiative)".</p>
<p>F74. The Budget Support Guidelines 2017 recommends accompanying budget support with other forms of capacity building assistance, including Twinning. This should promote greater complementarity with Twinning.</p>	<p>EV389. <i>Budget Support Guidelines, 2017:</i> "The support that is complementary to the main budget support contract. This will typically include one or more of the following components: (i) capacity development measures (technical assistance and other forms of capacity building, including twinings, and, whenever appropriate, supplies and works) aimed at strengthening the capacity of the public institutions to coordinate, implement, monitor, evaluate and communicate the public policy in question or related aspects (e.g. public finance management or macroeconomic reforms)"</p>

<p>I-2.2.2</p>	<p>Extent to which Twinning projects have triggered new projects or donor-funded initiatives, including those resulting from EU support interventions using information from the Twinning projects, and becoming more sustainable as a result.</p>
<p>Description</p>	<p><i>Twinning projects can have beneficial effects beyond their mandatory results, which contribute to their impact and sustainability. If so, how did this happen, do any conditions need to be in place, and what can we learn from this experience? Are they influencing other EU interventions in practice?</i></p>
<p>Findings</p>	<p>Evidence</p>
<p>F75. Successful TPs often generated or helped maintain the momentum for sector reforms in partner countries</p>	<p>EV390. <i>UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> there is evidence that the work of Twinning project had a long-term positive influence on the direction of the reform process. The project successfully developed regulations on the energy labelling</p>

	<p>of 3 home appliances, another seven regulations were developed after the end of the project, using the original work of the Twinners as a template. Moreover, the original work of the project on the labelling of domestic appliances was later used by the beneficiary as a guide to the energy labelling of manufacturing equipment. Similarly, a later EBRD project on the transposition of the Directive 125 built on the results of the twinning project to a large extent. In this sense, the Twinning project had an impact well beyond its original remit/“mandatory results”.</p> <p>EV391. <i>JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan:</i> “The Twinning project was instrumental in opening up the ACC to the civil society creating the conditions for a more effective cooperation. Since the project ended, the ACC has been maintaining a dialogue with NGOs involved in the sector, which is crucial for the success of anti-corruption policies. Moreover, the project prepared the ground for a major USAID programme to strengthen the rule of law in Jordan, including further support to the Anti-Corruption Commission”</p> <p>EV392. <i>Online survey:</i> Over a half of respondents either agreed or strongly agreed that the Twinning led to new EU projects and/or donor support, a quarter remained neutral (in part due to the fact that some projects are still ongoing), whereas almost 20 % disagreed or strongly disagreed. The comments, however, mainly state that there have been new initiatives and follow-up projects.</p>
<p>F76. Continuation of partnerships established by Twinning projects are rare although informal contacts are often maintained.</p>	<p>EV393. <i>JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan:</i> “We lost contact with our partners in Jordan as soon as the project ended (apart from a few informal communications). As a result, we are not aware how they managed to apply the knowledge and expertise we provided over two years”</p> <p>EV394. <i>Interview, EUD Albania:</i> “Many Twinning partnerships end with the project. We should request Twinning partners to outline an exit strategy in their FR. However, they are counter-examples. Recently Poland and Albania signed a MoU to continue the cooperation initiated by the TP”.</p> <p>EV395. <i>Interview, Twinning counterparts, JO/13/ENPI/TR/01/17 (JO/30) Support the preparation for the negotiation of the Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA):</i> “We were very happy with the cooperation established under our first two projects. We would have continued with the same partner but it was necessary to go through a new selection process, which took time. We are again working with Germany but with a different partner organisation”</p> <p>EV396. <i>Interview, Twinning counterparts, UA/51 Enhancement of the State Border Guard Service of Ukraine’ capacity in detecting forged documents and stolen vehicles, further development of the IT system and improvement of the training capacities:</i> a formal plan of bilateral cooperation was drawn up with each member of the Twinning consortium (Poland, Lithuania, Germany). This included agreements to cooperate in areas that were not formally part of the Twinning project (such as maritime border controls, etc.).</p> <p>EV397. <i>Interview, Twinning counterparts; UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> Continued cooperation takes place on a personal basis. One German expert who worked on the project in 2012-2013 continues to advise the agency on World Bank and other projects more than five years later. This long-term continuity may help to embed messages and allow follow-up on issues that could not be resolved through the original Twinning project.</p> <p>EV398. <i>Interview, HR 11 IB FI 01 TWL Strengthening the administrative capacity of Croatian Tax Administration concerning investigation of criminal tax acts (CRO CRIMTAX):</i> Since the Twinning, the CTA and the Bavarian State Tax Office have concluded an agreement and have performed joint tax audits of corporate tax, “working very closely together on inspections”. This reflects the multinational nature of business – companies have establishments in both Germany and Croatia. The BSTO performs joint audits with Italy, Austria and Croatia, which would not have happened with the CTA if it had not been for the TP. These joint audits are encouraged by the European Commission and the OECD and are still going on. Alongside this official arrangement, the CTA and BSTO has maintained informal relationships.</p> <p>EV399. <i>Online Survey, Questionnaire for MS administration:</i> “A lot of respondents stated that the contacts with the PC administration were maintained but only on personal level”.</p>

JC.2.3 – Twinning projects have taken on board key principles of public administration, including better policy coordination across sectors at the planning stage.

As an institution-building tool for public administrations, Twinning should be implemented in line with PAR objectives set by partner countries, while contributing to the promotion of PA principles⁹³. Prior to the 2017 TM, the TPF template did not require PC to describe ongoing horizontal public administration reforms. Hence, unsurprisingly, no such description was provided in the reviewed projects, except for TPs which are entirely focused on PAR⁹⁴. In the case of the UA10/ENP-PCA/OT/23 Support to civil service development in Ukraine, the TPF embodies the PA principles almost in their entirety, which might reflect the role of SIGMA in assessing governance in Ukraine prior to the preparation of the TPF. Some of the PA principles are *implicitly* considered in the design of other TPs (see evidence under finding F77).

To ensure that projects contribute to PAR efforts, beneficiaries should also mainstream PA principles during implementation. There is evidence that Twinning contributed to more accountable and efficient public administration (e.g. by improving governance and services to citizens), one of the PA principles (see evidence under finding F78).

Implementation problems encountered by some projects were caused by the insufficient involvement of key reform players, highlighting the importance of another PA principle - policy planning & coordination - for the success and long-term impact of projects (see evidence under finding F80).

However, it was difficult to assess the extent to which projects have applied PA principles during implementation, since ROM, TFR and TRM templates did not require Twinning teams, monitors and evaluators to report on them. There was limited evidence from the projects visited during the field phase that Twinning activities were implemented taking into account the key principles of PA (see evidence under finding F79), e.g. sector policies, strategies and action plans were developed in line with general administrative process and quality criteria and the better regulation approach; policy and legislative development (including *acquis* alignment) involved inter-ministerial coordination, public consultations, regulatory and fiscal impact assessments; new public administration institutions were established in line with general regulation for state administration and the organisation of Government structures; job descriptions and internal procedure manual were drafted in compliance with formal decrees on the organisational structure and job requirements and other by-laws; training was coordinated with national training institute for the public sector; developed IT systems were sustainable and interoperable with the rest of the administration, etc.

Nearly 70% of respondents to the online survey were not aware of the -principles of public administration, nor did they know how to take these principles into account when developing and implementing a project.

In line with the mainstreaming of PAR in EU sectoral assistance, the 2017 TM makes direct reference to PA principles that promote good governance and includes clear instructions and tools to ensure that new projects are designed and implemented taking these principles into account. Stakeholders

⁹³ In support of PCs' reforms in this area, OECD-SIGMA in close co-operation with the European Commission developed more tailored principles of public administration (PA) for EU candidate and potential candidate countries, along with more generic principles suited for a wider range of countries, including those working with the EU under the European Neighbourhood Policy (ENP). The PA principles promote: a strategic framework for public administration reform; a more inclusive and evidence-based decision-making process; policy planning and coordination that is harmonised across sectors (i.e. support to sectorial planning has ensured consistency with horizontal public administration reform plans and efforts); good managerial standards and human resources management (HRM) practices that fully comply with the instructions and guidance provided by the ministry in charge of public administration; a more accountable and transparent public administration; sound public finance management (see EQ3); and a citizen-centric approach in service delivery. The first OECD-SIGMA document that structures these principles for EU enlargement countries was published in November 2014, and for the neighbourhood countries in May 2016.

⁹⁴ They were six comprehensive PAR TPs funded during the evaluation period: AL 12 IB OT 01 Support to Albanian Civil Service Reform; AZ/15/ENP/OT/40 Support to the Civil Service Commission in further reforms of the civil service system in Azerbaijan; KS 11 IB OT 01 R Further Support to public administration reform; MD/14/ENP/OT/18 Support to the Civil Service Reform in the Republic of Moldova in line with EU Best practices; MK 10 IB OT 01 Support to the Civil Service and Public Administration Reform and UA10/ENP-PCA/OT/23 Support to civil service development in Ukraine.

are, for example, invited to “*take into consideration the broader reform picture in the Beneficiary country, aiming at ensuring coherence and coordination between the project and other actions, especially ongoing horizontal public administration reform efforts and sectorial activities that could have an impact on the project*”⁹⁵. The TPF must make reference to horizontal PAR efforts and design the project in line with PA principles (for example, by foreseeing short-term expertise to carry out regulatory assessments). Likewise, the final report must now include concrete recommendations and strategies for safeguarding the achievement of the mandatory results and must explain how the project has ensured compliance with and/or contributed to the general public administration reform efforts in the country.

Moreover, all TPFs are to be screened by the PAR coordinator in the EUD and/or the PAR-responsible entity in the PC using the PAR mainstreaming checklist developed by DG NEAR A3. Last but not least, the EC set up the COTE on Public Administration, which is responsible for providing advice and quality-check of TPFs in the light of PA principles.

It should be noted that the ROM and TRM reports do not yet reflect PAR mainstreaming.

⁹⁵ TM 2017, section 5.2.4

I-2.3.1	Extent to which Twinning fiches take these principles into account, either implicitly (pre-2014) or explicitly (post-2014).
Description	In support of partner countries' reforms in this area, the OECD-SIGMA in close co-operation with the European Commission developed more tailored principles of public administration (PA) for EU candidate countries and potential candidates and more generic principles suited for a wider range of countries, including those working with the EU under the European Neighbourhood Policy (ENP). The first OECD-SIGMA document that structures these principles for EU candidate countries and potential candidates dates back from November 2014. For the Neighbourhood countries, it dates back from May 2016. The principles were integrated into the 2017 Twinning Manual as 'mainstreaming public administration reform'. As an institutional building tool for public administrations, Twinning should be implemented in line with PAR objectives set by partner countries while contributing to the promotion of PA principles.
Findings	Evidence
<p>F77. The reviewed project fiches provide no explicit reference to the overall context of public administration reform of PC. This is not surprising given that the public administration principles were only introduced in 2014 in the enlargement region and in 2016 in the neighbourhood region. A few PA principles are implicitly considered in the design of some of the reviewed TPFs.</p>	<p>EV400. The TPF template did not require PC to describe ongoing horizontal public administration reform. Unsurprisingly no such description was provided in the reviewed projects except one PAR project (UA10/ENP-PCA/OT/23 Support to civil service development in Ukraine). The TPF embodies the PA principles in their entirety, which might reflect the role of SIGMA in assessing governance in Ukraine prior to the preparation of the TPF.</p> <p>EV401. <i>BA 11 IB AG 01 TWL, Support to enhancing export potential of agricultural and food products to the EU:</i> PA principles are not taken into account in the TPF explicitly. Insofar as they are considered implicitly, this is either due to the prescribed format of the TPF (e.g. weaknesses in policy - no rural development strategy in place for the country; accountability - lack of clarity in chains of command/authority across different levels of government) or due to the gaps to be addressed by the project (e.g. service delivery - food safety checks not conducted properly).</p> <p>EV402. <i>MD 12 ENI AG 01 16 (MD/25), Support to the National Food Safety Agency of the Republic of Moldova:</i> PA principles are not taken into account in the TPF explicitly. Insofar as they are considered implicitly, this is due to the gaps to be addressed by the project (i.e. service delivery – e.g. food/feed safety inspections). In certain cases, the TPF does not go on to indicate how the weaknesses responsible for poor service delivery and not addressed by the project will be tackled (e.g. insufficient IT, retention of staff); these could, potentially, undermine the TP's implementation, impact and sustainability.</p> <p>EV403. <i>TR 11 IB AG 01, Institutional Capacity Building for Fishery Producer Organisations:</i> PA principles are not taken into account in the TPF explicitly. Since the TP mostly concerns the establishment of producer organisations on the fisheries market (comprising non-state entities), neither does it consider PA principles implicitly.</p> <p>EV404. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority:</i> There is no reference to PA principles in the TPF. The emphasis on taxpayer communication does not equate to a 'citizen-centric approach to service delivery'. HRM is largely limited to training.</p> <p>EV405. <i>SR 11 IB FI 01, Strengthening Capacities of the State Audit Institution of Serbia:</i> The TP was clearly concerned with sound public finance management and a more accountable and transparent public administration, but PA principles were not mentioned specifically in the TPF. It also sought to introduce an HRM system into the SAI. As an independent institution, this would not have occurred within a wider framework for the public administration.</p> <p>EV406. <i>JO/10/ENP-AP/AG/12, Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products:</i> There is no specific reference to PA principles in the Twinning work plan, or TFR. However, the TP in its design implicitly takes into account the principles of PA relating to human resource management and service delivery.</p>

I-2.3.2	Extent to which Twinning projects take these principles into account in their implementation, thus contributing to general public administration reform efforts and sustainable results.	
Description	<p>The key PA principles promote: a strategic framework for public administration reform (PAR); a more inclusive and evidence-based decision-making process; policy planning and coordination that is harmonised across sectors (i.e. support to sectorial planning has ensured consistency with horizontal public administration reform plans and efforts); good managerial standards and human resources management (HRM) practices that fully comply with the instructions and guidance provided by the ministry in charge of public administration; a more accountable and transparent public administration; sound public finance management (see EQ3); and a citizen-centric approach in service delivery. To ensure that projects contribute to PAR efforts, beneficiaries should mainstream PA principles during implementation. This is particularly relevant when Twinning projects are involved in the following activities: Development of (sectoral) strategy documents/action plans; Development of (sectoral) legislation and/or amendments (including acquis); Development of (sectoral) service delivery legislation and/or amendments with provisions on specific administrative procedures; Establishment of new (sectoral) public administration institutions and creation of new structural units or change of organisational structures; Human resources management/Training of civil servants; Development of procedure manuals or guidelines; Development of IT systems (registers, databases, management information systems).</p>	
Findings	Evidence	
<p>F78. There is some evidence that Twinning contributed to more accountable and efficient public administration (e.g. by improving governance and services to citizens). The contribution of projects to public administration principles is covered neither by ROM reports nor by TFRs.</p>	<p>EV407. <i>GE10/ENP-PCA/EY/11, Strengthening capacities of the Georgian National Energy and Water Supply Regulatory Commission (GNERC)</i> in updating incentive based electricity tariff methodology: The ROM report notes “The project addresses the areas of good governance within the electricity sector, which is a main responsibility of GNERC in its respective role as a Regulatory Commission. Regulations formulated by GNERC will aim to better manage the electricity market. Such governance should help ensure the basic human rights of all for a fair and transparent electricity market, not least through regulating tariffs and for example, avoiding monopolistic and manipulative practices”.</p> <p>EV408. <i>JO/12/ENP/EY/21, Institution Building for the National Electric Power Company (NEPCO) in Jordan:</i> The TP should contribute to improving service delivery and public financial management in the area of managing the electricity grid (training provided, procedures developed). Some evidence is provided in the TFR on this contribution (i.e. the PC beneficiary now integrates electricity produced with renewables into the grid).</p> <p>EV409. <i>TR 10 IB EN 01, Capacity Building to implement the Flood Directive:</i> The TP should contribute to the policy development coordination, service delivery and public financial management aspects of PA via the results achieved with regard to regulatory impact assessment, capacity building and investment planning. However, no concrete evidence is provided of such improved service delivery in the documentation reviewed. The TFR notes that stakeholders felt one of the main benefits of the TP was “the possibility to develop common knowledge and active discussions between the various institutions involved...”</p> <p>EV410. <i>AZ/14/ENP/TP/34 Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> “There is no evidence that the TP contributed to PAR, with the exception of possibly improvement of service delivery by staff who benefited from training and study tours under the project (e.g. relating to investigations concerned with maritime safety)”</p> <p>EV411. <i>GE/13/ENP/FI/17 Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> Some of the activities appear to have contributed to citizen-centric service delivery. The HRM systems seem to have been strengthened, but not as part of a systemic approach across the whole public administration.</p> <p>EV412. <i>MK 10 IB FI 02 R Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> “The TFR mentions that the development of rulebooks to regulate HRM within CARM took place in accordance with the new legal provisions stipulated in the Law on Customs Administration in line with the Law on Administrative Officers and the Law on Public Sector Employees”.</p>	

	<p>EV413. <i>SR 11 IB FI 01 Strengthening Capacities of the State Audit Institution of Serbia:</i> “The TP's results appear to have contributed to better public finance management by raising the capacities of SAI to perform efficient audits of public funds, thereby promoting a more accountable and transparent public administration.”</p> <p>EV414. <i>DZ/13/ENP/HE/17 Mise à niveau des laboratoires de l'Institut national de la médecine vétérinaire aux standards européens et internationaux:</i> The TP contributed to raising the governance of phytosanitary systems in Algeria (as testified by the accreditation) but there are questions regarding the sustainability of results achieved. Moreover, further investment into facilities and work force continue to depend on international assistance, contributing to a fragmented implementation of reforms</p>
<p>F79. Examples of projects applying PA principles during implementation were few. This was the case when Twinning projects were part of a comprehensive programme of support addressing sector reform needs in line with national priorities</p>	<p>EV415. <i>Video Conference, NCP:</i> “The strategic approach should be in place - from the planning phase to long after the Twinning project has finished”.</p> <p>EV416. <i>MA 14 ENI JH 01 16 (MA/45)Appui pour la réforme institutionnelle et le renforcement des capacités de l'Institut Supérieur de la Magistrature :</i> « The project is part of a comprehensive five-year EU support programme for the justice sector amounting to €75.5m whose goals are stemming from the Charter for the Reform of the Judicial System adopted in 2013. The Twinning project is related to the reform of the curricula envisaged by the new organic law on the status of judges”</p> <p>EV417. <i>Algerian country evaluation:</i> “The mid-term evaluation of P3A already proposed "a more proactive and strategic approach, engaging the highest priority potential beneficiaries in the implementation of AA". This sectoral approach, which is still insufficient, should be supported by the PMU/ATA and the EUD to avoid that the strongest ministries are systematically the best placed to benefit from twinning projects”.</p> <p>EV418. <i>Jordanian country evaluation:</i> “One lesson learned is that whenever EU assistance is used to develop regulatory reform, political support from PAO and EUD is required to achieve the results. It is therefore recommended to develop a strategic approach first towards the legislative process and also to understand what processes are required to get the reform in place and have it implemented. Examples of such coordination with other players will include looking at partners at government and parliament levels, a political push from senior donors (EU, USAID), providing consultative meetings with civil society and other representatives to emphasise the importance of regulatory reform and developing alliances with political partners with decision-making powers”.</p> <p>EV419. <i>Online Survey, Questionnaire for MS administration:</i> “A majority of almost 75% of respondents does not know how to take SIGMA principles of public administration into account when developing or implementing a project”.</p> <p>EV420. <i>Online Survey, Questionnaire for PC administration:</i> “A majority of respondents (nearly 80%) does not know how to take SIGMA principles of public administration into account when developing or implementing a project.”</p>
<p>F80. Implementation problems encountered by some projects were caused by the insufficient involvement of key reform players highlighting the importance of policy planning & coordination for the success and long-term impact of projects</p>	<p>EV421. <i>MN 10 IB JH 04 TL, Strengthening the fight against money laundering:</i> The ROM report notes, “The project focused on the Administration for the Prevention of Money Laundering and Terrorism Financing (APMLTF), with most other stakeholders in the field of AML only indirectly involved. A more systematic involvement of other stakeholders in the management of the project would not have been necessary and helpful”.</p> <p>EV422. <i>SR 11 IB AG 01, Building Capacity in the areas of Food Safety and Animal Welfare:</i> The ROM report states, “The experience reflects a need for a successful completion of civil service reform to ensure that purely administrative functions are not destabilised by political influence and that the required institutional structure can be established based on the work performance requirements, and unbiased recruitment and promotion processes. Until such a status is reached, the sustainability of the project results might be uncertain”.</p> <p>EV423. <i>UA10/ENP-PCA/TP/27, Support the Implementation of the Norms and Standards of the EU in the Spheres of Airports, Aerodromes and Air Traffic Management/ Air Navigation Services:</i> According to the ROM report and the TFR, the Twinning team discovered the incomplete regulatory environment and legislative gaps early in the timespan of the TP, especially regarding the 3rd result / component where the TFR notes "in general, national legislation did not comply with the relevant EU legislation". In this context,</p>

	<p>the TFR lowers expectations regarding the impact, by referring to the "main purpose of the twinning project" as "to push Ukrainian aviation policy and application of safety related standards closer to the EU system and to implement other international instruments where such were not fully applied" and noting that "the most important impact of the project has been the knowledge and experience gained through continuous interaction between the participants in the project</p> <p>EV424. <i>UA/13/ENP/AG37, Assistance in Developing an Open and Transparent Agricultural Land Market in Ukraine:</i> The TRM report states "Work should consider different levels of the administration (Central and Regional, top management and technical staff, etc.) to better support the absorption of new practices and procedures. The development of the legal framework should cover as much as possible the whole sector to provide a more integrated and feasible set of provisions.</p> <p>EV425. <i>BA 11 IB FI 01, further harmonisation to EU practices and acquis on customs and taxation:</i> According to the ROM report, while the project was created "by the previous Twinning and ITA together", it "did not actively involve external stakeholders from other institutions or Ministries, although some are essential to the achievement of some of the project results". However, there appears to have been "good communication and active involvement" of other (national) agencies and ministries in project activities.</p>
F81. PAR has been given more prominence with TM 2017, with clear instructions and tools to ensure that new projects are designed taking into account the PAR principles. The ROM and TRM reports do not yet reflect these changes.	<p>EV426. All Twinning fiches to be screened by PAR coordinator in the EUD and/or PAR responsible entity in the partner country using the PAR mainstreaming checklist developed by DG NEAR A3</p> <p>EV427. <i>Twinning Manual 2017:</i> Both the TPF (Annex C1) and Annex 1 (Description of the action and the Member State Proposal) require a detailed analysis of ongoing horizontal public administration reform efforts in the partner country while evidence is requested from the project in Annex C4 (TFR) about the compliance achieved with PAR during implementation ("How has the project ensured compliance with and/or contributed to the general public administration reform efforts in the country? (For example, if the project has contributed to development of sector strategies and/or new legislation or amendments (especially Union acquis), has the project ensured that these documents have been prepared in an inclusive and evidence-based process (supported by basic impact assessments and consultation with both internal and external stakeholders)?").</p>

TABLE 14 SUMMARY OF THE DATA COLLECTION PROCESS FOR EQ 2

Judgement criteria information availability	
JC 2.1	4
JC 2.2	5
JC 2.3	4
1= low – 5 = high	

EQ 3 - Public finance management

JC.3.1 - Twinning has helped to promote a sound collection and administration of revenue from tax and/or excise.

There are many reasons why revenue collection and administration can be sub-optimal, including over-elaborate tax codes, complicated and user-unfriendly procedures, unresponsive public administration, insufficient, poorly qualified, under-trained and/or de-motivated staff, under-developed e-government, inadequate attention to law enforcement (inspection, control and corrective action, including prosecution), incidences of corruption and fraud, etc.

In the case of revenue management, the evaluation team examined six Twinning projects in five different national tax/customs administrations in enlargement and neighbourhood countries, namely: Croatia (as the case study country, see annex 8), Egypt, Georgia, North Macedonia, and Serbia. From the TPs, the scope of Twinning activities can be characterised as covering one or more of the following elements:

- Reviewing and enhancing the legal and regulatory framework in line with EU acquis (harmonisation / approximation) and international standards, within the national policy and administrative context;
- Developing the strategy and internal systems of the tax/customs administration in line with the legal and regulatory framework, and introducing new partnerships, techniques, methodologies, processes and procedures, and documenting them in guidelines, instructions and manuals;
- Building administrative and operational capacity to implement and enforce tax / customs legislation, and to facilitate continuous improvement and modernisation, through staff training, coaching and study visits, as well as strengthening support functions, including human resources management (HRM);
- Improving taxpayer communication and access to services, including awareness of changes, and use of online media to enable taxpayers to find information and interact with the tax/customs administration.

Given the vast scope of revenue administration, with regard to different types of tax and excise covered by the EU acquis and national legislation, and the full range of functions performed by designated administrations, the sampled projects typically focused more on specific fields, such as property tax, VAT and excise, customs laboratories, criminal tax acts, taxpayers' services, IT applications and HRM.

Based on reviewed documentation and interviews, each TP appears to have achieved most or all of its mandatory results, although some were not fulfilled, due in part due to extenuating circumstances (see the case of Egypt below, which was affected by the uprising, change of government and security situation). Whether the recommended changes were carried out in full and had the expected effect should be confirmed consistently through follow-up (such as Twinning Review Missions).

Egypt - Modernisation of the Real Estate Tax Administration - Developing Capacities of the Real Estate Taxation Authority (01/2012 - 07/2014)

The objective of the Twinning was to support the Egyptian Real Estate Taxation Authority (ERETA) in undertaking the relevant measures to develop its core functions and reinforce an effective real estate tax system, in line with the EU and international best practices, and taking into consideration the socioeconomic context and national priorities. In particular, the project aimed to: reinforce the effectiveness and efficiency of the real estate tax administration, with focus on creating leverages within the property tax value chain/system; support the enforcement of the national legal and regulatory framework of the real estate tax system, in line with the EU and international best practices, and in accordance with the pertinent national priorities, context, and capacity; support ERETA in developing sustainable capacities to contribute to continuous improvement and modernisation of the property tax administration in Egypt; and improve the quality of, and access to, Taxpayers Services, to raise public awareness and develop advocacy for the property tax reform efforts in general.

In the words of the TFR, "in the view of the project management, the project has been absolutely useful, even if the superficial quantitative assessment of the achievement of the mandatory results would lead to a possible 2 out of 4", especially regarding the legal and regulatory framework which does not meet "international standards of effectiveness". The TP led to the development of a real estate database that can be improved and expanded to ultimately cover almost all taxable objects, and it has introduced modern approaches to valuation and staff who have been trained in their application. However, standard operation procedures (SOP) had not been "elaborated and implemented for the whole primary business process (from identification and registration until handling of appeals and enforcement)". The TFR also notes that the TP boosted the introduction of computer-assisted mass appraisal (CAMA) techniques for the valuation of residential properties, through a study tour to Lithuania and extensive training of staff in Egypt.

The TP was certainly relevant to the PFM reform needs of Egypt, which needed to reduce its fiscal deficits prior to the TP and faced an economic and fiscal crisis during the TP itself, and hence was in need of an information-led and efficient property tax administration. The TFR concludes, however, that the TP was too narrowly focused on real estate when other taxes should have been included in the scope, and too wide-ranging in its activities. According to the TFR, the TP also suffered from: insufficient highly-qualified staff in key positions; a lack of engagement by the parent authority (Ministry of Finance) during programming and implementation; the change of PC's Project Leader; the need to focus narrowly on surveying and valuing property in line with urgent government priorities; the security situation in summer-autumn 2013 after the second revolution (3 July 2013); and the hesitancy to send experts from August 2014 to end-October 2014 due to travel warnings and safety concerns.

In principle, the theory of change in the case of revenue management is that inputs and activities to strengthen capacity to collect and administer revenue should feed through, over time, into the outcome of better performance in revenue out-turn and hence reduced arrears, *all other things being equal*, which will enable the country to become fiscally stronger and invest in public services. From the online survey, almost 60% of the respondents either agreed or strongly agreed that Twinning has contributed to enhancing the performance of revenue collection and administration, while over 55% agreed or strongly agreed that it has contributed to changing external stakeholders' perceptions about this system, while more than 25% remained neutral.

In the Croatian case study, for example (see Annex 8), the tax administration benefited from a Twinning light on criminal tax acts, which has improved internal systems, but also included the organisation of joint audits with the Member State partner which have continued through a formal agreement, making it more likely they will uncover errors in corporate tax, whether intentional or

unintentional. Indeed, a common thread among several of the TPs is cooperation with other stakeholders, given the effective identification and correction of undeclared revenue requires partnerships with interior ministries, police forces, anti-corruption & anti-money laundering agencies and public prosecutors. From a situation where there was no structured dialogue between agencies, the joint training activities under the Twinning resulted in the Croatian Tax Administration signing a formal agreement with the police and the State Attorney to work together closely. The creation of sustainable relationships, both within the partner country and with international counterparts, is crucial to longer-term impact.

Typically, tax/customs administrations have strategic development plans that spell out the wide array of actions that are required to achieve their overall goal of greater effectiveness and efficiency, as measured by increased collection rates and client service satisfaction. In practice, it is very difficult to attribute impact on the nation's revenue and debt levels to small-scale and specific interventions, given the many other contributing macro-factors, most notably economic conditions, the security situation and the rule of law⁹⁶.

Georgia - Strengthening Administrative Capacity of the Georgia Revenue Service (GRS) in Taxation (05/2014 - 11/2015)

The purpose of this Twinning was to strengthen the administrative capacity of the Georgia Revenue Service (GRS) in line with the European Union and international standards in the following fields:

- Tax control – continue improving the risk analysis system and strengthen the control capacity of staff, and to introduce computer audit in the control work;
- Enforcement of tax debts - improve and implement measures that will increase tax collection;
- Taxpayers' services - improve the public trust and legal certainty;
- Legislation - provide analysis, recommendations and road maps in the fields of VAT and Excise to ensure implementation according to the EU Acquis and the Association Agreement;
- Human resources – improve and implement techniques that will provide professional development for Revenue Service staff.

From the TPF, it is clear that this TP was seeking to build on a major reform of Georgia's revenue administration. This TP seems to have been largely successful in achieving its mandatory results (changes to laws have been proposed, manuals produced, training conducted, etc.), although these are largely processes and outputs, rather than outcomes. The TFR notes that "In many areas, recommendations and input of the Project have already been successfully implemented (e.g. legal drafts, guidelines). In some areas, the implementation process is still ongoing because of the long-term approach (e.g. e-learning). In some areas, the legal situation is not appropriate and depends on a change by other Ministries (e.g. appeal process)." However, the TFR does not provide any information on impact. For example, it is not clear if proposed changes in legislation were adopted and implemented.

In July 2016, after the TP had finished, the IMF Fiscal Affairs Department finalised its Performance Assessment Report conducted over May-June 2016 using its Tax Administration Diagnostic Assessment Tool (TADAT) at the request of First Deputy Minister of Finance and Director General (DG) of the Georgia Revenue Service (GRS). The report concluded that "Viewed overall, the GRS is making good progress in implementing modern tax administration practices".

⁹⁶ As argued in the ROM and TFR reports

Progress can also be assessed through stakeholder and other third party opinion. The EU's Progress Reports (enlargement countries) and the IMF's available assessments indicate that progress was being made in the relevant fields covered by sampled projects, but more still needed to be done, as the case of the Customs Administration (CARM) in North Macedonia below indicates.

North Macedonia - Harmonization of the legislation and procedures with the acquis and EU best practice related to excise (03/2015 - 05/2017)

The Twinning was launched against a backdrop of four complementary technical assistance projects financed under IPA I. From the TPF and the TFR, it seems that CARM was on a trajectory towards an EU-standard customs administration, through a reform process that was well underway and well documented in the TFR "in accordance with its Strategic Plan, the NPAA and using the EC Customs Blueprints. The objective of the reforms is to reach increased organizational and operational efficiency of the customs service, to enhance the integrity in the CARM, to achieve implementation of harmonized customs legislation, to introduce transparent and efficient customs procedures, such as the "Single Window concept", to enhance the use of Information Technology and electronic working and to provide for greater client-oriented approach and better cooperation with the business community".

Hence the achievements of the TP were likely to have helped CARM further along this path, especially in relation to introducing, implementing and operating its new, IT-based Customs Declarations and Excises Documents Processing System (CDEPS), to be compatible with the EU's Excise Movement Control System (ECMS), which would enable CARM efficiently to manage the submission, acceptance, evidence, processing and archiving of excise documents, and control the movement of the excise goods, and hence "to efficiently control the collection and refund of excise duties, taxes and other charges, as well as to facilitate trade and to secure the international supply chain", which implies both increased throughput and reduced evasion.

The TP also introduced rulebooks to regulate the work of the human resources department, including systematisation of job posts and organisation of CARM's work.

From the TFR, it seems that the TP achieved its mandatory results and helped CARM to make further progress in its modernisation reforms. However, the Commission's 2018 Progress Report noted that, "while the country has maintained a good level of preparation on the customs union" and "some progress was made on administrative and operational capacity ... not all 2016 recommendations have been implemented, in the coming year the country should complete and consolidate its IT systems, safeguard their upgrade and maintenance and ensure business continuity".

In another case, the TP was successful in producing detailed recommendation, but there was no high-level commitment to financing their implementation. From this, we can conclude that Twinning had strengthened institutional know-how in the specific fields of focus, but that this does not *necessarily* translate into impact, at least in the short term.

Nevertheless, changes set in train by Twinning might bear fruit in the medium-long term through downstream 'ripple effects', whereby the introduction of new or revised laws, procedures and/or practices trigger second-order changes which have further consequences down the line. For example, the TFR of Egypt's real estate tax administration project makes a compelling case that its limited results could be far-reaching and sustained beyond the TP by affecting the behaviour of taxpayers, and in turn, the tax administration itself.

I-3.1.1	Extent to which Twinning has contributed to enhance the performance of revenue collection and administration (analysis of partner country data on revenue out-turn against budgeted revenue, the stock of revenue arrears, and long-term revenue arrears i.e. more than 12 months)
Description	The strengthened capacity to collect and administer revenue should reveal itself over time in better performance in revenue out-turn and hence reduced arrears, all other things being equal. This indicator considers the hard data on revenue performance, drawing on PEFA measures, which consider the predictability and control of revenue collection and administration. What has been the effect of Twinning on performance? A caveat needs to be applied in that the baseline is set by budgeted revenue (i.e. expected outturn) which might be artificially low due to historically high percentages of non-compliance, for example, significant ‘black’ and/or ‘grey’ economies.
Findings	Evidence
<p>F82. Sampled Twinning projects appear to have strengthened the regulatory framework and beneficiary authorities’ capacities to enable them better to collect and administer revenue.</p>	<p>EV428. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service in Taxation:</i> This TP seems to have been largely successful in achieving its mandatory results (changes to laws have been proposed, manuals produced, training conducted, etc.), but these are largely processes and outputs, rather than outcomes. The TFR notes that "In many areas, recommendations and input of the Project have already been successfully implemented (e.g. legal drafts, guidelines). In some areas, the implementation process is still ongoing because of the long-term approach (e.g. e-learning). In some areas, the legal situation is not appropriate and depends on a change by other Ministries (e.g. appeal process)." However, the TFR does not provide any information on impact. For example, it is not clear if proposed changes in legislation were adopted and implemented.</p> <p>EV429. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority (ERETA):</i> The TP itself appears to be a mixed success, in that the mandatory results were only partially achieved, despite their broad formulation. In the words of the TFR, "in the view of the project management, the project has been absolutely useful, even if the superficial quantitative assessment of the achievement of the mandatory results would lead to a possible 2 out of 4", especially regarding the legal and regulatory framework which does not meet "international standards of effectiveness". The TP led to the development of a real estate database that can be improved and expanded to ultimately cover almost all taxable objects, and it has introduced modern approaches to valuation and staff who have been trained in their application. However, standard operation procedures (SOP) had not been "elaborated and implemented for the whole primary business process (from identification and registration until handling of appeals and enforcement)". The TFR also notes that the TP boosted the introduction of computer-assisted mass appraisal (CAMA) techniques for the valuation of residential properties, through a study tour to Lithuania and extensive training of staff in Egypt.</p> <p>EV430. <i>MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise:</i> From the TFR, it seems that the TP achieved its mandatory results and helped the Customs Administration (CARM) to make further progress in its modernisation reforms. It records that the Commission's 2015 Progress Report "noted the good level of preparedness of the country related to the Customs Union, at the same time noting the good progress that has been achieved with respect to legislation and administrative and operational capacity". What is unclear is whether some of the challenges that were documented in earlier Progress Reports have been addressed, which would have affected the ability to improve performance on revenue out-turn, namely the 2013 finding that "the fight against tax evasion and the informal economy remained a challenge. Operational capacity and IT infrastructure, in particular, needed to be improved".</p> <p>EV431. <i>Case study Twinning and Revenue Collection and Administration in Croatia:</i> The framework for the first TP was set by the Strategy of the Tax Administration 2011-2015 which defined the mission as “the best possible collection of public revenues through a simple tax procedure, appropriate implementation of tax legislation, cost effective tax compliance and good cooperation with the taxpayers. By doing so, we will ensure the collection of budgetary revenues needed to satisfy all social needs planned for in the state budget”. The TP was specifically focused on tackling criminal tax acts, which should increase revenue collection through</p>

	<p>both deterrence and detection, but only if followed up by successful corrective action, including prosecution, all of which depends on effective arrangements with relevant bodies, especially the police and state attorney's office, which was also addressed in the TP (see Annex 8). The second TP, which was ongoing at the time of the evaluation, fitted within the vision for 2020, which remained to be "one of the most successful tax administrations in the European Union", which "provides quality services and performs efficient collection of budget revenues. We are a reliable partner to the citizens and entrepreneurs". Ceteris paribus, the TP should increase the efficiency and quality of revenue collection by enhancing internal processes, but also external relations with other stakeholders and especially taxpayers. The level of customer service should improve if the CTA becomes more accessible online to corporate and individual taxpayers, so they can find information, submit declarations and make payments at a time and place of their convenience.</p> <p>EV432. <i>Interview, PC beneficiaries:</i> "Our [Member State partners] made a lot of recommendations in the final report, including how we should amend regulations on customs processes and using the Member State's rulebook, but the main recommendations need finance and larger space to implement. This doesn't depend so much on us, it is a decision for the competent authorities".</p> <p>EV433. <i>Online survey:</i> "The quality of our laboratory was improved, before the project we did not have the appropriate instruments for analytical purposes and today we can perform more antithetic methods that ultimately affect the collection of customs and tax obligations in legal proceedings".</p> <p>EV434. <i>Online survey:</i> "The internal procedures were adopted for better performance, the technical knowledge of the stuff was upgraded".</p> <p>EV435. <i>Online survey:</i> "Preparing manuals, coaching, training, new approach for development".</p> <p>EV436. <i>Online survey:</i> "Within the Ministry a specific working group for implementation of Twinning recommendations was created".</p> <p>EV437. <i>Online survey:</i> "During this project, adequate amendments have and will be made to internal manuals and SOPs".</p> <p>EV438. <i>Online survey:</i> "The project contributes to enhance the human resources management system and made it connected throughout the administration. The new method of training tax officials is in use: videoconference system, pool of trainers is in progress etc."</p> <p>EV439. <i>Online survey:</i> The two Common transit conventions have been ratified by the Parliament and North Macedonia has become a Member of the EU-EFTA Common transit convention and interconnected to the EU IT Systems and afterwards regularly amended. Because of the involvement, the Customs Administration of North Macedonia would chair the Conventions Joint Committees in the year 2019".</p>
<p>F83. The contribution of the Twinning project cannot be assessed without also taking account of complimentary policy and institutional reforms that affect revenue collection and administration performance, often over a longer time period.</p>	<p>EV440. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service (GRS) in Taxation:</i> From the TPF, it is clear that this TP was seeking to build on a major reform of Georgia's revenue administration, which followed the consolidation of 26 taxes (2003) to just 6 (2004) and the merger of tax and customs administrations (2007), which was accompanied by the dismissal of up to 95% of staff to tackle corruption, and the launch of a new tax code (2011). Moreover, the TP was preceded by a range of reforms to modernise tax administration, which included: moving from monthly to quarterly filing to reduce the burden on business; simplifying the tax regime for micro and small businesses through exemptions and simplified declarations; placing tax administration increasingly online (e-filing, e-invoices for VAT, etc.); become more open and user-friendly with the introduction of modern service centres, district tax officers for micro and small taxpayers, a personal tax adviser service for medium and large businesses, and organising training for taxpayers on the tax code; and introduced other innovations that can be found in EU Member States, such as advance tax rulings, and mediation to resolve disputes during audit. Moreover, GRS also elaborated and provided procedures manuals to each employee to ensure consistent administrative performance. Hence the TP was building upon a solid foundation. The project documentation makes clear that the donor community has been very active in supporting Georgia's reform efforts.</p> <p>EV441. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority (ERETA):</i> Prior to the TP, Egypt was facing pressures to reform revenue management to reduce fiscal deficits, and subsequently suffered an economic and fiscal crisis during the TP itself. Together these external pressures increased the</p>

	<p>importance of an information-led and efficient property tax administration. As the TFR notes, however, the TP was too narrowly focused on real estate (other taxes should have been included in the scope) and too wide-ranging in its activities. The implementation and impact of the TP was also affected by other strategic and operational factors, some of which were outside the control of the TP, namely, the decision / need to focus narrowly on surveying and valuing property in line with urgent government priorities; a lack of engagement by the parent authority (Ministry of Finance) during programming and implementation; insufficient highly-qualified staff in key positions and the change of the PC's PL; the security situation in summer-autumn 2013 after the second revolution (3 July 2013); and the hesitancy to send experts from August 2014 to end-October 2014 due to issued travel warnings and safety concerns.</p> <p>EV442. <i>MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise:</i> The TP was launched against a backdrop of four TA projects financed under IPA I. From the TPF and the TFR, it seems that CARM was on a trajectory towards an EU-standard customs administration, through a reform process that was well underway, well documented in the TFR "in accordance with its Strategic Plan, the NPAA and using the EC Customs Blueprints. The objective of the reforms is to reach increased organizational and operational efficiency of the customs service, to enhance the integrity in the CARM, to achieve implementation of harmonized customs legislation, to introduce transparent and efficient customs procedures, such as the "Single Window concept", to enhance the use of Information Technology and electronic working and to provide for greater client-oriented approach and better cooperation with the business community". Hence the achievements of the TP were likely to have helped CARM further along this path, especially in relation to introducing, implementing and operating its new, IT-based Customs Declarations and Excises Documents Processing System (CDEPS), compatible with the EU's Excise Movement Control System (ECMS), which will enable CARM efficiently to manage the submission, acceptance, evidence, processing and archiving of excise documents, and control the movement of the excise goods, and hence "to efficiently control the collection and refund of excise duties, taxes and other charges, as well as to facilitate trade and to secure the international supply chain", which implies both increased throughput and reduced evasion. The TP also introduced rulebooks to regulate the work of the human resources department, including systematisation of job posts and organisation of CARM's work.</p> <p>EV443. <i>Case study Twinning and Revenue Collection and Administration in Croatia:</i> The content for the two TPs was provided by the Strategy of the Tax Administration 2011-2015 and Strategy of the Tax Administration 2016-2020, which set the framework for a range of measures. Moreover, the tax administration also benefitted from five other Twinning projects in the 2010-2017 period alone.</p>
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I-3.1.2	Extent to which Twinning has contributed to change external stakeholders' perceptions about the system of revenue administration and collection		
Description	In order to inform and qualify the interpretation of performance data, this indicator covers perceptions regarding systems and procedures which might create the conditions for non-declaration or diversion of revenue, as well as causing inefficiencies and higher transaction costs, and hence should be tailored to ease the process of paying tax and excise, seeking clarifications, dealing with complicated or exceptional situations, seeking remedies / redress when there are errors and irregularities, etc., using sources such as IMF, representatives of the business community and other taxpayers. This measure will need to take account of situations where complexity is due to revenue policy (e.g. too many tax bands, exemptions, etc.), rather than revenue administration, when the former is outside the scope of the Twinning project.		
Findings	Evidence		
F84. The EU's Progress Reports (enlargement countries) and the	EV444. <i>GE/13/ENP/FI/17, Strengthening Administrative Capacity of the Georgia Revenue Service (GRS) in Taxation:</i> The TP ran from May 2014 to November 2015. In July 2016, the IMF Fiscal Affairs Department finalised its Performance Assessment Report		

IMF's available assessments indicate that progress was being made in the relevant fields covered by sampled projects, but more still needed to be done.

conducted over May-June 2016 using its Tax Administration Diagnostic Assessment Tool (TADAT) at the request of First Deputy Minister of Finance and Director General (DG) of the Georgia Revenue Service (GRS). The report concluded that “Viewed overall, the GRS is making good progress in implementing modern tax administration practices”.

EV445. *EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority (ERETA):* The TP ran from January 2012 to July 2014. The IMF produced one Staff Report, in January 2015, which noted the large fiscal deficits and rising debt since 2011 and the reforms of the new Government to increase tax revenue in 2014-2015 including a “revamped property tax”. Data in the report shows actual revenue raised from the property tax increased from E£ 13.1 billion (2011-2012) to E£ 18.8 billion (2013-2014), and projected to rise to E£ 28.0 billion (2018-2019). This is essentially flat over the whole period as a share of GDP (around 0.8%), but considerably higher than the historical trend through the 1990s and 2000s (0.3%). The report attributes the rise in property taxes over the past five years to “the introduction of a 10 percent tax on interest earned on T-bills and bonds (recorded as a tax on property)”. The report proposes that “the authorities should be prepared to take contingency measures in case of adverse shocks or if the expected savings are not fully achieved ... Possible measures would include ... further strengthening property taxation”.

EV446. *MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise:* The TP started in March 2015 and finished in May 2017. The EU's Progress Reports for 2015, 2016 and 2018 (there was no 2017 report) consistently found the country “moderately prepared” for accession in the area of taxation, which includes excise, with “a good level of preparation” in the area of customs union. According to the 2015 Progress Report, “Good progress was made on legislation and administrative and operational capacity, although introducing fees for customs declarations is a step backwards. Certain customs provisions of the Law on Special Zones for Technological and Industrial Development are still not in line with the acquis. In the coming year, the country should in particular: remove fees for customs declarations; and finalise and consolidate ongoing IT projects, ensuring the maintenance and business continuity of the IT systems”. The 2016 Progress Report found that “Some progress was made on legislative alignment and on administrative and operational capacity. Certain customs provisions of the law on zones for technological and industrial development are still not in line with the acquis. In the coming year, the country should: abolish fees for customs declarations; complete and consolidate the developed IT systems, ensure their upgrade and maintenance and guarantee business continuity. On administrative and operational capacity, professional integrity standards and internal controls were systematically applied. Risk management is developed and risk analysis is applied to transit operations. The use of simplified procedures is well developed. Capacities for carrying out customs controls and combating cross-border crime were strengthened. Interagency cooperation and exchange of information continued to result in seizures of illicit goods. Cooperation with customs authorities from the region continued. The new electronic system for processing customs declarations and excise documents was not completed. The electronic integrated tariff system is not fully utilised. Following the country's accession to the EU conventions on common transit in 2015, the new computerised transit system was used without interruptions and the number of declarations processed increased. Raising awareness of benefits stemming from the common transit system among economic operators and optimising its use remain priorities of the customs administration”. The 2018 Progress Report found that as “not all 2016 recommendations have been implemented, in the coming year the country should complete and consolidate its IT systems, safeguard their upgrade and maintenance and ensure business continuity. In the area of customs legislation, the degree of alignment with the acquis is generally high. The 2017 customs tariff was adopted in line with the latest changes in the EU Combined Nomenclature. The country is a member of the Common Transit Area, applying EU rules on transit movements. The Regional Convention on Pan-Euro-Mediterranean (PEM) preferential rules of origin is applied. Legislation on customs enforcement of intellectual property rights and provisions on risk management, drug precursors, duty relief and cultural goods are broadly aligned with the acquis. Several customs provisions of the law on zones for technological and industrial development are still not in line with the acquis. The customs administration has continued to charge a small fee for processing

	<p>customs declarations, which is also not in line with the <i>acquis</i>. Regarding administrative and operational capacity, the standards of professional integrity and quality controls continue to be systematically applied. The country applies automated risk management methods and actively participated in inter-agency cooperation. The customs administration participated in the work of the National Coordination Centre for Organised Crime and the National Border Management Coordination Centre. Cooperation with other customs authorities in the region continued, including through data exchange and in joint operations. The capacity of the customs terminal at the main border crossing with Serbia was increased. The IT strategy is regularly updated, with the current strategy sufficiently addressing relevant challenges in the IT area. The new electronic system for processing customs declarations and excise documents has yet to be completed. The electronic integrated tariff system (Integrated Tariff Environment) continues to be underutilised. The common transit system (New Computerised Transit System, NCTS) runs smoothly and the number of declarations processed in 2017 tripled compared to 2016. However, the maintenance, upgrade and business continuity of all customs IT systems needs to be systematically ensured. Further increasing awareness of the benefits of the common transit system among economic operators and optimising its use are still priorities for the customs administration”.</p> <p>EV447. <i>BA 11 IB FI 01, Further harmonisation to EU practices and acquis on customs and taxation:</i> This TP ran from January 2013 to April 2015 on restructuring the tax administration and approximation of the customs system. The 2016 Progress Report (there is none for 2017) refers to the need to "improve cooperation between the Indirect Taxation Authority (ITA) and the tax administrations of the entities, including through joint audits", suggesting that inter-agency coordination remains limited between federal and entity levels. The Customs Code / Policy prepared by the previous TP had not reached the BA statute at the time of the 2013 ROM, raising concerns about future progress on key actions, such as implementing legislation. The 2018 EU Progress Reports notes that "Customs legislation, adopted and published in 2015 but still not implemented, is to some extent aligned with the EU law".</p>
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JC.3.2 - The Twinning has helped to promote functionally-, operationally- and financially-independent Supreme Audit Institutions (SAIs), which are able to fulfil their audit mandate and implement financial and performance audits.

The evaluation team examined five TPs in the enlargement and neighbourhood (east) regions, namely Twinning with the SAIs for Kosovo*, Moldova, Montenegro and, as a case study, Serbia (two TPs).

SAIs play an essential role in improving the quality of public administrations and their service delivery. In a functioning democracy, a fully transparent and accountable PFM system requires a fully independent SAI, reporting to Parliament that is capable of professional scrutiny of the executive's management of public funds. For enlargement countries, this is a pre-requisite for EU membership.⁹⁷ SAIs should be legally protected by a supreme court and able to carry out a full mandate (financial, compliance and performance audits) across all public financial operations, regardless of whether and/or how they are reflected in the national budget, without undue direction and interference by the executive or legislature in their operations. The appointment and removal of the head and members should follow due legal process and the executive should have no direct control or direction over the SAI's budget formulation and approval.

To meet these principles in full, the SAI must be independent *de jure* and *de facto*. The tension between legal and functional independence is well illustrated by the ROM of the Kosovo TP below.

Kosovo - Further support to the Office of the Auditor General (OAG) to reach EU good practice standards (09/2012 - 06/2015)

The ROM report found the needs of the OAG to be "covered in accordance with actual (evolving) priorities", and cooperation with municipalities, who are introducing audit functions, was "intensifying as the project progresses". The TP was deemed to be well-designed, with newly-obtained knowledge being applied through the actual audit cycles, with the Twinning experts piloting regulatory and performance audits before moving to mentoring the audit teams. The interaction between the Twinning management team and OAG staff was described as "excellent". The volume of capacity building measures was designed to reflect the OAG's doubling of staff from 70 to 140, with mainly "young and motivated professionals". Coordination with other support by the Swedish National Audit Office (funded by Swedish Government bilaterally until 2016) and World Bank was seen as "excellent".

The ROM report found that results were being reached at this "most advanced stage" of the project, and concluded it was "just one step away from establishment of an Audit Office in accordance with full international standards" and contributing significantly towards transparency and effectiveness in public spending. However, the ROM report also noted that the draft Law for Creation of the National Audit Office, which satisfied EU accession requirements and standards and would confirm its full independence, had still not been endorsed by Parliament "for some time" and that "any eventual further politically driven modifications could alter its substance and open the door to interference with the ongoing institutional development processes".

To be truly independent in practice, any SAI needs sufficient funding and competent staff to execute its mandate. For example, commentary from EC Progress Reports, SIGMA missions and Council of Europe reports, summarised in the TPF, highlighted the difficulties that Serbia's State Audit Institution (DRI, in Serbian) was facing, mostly due to lack of human resources ("poor offer of this type of professionals on labour market of Serbia for the envisaged remuneration"). The situation improved prior to the Twinning by a May 2010 amendment to the Law on State Audit Institutions which improved salary conditions and made recruitment easier, as one of five institutions exempted from the ban on recruitment in the public sector, demonstrating "the level of political commitment

⁹⁷ The principles and parameters of a fully independent SAI were set out in the International Organization of Supreme Audit Institutions (INTOSAI)'s 1997 Lima Declaration and 2007 Mexico Declaration on SAI independence, and the International Standards of Supreme Audit Institutions (ISSAI).

for supporting the development and sustainability of the institutions". The budget provided for SAI operations was also described as adequate.

Twinning cannot directly influence the *legal and financial independence* of the SAIs, which are matters for the PCs' legislature and executive alone, subject to the political pressures exerted through the enlargement and neighbourhood policies, especially the accession (chapter negotiation) process. In this context, interviews raised concerns that the appointments of Auditor-Generals in PCs was becoming increasingly tied to party interests, raising the prospect of political interference in choice of audited institutions and topics, although there is no direct evidence as such. What Twinning can do, however, is contribute to supporting their *functional and operational independence* by developing the SAI's technical capacity and professional competence. This multi-faceted definition of "independence" might explain why less than 45% of the respondents to the online survey either agreed or strongly agreed that Twinning helped to strengthen the SAI's independence, while over 45% remained neutral.

The SAIs benefitting from Twinning in the sample are relatively young institutions in the early stages of development and, in the case of Moldova, moving from the 'court of auditors' (CoA) to the 'national audit office' (NAO) model of SAI. In the latter case, the TFR hints that there was political interference in the work of the CoA, and that the decision to migrate to an NAO model, which occurred during the TP's implementation, would help to reduce politicisation. Hence, Twinning is contributing to change management, as well as a technical exchange of know-how.

The origins of SAIs in many enlargement and neighbourhood countries often lie in 'control' authorities, which are likely to be familiar with the concepts of regulatory compliance, but less with the risk-based techniques involved in financial audit, and the evaluative mindset and skillset required for performance audit. These transitions are often both extensive and intensive, as the SAI seeks to build its capabilities and to recruit and develop a growing body of expert staff.

In this context, the theory of change is that, through some or all of the following activities – seen in the sampled TPs - and according to needs and circumstances, Twinning projects can contribute to building SAIs' capacities to conduct audits objectively, efficiently, reliably and consistently in accordance with ISSAI, and extend their audit coverage towards a full mandate applied to 100% of applicable institutions, and thereby improve the quality of public administrations and their service delivery:

- Reviewing the legal framework to ensure it aligns with EU and the ISSAIs adopted by the INTOSAI Congress;
- Supporting organisational development (including restructuring) and human resources management (e.g. through job descriptions, recruitment, appraisals, career planning, training and development, and other systems);
- Developing methodologies, instructions, guidelines, checklists and manuals for adoption by the SAI, including quality control and assurance procedures;
- Coaching and training staff in the new processes, including training of trainers to create a multiplier effect, and study visits to see practices in place in Member States;
- Conducting pilot audits alongside the trained staff, to test the new techniques and facilitate learning-by-doing;
- Introducing computer-assisted auditing, to increase the SAI's efficiency;
- Improving the SAI's visibility on a national and international level, to consolidate its independence, give prominence to its role and findings, and access global expertise.

There are examples of this transfer of know-how and transformation in each of the sampled projects, well-illustrated by the two TPs with Serbia's SAI implemented over 2012-2018 (see Annex 8, Case Study 2). As a maturing and expanding organisation established in 2005, the SAI was able with the help of Twinning to:

- Fulfil its audit mandate by extending its financial audit coverage (into local government, mandatory insurance funds and the central bank), shortening the process to include more auditees, introducing performance audits for the first time (and has now moved from two per year to 12 next year), and separating out compliance audits to improve efficiency;
- Improve its quality control and assurance, thereby increasing the credibility of its audit reports and enhancing its reputation; and
- Raise its profile with the parliament and the public, thereby increasing the transparency and accountability of the public administration

By contrast with the diverse portfolio of activities performed by tax/customs administrations, which are complex organisation with many different functions, SAIs have a narrower remit, which centres around three types of audit: financial, compliance and performance. This is not to downplay the challenge of planning and implementing this remit, and applying it increasingly across the entire public sector, but rather to highlight that Twinning can have a more noticeable and measurable impact on the capacity and performance of SAIs. With standard Twinning being typically limited to two years, however, this did not allow for the full planning, execution and follow-up of pilot audits in more than one cycle, without an extension. This might explain why just under half (47%) of respondents to the online survey either agreed or strongly agreed that Twinning had contributed to raise SAI's capacities in conducting effectively a full audit mandate, while more than 40% remained neutral.

Both the case study and the sampled project documentation show that TPs are not acting in isolation. Serbia's SAI had received extensive support from Norwegian bilateral assistance and had a "strategic partnership" with its Office of the Auditor General. SAI (also called DRI) had benefitted from a peer review by SIGMA and a GIZ project titled 'Strengthening of external audit in Montenegro'. Moldova's CoG had assistance from the Swedish NAO (2006-2012), which "had and has an outstanding role in accompanying the CoA since 2007 in its transition to a Supreme Audit Institution", according to the TPF, while the World Bank (2007-2011) had provided help through the Multi Donor/Single Purpose Trust Fund (UK/DFID) and Dutch Government, and hence these previous donor interventions "have allowed the Court to meet increasingly the prerogatives of a Supreme Audit Institution". The TPF expressed the CoA's hope that "both assistances will continue after 2012: through a World Bank/Russia Trust Fund financed project "mainly oriented to the same areas as the previous assistance", and through further assistance through Sweden.

The performance of the SAIs that have benefited from sampled TPs appears to have improved with respect to their audit coverage and the quality of their audits. Ultimately, however, the extent to which these improvements have an impact - whether audit findings are subsequently adopted, and corrective action is taken - is conditional on the willingness and ability of audited institutions to accept and apply the SAI's findings.

Unsurprisingly, the process of fomenting and cementing SAIs' relationship with their Parliaments so that they ensure implementation of audit recommendations, takes longer and is subject to factors typically beyond the TP's control. For example:

Moldova - Consolidation and Strengthening the External Public Audit (9/2014 – 9/2016)

The TFR notes that the Court of Auditors (CoA) needs to work more effectively with the Parliament, as recognised by both MPs and CoA management, but that "it was difficult to create political will for the rapid development of the collaboration. There are some organizational issues that need to be solved before some steps can be taken, but most importantly the development in this area requires political agreement on actions. Because of the uncertainty in the political arena also the willingness of the CoA to support some concrete ideas is weak... However the first draft on guidelines/regulation for communication with Parliament were drafted. Some aspects of communication with the government and the parliament is covered in communication strategy. ...

It is important that the parliament and the CoA establish a working dialogue in order to agree on the most appropriate models of collaboration. It is likely that some changes are needed also in the Parliament. When the distribution of duties is clear, it is possible to analyse whether some regulation on the collaboration is needed".

Similarly, the ability of audited institutions to take on board the changes required by audit reports will depend on their own capacity, not least the strength of public internal financial control (PIFC) systems. However, it is also clear that building a reputation based on quality earns SAI's respect and enables it to exert greater influence.

I-3.2.1.	Extent to which Twinning has contributed to strengthen the independence of the SAI	
Description	To demonstrate the independence, SAIs should have a solid basis in the constitution, should be subject to a specific SAI law based on the Lima and Mexico Declarations that defines its independence, mandate and organisation, and should function according to the International Standards of Supreme Audit Institutions (ISSAI). Independence means that the SAI is legally protected by a supreme court from undue direction and interference by the executive or legislature, that appointment and removals of the head and members follows due legal process, and that the executive has no direct control or direction over the SAI's budget (formulation and approval). It also means that SAI has the necessary financial, operational and human resources to fulfil its responsibilities. The SAI should be empowered by law to carry out financial, compliance and performance audits of all public financial operations, to access information and premises as required, and to submit audit reports to the legislature and any other responsible body, and to publish them where appropriate under the law. Has there been a role for Twinning in ensuring all these legal safeguards and operational resources are put in place?	
Findings	Evidence	
<p>F85. While TPs cannot influence the legal and financial independence of the SAIs, which are matters for the PCs, they have contributed in ways to supporting their functional and operational independence by developing their technical capacities and professional competences.</p>	<p>EV448. <i>Case study Twinning and External Audit in Serbia:</i> Together, the two Twinning projects have helped the SAI to: fulfil its audit mandate by extending its financial audit coverage from state institutions into local government, mandatory insurance funds and the central bank, and by introducing performance audits for the first time; increase financial audit coverage - between fiscal year 2012 (audited in 2013) and 2013 (audited in 2014), the number of audits increased almost two-fold (from 68 to 135 reports), but the audited amount rose more than five-fold (from RSD 2,684 million to RSD 15,395 million); improve its quality control and assurance, thereby increasing the credibility of its audit reports and enhancing its reputation; and raise its profile with the parliament and the public, thereby increasing the transparency and accountability of the public administration. In this way, Twinning has contributed to strengthening the SAI's functional and operational independence, and the regular (lawful), compliant, effective and efficient use of public finance.</p> <p>EV449. <i>MN 12 IB FI 02 TWL, Audit Quality Control in the State Audit Institution of Montenegro:</i> This Twinning Light project ran from April 2014 to February 2015. Like the Serbian DRI, the Montenegrin DRI is a relatively young organisation, having been established by 'the Law on State Audit Institution' passed by Parliament on 21 April 2004 (Official Gazette of the Republic of Montenegro № 28/2004). It is not clear to what extent the TP was able to reinforce the DRI's functional and operational independence, but it appears to have been a very straightforward Twinning Light project, which according to the TFR was 100% successful. Based on the project proposal in the TC, the EU MS team emphasised the similarities between Lithuania and Montenegro as small countries, the MC having been through the accession process that the PC was seeking to replicate.</p> <p>EV450. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> This TP ran from September 2014 to September 2016. As the TPF notes, the independence of the Court of Accounts (CoA), organisationally, operationally, functionally and financially, is guaranteed by the Constitution and the Law on Court of Accounts, which came into force on 1 January 2009. However, to be truly independent in practice, any SAI needs the financial and human resources to execute its mandate. The TPF describes the Law on the CoA, "inspired by EU standards and developed with support of the Swedish National Audit Office (SNAO)" as the basis for the Court's "gradual transformation from an external control institution into a Supreme Audit Institution. It reflects (i) the Lima</p>	

Declaration of Guidelines on Auditing precepts' key principles as those of the Mexico Declaration on SAI Independence and allows (ii) SAI to progress in its performance of the external audit function in line with INTOSAI standards." The TPF notes that the TP "will assist the CoA (i) to consolidate its achievements following its first Strategic Development Plan (SDP) 2006-2010 established in the context of Public Administrative Reform efforts for Central Public Authorities (CPA) and (ii) contribute to further enhance its function, performance and impact as set out in the goals and objectives of its second SDP covering the years 2011-2015 ... It considers and relies on the Courts' strong commitment and ambition for further development of its competence and performance. It reflects the Court's vision, goals and objectives as laid down in its SDP 2011-2015". The TFR hints that there is political interference in the work of the CoA, but also notes that there was a decision during the TP that the Court of Auditors should shift from a classic 'CoA' model to a 'National Audit Office' (NAO) model, and implies that this would help to reduce politicisation. The ROM report finds that: "There was and is a great awareness within the CoA that the internal training capacity of the Court of Accounts is crucial since staff turnover and the constant need for thematic seminars require a continuous capacity to pursue training. The Training of Trainers programme has been substantial and has built upon prior initiatives from the World Bank and Swedish NAO. The CoA plans to establish a certification procedure for its auditing staff which will guarantee that high professional standards are maintained and met. Component 3: Revised and updated Human Resources Management of the CoA lead to extended personal development plans based on appropriate job descriptions. As there is no final assessment of the acquired improved capacity of auditing and other staff, it is difficult to predict its sustainability. Internal communications indicate that capacity development lags behind its potential and dialogue among colleagues does not appear to have a location or space. The CoA plans to review its achievements and tailor future external needs of external support more closely to identified and specified needs and requests. The CoA training programme appears to be well rooted too with trainers to disseminate acquired skills and to the audience sufficiently professional to relate topics to their specific realities and adapt practices by maintaining the objectives and content of the international standards."

EV451. *KS11 IB FI 01, Further support to the office of the Auditor General of Kosovo to reach EU good practice standards:* The ROM report found the needs of the Office of the Auditor General (OAG) to be "covered in accordance with actual (evolving) priorities", and cooperation with municipalities, who are introducing audit functions, was "intensifying as the project progresses". The TP was deemed to be well-designed, with newly-obtained knowledge being applied through the actual audit cycles, with the Twinning experts piloting regulatory and performance audits before moving to mentoring the audit teams. The interaction between the Twinning management team (which appears from the ROM text to be from UK's National Audit Office (NAO) and OAG staff was described as "excellent". The volume of capacity building measures are designed to reflect the OAG's doubling of staff from 70 to 140, with mainly "young and motivated professionals". Coordination with other support by the Swedish NAO (funded by Swedish Government bilaterally until 2016) and World Bank was seen as "excellent". The ROM report found that results were being reached at this "most advanced stage" of the project, and concluded it was "just one step away from establishment of an Audit Office in accordance with full international standards" and contributing significantly towards transparency and effectiveness in public spending. However, the ROM report also notes that the draft Law for Creation of the National Audit Office, which satisfied EU accession requirements and standards, and would confirm its full independence, had

still not been endorsed by Parliament "for some time" and that "any eventual further politically driven modifications could alter its substance and open the door to interference with the ongoing institutional development processes".

I-3.2.2	Extent to which the Twinning has contributed to raise SAI's capacities in conducting effectively a full audit mandate, reporting its results to the national parliament, and its recommendations are being taken into consideration.	
Description	The first issue for this indicator is the degree to which mandatory external audits are carried out by the SAI in practice and reported to the legislature or other body. Having established coverage, the next issue is quality: are audits performed objectively and efficiently in accordance with ISSAIs, reliably and consistently, by adopting audit manuals and applying effective quality assurance procedures? Finally, the results must be used to be meaningful. Is there a functioning mechanism which enables the legislature to receive and consider reports, and decide on the recommendations for corrective action for follow up by the executive? Are the reports published in practice, so that they public and interested parties can see the findings and scrutinise the executive? Has the Twinning project played a role in improving the quality and follow-up of audit reports, including feedback mechanisms to strengthen the external audit process?	
Findings	Evidence	
<p>F86. The TPs have been instrumental in developing the SAIs' capacities to conduct audits effectively and to extend their audit coverage, both institutionally and categorically (e.g. into performance audits) by providing and piloting new methodologies, introducing computer-assisted auditing, and engaging in staff coaching and training.</p>	<p>EV452. Case study Twinning and External Audit in Serbia: The first TP ran from October 2012 to March 2015. By the time of the TP, SIGMA's March 2012 report assessed that external audit was "still at an early stage of development as the SAI has only been operating for four years", but also that progress had been made, especially with the support of the Government of Norway and OAG including: a strategic development plan for 2011-2015 had been adopted; rules of procedure, a code of ethics, a staff certification programme had been elaborated and adopted; and a financial audit methodology and financial audit manual were about to be finalised. The DRI was on a good trajectory in relation to "a significant increase in audit capacity, which has translated into a three-fold increase in audit coverage.... These audits covered around 71% of the budget. The March 2014 ROM report noted, "practical enhancements to both regularity and performance audit capabilities. The project provided training and coaching activities for 32 auditors in regularity (financial and compliance) auditing through the conduct of pilot audits, and for five auditors in performance audit, including the conduct of the first performance audit in Serbia. The five members of the SAI Council were also trained in various topics. A successful study visit was organised in October 2013 to the UK and another one is planned for September 2014. The project has supported computer based auditing by introducing Computer Assisted Audit Techniques (CAATs), and by purchasing two licenses for IDEA software and training eight people in its extraction and analytical capabilities ... The pilot audits have put the new audit methodologies based on the latest international auditing standards into use. The updated (and adopted) audit manuals are in line with the latest International Standards. The introduction of CAATs and contribution to the next Strategic Development Plan and Human Resources Management Plan are important capacity outcomes for the current stage of development of the SAI". The project closure summary sheet notes the issuing of audit methodologies, guidelines and generic manuals was "one of the major outcomes". SIGMA's April 2015 report finds that: "There is no data available for a comparison of resources devoted to mandatory audits and audits selected independently by the SAI, but the SAI does not audit all the institutions included in its mandate every year. The EC's 2016 Progress Report finds that: "External audit is well established and the State Audit Institution has continued to expand audit coverage". It also notes that "the SAI has trained all auditors in the use of financial and performance audit manuals adopted in 2015. Performance audit work is gradually expanding. The sector for audit methodology and quality control has been strengthened". In the field phase, interviewees confirmed that the SAI is fulfilling its audit mandate by extending its financial audit coverage from state institutions into local government, mandatory insurance funds and the central bank, and by introducing performance audits for the first time, and has increased financial audit coverage - between fiscal year 2012 (audited in 2013) and 2013 (audited in 2014), the number of audits increased almost two-fold (from 68 to 135 reports), but the audited amount rose more than five-fold (from RSD 2,684 million to RSD 15,395 million).</p>	

- EV453.** *MN 12 IB FI 02 TWL, Audit Quality Control in the State Audit Institution of Montenegro:* This Twinning Light project ran from April 2014 to February 2015. As the TFR notes: "The results of this Twinning light project will lead to ensuring audit quality and audit quality control in accordance with ISSAI Framework of auditing standards and thus strengthen its professional capacities". The TFR also records that all activities were completed and all mandatory results were achieved "100%". Furthermore: "The developed Guidelines for quality control of the audits including check-lists will have direct impact on ensuring audit quality and quality control by established procedures of direction and review of audit work and thus improved quality of audit reports. The developed Instruction of methodology of performing financial audit and regularity audit and Instruction of methodology of performance audit will have direct impact on ensuring consistency of methodological audit process and of audit experience and practice within sectors at the 3rd level of ISSAIs (International Standards of Supreme Audit Institutions). The developed proposal for amendment of financial and regularity audit manual when implemented will enhance the consistency of methodological audit process and audit practice within sectors. The implemented project activities, especially the developed documents, comprehensive trainings and consultative meetings, a 5 days study visit to Lithuania of which 10 employees benefited from strengthened audit capacity within the SAI in the field of audit methodology and quality assurance. Gained knowledge will be used while further developing audit methodology". The benefits from the project will have the long-lasting positive impact as well as ensure follow up and sustainability" for three reasons spelled out in the TFR. First, the capacities of the Project team were strengthened through developing the Guidelines for quality control of the audits including check-lists, Instruction of methodology of performing financial audit and regularity audit and Instruction of methodology of performance audit and having consultative meetings with MS experts while developing mentioned documents. It improved their knowledge, which will be used while further developing audit methodology. Second, the capacities of the heads and auditors of the Sectors were strengthened through training on the quality control procedures and international audit standards delivered by the MS experts. It improved their knowledge, which will be used in daily audit work. Third, various documents were prepared/developed/revised, discussed, commented on, finalised, agreed and adopted by the Senate of the SAI and can be started to be used in practice. The TFR further notes that the financial and regularity audit manual will need to be revised in line with developments in the ISSAIs (to the 4th level in the future), to enhance the consistency of methodological audit process and audit practice within sectors, also the performance audit manual so that it aligns with the required standards, and that the revision and development of both documents has been factored into the SAI's Strategic Development Plan for 2014-2017."
- EV454.** *MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:* This TP ran from September 2014 to September 2016. The TPF notes that the CoA has been extending its audit coverage since 2009. In 2010, the Court of Accounts performed 42 audit missions, including regularity audits, performance audits and IT audits, adopting 42 decisions on approval of 49 audit reports, and auditing 157 entities (central & local authorities, subordinated institutions, state enterprises & joint stock companies). In 2011, 57 audit missions were performed, 65 audit reports were approved and 323 entities were audited. This provides a good springboard for the TP's interventions. Nevertheless, it also notes that the TP is limited in its ability to cover all the CoA's needs: "The Twinning project can make an important and decisive contribution to further implement the SDP 2011-2015 of the CoA in the intended 21 months period falling into 2013-2015. Though substantial in its planned resource endowment it cannot cover entirely all the activities suggested by the SDP and in all its aspects. The Court has proven successfully its capacity to absorb important external assistance and is confident to accommodate continued and strongly reinforced assistance particularly with a view to the strong challenges it faces". The TFR notes that: "In order to maximize and multiply the benefits of seminars, workshops and pilot audits, some members of the audit teams were appointed as trainers for other SAI staff. This contributes to the sustainability of the development process. The trainers trained during the Twinning project will contribute substantially to implementation of the 2017 training plan. In the long run institutionalized pool of trainers will contribute to maintaining, sharing, transferring competences and also to identification of new needs". Furthermore: "The overall objective of

	<p>the project was to improve the accountability and management of public funds in the RM through enhanced external audit capacity in conformity with recognized international audit standards and in line with European best practices. The project especially accelerated the improvement of the performance and impact of the Court of Accounts of the Republic of Moldova". It also includes a section on impact which appears to have been written specifically by the CoA: "Beneficiary side emphasized strongly the counselling and the support of Twinning Project offered during these two years for strengthening external public audit and improving the recovery mechanism of its results. Also, there were settled the development priorities of the Institution, so that emphasis be placed on quality, professionalism, impact and transparency. Thus: we have started the process of institutional reform in order to become a Supreme Audit Institution-leader through own example, and for the future will strengthen the role of each structural subdivisions so as to ensure their focus on goals, productivity, professionalism and efficiency".</p>
<p>F87. The impact of the TPs on SAIs' relationship with their Parliaments and their ability to ensure implementation of SAIs' findings appears weaker, unsurprisingly.</p>	<p>EV455. <i>Case study Twinning and External Audit in Serbia:</i> : The 2012 SIGMA assessment prior to the TP's start noted that: "Although the Finance Committee of the National Assembly has started discussing [audit] reports, the parliament's capacity to fulfil its budgetary oversight role remains very weak". SIGMA's April 2015 report finds that "of the audit recommendations that the SAI made in its 2013 reports for those public institutions it audits, the institutions implemented only 63% by the end of the following year". It recommends that over the following 1-2 years, the SAI should "take steps to minimise the impact of offence procedures on the time available for audit staff to undertake financial and performance audits", it should "take further measures to improve the rate of implementation of its recommendations by auditees", and should "work closely with the Parliament to establish effective arrangements, including awareness-raising events to deal with the number of issues and broad range of public institutions that SAI audit reports cover". The field phase interviews found that the SAI had raised its profile with the parliament and the public, thereby increasing the transparency and accountability of the public administration.</p> <p>EV456. <i>MD/13/ENP/FI/12b, Consolidation and Strengthening the External Public Audit in the Republic of Moldova:</i> The TFR does, however, add two caveats to its generally positive assessment of progress, regarding "pending issues". First, "it is extremely important, that the management of CoA can agree unanimously after an open dialog on the most appropriate organisational structure. This opinion is valuable for the parliament when deciding on the amended or new law". Second, the TFR notes under component 4 that the CoA needs to work more effectively with the Parliament, as recognised by both MPs and CoA management, but that "it was difficult to create political will for the rapid development of the collaboration. There are some organizational issues that need to be solved before some steps can be taken, but most importantly the development in this area requires political agreement on actions. Because of the uncertainty in the political arena also the willingness of the CoA to support some concrete ideas is weak... However the first draft on guidelines/regulation for communication with Parliament were drafted. Some aspects of communication with the government and the parliament is covered in communication strategy. ... It is important that the parliament and the CoA establish a working dialogue in order to agree on the most appropriate models of collaboration. It is likely that some changes are needed also in the Parliament. When the distribution of duties is clear, it is possible to analyse whether some regulation on the collaboration is needed".</p>

JC.3.3 - Twinning achievements (including the establishment of long-term partnerships between administrations) have continued / are likely to continue after external funding ends (due to, inter alia, continued political, administrative and financial commitment and absorption capacity).

Where TFRs are available, they typically include recommendations for follow-up actions by the Twinning team. Given the only TRMs available for PFM projects concern two projects that were not in the main sample, it was not possible to say in the desk phase whether the proposals in the TFRs were taken up.

Moldova - Consolidating and Strengthening the External Public Audit (09/2014-09/2016)

The impact section of the TFR, which appears to have been written specifically by the CoA, makes a number of firm commitments, including: to continue to enhance the quality of the audit work in accordance with ISSAI requirements and best practices taken over from the TP experts, including audit recommendations, thus increasing the audit impact; to ensure the dissemination of knowledge and best practices taken over during pilot audits from Finnish and Spanish experts by participating in training sessions, as trainers, but also by guiding / advising colleagues from the audit teams whose member they are / will be; to ensure training for auditors with direct involvement of the trainers group, strengthened and trained within the Project; to review and continue to develop the institutional regulatory framework in line with the new Law on the organization and functioning of the Court of Accounts etc.; to finalise and approve the strategy on human resources management, elaborated within the TP, that includes references on human resources, professional skills development, recruitment and motivation policy etc.

Equally, Twinning project interventions could have a downstream ‘ripple effect’ through behavioural changes as a consequence of decisions taken in enacting reforms. The TFR of Egypt’s property tax administration project makes a compelling case that its limited results could be far-reaching and sustained beyond the life of the Twinning by affecting the behaviour of taxpayers, and in turn, the tax administration.

Egypt - Modernisation of the Real Estate Tax Administration - Developing Capacities of the Real Estate Taxation Authority (01/2012 – 07/2014)

The TFR argues that: "The main achievement of the project has been the introduction of the replacement cost approach for the valuation of non-residential and non-marketable properties. The strategic importance of the introduction of [the replacement cost] approach can hardly be underestimated. In many cases, the use of this method will lead to higher estimated values for these properties. ... tax payers will start asking questions and raise objections. Courts will request sound motivation of valuation decisions and so ERETA will be forced to make its valuations more transparent and accurate, to adopt more consistent operational procedures and to make use of state-of-the-art ICT. This in turn will force the ERETA management to adopt a more modern working culture and modern management style. Worldwide experience shows that once the wheels of change are turning, they do not stop easily".

Twining is about peer-to-peer cooperation and hence one measure of its success would be a continued relationship between the EU member state and the partner country. This might take the form of organising joint conferences and seminars, agreement to accept internships or secondments in either or both directions, and the establishment of regular dialogue at various levels (ministerial, managerial or technical). The project documentation indicates that exchanges of experience should continue beyond the Twinning project, but without TRMs, this has to be verified.

In the Croatian case study (see Annex 8, Case Study 1), the tax administration benefited from a Twinning light on criminal tax acts, which has improved internal systems, but also included the organisation of joint audits with the Member State partner which have continued through a formal

agreement, making it more likely they will uncover errors in corporate tax, whether intentional or unintentional. Indeed, a common thread among several of the TPs is cooperation with other stakeholders, given the effective identification and correction of undeclared revenue requires partnerships with interior ministries, police forces, anti-corruption & anti-money laundering agencies and public prosecutors. From a situation where there was no structured dialogue between agencies, the joint training activities under the Twinning resulted in the Croatian Tax Administration signing a formal agreement with the police and the State Attorney to work together closely. The creation of sustainable relationships, both within the partner country and with international counterparts, is crucial to longer-term impact.

Based on the Serbian case study (see Annex 8, Case Study 2), the indication is that the relationship between partners in external audit TPs seems to be sustained less by bilateral contacts, and more through membership of INTOSAI and its regional equivalents, EUROSAI and AFROSAI, as the umbrella bodies for all SAIs. Regular meetings, committees, working groups, task forces and training events provide the fora for ongoing exchange of experience.

I-3.3.1	Extent to which partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light.	
Description	This indicator considers actions that have their origin in the Twinning project, for example those directly recommended by the RTA, MTEs and/or STEs, but which take place after the funding has ended. Alternatively, these later actions might not be the result of specific recommendations, but rather the consequence of decisions taken during the Twinning project, as a 'ripple effect' from enacted reforms.	
Findings	Evidence	
F88. Twinning project interventions could have a downstream 'ripple effect' through behavioural changes. However, the lack of TRMs in this field means it is not possible to know whether the Twinning teams' actions and recommendations have resulted in later changes.	<p>EV457. <i>EG/10/ENP-AP/FI/14, Modernisation of the Real Estate Tax Administration in Egypt - Developing Capacities of the Real Estate Taxation Authority (ERETA):</i> The TFR makes a compelling case that its limited results could be far-reaching and sustained beyond the life of the Twinning by affecting the behaviour of taxpayers and in turn the tax administration: "The main achievement of the project has been the introduction of the replacement cost approach for the valuation of non-residential and non-marketable properties. The strategic importance of the introduction of [the replacement cost] approach can hardly be underestimated. In many cases, the use of this method will lead to higher estimated values for these properties. ... tax payers will start asking questions and raise objections. Courts will request sound motivation of valuation decisions and so ERETA will be forced to make its valuations more transparent and accurate, to adopt more consistent operational procedures and to make use of state-of-the-art ICT. This in turn will force the ERETA management to adopt a more modern working culture and modern management style. Worldwide experience shows that once the wheels of change are turning, they do not stop easily".</p> <p>EV458. <i>Case study Twinning and Revenue Collection and Administration in Croatia:</i> Tax policy is partly about generating sufficient revenue for the State and partly about "steering behaviour" in the words of the MS Project Leader. Twinning's support to investigating criminal tax acts, in the context of the 2011-2015 strategy of the tax administration which was responding <i>inter alia</i> to the "increase in the number of taxpayers involved in tax fraud", should have a deterrent effect over time, including on those multinational businesses that are subject to joint tax audits by the German and Croatian authorities since the TP ended. This will depend on the increased efforts and emphasis of the tax authorities having sufficient visibility to trigger behavioural changes.</p>	

I-3.3.2	Extent to which EU member states and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.	
Description	Twinning is about peer-to-peer cooperation and hence one measure of its success would be a continued relationship between the EU member state and the partner country. This might take the form of organising joint conferences and seminars, agreement to accept internships or secondments in either or both directions, and the establishment of regular dialogue at various levels (ministerial, managerial or technical).	
Findings	Evidence	
F89. Exchanges of experience have continued beyond the Twinning project, but not for every TP and to varying degrees of intensity.	<p>EV459. <i>MK 10 IB FI 02 R, Harmonization of the legislation and procedures with the acquis and EU best practice related to excise:</i> The TFR notes that "The deepening of contacts of national experts and the international twinning experts and the creation of networks on national and international level is one of the major benefits that has led to the results of this project. The cooperation between all experts will continue after the finalisation of the project" and that "CARM and Austrian Customs will continue the intensified cooperation after the end of the project".</p> <p>EV460. <i>Case study Twinning and Revenue Collection and Administration in Croatia:</i> "I have colleagues who visited the PC administration three or four times Information is the central value good of a tax administration ... It is always an advantage to know persons in</p>	

	<p>another administration. [My colleagues] now have a framework of information exchange. “Information is the central value good of a tax administration ... It is always an advantage to know persons in another administration. They now have a framework of information exchange. But Twinning is not just about administrative capacity, it is also a political issue. Croatia’s Finance Minister met our Finance Minister. They made a connection and discussed issues [that would not have happened otherwise].”</p> <p>EV461. <i>Case study Twinning and External Audit in Serbia:</i> The project closure summary sheet notes that "SAIs have to develop themselves on a continuous basis, since the environment changes rapidly, for instance, because of more advanced use of IT by governments. Ideally DRI should become self-sustainable by exchange of experience by other SAIs and the International Working Groups". Looking beyond the individual TPs, the relationship between Twinning partners seems to be sustained less by bilateral contacts, and more through membership of INTOSAI and its regional equivalents, EUROSAI and AFROSAI, as the umbrella bodies for all SAIs. Regular meetings, committees, working groups, task forces and training events provide the fora for ongoing exchange of experience.</p> <p>EV462. <i>Interview, PC beneficiaries:</i> “We are still in touch with the [Member State]. Every time we have a question, we ask and they are still responding. We were invited to participate in a ‘ring-test’ where the same sample is sent to various laboratories and then the results are sent to the headquarters’ laboratory and compared, as a way of quality checking the process”.</p> <p>EV463. <i>Online survey:</i> Establishing more effective co-operation with other bodies, conducting joint monitoring activities (Tax Administration) in order to more efficiently collect revenues and fight against irregularities</p> <p>EV464. <i>Online survey:</i> “We have recommended good experts to other EU projects and hired them”.</p> <p>EV465. <i>Online survey:</i> “Formulation of network for pool of Twinning projects in MS and BC for long lasting contacts for experience exchange”.</p> <p>EV466. <i>Online survey:</i> “Exchange of expertise with MS institutions”</p> <p>EV467. <i>Online survey:</i> “Additional actions have been targeted for support in a bilateral framework or in the framework of the other TAIEX instruments.</p> <p>EV468. <i>Online survey:</i> “Still have close communication with MS counterparts”</p> <p>EV469. <i>Online survey:</i> “Secured data exchange, organisation of joint education, implementation of supervisory activities (customs, police), work on a common border management strategy”.</p> <p>EV470. <i>Online survey:</i> “Need to continue twinning through one-off actions - TAIEX and setting up a new twinning for non-fiscal aspects”.</p>
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TABLE 15 SUMMARY OF THE DATA COLLECTION PROCESS FOR EQ 3

Judgement criteria information availability	
JC 3.1	4
JC 3.2	4
JC 3.3	4
1= low – 5 = high	

EQ 4 - *Rule of law*

JC.4.1 - Twinning has helped to promote the effective prevention and addressing of corruption

Corruption is a multi-faceted and complex phenomenon, which takes many forms (grand and petty, isolated or endemic), including bribery, inducements, extortion, trading favours, patronage, state capture and obstruction of justice. Conflicts of interest can be clear-cut, or a ‘grey zone’ where ethical dilemmas mean ‘doing the right thing’ is not instantly obvious. Reducing both the risk and incidence of corruption in public and private spheres, and conflicts of interest in public institutions, requires preventative interventions to assess and reduce corruption risk and discourage wrong-doing. Tackling corrupt behaviour, in whatever form, also demands a recognition that the problem can never be entirely eradicated, and hence there should also be mechanisms to identify corruption and enforce laws and rules.

The evaluation reviewed three Twinning projects in the field of anti-corruption policies including one project in Jordan visited during the field phase⁹⁸ (See case study in Annex 8) and two projects in Montenegro⁹⁹. These projects focused on developing the capacities of national anti-corruption agencies to help them fulfil their mandate with a view to reducing the level of corruption in the country. All three projects were related to national anti-corruption strategies and were in compliance with priorities agreed in the EU (Stabilisation, in the case of Montenegro, and) Association Agreements.

The scope of the projects included a wide array of activities ranging from capacity building and training, design of internal organisational processes and procedures, reviews of legal and institutional frameworks and inter-institutional cooperation mechanisms and law enforcement assessments to awareness-raising measures.

The projects contributed to strengthening capacities of the anti-corruption bodies helping them to fulfil their mandate and, in the case of Kosovo, reinforcing cooperation between police and prosecutorial services. According to the TFRs, projects also raised the awareness of stakeholders about the need for anti-corruption policies and effective responses from the administration. All TFRs outlined a series of recommendations to continue improving the effectiveness of anti-corruption frameworks building on the tools and advice provided by the projects.

It is unlikely that any of the projects had a significant influence on the actual incidence of corruption as well as perceived levels, as acknowledged by the beneficiaries themselves in the TFRs or during interviews, given the limited scope of projects and the number of factors nurturing corruption. This is confirmed by the results of the online survey with less than a half of respondents either agreeing or strongly agreeing that Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration. Almost a third remained neutral and another quarter disagreed.

What the projects achieved, beyond immediate capacity building outcomes, was to clarify policy options among stakeholders and delineate the scope of further reforms needed to put effective law enforcement and prevention mechanisms in place. EU assistance was instrumental in maintaining the momentum of anti-corruption reforms engaged by partner countries. However, the impact would have been greater, had the Twinning projects been part of a more comprehensive support programme harnessing domestic and international funding to address corruption from different angles and targeting a wider range of stakeholders. Projects also rarely linked up to the strategic framework defined at the international level to which partner countries have committed. Too little space was available to projects to ensure that the knowledge and advice provided during the Twinning were

⁹⁸ JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan

⁹⁹ MN 10 IB JH 03 Support the implementation of the anti-corruption strategy and action plan; MN 14 IPA JH 01 16 Support the implementation of integrity measure

effectively absorbed by the recipient organisations and staff, often because of heavy workloads resulting from an overambitious number of activities.

Jordan - Support the implementation of the Anti-Corruption Commission's Strategy in Jordan (11/2011 – 10/2013)

The overall objective of the project was to enhance the fight against corruption to improve the political and economic stability in Jordan while its purpose was to support the Jordanian Anti-Corruption Commission (ACC) to implement the Anti-Corruption Strategy in line with the International and EU best practices. The project, consisting of four mandatory results, was implemented in the wake of the Arab Spring, which raised the importance of anti-corruption policies. It helped the ACC fulfil its mandate with stronger expertise, addressing the needs of the institution as it rapidly developed. While the project was particularly strong on building the capacities of the investigation department, project activities also enabled the ACC to plan and undertake organisational changes in line with the new legal framework: a section for the protection of witnesses and informants and a complaint section were established in 2012. The legal review identified gaps still to be plugged in the law¹⁰⁰ while other project activities contributed to enhance cooperation with other key institutions, in particular the police, the judiciary and the customs with which the ACC has since signed Memoranda of Understanding. By supporting education and awareness-raising activities, the project also contributed to enhance the visibility of the ACC and initiated a dialogue with the civil society. However, as stated in the Final Report, further efforts and resources were required from the Jordanian State to make ACC an effective anti-corruption body and establish a tighter anti-corruption framework in Jordan. The National Strategy developed by the project provided a clear blueprint for the country to tackle corruption. The accompanying Action Plan identified the most urgent courses of action not only for the ACC but also regarding the rest of the administration.

Corruption is a complex phenomenon, which an effective anti-corruption body cannot solve on its own. It is therefore unlikely that the project made a noticeable dent in Jordanian corruption levels. According to Transparency International's 2016 Corruption Perceptions Index, Jordan's score in the index stood at 45 registering a drop of 5 points compared to the year before, pushing Jordan 12 places down the ranking list. 75% of Jordanian respondents to a regional survey conducted in 2016 said that they think corruption rose in the last 12 months¹⁰¹. However, the same survey also found that the country had the lowest level of bribery in the region with its citizens more likely to report corruption or refuse the use of bribery considering that they have an important role to play to curb corruption. A major weakness of current anti-corruption reforms in Jordan is that the process follows a top-down approach. Experience from other countries, however, shows that successful reforms require "building up the demand for change, through broad stakeholder participation and systematic monitoring and reporting, and a balanced prevention and law enforcement agenda¹⁰²". While institutional building assistance to central bodies such as JIACC remains highly relevant for achieving progress in the fight against corruption, more emphasis should be put on prevention, in particular through risk assessments¹⁰³ to take actions in the most sensitive sectors, engaging with other key players across the administration and working more actively with the civil society to strengthen awareness-raising and accountability mechanisms.

Two projects targeted the same anti-corruption bodies in Montenegro, the first one implemented from 2012 to 2014 and the second one starting in late 2016 for 22 months¹⁰⁴. As pointed out in the ROM report, the first Twinning provided critical support to the existing Montenegrin anti-corruption bodies

¹⁰⁰ The law on ACC was amended in 2014 adding three more crimes to those deemed as corruption (money laundering, illicit enrichment and failure to declare or disclose investments or properties or benefits that may lead to conflict of interest)

¹⁰¹ People and corruption: middle east & north Africa, Transparency International, Survey 2016

¹⁰² Jordan Rule of Law and Anti-Corruption Assessment, USAID, June 2013

¹⁰³ SIGMA performed a risk assessment of the public procurement system in 2016

¹⁰⁴ Since the project is ongoing, there is no TFR and it is not possible to make a preliminary assessment of results achieved until present

as they sought to assert their position in the newly created anti-corruption institutional framework. The project struggled to satisfy both beneficiaries. The two bodies were eventually merged into one Anti-Corruption Agency which became operational in January 2016 and whose capacities are now being strengthened by the ongoing TP, casting doubt about the sustainability of previous institution-building efforts. According to the Non-paper on the state of play regarding chapters 23 and 24 for Montenegro (May 2017), anti-corruption reforms have not yet borne their fruits: *‘while progress has been noted in establishing an initial track record in the area of repression of high-level corruption and some forms of organised crime, in several areas the impact of legislative and institutional reforms is not yet entirely visible, and the results in terms of track records still remain limited. This applies in particular to some areas of prevention of corruption, seizure and confiscation of criminal assets. In those areas convincing results are still awaited or sanctions foreseen by the law are not yet effectively applied’*.

Montenegro - Support the implementation of the anti-corruption strategy and action plan (09/2012 – 03/2014)

The project’s overall objective was to reduce corruption and conflict of interest levels in Montenegro. The purpose of the project was to support the implementation of the anti-corruption strategy and action plan, focusing on prevention measures (e.g. the law on the conflict of interest, measures to improve integrity and ethics).

According to the TFR, the project contributed to strengthening the anti-corruption legal framework, enhancing integrity in the Montenegrin state administration, raising public awareness on anti-corruption issues and improving the capabilities for the verification of asset declarations. The project directly supported Montenegro in negotiations on Chapter 23 including the implementation of the Action Plan and support for two key bodies: the Directorate for Anti-Corruption Initiative (DACI) and the Commission for the Prevention of the Conflict of Interest (CPCoI).

The ROM report assessed positively the outputs of the project. While they contributed to raising the capacity of the beneficiaries, the latter remained very weak and in need of support according to ROM report, which makes allowance for the difficult environment characterising the sector when assessing project results (“highly politically sensitive atmosphere with regard to anti-corruption issues, contradictions between political rhetoric and the situation on the ground, as well as high staff turnover in public administration”). According to the TFR, the complexity of some activities was underestimated and difference of views between the CPCoI and the MS RTA emerged about the scope of some project activities and mandatory results. As noted both in the TFR and the ROM reports, it is unlikely that the project would have influenced the corruption perception index (the overall objective) as the population remains very sceptical about the government’s real commitment to the fight against corruption given the lack of measures to address corruption cases of politicians and high level officials.

According to the ROM report, project *KS 12 IB JH 01 “Strengthening Criminal Investigation Capacities against Organised Crime and Corruption”* implemented between February 2014 and August 2016 provided timely institution-building support to help reinforce cooperation between the police and prosecutorial services in Kosovo as foreseen by recently adopted legislation. According to the ROM report, the project contributed to changing the working attitude of the beneficiary institutions and encouraged closer working cooperation, especially in the areas of criminal investigation. The EC progress report 2018 stated that: “while Kosovo is still at an early stage in the fight against corruption, the country has made some progress with its track record of investigation and prosecution of high level corruption and organised crime cases, including final convictions”.

I-4.1.1.	Extent to which Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration
Description	<i>Action to combat corruption and address conflicts of interest can take many forms, including risk assessments, strategies, laws (e.g. bribery, whistle-blowing), dedicated anti-corruption agencies and integrity officers, greater transparency / open government, HRM (e.g. ethics and dilemma training), simplified procedures, use of e-government, etc. Where corruption is identified, are penalties available and enforced (e.g. dismissals, demotions, fines, arrests, imprisonments) and are other corrective actions applied (e.g. changes to laws, systems and practices), as appropriate? Which tools and techniques has the Twinning helped to introduce? Do they fit within a wider framework? How are they being implemented, and just as importantly, embedded? Have potential gaps and failure risks been identified and mitigated?</i>
Findings	Evidence
<p>F90. Twinning has furthered reforms to implement effective anti-corruption policies in partner countries by building institutional capacities, strengthening legal and regulatory frameworks and raising awareness of stakeholders, thereby helping partner countries fulfil their commitments towards their population and the EU.</p>	<p>EV471. <i>JO/10/ENP-AP/JH/16, “Support the implementation of the Anti-Corruption Commission’s Strategy in Jordan”.</i> This project was the first TP for the Anti-Corruption Commission (ACC) and had an implementation period of 21 months between November 2011 and July 2013. Following the analysis of the TFR, the document affirms that the TP fulfilled the mandatory results and to have reached the following milestones. 1) Establishment of the National Anti-Corruption Strategy 2013-2017 and its Action Plan, which was approved by the Government of Jordan and constituted a roadmap for the national anti-corruption regime; 2) Establishment of Standards Operating Procedures defining standardised working processes for the administrative and operational functions of the ACC and ensuring sustainability in spite of turnover in staff. SOPs were used on daily basis by the beneficiary institutions to enhance the quality, efficiency and due process of the law; 3) Implementation of an extensive training programme for the ACC and its relevant public, private and third sector partners, covering all the working processes of the beneficiary and providing the anti-corruption regime with a platform for networking; 4) Planning, preparing and implementing public awareness campaigns ensuring visibility for the ACC and the whole anti-corruption regime. Training events and workshops raised awareness within the domestic authorities and in the public and constituted also an essential platform for networking and exchange the best practice between the international and national anti-corruption actors. 5) Establishment of a wide range of fact-finding analysis reports with recommendations covering strategic and operational activities of the ACC and providing relevant information for the institutions responsible for the fight against corruption and a basis for the National Anti-Corruption Strategy of Jordan 2013-2017 and its Action Plan. The overall capacity of the ACC to conduct anti-corruption investigations in a more effective manner and the ability to cooperate with other organisations, including the civil society, increased. The ROM report gives a positive assessment on the TP impact in the sense that the TP has a good chance to contribute to the fight against corruption in Jordan in the medium to long term as well as the development of the ACC. The impact of the TP will be limited without the adoption of the capacity development plan, the inter-agency cooperation mechanism, the standard operational procedures, and the revised Anti-corruption strategy and its implementation plan. According to the ENP Country Progress Report for 2017, Jordan continued its democratic transition process. The jurisdiction of the Independent Election Commission was expanded to municipal and other elections. A new legal framework for political parties was elaborated. Steps to strengthen the impartiality and effectiveness of the judiciary were taken and the government stepped up its efforts to combat corruption. According to the Global Competitiveness Report of 2018, Jordan has still to face major challenges in fighting against corruption. As of 2017, corruption has a scale of 6.2 (where the maximum negative score is 16) as most problematic factors for doing business and is ranked 42th of 137 countries concerning the index of “irregular payments and bribes” of the institutions</p> <p>EV472. <i>MN 10 IB JH 03, “Support the Implementation of the Anti-Corruption Strategy and Action Plan”.</i> The TP duration was of 23 months between, August 2012 and June 2014. The general objective of the TP was to reduce the level of corruption and conflict of interest by supporting the implementation of the anti-corruption strategy and action plan and focusing on the preventive anti-corruption measures, which should result in a reduced level of corruption and increased public trust in the Montenegrin public service. According to the TFR, the TP made valuable contributions to a) elaborate legislative recommendations to adapt the legal framework</p>

to European standards (recommendations for adapting the laws on “Financing of political parties” and “Suppression of conflict of interest” to European standards. The Montenegrin law on “Criminal liability of legal persons” was assessed as already being in line with European standards); b) to enhancing the technical capabilities of Montenegrin authorities (the competences and capabilities of the immediate project partners but also the whole administration were significantly improved by a permanent knowledge exchange, technical discussion, participation in training activities and equally important, continuous training on the job. This also led to a further approximation to European (best) standards); c) to establishing and training a network of integrity managers, developing guidelines, methodologies and IT tools on implementing integrity and risk assessments plans (by the end of the project, 36.2% state administrations adopted integrity plans for their authority, the guidelines on implementing integrity plans prepared by the project, the responsible staff were trained and offered an “Integrity Risk Manager” tool); d) to elaborate guidelines and handbooks; to improving the verification of asset declarations and creating a roadmap for further upgrading; and e) to promoting public awareness information on anti-corruption (intensive PR work raised the public awareness on anti-corruption issues. The significantly increased number of reported suspected corruption cases might also be evidence of increased public trust in the work of the DACI). As an overall assessment, the results are a very good basis for further independent advancements by the Montenegrin authorities. According to the ROM report, which was prepared in January 2014 hence 6 months before the end of the project, the basis for very effective anti-corruption measures has been set – the Montenegrin government showed a political will to seriously implement the way indicated, adopt the necessary legal amendments and equip the competent authorities with the necessary human and financial resources for a future excellent fulfilment of their tasks. Also the establishment of the Anti-Corruption Agency has been a good opportunity to progress in this sense. However, the overall score for impact was only “C” since the project will have a positive impact in terms of setting up the basis for implementation of integrity plans. At present, the project has no power to produce long-term impact, but rather limited impact at organisational level, which could then contribute to organisational changes of procedures and better cooperation between beneficiaries (if properly supported by the GoM). This is the main positive impact of the project. The progress in the field was also confirmed by the country **EC progress report 2015**, according to which “*some progress was made in the past year thanks to the strengthening of the legislative and institutional framework*”. “*Integrity in public service has increased since the adoption of the law on civil servants and state employees. A new anti-corruption agency is due to be in place on 1 January 2016. It will monitor conflicts of interest and asset declarations and provide protection for whistle-blowers*” and by the **SIGMA country monitoring report**: “*The new Law on Prevention of Corruption was adopted in December 2014, providing for the establishment of a new Anti-Corruption Agency as of 1 January 2016. The Law, as soon as implemented, will complement the existing measures for promoting integrity, preventing corruption and ensuring discipline in the public service*”. However, the reports underlines also that “*many anti-corruption measures are in place, but a high perception of corruption prevails in the country. Disciplinary procedures are well regulated, but no data is available on how they are applied*”. Finally, in terms of overall progress, the baseline assessment values score between 2 and 4 in terms of qualitative indicators (with lowest scores for the perception on the capacity of political influence on the recruitment and dismissal of senior managerial positions in the public service is prevented and remuneration system of public servants is fair and transparent and applied in practice) and a global country score of 42 for a Transparency International Corruption Perception Index (with an increase of 1 point per year (2011 – 40; 2012 – 41; 2013 – 44; 2014 – 42). In 2014 Montenegro’s anti-corruption ranking was 76 out of 175 countries; however, the ranking in 2011, 2012 and 2013 was 66, 75 and 67 respectively.

EV473. *MN 14 IPA JH 01 16, “Support the implementation of integrity measure”*. The overall objective of this project was to implement integrity measures (with specific results to train the personnel of the Anti-Corruption Agency and increase the functioning of the Agency) and the mandatory results to strengthen the coordination role of the APC, in order to efficiently pursue its competence in implementing and monitoring integrity plans in line with articles 71 to 77 of the law on the Prevention of Corruption; to strengthen institutional and administrative capacities of the APC for effective implementation of the whistle-blower protection provisions in

	<p>line with articles 44 to 70 of the Law on the Prevention of Corruption; to strengthen institutional and administrative capacities of the APC to coordinate and supervise the implementation of lobbying provisions in line with the Law on Lobbying; to enhance the capacity, efficiency and coordination role of the APC, in order to efficiently pursue its statutory competences in implementing and monitoring measures defined by the Law on Prevention of Corruption. It is not possible to provide any preliminary finding for this project because <u>the documentation available is insufficient</u>; only the TPF was provided.</p> <p>EV474. <i>KS 12 IB JH 01. The IPA 2012 project “Strengthening Criminal Investigation Capacities against Organised Crime and Corruption”</i> had an implementation period between February 2014 and August 2016. According to the conclusion of the ROM report, the project addressed the strategic improvements in management, operational and administrative capacities of the Kosovo Police (KP), Police Inspectorate of Kosovo (PIK) and Kosovo Prosecutorial Council (KPC) in the prevention, detection, investigation and prosecution of serious crimes. The report states that the project was very wide in its scope and took into account and aligned its activities to the roadmap for visa liberalisation between EU and Kosovo from 2012. The overall objective and project purpose were also up to date and in line with the government’s policies and priorities. The efficiency and impact of the project was very positive although the last progress reports produced by the TP team for the EU Office – and last one in consideration of the moment of the ROM preparation – did not adequately capture the full significance of the activities or their contribution to actual and potential results. The effectiveness of the project was overall positive despite some external factors at the time of drafting the ROM were still impeding the fulfilling of some project specific objectives. Overall, the project made important contributions to changing the working attitude of the KP, PIK and KPC and encouraged closer working cooperation especially in the areas of criminal investigation. Sustainability of project outcomes and local ownership are positive.</p> <p>EV475. <i>Online survey:</i> “The TP helped draft Procedures and Rules for Rights and Obligations for all stakeholders and Inspection System, Budgeting and Organization of the Inspectorate</p> <p>EV476. <i>Online survey:</i> “The procedures and documents drafted with the partners had contributed to prevent corruption”</p> <p>EV477. <i>Online survey:</i> “During the implementation of our Twinning project we have developed and updated the bylaws and the corresponding training manuals which will continue to be used after the project is finished”.</p> <p>EV478. <i>Online survey:</i> “The overall training has provided the Gendarmerie and the TNP with new forensic capabilities to detect corruption”</p> <p>EV479. <i>Interview of Twinning partners:</i> “As an institution building tool, the TP fulfilled its mission of strengthening the cadres working in Anti-corruption Commission (ACC). After the project, the staff had a better understanding of their duties and scope of work becoming more realistic about what the ACC can achieve. Thanks to standard operational procedures, the work of technical people became more organised and systematic and the efficiency of activities were enhanced. The TP also helped the management clarify priorities and actions for developing and strengthening the ACC”.</p>
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I-4.1.2.	Extent to which this framework is effective, in terms of the actual incidence of corruption as well as perceived levels.
Description	<p><i>Cause and effect in corruption is not always linear (for example, research has shown that raising salary levels to remove a rationale for corruption can be ineffective or even counter-productive, especially when isolated from other interventions). Nevertheless, the purpose of action on integrity is to reduce corruption and conflicts of interest. Can the Twinning project provide evidence of success, at the institutional level (addressing corruption risk in individual public organisations), sector level (e.g. across police, customs, healthcare) or country level (e.g. introduction of laws and institutions resulting in reduced corruption, or better detection and enforcement)? Care must be taken in interpreting data, as activity might lead to a rise in reported or perceived corruption, especially where it raises awareness and encourages whistle-blowing.</i></p>

Findings	Evidence
<p>F91. While TPs enhanced the performance of anti-corruption bodies and the effectiveness of prevention mechanisms and law enforcement measures, there is little evidence of impact on the actual incidence as well as perceived levels of corruption reflecting the complex nature of the phenomenon and the need for comprehensive reform programmes involving all sectors of society.</p>	<p>EV480. Non-paper on the state of play regarding chapters 23 and 24 for Montenegro (May 2017), ‘while progress has been noted in establishing an initial track record in the area of repression of high-level corruption and some forms of organised crime, in several areas the impact of legislative and institutional reforms is not yet entirely visible, and the results in terms of track records still remain limited. This applies in particular to some areas of prevention of corruption, seizure and confiscation of criminal assets. In those areas convincing results are still awaited or sanctions foreseen by the law are not yet effectively applied’.</p> <p>EV481. <i>MN 10 IB JH 03 Support the implementation of the anti-corruption strategy and action plan:</i> ROM report makes allowance for the difficult environment characterising the sector when assessing project results (“highly politically sensitive atmosphere with regard to anti-corruption issues, contradictions between political rhetoric and the situation on the ground, as well as high staff turnover in public administration”).As noted both in the TFR and the ROM reports, while the Twinning contributed to raise capacities, it is unlikely that it influenced the corruption perception index (the overall objective) as the population remains very sceptical about the government’s real commitment to the fight against corruption given the lack of measures to address corruption cases of politicians and high level officials.</p> <p>EV482. According to the EC progress report 2018 Kosovo is at an early stage/has some level of preparation in the fight against corruption. Kosovo has made some progress as regards the track record on the investigation and prosecution for high level corruption and organised crime cases, including final convictions. Progress was also made on preliminary confiscation of assets and with track record on high-level corruption and organised crime cases, although final confiscations remain low. However, the report states also that corruption is widespread and remains an issue of concern. In terms of prevention of corruption and promotion of integrity in the public service, measures and mechanisms are in place. Good initial progress has been made with the publication in December 2017 of an annual report on disciplinary measures against civil servants. These measures are taken either by the administration or the court for violation of ethics and anti-corruption clauses. In line with the European Reform Agenda, the government should adopt legislative amendments necessary to enable, on the basis of a court decision, the suspension of the public officials indicted for corruption-related criminal offences and the removal of the public officials convicted for corruption-related criminal offences.</p> <p>EV483. <i>Online survey:</i> “Less than half of the respondents considered that the enhanced capacities and framework put in place thanks to Twinning impacted on corruption levels, while almost a third remained neutral”.</p> <p>EV484. <i>Case study Twinning and anti-corruption policies in Jordan:</i> Corruption is a complex phenomenon, which an effective anti-corruption body cannot solve on its own. It is therefore unlikely that the project made a noticeable dent in Jordanian corruption levels as acknowledged by the stakeholders themselves. A major weakness of current anti-corruption reforms in Jordan is that the process follows a top-down approach. Experience from other countries, however, shows that successful reforms require “building up the demand for change, through broad stakeholder participation and systematic monitoring and reporting, and a balanced prevention and law enforcement agenda.</p>

JC.4.2 - Twinning has helped ensure the effective functioning of institutions guaranteeing democracy, including the institutional framework for the protection of fundamental rights (i.e. supporting Parliaments, NHRIs/Ombudsmen, regulatory bodies)

The agreements with the EU commit partner countries to the strengthening of democracy and human rights. In line with international best practices, National Human Rights Institutions (NHRIs) / Ombudsmen have been established to ensure that laws and regulations concerning the protection of citizen's rights are effectively applied and that they are able to lodge complaints of maladministration or human rights violation. Strengthening the role of parliament in passing legislation and exercising oversight of the executive is also an essential reform to promote European integration and ensure the democratic functioning of political institutions.

The sample included six TPs strengthening the role of national Parliaments, including two projects in Albania which were visited during the field phase¹⁰⁵ and two projects dealing with the protection of fundamental rights¹⁰⁶. MS expertise and resources mobilised by the Parliamentary projects were delivered by means of training and mentoring programmes, reviews of institutional capacities and policy coordination mechanisms, and assessment of HR systems and procedures, etc.

The Moroccan TP provided a comprehensive support package delivered by a consortia of five MS legislative bodies to assist the Moroccan Parliament adapting to its enhanced role in the wake of the 2011 Constitutional Reform.

Morocco - Appui à la Chambre des Représentants du Royaume du Maroc (04/2016 – 04/2018)

The TP established a partnership between the Moroccan Parliament and five EU MS Parliaments (France, UK, Belgium, Germany and Greece). The activities were organised around two components, the first concerning parliamentary performance (legislative, oversight of government action, parliamentary diplomacy and participation of women), and the second devoted to strengthening the skills and capacities of the administration and the use of new information technologies. The project originated from a Constitutional Reform enacted in 2011 to reinforce the role and competencies of the Moroccan Parliament.

According to the TFR, the project fulfilled all its mandatory results raising the capacity and skills of both MPs and administrative staff with the legislative process and with the monitoring and evaluation of public policies and government action. The gender approach and parliamentary diplomacy were promoted while administration capacities were strengthened (for example by preparing a manual of administrative procedures relating to administrative and financial management, reviewing HR policies and procedures, conducting training to address specific needs, etc.) and an analysis of the information system allowed the beneficiary to identify new tools, technologies and operating methods to improve information management in line with the Moroccan legislation. Overall, the TP provided significant support for the implementation of the Chamber's strategic plan enabling it to fulfil better its functions in the spirit of the 2011 Constitution reform. The TFR noted that the EU expertise was not relevant in budget related issues because of limited administrative and financial autonomy of the Moroccan Parliament in comparison to its EU counterparts, illustrating the need for projects to take into account the local context.

¹⁰⁵ AL 10 IB OT 01 Strengthening the Assembly of Albania, AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession, BA 12 IB JH 01 Enhancing the role of parliaments in Bosnia and Herzegovina in the EU integration context, BA 13 IPA JH 01 16 TWL Support to the administrative structures for EU integration related tasks of the Parliaments of Bosnia and Herzegovina and MA41 Appui à la Chambre des Représentants du Royaume du Maroc

¹⁰⁶ MK 11 IB JH 01 TWL Promotion of the Ombudsman competences and enhancement of its capacities; MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l'Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l'Homme

The TPs implemented in the IPA region were closely connected to the EU integration process with capacity and institution building activities focusing on the role of legislative bodies in EU legal approximation and oversight of the executive. Three of the reviewed projects involved the Hungarian National Assembly, which has implemented seven projects in the Western Balkans since 2010¹⁰⁷.

The projects provided much-needed support to BiH and Albanian legislative bodies in fulfilling effectively their functions as the countries progressed towards EU accession. The ability of the assembly to be strategically involved in the EU accession process was strengthened by raising administrative knowledge and skills in EU accession related issues. Alignment with EU legislation was promoted by improving working methods and planning and coordination mechanisms of the legislative process. Training, workshops and study tours shared the EU expertise and best practices in EU approximation, parliamentary oversight of the executive, and communication and transparency.

In BiH, the project supported the effective set-up of the EU integration cooperation mechanism among the four BiH Parliaments while developing also capacities of Cantonal Assemblies. The complex institutional set-up of BiH and the continuing political tensions (which threatened to derail some of activities of the first TP) certainly mean that the TPs' achievements remain fragile.

AL 10 IB OT 01 Strengthening the Assembly of Albania (12/2011 – 10/2013) , AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession (05/2017 – 08/2018),

The first project was implemented with the Hungarian National Assembly, the second was led by the Greek Parliament.

The mandatory results of both projects related to building the Assembly's capacities with the EU law approximation process, the oversight of the executive, financial and budgetary management (to enhance the Parliament's autonomy) and communication and transparency activities. The first project addressed the Parliament's needs at an early stage of the accession process, when the experience of the Assembly in EU matters was relatively small. The second project took place in a different context after Albania became a candidate country in 2014, with some of the activities already geared towards preparing the Assembly for EU accession negotiations.

The project with Hungary and France helped introduce legislative techniques and revise the Assembly's Rules of Procedures with proposals for amending the legal framework to adapt the Assembly's work to EU accession requirements, ensuring in particular that it could deal with the expected workload increase by planning and prioritising the approximation process. The project strengthened the capacities of the eight Standing Committees in the transposition of EU acts and oversight activities, with a focus on the Committee of European Integration, giving recommendations regarding the monitoring of government's EU related activities and information and communication activities in European affairs within the Parliament and towards the citizens. Finally, the project proposed legal amendments to bolster the autonomy and independence of the Parliament's budget and made recommendations to strengthen its HR service.

In line with the recommendations of the first project, Albania adopted a new law on regulating the role of the Parliament and set up a National Council for European Integration in 2015. These developments motivated the second project, implemented with Greece and Italy, which continued to build the capacities of the Parliament's Standing Committees in approximating EU legislation and overseeing the executive, adapting the existing Rules of Procedures to the new law and fulfilling one of the recommendations of the first project concerning the need to establish a parliamentary database to plan and track the approximation process. The project also developed a manual to perform compatibility check with the EU acquis, completed a draft law on the budget of

¹⁰⁷ With Croatia (1), Albania (1), BiH (2) and Kosovo (3)

the Assembly and designed a Newsletter to promote the Assembly's activities in EU related matters.

Both projects involved a significant number of activities and EU expert missions. According to the feedback from the beneficiaries themselves, the pace of implementation was very demanding, and while there was general satisfaction with the performance of Twinning partners, the lack of time for applying and following through on advice and recommendations was identified as a weakness for both projects, with insufficient on-the-job mentoring and coaching activities. Study tours were very much appreciated as they gave participants first-hand insights into the functioning of EU Parliaments and provided concrete examples how the work of Standing Committees could be improved. The insufficient involvement of MPs and decision-makers in the projects was noted as a major weakness for the sustainability of project results. Both TFRs included a long list of recommendations requiring political decision to consolidate outcomes and achieve long-term impact. However, it is undeniable that the Albanian legislature has improved in recent years as acknowledged by the EC itself. The EC Progress Report 2009 remarked that "*Parliament only partially exercised its oversight over the executive. To progress on approximation of legislation, parliament will have to strengthen administrative capacities to perform its control functions over the legislative process*". In contrast, the 2018 EU progress report noted that the Parliament : "*Overall, the role of the Parliament in initiating and amending legislative proposals, as well as consultations in parliamentary committees, has increased*",

According to the online survey, the impact of TPS on PCs' legislature is mixed with just a bit over half of respondents either agreeing or strongly agreeing that Twinning support has strengthened the action of the legislature in the partner country, while almost a third remained neutral. The percentage of positive responses is much higher among PC respondents (85%) than MS respondents (less than 50%).

Twinning appears to have provided useful support in strengthening the institutional framework for the protection of human rights. In the case of Morocco, the TPs built the capacities of the National Human Rights Council. In North Macedonia, the TP gave more visibility to the Ombudsman Office. However, budgetary constraints mean that the Office was still unable to fulfil its mission effectively as noted in the TFR.

Morocco - 'Renforcement des capacités du Conseil National des Droits de l'Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l'Homme (07/2015 – 11/2017)

According to the TFR, the TP with France, Austria and the Netherlands contributed to strengthening the organisational capacity of the NHRC in the context of its expanded responsibilities stemming from the 2011 Constitutional Reform. Project activities focused mainly on the implementation of the organisation's HR system and policy, building management capacity at both central and regional levels, helping to set up an operational archiving system and raising staff capacities with techniques necessary for the management of routine tasks (complaints management, development of reports and opinions, observation of criminal trials and fund-raising). It also helped design an appeal and protection mechanism for people with disabilities.

The start of the project was supposed to coincide with the adoption of a new law setting up mechanisms for the NHRC to exercise its responsibilities in the field of torture prevention and promotion of the rights of children and people with disabilities. The project was intended to help the NHCR deal with the expected workload resulting from the new law. However, the latter was not adopted by the end of the project, but only in March 2018. It is not clear how much this undermined project activities. While the TFR does not draw any lessons from the project nor make

any recommendation to project stakeholders regarding sustainability of results and next steps¹⁰⁸, the EU Delegation to Morocco considers that the project was crucial in order to develop the capacities of CNDH/NHRC and to strengthen the cooperation between EU and CNDH as a key actor for the human rights agenda in Morocco. The NHRC has a well-established reputation both at home and abroad. Human Rights Without Frontiers recently praised its work in connection to Morocco's recent progress with tackling domestic violence and promoting women's and children's rights: '*The NHRC and its regional branches have been instrumental in reporting and disseminating information about violations as well as bringing together stakeholders to collaborate on solutions*'. The Delegation to Morocco considers the institutional support provided through the project had a positive impact on accelerating the NHRC reform agenda thanks to the constant dialogue between EU and the Moroccan experts and the immediate operational results of the projects (implementation of a modernised HR policy including the development of the corresponding tools such as a general staff training plan, setting up of an operational system of archiving for the NHRC including the processing of the archives of the Independent Arbitration Body and the Equity and Reconciliation Commission and their payment to the "Archives du Maroc").

Again, responses to the online survey paint a mixed picture in terms of impact with less than a quarter of the respondents agreeing that Twinning support to NHRIs/Ombudsmen had enhanced the protection, monitoring and promotion of human rights in the partner country. There was a slightly higher percentage of positive opinion among PC respondents. Given the low response rate to the sectoral questions, these figures should however be interpreted with caution.

¹⁰⁸ A final evaluation is, however, foreseen in order to draw lessons from the project that should help shape possible future interventions

I-4.2.1	Extent to which Twinning support to NHRIs/Ombudsmen has enhanced the protection, monitoring and promotion of human rights in partner countries
Description	<i>Twining support has been available to strengthen the capacities of NHRIs including setting up or reinforcing Ombudsman offices in the context of democratic and human right reforms introduced by partner countries. Are the institutions which benefited from Twinning better equipped to fulfil their missions compared to previously? Is it easy for citizens to access them? Do they provide effective recourse and redress to public complaint? How well articulated was the support provided with the partner country's reforms in this area? Were there constraints that minimise the results and impact achieved?</i>
Findings	Evidence
<p>F92. Twinning was instrumental in strengthening the institutional framework and capacities for the protection of human rights. However, an effective promotion of human rights and prevention of abuses is dependent on adequate financial and human resources to sustain the activities of the competent authorities.</p>	<p>EV485. <i>MA/14/ENP-AP/OT/32, “ Renforcement des capacités du Conseil National des Droits de l’Homme (CNDH) du Royaume du Maroc à exercer ses missions de protection et de promotion des Droits de l’Homme”.</i> The implementation phase of the project run between July 2015 and November 2017. The TFR claims very positive achievements under this TC. In particular, according to the document, all activities were implemented and contributed to the achievement of the overall project objective. Training in electoral observation techniques helped to strengthen neutral and independent election observation and consolidate democracy. Training in investigative and investigation techniques enabled CNDH staff to better manage the handling of complaints about human rights violations and thus contribute to their respect. Training to the drafting of reports to the treaty bodies helped to strengthen the CNDH's framework by giving them better control over the content and purpose of the reports and thereby contribute to the respect of human rights. The training activity relating to the drafting of thematic reports has enabled the CNDH to equip itself with a team of qualified writers and thus to allow it, through its reports, to participate and animate the public debate on essential questions of human rights. The training in observation techniques of criminal trials allowed the participants to better control the various phases of the criminal trial and thus to be able to make more elaborate observations of it, by checking on the one hand the adequacy of the procedures applied to the relevant international and national standards, and on the other hand by analysing the functioning of the judiciary. The organization of internships in EU Member State institutions concerning either human resources, archiving or the NPM enabled the participants to collect good practices and consequently to improve their own. According to Human Rights without Frontiers rapport of 2018, Morocco has made improvements over the past years with regards to women’s rights, domestic violence, children’s rights, freedom of association, and freedom of peaceful assembly. The CNDH and its regional branches have been instrumental in reporting and disseminating information about violations as well as bringing together stakeholders to collaborate on solutions. However, the CNDH is aware that it still has a number of challenges to take up, such as the abolition of the death penalty and the human rights of the LGBTI people. The EU has regularly expressed concerns about these issues. The EU has also asserted that gender equality and freedom of association and assembly are top concerns of theirs regarding human rights in Morocco. According to the documentation assessed, it is possible to affirm that the Twinning instrument contributed to strengthen the roles of domestic institutions and the dialogue with the citizens, however, major efforts remain to be done especially promoting and enforcing human rights across the country be continued; efforts between human rights organisations and authorities in the fields of police and law enforcement training be continued; efforts to create and reinforce laws which protect peaceful protests be continued; efforts to promote freedom of association, including political and cultural association, be continued and strengthened; monitoring and data collection on human rights violations, specifically in the fields of violence against women in all forms, including sexual and domestic, continue and strengthen; programs and trainings be created to promote and ensure gender equality in judicial processes; reporting on the situation of children, particularly in respect to child marriage, domestic abuse, and child labour, be continued and strengthened; research, discussions, and forums regarding corporal punishment for youth be held across the country; access to education for youth, particularly those from rural areas, and particularly for girls from rural areas, be improved; and collaboration with the EU to be continued and strengthened.</p>

EV486. *MK 11 IB JH 01 TWL “Promotion of the Ombudsman competences and enhancement of its capacities”.* The TLP had duration of 8 months between April 2015 and March 2016. The overall objective of the TLP was to enhance the capacities of the Ombudsman Office of North Macedonia in protection of fundamental rights and freedoms, to further promote the visibility of the Ombudsman competencies among the citizens and relevant institutions and to enhance the capacity of the Ombudsman and the quality of the staff in line with international standards and best practices. The purpose of the TLP was to improve the skills and capacities of the Ombudsman’s departments: a) the Department for non-discrimination and adequate and equitable representation of minorities; b) the Department for children rights and rights of persons with special needs; and 3) the Department of the National Preventive Mechanism (NPM); and to further promote the mandate of the Ombudsman for protection of human rights in view of enhancing its visibility and the accessibility of citizens to its services, particularly in the rural parts of the country. According to the TFR, the purposes of the project and the further promotion of the mandate of the Ombudsman for protection of human rights through enhanced visibility and accessibility of citizens to its services, particularly in the rural parts of the country, were fully achieved. In particular, the activities of the TLP aimed at providing practical trainings and inputs to the Ombudsman staff, and thus to improve their skills with their everyday work; the joint trainings for the three Departments were based on the needs assessment, which showed that especially practical inputs such as role plays of interview situations etc. were requested; the joint monitoring visits provided an opportunity to put the newly acquired skills into practice, while the STEs were still there to observe and to provide immediate feedback afterwards; the on-the-job trainings in the regional offices, particularly in the field of outreach and promotion, enabled the deputies to consider new ways of spreading the mandate of the Ombudsman even in situations when additional financial means are not available; last but not least, the implemented round tables tackled issues of interest for state authorities, but also for the public, and through the media coverage the topics were spread even beyond the visitors of the event. Also, the TLP built up its input on strengthening the role and the composition of the Ombudsman office, (i.e. a central office in Skopje and six regional offices in Bitola, Kichevo, Kumanovo, Shtip, Strumica and Tetovothese), but furthermore also focused on the daily work of the staff in regional offices (both through on-the-job trainings integrating the staff’s daily workflows and by analysing the relationship between Skopje central office and the regions), by following the recommendation that the promotion of the Ombudsman office’s mandate was to be further enhanced to allow for a higher visibility in public. The **EC country report 2015**, which has been also taken into consideration as reference point during the TLP implementation, states that “the divisive political culture, lack of compromise and breakdown in dialogue took the form of a continuing and protracted political crisis, including a boycott of parliament by the main opposition party and further erosion of trust in public institutions. The crisis deepened further with the publication of intercepted conversations including senior government and governing party officials suggesting breaches of fundamental rights, interference with judicial independence, media freedom and elections, and politicisation and corruption in various fields.” The analysis of the country **EC Progress Report 2017** states that some of the shortcomings identified in 2015 were addressed, such as the adoption of amendments to the Law on the Office of the Ombudsman (in September 2016), with the objective to reinforce its power and to align it with the Paris principles. Following the amendments to the law, the dismissal of the Ombudsman and its deputies is restricted to only two occasions and they cannot be dismissed even if their acts or omissions seriously undermine the confidence placed in them. The Ombudsman reports that there is still no sufficient cooperation on the side of the public authorities. The law introduced sanctions against non-compliant authorities and *inter alia* empowered the Ombudsman to raise an initiative for commencing disciplinary or misdemeanour proceedings against the responsible person. The law now empowers the Ombudsman to submit a request to the Standing Committee of Inquiry for Protection of Freedoms and Rights of Citizens and act as *amicus curiae* of the court. However, if the Standing Committee of Inquiry for Protection of Freedoms and Rights of Citizens is intended to play its role effectively, it needs to have expertise on human rights allowing it to understand the role of the Ombudsman. In case of non-compliance with its recommendations, the Ombudsman can raise the issue with the government and parliament. Lack of human and financial resources

remains a serious concern and a challenge in view of its broad mandate to perform effectively. As consequence the Ombudsman is unable to operate as a National Prevention Mechanism under the Optional Protocol to the Convention against Torture.

EV487. *Online survey:* Only a third of respondents either agreed or strongly agreed that Twinning support has strengthened the capacities of NHRIs/Ombudsmen, while over 40% remained neutral.

I-4.2.2	Extent to which Twinning support to legislative assemblies has strengthened the action of the legislature
Description	<i>The legislative assemblies of a few partner countries (KS, MA and BA) received support from Twinning to strengthen their capacities and address reform priorities. What has been the role of the Twinning in addressing the reform needs of these assemblies, in particular regarding professional ethical standards of Parliamentarians (if applicable)? Was the experience and expertise of EU member states relevant and easily adaptable to the context of the partner country?</i>
Preliminary findings	Evidence
F93. Twinning support to legislative bodies was well aligned with national reforms to enhance the role of Parliaments and appear to have responded effectively to real organisational and administrative needs, thereby contributing to better legislative processes and executive oversight.	<p>EV488. <i>MA 41, “ Appui à la Chambre des Représentants du Royaume du Maroc”.</i> The project had a 24-month duration between April 2016 and April 2018. According to the TFR the mandatory results were successfully achieved. And in particular: 1) the capacity and skills in the field of legislation were strengthened; 2) the capacity to monitor government action and evaluate public policies was strengthened; 3) the gender approach and parliamentary diplomacy were strengthened; 4) administration skills were strengthened and new information technologies were used to strengthen the institutional capacity of the House of Representatives; and 5) the information system of the House of Representatives was strengthened. Overall, the TP provided significant support for the implementation of the Chamber's strategic plan, including in areas not originally foreseen by the TPF, through support for the formulation of reference for the award of public contracts, on EU funding, in the fields of institutional communication, computer equipment and the organization of a high-level international symposium. The TP strengthened the Parliamentary oversight on the Government action and the evaluation of public policies by providing a practical Guide on the working methods of the Chamber of Representatives in its oversight function and consolidated the Chamber's achievements in the area of public financial control and public policy evaluation.</p> <p>EV489. <i>BA 12 IB JH 01 “Enhancing the role of parliaments in Bosnia and Herzegovina in the EU integration context”.</i> This project started in February 2014 and was concluded after 24 months in February 2016. The TFR claims that, considering the complexity and the intensive implementation of the activities, the implementation of the TP could be considered to a large extent a success. All the activities were carried out, additional activities upon the request of the Beneficiaries were undertaken, and all the recommendations needed for the achievement of the mandatory results were elaborated as the TC planned them. From the perspective of the overall objective of the Twinning Project (“To enhance the role of the Parliamentary Assembly of Bosnia and Herzegovina, the Parliament of the Federation of Bosnia and Herzegovina, the National Assembly of Republika Srpska and the Brčko District Assembly in the accession process of Bosnia and Herzegovina to the EU and the implementation of the Stabilisation and Association Agreement”) the TFR affirmed that it was too early to make a final evaluation on the impact of the Project in detail. In case of parliamentary Twinning projects it must be emphasized that for the implementation of most of the proposals political decisions are needed, which can be done usually after finalisation of the project. In terms of mandatory results. Customized Action Plans for each Beneficiary Parliament to enhance the role of Parliaments in the EU integration context were not only elaborated by the Project, but also endorsed and formally adopted by the political leaderships of the BiH Parliaments. The Action Plans intended to serve as a roadmap to guide and enhance the activities of the Parliaments in the EU integration process. It described 250-300 concrete actions for each Parliament, defining for each action (recommendation) the format, the responsible body and the deadline for implementation. The Action Plans</p>

were discussed and adopted by the responsible political bodies of all 4 Beneficiary Parliaments before the end of the Project, in late 2015. The latest and final recommendations of the Twinning Project were also incorporated (i.e. the Action Plans were updated in early 2016 by all 4 Beneficiary Parliaments). Parliamentary cooperation framework, the cooperation mechanism of the Parliaments of BiH in the EU integration process was adopted and signed by the Parliaments' leaders, defining specific *fora* and ready-to-use rules for the practice of the cooperation mechanism. It defined 3 levels of political cooperation: the Conference of Speakers of the BiH Parliaments, the Parliamentary Forum for EU Integration and the Cooperation of sector committees. It also defined the cooperation and regular coordination at the level of the administration and allowed other *ad hoc* cooperation.

EV490. *BA 13 IPA JH 01 16 TWL "Support to the administrative structures for EU integration related tasks of the Parliaments of Bosnia and Herzegovina"*. The TLP timeframe for implementation was between 18 April and 17 December 2017. According to the TFR, the overall objective "to intensify the activities of the administrative structures for EU related tasks of the Parliamentary Assembly of Bosnia and Herzegovina, the Parliament of the Federation of Bosnia and Herzegovina, the National Assembly of Republika Srpska and the Brčko District Assembly and to prepare the engagement of the Cantonal Assemblies in the European integration process" was successfully achieved as well as the results were achieved. The specific objectives consisted in strengthening the administrative capacities and the EU integration roles of the Parliamentary and Cantonal Assemblies and the key achievements were 1) a first revision of the Action Plans to enhance the EU integration context; 2) the preparation and agreement on a draft Joint statement of the Collegiums on the renewed commitment of Parliaments in EU integration, which was then ready to be signed on the next Conference of the Speakers to be organized by the 4 BiH Parliaments in the framework of the parliamentary cooperation mechanism; 3) the elaboration and publication of a Joint European Integration Bulletin of BiH Parliaments; 4) creation of custom practice for meetings of staff responsible for EU (EU Units) from the 4 BiH Parliaments; 5) joint work and joint products of BiH and Member State parliamentary colleagues (APs, EU Bulletin, legal approximation exercises); 6) a comprehensive review of the capacities of the Cantonal Assemblies; 7) the Cantonal Assemblies' leaderships were involved and more familiarised with the challenges in the EU integration process; 8) BiH Parliaments took ownership, and organized several sessions in the framework of the parliamentary cooperation mechanism. Also, the TFR states that the Action Plans – delivered in the previous TP (see above: BA 12 IB JH 01) and revised in this TLP – made the EU units the anchor of all EU integration related activities, including the implementation of the Action Plan, serving and running the parliamentary cooperation framework and they became a centre of all EU related parliamentary activities. The Action Plans customised for each Beneficiary Parliaments to enhance their role in the EU integration context listed several hundreds of actions: the implementation of the proposals requires time, and in order to implement the key project proposals longer period, in several cases years are needed. An important precondition of a successful preparation of EU integration is that the responsible administrative structures, the EU Units, assist the implementation in each and every BiH Parliament. From the analysis of the **country EC progress report for 2018** is not however possible to determine whether the input and assistance provided by the TLP was adequate to ensure sector and legislative reforms. The report provides many references to "the adoption of legislation stemming from the Reform Agenda was negatively affected by tensions between ruling coalition parties, leading to a slowdown of the reform pace".

EV491. According to the **SIGMA Monitoring Report of 2015** both houses of the Parliamentary Assembly of BiH adopted a joint statement on reform commitments in the EU accession process, including in the field of PAR. However, the report underlines also that due to the complexity of the political structure in the country and the stalemate in the accession process, the country as a whole has not been able to progress much and competences regarding European Integration remain rather decentralised. In 2014, the country worked without a unified EU integration programme, as the 2013 programme had expired and the new one had not been adopted by the Council of Ministers.

EV492. *KS 10 IB JH 01 "Support to Kosovo Assembly"*. The project, financed under IPA 2010, aimed at enhancing the administrative capacity in the Assembly to ensure that the Presidency and Assembly Committees fulfilled their tasks properly and to improve

technical competencies in relation to EU approximation and implementation of EU best practices. According to the analysis of the ROM report, it is possible to say that the TP had a very positive and highly efficient and effective impact on the administration since it offered the possibility to further strengthen the capacities of the Assembly of Kosovo to address the European Partnership (EP) priorities of increasing executive oversight, accountability and transparency. The BC needs were fully met; the administrative and resource capacities are further strengthened to meet the challenges of EI and build a professional and effective civil service. The BC twinning partner confirmed that the timing and twinning tool were highly adequate to support the above processes. The MSTP had relevant expertise, strong knowledge of the country's needs and sufficient flexibility to reinforce a strong partnership. As final key observation, the ROM report underlined that the twinning tool enables the resource capacities to adequately participate and absorb the MS expertise. A potential negative impact from unavailability of MPs may however influence the future project success. The **EC country progress report of 2013** confirms the progress by stating *“in the context of the political criteria, the Kosovo government has increased its capacity to address priorities of the European integration process. It has demonstrated this capacity by its follow-up to the short-term priorities of the feasibility study and the preparations for the negotiations of the Stabilisation and Association Agreement. Steps have also been taken to improve the Assembly's oversight of the government's work”*; and *“Steps have been taken to improve the Assembly's oversight of the government, alignment of legislative plans between the Assembly and the government, and openness of the Assembly to civil society. The Assembly has been undertaking activities to scrutinise the work of the government, notably as regards the results of the dialogue between Belgrade and Pristina. The Assembly has also been able to demonstrate political and institutional unity on issues of key importance”*. Also the financial independence of the Assembly has improved: The Assembly's budget committee has increased its involvement in the government's consultation on the draft budget of the Assembly. Overall, the Assembly continues to gradually build its capacities and to improve its role in democratic governance. Positive assessments on the capacities of the Assembly are evident also from the SIGMA PAR report on Kosovo: *“The Government decision making process follows procedures and there is co-operation between the Government and the Assembly. A total of 77% of the laws sponsored by the Government were adopted by the Parliament within a year after submission. The Assembly also has a role in scrutinising the effects of legislation and policy making. The Assembly has procedures in place to ensure scrutiny over the Government”*.

EV493. *Case study on Twinning and parliamentary regulatory and oversight: Project AL 10 IB OT 01 ‘Strengthening the Assembly of Albania’* helped introduce legislative techniques and revise the Assembly's Rules of Procedures with proposals for amending the legal framework to adapt the Assembly's work to EU accession requirements, ensuring in particular that it could deal with the expected workload increase by planning and prioritising the approximation process. The project strengthened the capacities of the eight Standing Committees in the transposition of EU acts and oversight activities, with a focus on the Committee of European Integration, giving recommendations regarding the monitoring of government's EU related activities and information and communication activities in European affairs within the Parliament and towards the citizens. Finally, the project proposed legal amendments to bolster the autonomy and independence of the Parliament's budget and made recommendations to strengthen its HR service. Comparing the assessment of parliamentary capacities realised by the EC, the country has progressed in the last decade: While the EC Progress Report 2009 remarked that *“Parliament only partially exercised its oversight over the executive. To progress on approximation of legislation, parliament will have to strengthen administrative capacities to perform its control functions over the legislative process”*, the EU progress report 2018 noted that: *“Overall, the role of the Parliament in initiating and amending legislative proposals, as well as consultations in parliamentary committees, has increased. The number of laws and amendments put forward by MPs and the regularity of hearings with government and interest groups at committee level has increased. The EU Integration Committee held a number of oversight hearings during the reporting period. The capacity of the National Council for European Integration has been strengthened by a dedicated support unit. The Council has held a number of consultations and*

training sessions but is yet to fully assume its role as a forum for broad involvement and consultation on EU integration issues. As regards transparency and accountability, Parliament has overall ensured access to documents and activities”.

EV494. *Online survey:* A bit over a half of respondents either agreed or strongly agreed that Twinning support to legislative assemblies has strengthened the action of the legislature in the partner country, while almost a third remained neutral.

EV495. *Online survey:* “Twinning Project achieved tangible results as outcome of series of Activities of Component 1 aiming at assistance with optimization of the Rules of Procedure of the Parliament. The detail review of selected articles of the draft Code of Parliament revealed that all key elements of the amendments to the Rules of Procedure proposed by Twinning Project were reflected upon BC parliamentary experts and were included in the draft of Code of Parliament. Currently, it is being assessed by the political working group chaired by the Speaker of Parliament. The Twinning Project aims to implement 114 contracted activities (64 activities plus 50 peer review missions) including various types of training-type activities at basic, advance and train-the-trainers levels. The General Training Programme has been successfully accomplished with average attendance of 45 participants from BC Parliament. Currently, the Project continues with implementation of Specialized Training Programme on EU acquis. The Twinning Project developed for the BC Parliament the White Paper of good practices on how to revise legislative work in line with EU acquis and Association Agreement. The White Paper proposes solutions for workflow between relevant units of Parliament's Secretariat in the EU law approximation activity at different stages of legislative process in the Parliament. In addition, it describes in detail the methodology of compliance check of draft national laws and their amendments with the EU law based on the obligations set out in the EU-Moldova Association Agreement, and brings suggestions for potential structures of various reports to be developed by the Parliament while debating EU-related draft laws. This strategic document is closely linked with the activities conducted in relation to the modifications of the Parliament's Rules of Procedure proposed by the Twinning Project. Since the beginning of the Twinning Project, 16 September 2017, within the framework of Activity 3.6.2, fifteen peer review missions have been conducted on nine draft laws connected with seven EU acquis chapters. Already in four cases, the recommendations of Twinning Project experts were reflected upon by the BC parliamentary experts and by the Parliamentary Committees, which chose to formulate amendments. These amendments were subsequently incorporated into respective draft laws and adopted by the Parliament.

JC.4.3 - Twinning achievements (including the establishment of long-term partnerships between administrations) have continued after external funding ends (due to, inter alia, continued political, administrative and financial commitment and absorption capacity).

In the absence of Twinning Review Missions, it is difficult to find evidence of recommendations uptake and long-term achievements of the sampled projects. There is one example of continued partnership: the cooperation established between the Hungarian National Assembly and four BiH legislative bodies was continued in the form of a Twinning light.

The recommendations of the TFR often point to conditions that need to be fulfilled for project results to be sustained and further progress to be made with the reforms. In the case of project *MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l'Homme*, the law which should have created the legal framework for the Council's activities was never adopted during the TP's implementation as envisaged. The TFR of the Moroccan parliamentary project identified several areas which could lead to new forms of cooperation to pursue the efforts initiated by the project.

The assessment of impact prospects in the ROM report gives also some indications of issues which may affect the long-term achievements of projects. For example, according to the ROM report of the Jordanian anti-corruption project 'the impact of the Project will be limited without the adoption of the capacity development plan, the inter-agency cooperation mechanism, the standard operational procedures, and the revised Anti-corruption strategy and its implementation plan'. The ROM report of project *MK 11 IB JH 01 TWL Promotion of the Ombudsman competences and enhancement of its capacities* noted that the lack of adequate financial resources would continue to constraint the activities of the Office despite the strengthened capacities.

There was evidence of sustainability for the project visited during the field phase. In Jordan, the TP helped strengthen the expertise and establish the reputation of the Anti-Corruption Commission (ACC), the state body in charge of anti-corruption policies. The ACC continued to build on those achievements: since the project ended, capacities in all departments have expanded while new departments have been created to fulfil the organisation's mandate in line with TP recommendations. The staff of the ACC more than doubled: from 130 in 2013, it reached 270 in the end of 2018 – also as a consequence of the merger with the Ombudsman Office¹⁰⁹. While the institution has managed to retain many outcomes from the Twinning project, the fact that the entire Board of Management was replaced in 2017 means that there was a significant loss of capacity¹¹⁰. Moreover, several outputs developed with the help of the project (e.g. standard operational procedures) became outdated as the legal framework continued to evolve. The partnership established between Twinning partners from the EU and Jordan ended with the project. There was no Twinning Review Mission and no evaluation conducted to assess the project's impact and draw lessons for the future.

In the case of Albania, the results of first parliamentary TP appeared to have been sustained. The issue was to adapt the capacities to the increasing demands of the accession process, which motivated the second TP. It is too early to assess the sustainability of the second project, which was only recently completed. Both TFRs included a long list of recommendations requiring political decision to consolidate outcomes and achieve long-term impact: As noted by the MS PL "*project beneficiaries were parliamentary clerks and other administrative staff. In order to guarantee the fulfilment and sustainability of project results, there is a need for decision-makers to act upon the recommendations. From this point of view, their insufficient was a weakness of the project*".

¹⁰⁹ The latter took place after the adoption of the 2016 Law on the Integrity and Anti-Corruption Commission

¹¹⁰ The reasons behind this change are not entirely clear. Contrary to the previous Board which included former military judges, the new one is made up of civilians with less clout and weaker links to the administration, in particular when it comes to prosecution. The decision from the executive to change the Chairman and the Board might have been motivated by a desire to weaken JIACC.

I-4.3.1	Extent to which partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light.
Description	<i>This indicator considers actions that have their origin in the Twinning project, for example those directly recommended by the RTA, MTEs and/or STEs, but which take place after the funding has ended. Alternatively, these later actions might not be the result of specific recommendations, but rather the consequence of decisions taken during the Twinning project, as a 'ripple effect' from enacted reforms.</i>
Findings	Evidence
<p>F94. There is some evidence that PC administrations built on TPs' mandatory results to further reforms. However, in the absence of appropriate monitoring mechanisms, it is difficult to assess the extent to which PC administrations have acted upon TP recommendations.</p>	<p>EV496. <i>MN 10 IB JH 03, "Support the Implementation of the Anti-Corruption Strategy and Action Plan".</i> The project provided recommendations for adapting the laws on "Financing of political parties" and "Suppression of conflict of interest" to European standards but there is no information whether they were acted upon. The TP also provided input to the process of the setting up of the new Anti-Corruption Agency to unify and strengthen competences of all existing institutions combating corruption in Montenegro. According the TPF of the follow-up project (MN 14 IPA JH 01 16) the Anti-Corruption Agency was in place in 2016.</p> <p>EV497. <i>BA 13 IPA JH 01 16 TWL "Support to the administrative structures for EU integration related tasks of the Parliaments of Bosnia and Herzegovina",</i> According to the TFR, the TLP upgraded and revised the Action Plans, which were prepared and delivered by the TP BA 12 IB JH 01 and made the EU units the anchor of all EU integration related parliamentary activities. Only further research could confirm whether the Action Plans, which listed hundreds of actions were taken on board by Beneficiary Parliaments. Some of the recommendations would take several years to be implemented.</p> <p>EV498. <i>MK 11 IB JH 01 TWL Promotion of the Ombudsman competences and enhancement of its capacities,</i> ROM report noted that the lack of adequate financial resources would continue to constraint the activities of the Office despite the strengthened capacities.</p> <p>EV499. <i>Case study Twinning and anti-corruption policies in Jordan:</i> The TP helped strengthen the expertise and establish the reputation of the ACC. The institution continued to build on those achievements: since the project ended, capacities in all departments have expanded while new departments have been created to fulfil the organisation's mandate. The staff of the ACC more than doubled: from 130 in 2013, it reached 270 in the end of 2018 – also as a consequence of the merger with the Ombudsman Office .This rapid growth has caused problems with the rise in payroll expenditures reducing the budget available for operational costs and constraining JIACC in some of its activities (e.g. hiring experts during investigation). The National Strategy developed by the project provided a clear blueprint for the country to tackle corruption. The accompanying Action Plan identified the most urgent courses of action not only for the ACC but also regarding the rest of the administration. It was not possible in the framework of this evaluation to perform the detailed research and analyses, which would be necessary to assess the extent to which the plan was implemented.</p> <p>EV500. <i>Case study Twinning and parliamentary regulatory and oversight in Albania:</i> Both TFRs included a long list of recommendations requiring political decision to consolidate outcomes and achieve long-term impact. The insufficient involvement of MPs and decision-makers in the projects was noted as a major weakness for the sustainability of project results.</p> <p>EV501. <i>Interview PL leader:</i> "All project activities were carried out successfully and the mandatory results were achieved but the administration must now follow up on our recommendations, otherwise the impact is not going to materialise".</p> <p>EV502. <i>Online survey:</i> "The Twinning projects review mission has not been organized yet. It is known that in the area of fighting corruption, the Anti-Corruption Program of the SFS for 2015-2017 is being implemented. In December 2016, by order of the Chairman of the SFS, the Rules for Ethical Behaviour and Prevention of Corruption in the SFS authorities were approved, developed with the support of the US Treasury and experts of the Twinning project. For all SFS employees, the training and appropriate testing for knowledge of the Rules of Ethical Behaviour have been conducted".</p> <p>EV503. <i>Online survey:</i> "I'm afraid not. Appropriate proposals were developed by the project, the basis was laid but the implementation failed due to a lack of human and financial resources and the political will of the BC".</p>

	<p>EV504. <i>Online survey:</i> “There is no data because Twinning Review Mission (TRM) has not occurred”</p> <p>EV505. <i>Online survey:</i> “Guidelines were prepared on identification and management of conflict of interest situations and knowledge was shared also through relevant training that is being continued. Also corruption risk assessment with useful checklists were developed and disseminated, adaptable to public sector actors at various levels. The local administration continues to promote transparency and anti-corruption measures.”</p> <p>EV506. <i>Online survey:</i> “Policies, laws, procedures implementation depend on the will of the executive power. All projects' conclusion remained within the small circle of central administration”</p>
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I-4.3.2.	Extent to which EU member states and partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded
Description	<i>Twinning is about peer-to-peer cooperation and hence one measure of its success would be a continued relationship between the EU member state and the partner country. This might take the form of organising joint conferences and seminars, agreement to accept internships or secondments in either or both directions, and the establishment of regular dialogue at various levels (ministerial, managerial or technical).</i>
Preliminary findings	Evidence
F95. Marginal evidence of subsequent exchanges of expertise was found in the reviewed projects and the replies to the online survey.	<p>EV507. There is one example of continued partnership: the cooperation established between the Hungarian National Assembly and four BiH legislative bodies was continued in the form of a Twinning light. The recommendations of the TFR often point to conditions that need to be fulfilled for project results to be sustained and further progress to be made with the reforms. In the case of project <i>MA/14/ENP-AP/OT/32 Renforcement des capacités du Conseil National des Droits de l'Homme</i>, the law which should have created the legal framework for the Council's activities was never adopted. The TFR of the Moroccan parliamentary project identified several areas which could lead to new forms of cooperation to pursue the efforts initiated by the project.</p> <p>EV508. The assessment of impact prospects in the ROM report gives also some indications of issues which may affect the long-term achievements of projects. For example, according to the ROM report of the Jordanian anti-corruption project ‘the impact of the Project will be limited without the adoption of the capacity development plan, the inter-agency cooperation mechanism, the standard operational procedures, and the revised Anti-corruption strategy and its implementation plan’. The ROM report of project <i>MK 11 IB JH 01 TWL Promotion of the Ombudsman competences and enhancement of its capacities</i> noted that the lack of adequate financial resources would continue to constraint the activities of the Office despite the strengthened capacities.</p> <p>EV509. <i>Interview RTA:</i> “We lost contact with our partners as soon as the project ended (apart from a few informal communications). As a result, we are not aware how they managed to apply the knowledge and expertise we provided over two years”</p> <p>EV510. <i>Online survey results:</i> The reply to the survey question “Can you provide any examples of subsequent exchanges of expertise after the project has concluded” is often negative with many respondents not understanding the question. When the reply is positive, the level of cooperation is either low (i.e. informal contacts, meetings through network participation) or involves support from TAIEX and in a few cases from a new TP.</p> <p>EV511. <i>Online survey:</i> “We continued our cooperation through a Twinning light project”</p> <p>EV512. <i>Interview PL Leader:</i> “After the end of the project there was no follow-up. There should be the possibility for the EU experts to come back in a consultative role to help with the implementation of some of the recommendations”</p>

TABLE 16 SUMMARY OF THE DATA COLLECTION PROCESS FOR EQ 4

Judgement criteria information availability	
JC 4.1	4
JC 4.2	4
JC 4.3	3
1= low – 5 = high	

EQ 5 - Economic governance and competitiveness

JC.5.1 - Twinning has helped partner countries to strengthen the governance and competitiveness of the agriculture and energy sectors taking advantage of the cooperation foreseen in these two sectors under EU-partner country agreements (Euro-Mediterranean agreements, Stabilisation and Association Agreements, Association Agreements)

Relationships between the EU and partner countries in the neighbourhood and enlargement regions are governed by broad bilateral framework agreements covering political, economic, social, cultural and security issues. In most cases, such agreements were concluded in the last twenty years as part of the integration of central and Eastern Europe into the EU -the Stabilisation and Association process for the Western Balkans, and the European Neighbourhood Policy. Typically, they include provisions for the gradual establishment of free trade areas (FTAs), whereby the partner country is offered access to some or all EU markets (industrial goods, agricultural products, etc.) by a progressive removal of customs tariffs and quotas, and an extensive harmonisation of laws, norms and regulations in various trade-related sectors. These framework agreements are supplemented by the Energy Community, which brings together the EU and Western Balkan and some Eastern Partnership countries to create an integrated pan-European energy market. Financial or technical assistance is made available to support partner countries in conducting political, economic, trade, or human rights reforms to which they committed in the context of such agreements. In the case of candidate and potential candidate countries, they constitute part of the preparations for EU membership. In this context, Twinning is one of the delivery mechanisms to assist partner countries to implement their agreements with the EU, and more specifically enable their economies to enjoy the benefits of freer access to EU markets (neighbourhood countries), including in the area of energy, or full access to the single market upon accession (enlargement countries). The EQ5's focus was on the two sub-sectors of energy and agriculture/fisheries (with emphasis on Sanitary and Phytosanitary SPS issues in the latter case). Documentation for the following was therefore examined: four energy-related TPs (beneficiaries comprising agencies responsible for the regulation of energy or the management of electricity supply in Jordan, Serbia and Ukraine); four agriculture/fisheries-related TPs (beneficiaries including bodies responsible for fisheries management and SPS measures in Bosnia and Herzegovina, Moldova and Turkey); and TPs concerned with transport (maritime safety in Azerbaijan) and the environment (flood management in Turkey). Standard issues covered by all ten TPs were as follows:

- Review of primary and/or secondary legislation with a view to alignment with the *acquis* in the sector concerned;
- Drafting of documentation subsidiary to the primary/secondary legislation - for example, methodologies for price calculation in the energy sector, standard operating procedures to be followed when conducting SPS controls;
- Building capacity of institutions and staff – for instance, proposing a more effective or efficient organisation structure for partner country beneficiaries or training personnel on the application of methodologies or standard operating procedures.

Ukraine - Support the National Energy and Utilities Regulatory Commission (NEURC) of Ukraine in the Process of Electricity Market Reform (02/2016 - 12/2018)

This project concerned aligning the electricity market in Ukraine with the provisions of the 3rd Energy Package (a legal requirement as Ukraine is a member of the Energy Community); implementation came to an end in February 2018. As stated in the TFR, the “[o]verwhelming majority of the objectives and mandatory results defined by the... [TC were] fulfilled”, and implementation is considered a success. The intervention involved drafting necessary secondary legislation and preparing NEURC (e.g. by developing methodologies/procedures) for mid-2019, when the system introduced via primary legislation goes live. The tariff methodology developed

by the TP was implemented one month after project conclusion. With regard to the prospects of impact, the TFR noted strong and public commitment from the Government, proper involvement of stakeholders in the reform process, and continued direct support from the Energy Community and EU financed technical assistance. The European Commission report for Ukraine 2016 recognised the progressive liberalisation of the energy sector which have also contributed to the reducing the scope of corruption.

In general, mandatory results were achieved and led to the realisation of project purposes (e.g. alignment of the regulatory framework, increasing beneficiary capacity and market access). This was confirmed by research data that indicated that TPs' prospects for impact (i.e. contributing to their overall objectives) are good (e.g. improved functioning of energy markets in partners countries, increasing consumer protection with regard to food quality and agri-food exports); *omnis aequibus*, if the project purpose is achieved, a TP should contribute to the overall objective (provided project design is solid).

Jordan - Institution Building for the National Electric Power Company (NEPCO) in Jordan

This project concerned improving the capacity of the relevant Jordanian agency with regard to load management on the electricity grid. Notable issues included integration of power produced with renewable sources in the grid, better planning of transmission to increase efficiency and address environmental impacts, and working to reduce the country's energy vulnerability (its sole working international connection another grid, in Egypt, is very unstable). According to research the project achieved all its mandatory results, and these should, contribute to the better functioning of Jordan's energy market. An example of its contribution is provided by the fact that by project end, 122 megawatts of electricity from renewable sources was integrated in the national grid (the figure was 0 megawatts at project start).

In theory, partner country adoption and implementation of commitments entered into with the EU should lead to an increase in the competitiveness of their economies, leading in turn to improvements in socio-economic conditions. For example, ensuring secure supplies of energy or lowering energy costs should encourage inward investment, resulting in higher rates of employment.

Similarly, full alignment and implementation of the SPS *acquis* should lead to lowering of controls on agricultural produce exported to the EU, and therefore to an increase in the value of such exports for the partner country. While there is evidence of TPs helping partner countries to take direct advantage of the opportunities foreseen in the EU - partner country agreements, such as agri-food exports, this evidence is not wide-spread for the following reasons:

- 1) In most cases, TPs' overall objectives and project purposes concern implementation of commitments only or benefits unrelated to economic integration (e.g. lowering energy consumption, use of renewable energy sources, reducing the adverse consequences of floods). As a result TFRs and ROM reports do not consider the economic impact of TP results in the framework EU cooperation and free trade areas.
- 2) Where economic integration and associated benefits comprise an explicit part of TP intervention logic (the case with 2 food safety TPs in the main sample and a further 2 food safety TPs where ROM reports were reviewed only), TFR and ROM reports (with one exception) fail to consider impact in this regard.
- 3) In the case of the exception noted above (a food safety TP in Jordan falling outside the main sample), the ROM report was unable to issue an opinion on the likelihood of the TP's economic impact due to a) timing (benefits would only be apparent after a number of years), and b) the numerous other factors that would need to be met (e.g. willingness of farmers to adopt new standards).

The research on Twinning in the energy sector in Ukraine (see Annex 8 Case studies) confirms that progress was achieved in aligning Ukrainian regulations to EU versions but there was limited tangible evidence of raising competitiveness and economic integration. However, the Ukrainian Energy Efficiency project in Ukraine which ended in 2012 successfully developed regulations on the energy labelling of home appliances. Additional energy regulations were developed post project based on the template developed. The outputs of project on the labelling of domestic appliances was later used by the beneficiary as a guide to the energy labelling of manufacturing equipment which may contribute to EU exports. Moreover, according to interviewed stakeholders, given that energy costs for households and firms are expected to increase significantly in the short term, this should lead to incentives to use energy rationally and therefore the energy intensity of Ukraine's economic output should fall eventually. However, depending on how this adjustment is carried out there may be negative impacts on economic competitiveness, at least in the short-term.

In the agriculture sector (See Annex 8 Case studies) there is more tangible evidence of TPs in BiH supporting competitiveness and EU economic integration through alignment with EU food safety production standards, increased testing capabilities by institutions and training support to Food Business Operators (FBOs). TPs made a direct impact on EC approval decisions for dairy sector exports from Bosnia and Herzegovina (BiH) to the EU market by addressing standards and the competitive needs of dairy processing businesses. This allowed BiH to win back Croatian markets (after EU accession in 2013) and to export processed products EU wide as well as targeting non- EU markets due to higher EU standards.

Bosnia and Herzegovina - Support to enhancing export potential of agricultural and food products to the EU (09/2014 - 03/2015)

This twinning light project provided training and methodology guidance on food and feed safety to relevant institutions, including Competent Authorities and food business operators. As reported by the TFR, outputs were successfully delivered and all results achieved. The TP aimed explicitly at economic integration with the EU, the overall objective addressing inter alia "removing trade barriers with the EU and countries in the region" while the project purpose included improving "competitiveness of food business operators (FBO) for export of agricultural and food products to the EU". For the main beneficiary, Food Safety Agency of BiH, the results of the project supported exports to the EU by contributing to the EC decision to put BiH on the A and B list of countries allowed to export all milk and dairy products to EU markets in 2015. The B list is important for BiH allowing an increase of higher value processed dairy products. This will contribute to reversing the trade imbalance as processed dairy imports exceed exports. Specifically, the project raised production and hygiene to meet HACCP, GHP and GMP hygiene standards. The project provided training to health and safety bodies at State and Entity levels to ensure food and feed quality standards including the Food Safety Agency of BiH, State Veterinary Office of BiH, Federation of BiH Inspection Administration and Republica Serbska Inspection Administration. Milk and dairy product exports in 2016 increased by 11% compared to exports from the previous year. With the increase in the purchase of fresh milk, the dairy industry is expanding high market value products for the EU market including, such as cheeses, sour cream, yoghurt and other fermented products.

EC trade statistics for relevant partner countries and years (2014 to 2017) do indicate an increase in exports of agricultural products to the EU.¹¹¹ Moreover, the EC 'Bosnia and Herzegovina 2016 Report' acknowledged the progress made on food safety, production standards to facilitate dairy exports to the EU, in a challenging sector where the effectiveness and EU compliance of support measures remain insufficient to increase the agriculture sector's productivity and competitiveness.

¹¹¹ These increases are sometimes very significant – e.g. 70% in the case of Moldova.

Moldova - Support to the National Food Safety Agency of the Republic of Moldova (12/2016 - 12/2018)

The project concerns aligning food/feed safety national legislation with the EU acquis and ensuring its implementation. Quality of outputs has generally been of high, while some (e.g. standard operating procedures) have already been adopted and put into use by the relevant technical agency. Economic integration with the EU is the starting point of the intervention logic, the overall objective being “to enhance the commercial and export potential of the agro-business food chain in Republic of Moldova in line with EU standards and DCFTA technical requirements”. In this context, it is noted that, according to EC data, the value of agricultural products falling under the WTO’s Agreement on Agriculture exported from Moldova to the EU increased from EUR 376 million (2014) to EUR 636 million (2017).

I-5.1.1	Extent to which Twinning has contributed to a better functioning of the energy market in partner countries in line with commitments taken in this area towards the EU
Description	<i>Agreements with the EU include provisions for cooperation on energy policies ranging from security of energy supplies, modernisation and development of energy networks, transportation infrastructure, promotion of renewable energies and energy efficiency through to trade-related energy issues. Moreover, Eastern Partnership and Western Balkan countries are members of the Energy Community Treaty which brings together the EU and its neighbours to create an integrated pan-European energy Market¹¹². As such, they are committed to implementing key EU energy laws, develop an adequate regulatory framework and liberalise their energy markets in line with the Treaty acquis within a fixed timeframe. What has been the Twinning project's role in supporting the partner countries' energy policies and reforms in line with the commitments taken towards the EU?</i>
Findings	Evidence
<p>F96. With reference to the projects in the sample for the energy sub-sector, based on documentation reviewed and field interviews there are solid ground for believing that TPs have contributed, to the improved functioning of energy markets in partner countries in line with commitments taken in this area towards the EU.</p>	<p>EV513. <i>UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation</i>". This project aimed to support the Ukrainian State Agency for Energy Efficiency (SAEE) to harmonize select national legislation in the field of energy efficiency with the relevant EU Acquis/standards and to introduce incentive schemes boosting energy efficiency, energy audits, introducing energy management practices and energy efficiency standards for energy-efficient equipment. The project produced a series of technical regulations that were ratified by the Cabinet of Ministers and came into effect in April 2014.</p> <p>EV514. <i>JO/12/ENP/EY/21 Institution Building for the National Electric Power Company (NEPCO) in Jordan</i>: This project concerned improving the capacity of the relevant Jordanian agency with regard to load management on the electricity grid. Notable issues included integration of power produced with renewable sources in the grid, better planning of transmission to increase efficiency and address environmental impacts, and working to reduce the country's energy vulnerability (its sole working international connection another grid, in Egypt, is very unstable). According to the TFR, this project achieved all its mandatory results, and these should, <i>omnis aequibus</i>, contribute to the better functioning of Jordan's energy market. Thus, as noted in the TFR, "[t]he achievement of the mandatory results...should led [sic] to the achievement of the purpose of the project and the overall objective if the twinning project has been well designed...So because the mandatory results defined in the Work Plan of the project were fully achieved then the achievement of the purpose of the project and the objective of it were fully achieved". With one exception, however, the TFR does not provide concrete evidence of this (for instance, effective use of the software introduced by the Spanish partner, staff utilising their upgraded skills); in addition, and as noted by the TFR, in order for some results to be of direct benefit, further steps to be taken by national authorities (e.g. reinforcement of the Jordan's high voltage electricity backbone network to allow for full integration of power from renewable sources; implementation of recommendations to reduce Jordan's energy vulnerability). The exception referred to above is the fact that by the end of the project, 122 megawatts of electricity from renewable sources was integrated in the national grid (the figure was 0 megawatts at project start); the TFR, however, does not make the case for direct causation (i.e. the integration of these 122 megawatts would not have happened without the project). No ROM report was received for this project.</p>

¹¹² Turkey is an observer

- EV515.** *SR 11 IB EY 01 Capacity building for the Energy Agency of the Republic of Serbia:* This project addressed the introduction and implementation of provisions contained within the EU acquis contained in 2nd and 3rd Energy Packages; as a member of the Energy Community, this is a legal requirement for Serbia. Results concerned building the capacity of the relevant national agency, for example, by developing regulatory mechanisms/operational procedures and delivering training. The TFR and the ROM reports (produced 11 months before the end of the project) made the case for the project’s contribution to improving the functioning of the energy market in line with commitments towards the EU; for example, the ROM report notes that “[t]he project already shows progress towards contributing at the level of OO i.e. to the implementation of AERS' Commitments undertaken in the framework of the Energy Community Treaty. The operation has contributed to enhancing AERS' capacity in specific areas that it addressed so far, e.g. price regulation capacity”. However, neither document provides concrete evidence of relevant impacts (e.g. use of standard procedures developed by the project leading to a more stable regulatory and market framework capable of attracting investment in power generation); progress cited mostly concerns adoption of secondary legislation (even though this was not something targeted by the project), while it is not explained how improvements in the energy sector noted in the Regular Report can be attributed to project results. Nevertheless, there are firm grounds for believing that the projects resulted in real impacts in the sector. The 2016 European Commission report noted that these reforms would be taken forward if the staffing of the agency was addressed”, which is insufficient to take on all the regulatory tasks set under the third energy package”
- EV516.** *UA/44 (EuropeAid/135974/DD/ACT/UA) Support the National Energy and Utilities Regulatory Commission (NEURC) of Ukraine in the Process of Electricity Market Reform:* This project concerned aligning the electricity market in Ukraine with the provisions of the 3rd Energy Package (a legal requirement as Ukraine is a member of the Energy Community); implementation came to an end in February 2018. As stated in the TFR, the “overwhelming majority of the objectives and mandatory results defined by the...[TC were] fulfilled”, and implementation is considered a success. The intervention involved drafting necessary secondary legislation and preparing NEURC (e.g. by developing methodologies/procedures) for mid-2019, when the system introduced via primary legislation goes live. Only at that stage will it be possible to point to concrete evidence of the impact of project results. There are a number of reasons for thinking that such impacts will be realised - e.g. strong and public commitment from the Government (as shown by adoption of key secondary legislation 1 month after the project came to an end – according the TFR “during the project duration, [the] Ukrainian Government has continued to support energy market reforms and took concrete steps to implement these reforms”); proper involvement of stakeholders in the reform process, which is guided by a clear roadmap; continued direct support from the Energy Community and EU financed technical assistance. Research confirmed the role of the project in developing the contractual system to allow market participants to gain non-discriminatory access to the transmission and distribution network and improving the methodology for calculating feeds to make DSO connections. No ROM report was received for this project.

I-5.1.2	Extent to which Twinning has contributed to strengthening the agricultural and fisheries sector in partner countries in line with commitments taken in this area towards the EU, including through greater compliance of partner countries with EU food safety, veterinary and phytosanitary standards and related monitoring and surveillance mechanisms
Description	<i>Agreements with the EU include provisions for cooperation on agriculture and fisheries ranging from modernisation and restructuring of agriculture, support to diversification of production, development of sea fishing and aquaculture, support to integrated rural development through to trade-related issues in the context of the gradual liberalisation of agricultural, fisheries and processed agricultural products between the EU and the partner country. Within the agriculture/fisheries sector, the EU pays special attention to the harmonisation of partner countries' phytosanitary and veterinary standards. Such standards relate</i>

to regulations on food safety, and animal and plant health – these are necessary to protect the health and safety of consumers but can distort or restrict trade. Many Twinning projects across all regions dealt with SPS issues in relation either to agricultural and food products. To export agri-food products to the EU, a partner country must comply with EU food safety, veterinary and phytosanitary standards. Conversely, to access partner countries' markets, EU exporters must meet their sanitary and phytosanitary measures. What has been the Twinning project's role in supporting partner countries' reforms and policies in the agriculture/fisheries sector in general, and in the SPS sub-sector in particular? Is there any evidence that the Twinning project has contributed to greater economic integration of the sector with the EU by strengthening institutional, legal and administrative frameworks, upgrading capacities, facilitating access to export markets and attracting investments?

Preliminary findings	Evidence
<p>F97. From the reviewed documentation and field interviews, there are solid grounds for believing that TPs contributed to strengthening the agricultural and fisheries sector in partner countries. This is particularly the case for projects addressing SPS issues - given their highly technical nature, intervention should logically lead to higher standards, provided that results are adopted and used. Even in the case of the sole non-SPS project in the sample with relevant documentation, implementation resulted in noticeable effects in the sector (i.e. stimulating policy discussions where there were none before). TFRs and ROM reports were not able to confirm the impact of TP contributions, due to their production soon after the project end.</p>	<p>EV517. BA11-IB-AG-01-TWL Support to enhancing export potential of agricultural and food products to the EU: This twinning light project provided training and methodology guidance on food and feed safety to relevant institutions, including Competent Authorities and food business operators. According to the TFR, the project successfully delivered outputs and achieved mandatory results, which developed the regulatory and inspection/monitoring systems for plant health standards. The field interviews confirmed that the full tangible market impact of the TP has not been realised but this was due to political and not technical factors of No ROM report was received for this project.</p> <p>EV518. MN 10 IB AG 01 Strengthening the administrative capacities of the Phytosanitary Directorate of Montenegro: This project, concerned with improving Montenegro's capacity with regard to phytosanitary control, addressed the harmonisation of legislation with the relevant acquis, the introduction of standard operation procedures, and the transfer of skills; such steps are a requirement if the country is to accede to the EU. The intervention was assessed positively by the ROM report, including with regard to impact; for example, it notes that "[t]he Montenegrin specialists who were involved in the project, have become more effective in working in accordance with EU plant health regulations, by using standard administrative and operating procedures". Further, "...good and immediate evidence that the phytosanitary specialists from Montenegro are capable to protect the country against the harm caused by introduction and spread of plant harmful organism is the successful way in which a serious pest outbreak in Montenegro (<i>Rhynchophorus ferrugineus</i> on palms) was handled. This situation occurred during the course of the project and represented a real-test of the systems introduced". The fact that the project was selected by the EC in 2013 as an example of best practice reflects its success. The ROM report, though issued a year after project end, is silent on take-up of a number of project results (e.g. full roll-out of standard operating procedures, extension of IT system to cover relevant bodies). In addition, follow-up research would need to be conducted to discover whether the organisational changes noted in the ROM report have had an effect on sustainability, as well as confirming the causal link between project results and the effective handling of the pest outbreak mentioned above.</p> <p>EV519. TR 11 IB AG 01 Institutional Capacity Building for Fishery Producer Organisations: This project aimed at aligning the Turkish fisheries sector with the system in place in the EU. Concretely, this involved developing policy and legislation reflecting the Common Fisheries Policy and the EU's Common Market Organisation (CMO) (in particular, to allow for the establishment and operation of Producer Organisations (POs)), as well as improving the capacity of the relevant national agency and Fishermen's Associations. The project, though deemed successful given the project environment, was over-ambitious (it effectively started from zero), while a key department in the relevant ministry was never</p>

	<p>persuaded of the initiative’s value; as a result, impact on Turkey’s reforms and policies in the fisheries sector was less than originally intended. For example, the ROM report, despite being issued almost a year after implementation ceased, does not note any follow-up steps taken after the project ended. However, impact was modest rather than non-existent, consisting of providing “an essential first impetus towards the future alignment to the EU’s Common Fisheries Policy, targeting a Common Market Organisation and the co-management of efficient POs” and stirring “up a discussion about the possibility of establishing responsible and functional POs in the fishery sector that follow the examples of EU MSs” (see ROM report). It therefore did have an impact on reforms/policies in the sector, but represented “the beginning of the process to implement the CMO on fishery and aquaculture products and to introduce recognised POs in Turkey” (see TFR) rather than the end.</p> <p>EV520. <i>SR 11 IB AG 01 Building capacity in the areas of Food Safety and Animal Welfare</i>: This project’s focus is the implementation and enforcement of Serbian legislation (already aligned with the acquis) in the field of food/feed safety and animal welfare (e.g. via developing standard operating procedures and increasing staff/institutional capacity); this is a mandatory condition of EU accession. Though the initiative produced relevant outputs (e.g. standard operating procedures), their adoption and use was hindered by the beneficiary’s absorption capacity and political interference. As noted in the ROM report (issued 6 months before project end), “all of the required elements for sustained impact are in place but the workload and destabilising political situation are holding back to achievement of impact”. Confirmation of the project’s contribution to strengthening SPS (in line with commitments undertaken towards the EU), including the securing of adequate budgets for institutions and staff, depoliticising the sector, and the possible stimulus of accession negotiations, would require research in-country.</p>
<p>F98. The documentation reviewed for the projects in the sample provided no substantial evidence that the TPs in question contributed to economic integration of the agricultural and fisheries sector in partner countries with the EU. Other research did identify direct evidence of TPs facilitating agri-exports to the EU. Moreover, trade data compiled by the EC over the relevant years of 2014 to 2017 (all completed TPs in the sample bar one came to an end between 2013 and 2015) show that the value of agricultural products falling under the</p>	<p>EV521. <i>AM11/ENP-PCA/HE/10 Strengthening of animal origin food and feed safety control in Armenia</i>: This twinning project concerned strengthening food and feed safety measures with the goal of increasing agricultural exports to the EU; as such, it related directly to Armenia’s negotiation of a Deep and Comprehensive Free Trade Area with the EU. Though the ROM report assessed impact prospects positively, concrete evidence confirming this could not be presented (the report was issued 10 months before project end); no TFR was received for the project. The ROM report makes no comment on increased economic integration in the sector, despite the wording of overall objective (“to increase consumers’ food safety and facilitate international trade”); however, this gap appears to be due to the inappropriateness of the OVI at the level of the overall objective. According to EC data, the value of agricultural products falling under the WTO’s Agreement on Agriculture exported from Armenia to the EU increased from 7 MEUR in 2014 to 11 MEUR in 2017.</p> <p>EV522. <i>BA11-IB-AG-01-TWL Support to enhancing export potential of agricultural and food products to the EU</i>: The intervention logic directly relates to economic integration (at the level of the overall objective “removing trade barriers with the EU and countries in the region” and at the level of the project purpose “improved competitiveness of food business operators (FBO) for export of agricultural and food products to the EU”). As per review of the TFR, the mandatory results were achieved and the tangible impact of these results was identified. The TP effectively contributed to the EC decision to put BiH on the A and B list of countries allowed to export all milk and dairy products to EU markets. This has made a contribution to BiH reversing the trade imbalance as processed dairy imports exceed exports.</p>

<p>WTO's Agreement on Agriculture exported from partner countries increased, sometimes very significantly (e.g. the rise in the case of Moldova was almost 70%; the only exception was Montenegro, where the value fell from 8 to 6 MEUR).</p>	<p>According to EC data, the value of agricultural products falling under the WTO's Agreement on Agriculture exported from Bosnia and Herzegovina to the EU increased from 160 MEUR in 2014 to 203 MEUR in 2017.</p> <p>EV523. <i>JO/10/ENP-AP/AG/12 Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products</i>: This project concerns aligning phytosanitary legislation with the provisions applicable in the EU, and ensuring its implementation. It involved review of existing laws, proposing options for/improvements to the organisational structure of the relevant national agency and the modalities of the Phytosanitary Inspection System, and planning and delivery of training. The ROM report (issued 10 months before project end) notes smooth implementation, but raises doubts over sustainability due to the financing that will be needed to roll out project results. Unusually, the ROM report explicitly acknowledges the project's economic integration aspect (the overall objective being "to assist the Hashemite Kingdom of Jordan in its trade liberalisation process through developing a phytosanitary system in compliance with the EU and international standards") but is unable to issue an opinion on the likelihood of impact; it notes, in addition, that numerous other factors will necessarily play a part in economic integration. Thus, "[t]o date, the impact prospect is unknown. The trade liberation process and access to the EU market will depend on several conditions (willingness of farmers to adopt new standards, financial capacities to implement an effective traceability system, capacities of laboratories to make samples analysis, decision of MoA to setup necessary authorities and transpose the EU acquis in the national legislation)". It is to be noted that, according to EC data, the value of agricultural products falling under the WTO's Agreement on Agriculture exported from Jordan to the EU increased from 32 MEUR in 2014 to 45 MEUR in 2017.</p> <p>EV524. <i>MD 12 ENI AG 01 16 (MD/25) Support to the National Food Safety Agency of the Republic of Moldova</i>: The project concerns aligning food/feed safety national legislation with the EU acquis and ensuring its implementation. Though implementation has been variable depending on the counterpart (technical agency or ministry responsible for agriculture), the quality of outputs has generally been high; in certain cases, outputs (e.g. standard operating procedures) have already been adopted and put into use by the technical agency. The ROM report, issued 9 months before project end (in December 2018), notes that sustainability depends on alignment of legislation (to be ensured under the project), adequate institutional/staff capacity, and funding from the state budget and donors. The same report makes no comment on the potential impact of the project with regard to economic integration, though this is starting point of the intervention logic (the overall objective being "to enhance the commercial and export potential of the agro-business food chain in Republic of Moldova in line with EU standards and DCFTA technical requirements"). In this context, it is noted that, according to EC data, the value of agricultural products falling under the WTO's Agreement on Agriculture exported from Moldova to the EU increased from 376 MEUR in 2014 to 636 MEUR in 2017. No TFR report was received for this project.</p>
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JC.5.2 - Twinning achievements (including the establishment of long-term partnerships between administrations) have continued / are likely to continue after external funding ends (due to, inter alia, continued political, administrative and financial commitment and absorption capacity).

At project end, MS twinning partners issue recommendations to their PC counterparts with regard to further action; these are presented in TFRs and can be very numerous (for instance, the TFR for *BA11-IB-AG-01-TWL Support to enhancing export potential of agricultural and food products to the EU* contained 72 recommendations). Post-implementation, TPs may also stimulate advances in the sector or influence the behaviour of people or institutions (i.e. “ripple effects”). Continuing collaboration between twinning partners after TP completion would be a further ex-post positive.

As stated earlier the timing of TFRs and ROM reports, which were issued before or too soon after project end did not provide substantial evidence of take-up and ripple effects. However, other research has provided tangible evidence of ripple impact particularly. In the agriculture sector, the TPs facilitated BH agri-food exports in the dairy/vegetable sectors and the Ministry of Foreign Trade and Economic Relations (MoFTER) plans to replicate this success to other agriculture sub-sectors. Similarly Twinning support to the fishery section in Turkey has stimulated the replication of fishery producer organisations based on EU examples. In Ukraine, the project on Energy Efficiency which ended in 2013 achieved modest success during the project period – it successfully developed regulations on the energy labelling of 3 home appliances. However, another seven regulations were developed after the end of the project, using the original work of the Twinners as a template. Moreover, the original work of the project on the labelling of domestic appliances was later used by the beneficiary as a guide to the energy labelling of manufacturing equipment. Similarly, a later EBRD project on the transposition of the Directive 125 built on the results of the twinning project to a large extent. In this sense, some Twinning projects may have an impact well beyond their original remit or their original “mandatory results”.

Turkey - Institutional Capacity Building for Fishery Producer Organisations (02/2014 - 04/2015)

This project aimed at aligning the Turkish fisheries sector with the system in place in the EU. Concretely, this involved developing policy and legislation reflecting the Common Fisheries Policy and the EU’s Common Market Organisation (CMO) (in particular, to allow for the establishment and operation of Producer Organisations (POs)), as well as improving the capacity of the relevant national agency and Fishermen’s Associations. The project, though very ambitious, was deemed successful given the project environment. As the first project in the specific field, it represented “the beginning of the process to implement the CMO on fishery and aquaculture products and to introduce recognised POs in Turkey” (TFR) and “an essential first impetus towards the future alignment to the EU’s Common Fisheries Policy, targeting a Common Market Organisation and the co-management of efficient POs” (ROM report). As such, it appears to have resulted in “ripple effects” as it stirred “up a discussion about the possibility of establishing responsible and functional POs in the fishery sector that follow the examples of EU MSs” (ROM report).

With regard to continuing collaboration of twinning partners after implementation has come to an end, documentation provided some evidence for this (in roughly a third of TPs in the sample); in some cases, such collaboration was to be formalised (e.g. via concluding a Memorandum of Understanding). Given the timing of TFRs and ROM reports, intentions for future cooperation were declaratory rather than firm (e.g. signature of MoUs was not confirmed). In the field of energy, it should be noted that ex-post collaboration between beneficiaries of certain partner countries and EU level/MS bodies is guaranteed via membership of the Energy Community (as is the case, for example, with Serbia and Ukraine).

Serbia - Capacity building for the Energy Agency of the Republic of Serbia (06/2012 - 12/2013)

This project addressed the introduction and implementation of provisions contained within the EU acquis contained in 2nd and 3rd Energy Packages; as a member of the Energy Community, this is a legal requirement for Serbia. Results concerned building the capacity of the relevant national agency, for example, by developing regulatory mechanisms/operational procedures and delivering training. Both the TFR and the ROM report make a good case for the project's contribution to improving the functioning of the energy market in line with commitments towards the EU; for example, the ROM report notes that "[t]he project already shows progress towards contributing at the level of the overall objective i.e. to the implementation of the Serbian energy agency's commitments undertaken in the framework of the Energy Community Treaty. The operation has contributed to enhancing the agency's capacity in specific areas that it addressed so far, e.g. price regulation capacity". The TFR notes that "[i]n this respect all MS experts have shown willingness to continue in the cooperation with the Serbian colleagues, as well as possible common bilateral projects in the energy sector aiming at specific sub-fields can be elaborated together within Serbian-Slovak partnership".

From the field research no evidence was identified of formal collaboration after project end with the Twinning partner MS institutions but there is evidence that RTA/expert relations have been maintained. Experts introduced to Ukraine through the Twinning project continued to cooperate with the beneficiary institutions through other donor programs. For example, a German expert who worked on the energy efficiency project in 2012-2013 continued to advise the agency on World Bank and other projects more than five years later. It can be argued that this does provide long-term continuity of support from the original Twinning project. In the agriculture sector, under IPA 2012 (BA 12 IB AG 01) TP "*Further strengthening the phytosanitary sector capacities in the field of plant protection products...*" the relationship has continued between the Italian twinning partner and the Administration of BiH for Plant Health Protection, that facilitated the supply of testing equipment to BiH for laboratories via Italian bi-lateral funding.

I-5.2.1	Extent to which partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light.
Description	<i>This indicator considers actions that have their origin in the Twinning project, for example those directly recommended by the RTA, MTEs and/or STEs, but which take place after the funding has ended. Alternatively, these later actions might not be the result of specific recommendations, but rather the consequence of decisions taken during the Twinning project, as a ‘ripple effect’ from enacted reforms.</i>
Findings	Evidence
F99. There was no evidence of TFR recommendations being implemented or the “ripple effects” TPs in the documentation reviewed for projects in the sample for this sector. This lack of evidence is, however, almost inevitable given that related actions will almost always be taken well after TFR and ROM reports are issued. Outside of TFRs, some evidence was identified of ‘ripple effects’ by TP interventions.	<p>EV525. <i>JO/12/ENP/EY/21 Institution Building for the National Electric Power Company (NEPCO) in Jordan:</i> The TFR notes that “our Twinning Project is not a key milestone in all the process that Jordan, its people and NEPCO are realizing in the field of energy but it is a part of a lot of efforts of different actors to help to the Jordanians to have a better future”.</p> <p>EV526. <i>TR 11 IB AG 01 Institutional Capacity Building for Fishery Producer Organisations:</i> As noted above, the TFR explained that the TP represented “the beginning of the process to implement the CMO on fishery and aquaculture products and to introduce recognised POs in Turkey” rather than the end, while the ROM report noted that it provided “an essential first impetus towards the future alignment to the EU’s Common Fisheries Policy, targeting a Common Market Organisation and the co-management of efficient POs” and stirred “up a discussion about the possibility of establishing responsible and functional POs in the fishery sector that follow the examples of EU MSs”.</p> <p>EV527. <i>BA11-IB-AG-01-TWL Support to enhancing export potential of agricultural and food products to the EU As confirmed by the field interviews, the authorities wish to repeat the success of the project in facilitating EU export access of BiH dairy products to other agricultural food sectors including processed poultry products. Moreover, BiH authorities are also targeting extra EU export markets based on EU quality production standards.</i></p> <p>EV528. <i>Case study Twinning and energy sector in Ukraine, UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> There is evidence that the work of Twinning projects can have a long-term positive influence on the direction of the reform process. For example, the project on Energy Efficiency which ended in 2013 achieved modest success during the project period – it successfully developed regulations on the energy labelling of 3 home appliances. However, another seven regulations were developed after the end of the project, using the original work of the Twinners as a template. Moreover, the original work of the project on the labelling of domestic appliances was later used by the beneficiary as a guide to the energy labelling of manufacturing equipment. Similarly, a later EBRD project on the transposition of the Directive 125 built on the results of the twinning project to a large extent. In this sense, some Twinning projects may have an impact well beyond their original remit or their original “mandatory results.</p>

I-5.2.2.	Extent to which EU member states and partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded
Description	<i>Twinning is about peer-to-peer cooperation and hence one measures of its success would be a continued relationship between the EU member state and the partner country. This might take the form of organising joint conferences and seminars, agreement to accept internships or secondments in either or both directions, and the establishment of regular dialogue at various levels (ministerial, managerial or technical).</i>
Preliminary findings	Evidence

<p>F100. Though documentation reviewed for projects in the sample for this sector do not generally indicate that collaboration will continue after project end, exceptions are not too uncommon (see examples given under evidence including interviews held during the field phase). When this occurs, commitments are usually declaratory rather than firm; in addition, they sometimes appear to be linked to hoped-for future funding from the EU.</p>	<p>EV529. IPA 2012 (BA 12 IB AG 01) Twinning Project <i>"Further strengthening the phytosanitary sector capacities in the field of plant protection products, plant health, seeds and planting material"</i> The field phase interviews identified continued working relations between the Italian Twinning partners and the State/Entity Authorities in BA. This continued collaboration resulted in Italian bilateral funds mobilised to finance equipment for plant testing centres in BA.</p> <p>EV530. <i>AZ/14/ENP/TP/34 Support to the State Maritime Administration to Improve Liability in Maritime Transport in the Republic of Azerbaijan:</i> The TFR includes the following text - "Successful cooperation with Spanish authorities gave the perspectives of continuation with close cooperation between the twinning partners at different levels. Bilateral cooperation in the form of the sharing experiences between professionals of partner's in maritime field is expected. It is foreseen to sign the Memorandum of Understanding between Spanish and Azerbaijani authorities."</p> <p>EV531. <i>JO/10/ENP-AP/AG/12 Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products:</i> The TFR notes that "[a] Memorandum of Understanding between the Ministry of Agriculture of Jordan and the Ministry of Agricultural, Food and Forestry Policies of Italy was prepared to foster collaboration between the two countries". However, the document had not been signed by the time the TFR was issued, while it appears to be connected with a proposal for a new project to be funded by the EU.</p> <p>EV532. <i>SR 11 IB EY 01 Capacity building for the Energy Agency of the Republic of Serbia:</i> The TFR notes that "[i]n this respect all MS experts have shown willingness to continue in the cooperation with the Serbian colleagues, as well as possible common bilateral projects in the energy sector aiming at specific sub-fields can be elaborated together within Serbian-Slovak partnership".</p> <p>EV533. <i>UA/44 (EuropeAid/135974/DD/ACT/UA) Support the National Energy and Utilities Regulatory Commission (NEURC) of Ukraine in the Process of Electricity Market Reform:</i> The TFR for this projects indicates that "[t]he Study Visits and the contacts NEURC colleagues have established with NRA colleagues as well as TSOs, MOs and other electricity market participants as well as with ACER and EnCT will enable informal exchange of information about relevant regulatory issues and hopefully, make the further integration with EnCT, ACER and EU electricity market easier".</p> <p>EV534. <i>Interview, Twinning beneficiaries UA/44 (EuropeAid/135974/DD/ACT/UA) Support the National Energy and Utilities Regulatory Commission (NEURC) of Ukraine in the Process of Electricity Market Reform:</i> The project did not formalize its post project cooperation through a MoU but contacts are being maintained on a personal basis.</p> <p>EV535. <i>Interview Twinning beneficiaries, UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation:</i> Experts who were introduced to Ukraine through the TP continued to cooperate with the beneficiary institution through some other aid program after the end of the Twinning project. For example, one German expert who worked in 2012-2013 continues to advise the agency on World Bank and other projects more than five years later. This long-term continuity may help to embed messages and allow follow-up on issues that could not be resolved through the original Twinning project.</p>
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TABLE 17 SUMMARY OF THE DATA COLLECTION PROCESS FOR EQ 5

Judgement criteria information availability	
JC 5.1	4
JC 5.2	4
1= low – 5 = high	

Annex 4. ANALYSIS OF THE INVENTORY

1. Main findings

Global overview:

- Out of the 639 Twinning fiches mentioned in the database, **339 originates from IPA countries and 300 from ENI countries.**
- From the 639 Twinning fiches prepared, 527 projects were selected for implementation¹¹³, of which **18%** were **Twinning light** (Figure 22). As shown in

¹¹³ Another 20 projects selected in 2017 were being contracted. Two other 2017 projects were under selection. The full database of Twinning projects is available in Annex 1011.**Error! Reference source not found.**

- Figure 4, 75% of those (394 projects) were completed and 25% (133 projects) were still under implementation in June 2017.
- Looking at projects which were circulated but not implemented (112 out of 639 projects), there were 22 projects selected but not yet contracted and 86 projects which did not receive any proposal resulting in a re-launch (46 projects) or a cancellation (29 projects)¹¹⁴.

Evolution over time:

- Following the accession of Croatia in 2013, the number of Twinning projects in the enlargement region dropped significantly from 75 in 2013 to 21 in 2014. In contrast, it remained steady in the neighbourhood region. It should be noted that the figures shown in Figure 3 and

¹¹⁴ 11 projects unsuccessfully circulated in 2017 had not yet been relaunched. The database also contains four projects whose status is unclear.

- Figure 4 for the last three years of funding are not final since the implementation of IPA and ENI programmes is still under way.

Share of enlargement vs. neighbourhood projects:

- A total of 272 projects were implemented in enlargement countries¹¹⁵ with the **Western Balkans (excluding Croatia), Turkey and Croatia receiving 32%, 9% and 5% respectively** of the total funding.
- A total of 255 projects were implemented in neighbourhood countries with ENI South and ENI East receiving each approximately 27% of the total funding (**Figure 5**).
- Global overview on geographical coverage:
- From EU MS side: **France, Germany and Austria were the three countries with the highest participation** in twinning either as lead or junior partner (**Figure 9**). In total, the administrations of **24 EU MS were involved in twinning projects** over the period either as lead or junior partner.
- Serbia, Ukraine and Turkey were among the biggest beneficiaries in terms of funding (**Error! eference source not found.**).
- However, **until it joined the EU in July 2013, Croatia was the highest recipient** in terms of projects with a total 69 implemented over the period (**Error! Reference source not ound.**), out of which 42 were Twinning light (**Figure 23**). Since 2013, Croatia has also been involved as a provider of expertise in 14 projects, including one as lead partner (**Figure 9**)¹¹⁶.

Geographical coverage:

- Serbia, North Macedonia and Turkey were among the most active IPA countries, involved in 46, 42 and 37 projects respectively out of a total 255 projects (**Error! Reference source not ound.**).
- In terms of value, 72% of funding to Western Balkans was absorbed by three countries: Serbia, Kosovo and North Macedonia (**Figure 6**).
- Ukraine and Azerbaijan numbered 34 and 33 projects representing 56% of the funding to ENI East.
- **50% of the funding to ENI South was absorbed by two countries, Tunisia and Algeria**, which implemented 34 and 28 projects respectively (out of 129 projects implemented in the region).

Budget standard Twinning vs. Twinning light

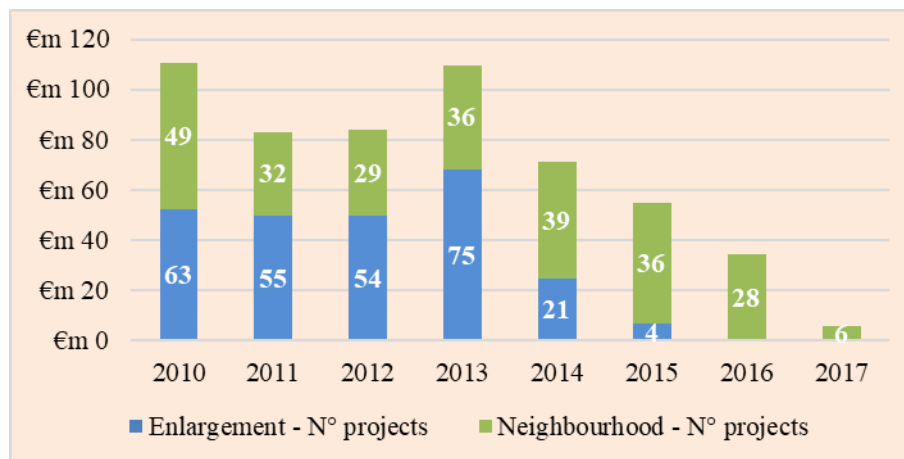
- The average budget of Twinning was approximately €1.2m for a standard project and €0.2m for a Twinning light project (**Figure 25**).
- Sectorial coverage:
- Projects in the field of economic competitiveness and governance represented 39% of the total funding spent over the period (**Figure 12**) followed by rule of law projects (24%) and public finance management projects (15%).

¹¹⁵ Including one project with Iceland which is not part of this evaluation

¹¹⁶ Croatia was selected as lead partner for a second project, but it was not yet contracted in June 2017.

2. Twinning projects per funding year

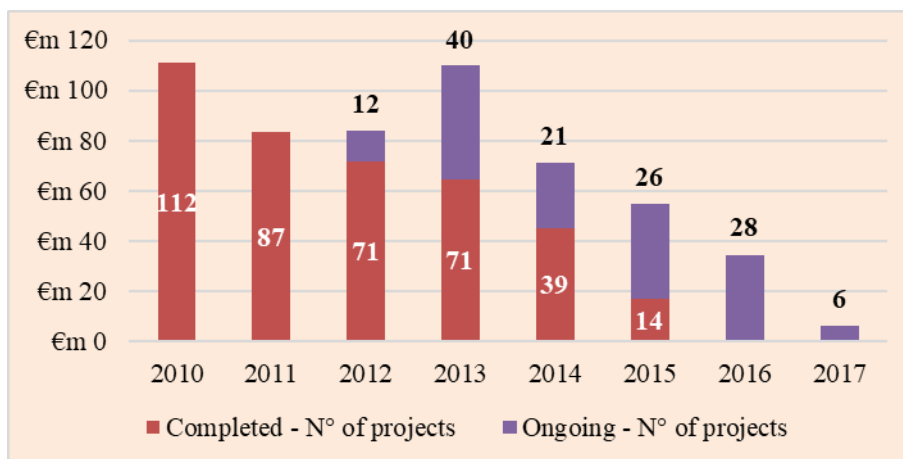
FIGURE 3: NUMBER AND AMOUNT OF IMPLEMENTED TWINNING PROJECTS PER YEAR



Source: DG NEAR, GDSI analysis

Out of the 527 projects implemented over the period, 272 took place in enlargement countries for a total value of €252.5m while 255 projects were implemented in neighbourhood countries for a total value of €303.6m. The highest numbers of twinning projects were recorded under the 2010 allocations (112) and the 2013 allocations (111). Out of the 75 projects funded under the IPA 2013 allocation, 24 took place in Croatia and 23 in Serbia. In contrast, only one project was implemented in Croatia out of the IPA 2014 allocation and two in Serbia. The neighbourhood countries had the highest number of projects funded under the 2010 allocation (49). Looking at the last three allocation years, only four projects have been funded in the enlargement countries (all under IPA 2014) in contrast to the neighbourhood countries which numbered 70 projects. The highest numbers of Twinning projects were recorded under the funding years 2010 and 2013 with 112 and 111 projects implemented respectively.

FIGURE 4: COMPLETED AND ONGOING TWINNING PROJECTS PER YEAR



Source: DG NEAR, GDSI analysis

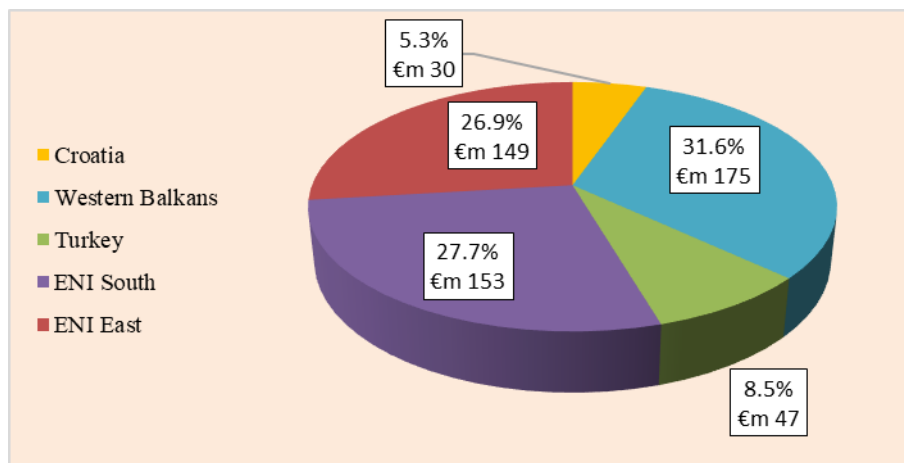
Out of the 527 projects funded over the period, 75% (394 projects) are completed and 25% (133 projects) were still under implementation in June 2017, the majority (60%) of which were funded in the last four allocation years. No project funded under the 2016 and 2017 allocations is completed.

3. Twinning projects per region

1) Overview

A total of 272 projects were funded in enlargement countries under IPA representing 45% of the total funding to the period. Over the same period, 255 projects were implemented in the neighbourhood region accounting for 55% of the total funding

FIGURE 5: TOTAL VALUE AND NUMBER OF IMPLEMENTED PROJECTS BY REGION

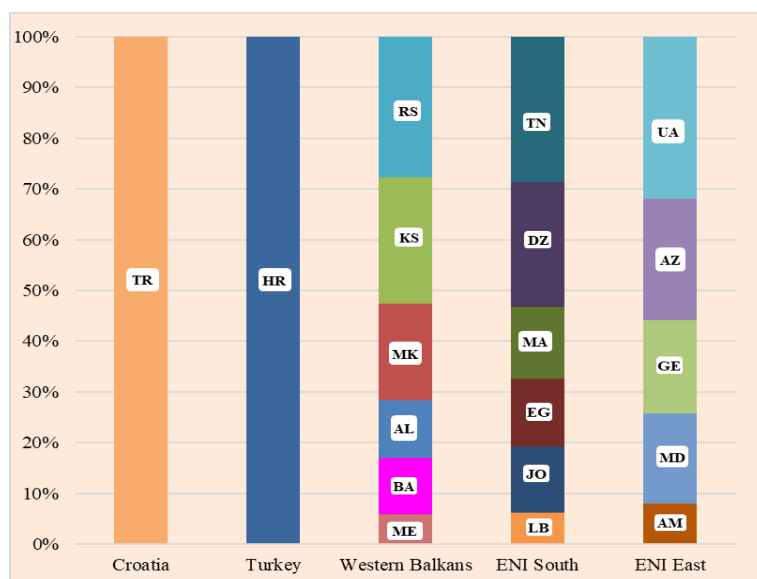


Source: DG NEAR, GDSI analysis

Western Balkans (excluding Croatia), Turkey and Croatia received 32%, 9% and 5% respectively of the total funding to projects over the period. ENI South and ENI East receiving each approximately 27% of the total funding. Out of the 255 projects implemented in the neighbourhood countries, 129 took place in ENI South (51% of funding to ENI projects) and 126 in ENI East (49% of funding to ENI projects).

2) Breakdown per region

FIGURE 6: PERCENTAGE OF FUNDING TO PROJECTS WITHIN REGION

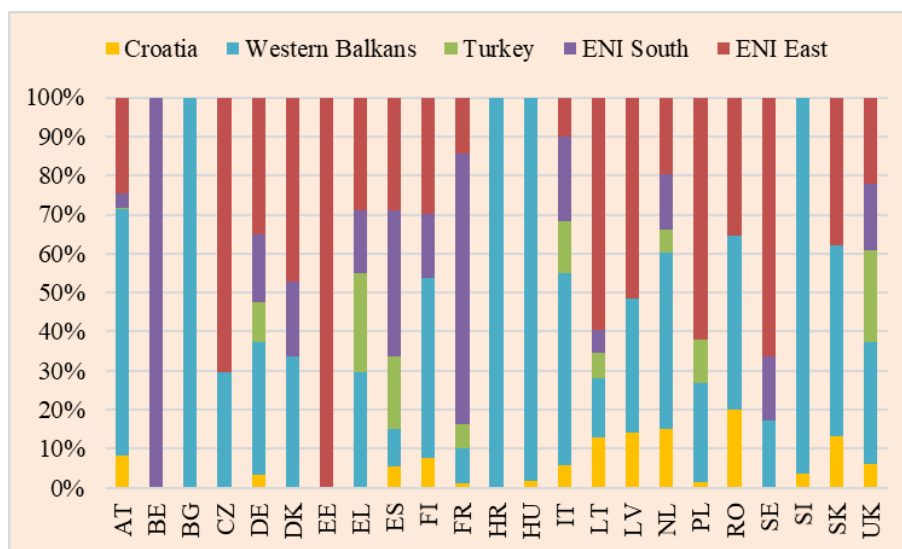


Source: DG NEAR, GDSI analysis

In the Western Balkans, Serbia received the largest portion of funding (28% of Western Balkans funding) followed by Kosovo (25%) and North Macedonia (19%). The largest uptakes of funding in ENI South were recorded for Tunisia and Algeria (27% and 23% of ENI South funding). Ukraine and Azerbaijan absorbed the highest share of funding in ENI East (32% and 24% respectively).

3) EU MS distribution (lead partner)

FIGURE 7: PERCENTAGE OF FUNDING PER EU MS (LEAD PARTNER)

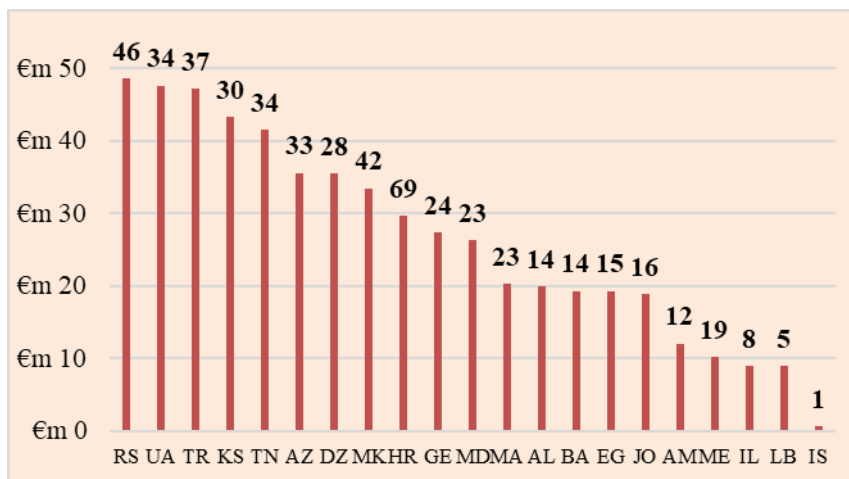


Source: DG NEAR, GDSI analysis

About 69% of the total value of projects where France is lead partner are located in ENI South (15% in ENI East, 9% in Western Balkans, 6% in Turkey and 1% in Croatia). In contrast, Austria was principally involved in Western Balkans/Croatia (71%) and ENI East (24%) with only limited activity in ENI South (4%). Only seven EU MS were involved in all five regions as lead partner (DE, ES, FR, IT, LT, NL and UK). In contrast, six MS covered one or two regions only (BE, BG, CZ, EE, HU and SI). Out of 23 EU MS which implemented projects as lead partner, only nine were involved in Turkey (DE, EL, ES, FR, IT, LT, NL, PL and UK).

4. Twinning projects by partner countries

FIGURE 8: VALUE AND NUMBER OF IMPLEMENTED PROJECTS BY PARTNER COUNTRIES



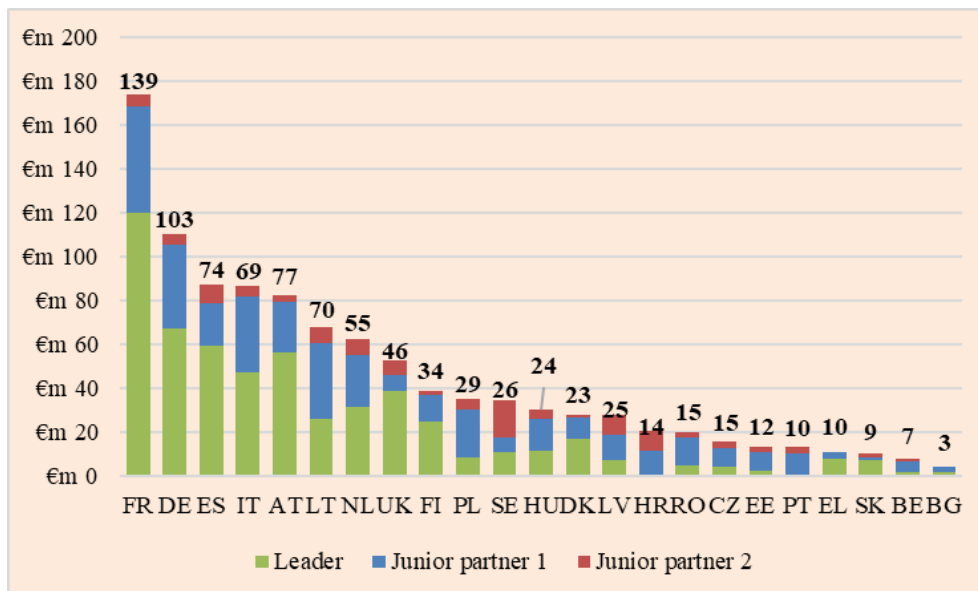
Source: DG NEAR, GDSI analysis

Twinning projects were implemented across 20 partner countries. The highest number of projects was recorded in Croatia (69) followed by Serbia (46), North Macedonia (42), Turkey (37) and Ukraine (34). However, in terms of project value Serbia, Ukraine and Turkey came first accounting altogether for 25% of the total value of twinning projects (€143m). In contrast, the share of projects implemented in Israel and Lebanon was less than 2% of the total allocation to projects (€1.6m in each country).

5. Twinning projects per EU MS

1) Overview

FIGURE 9: VALUE AND NUMBER OF TWINNING PROJECTS PER MS (AS LEADER AND/OR JUNIOR PARTNER ACROSS ALL COUNTRIES)



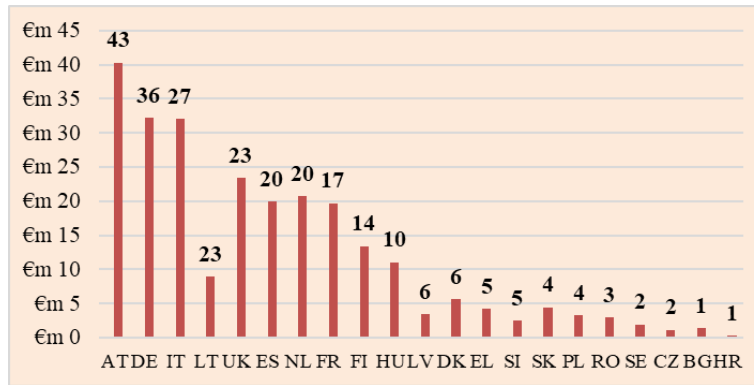
Source: DG NEAR, GDSI analysis

In total, the administrations of 24 EU MS were involved in twinning projects over the period either as lead or junior partner. France implemented the highest number of projects both as lead partner (101) and junior partner (33). Germany came second both in terms of number and value of projects. Austria and Spain implemented about the same number of projects (77 and 74 respectively) but the value of Spanish projects was higher by €4m. Four EU MS did not participate in any Twinning

projects over the period (Ireland, Cyprus, Luxembourg and Malta) while Portugal participated only as junior partner (10 projects). “New” MS¹¹⁷ implemented 87 projects as lead partner out of a total of 527.

2) Enlargement region

FIGURE 10: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY MS LEAD PARTNERING ENLARGEMENT COUNTRIES

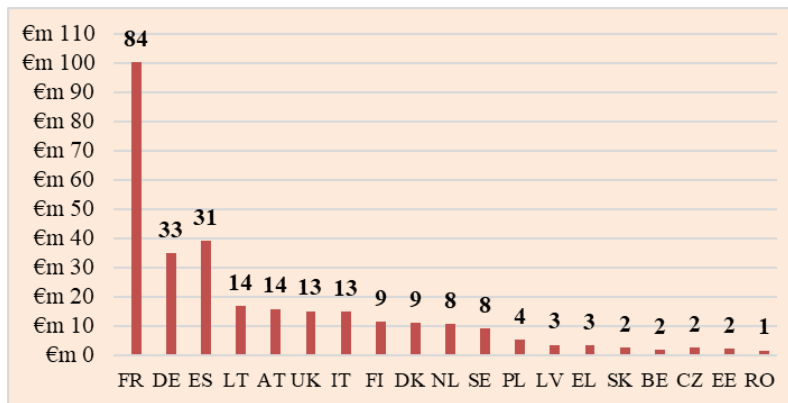


Source: DG NEAR, GDSI analysis

In the enlargement region, projects led by Austria, Germany and Italy represented 40% of the total (106 projects out of 272, €106m). A total of 59 projects were implemented by new MS, with Lithuania coming first in terms of project number (23 projects, €8.9m) and Hungary in terms of project value (10 projects, €11m).

3) Neighbourhood region

FIGURE 11: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY MS LEAD PARTNER IN NEIGHBOURHOOD COUNTRIES



Source: DG NEAR, GDSI analysis

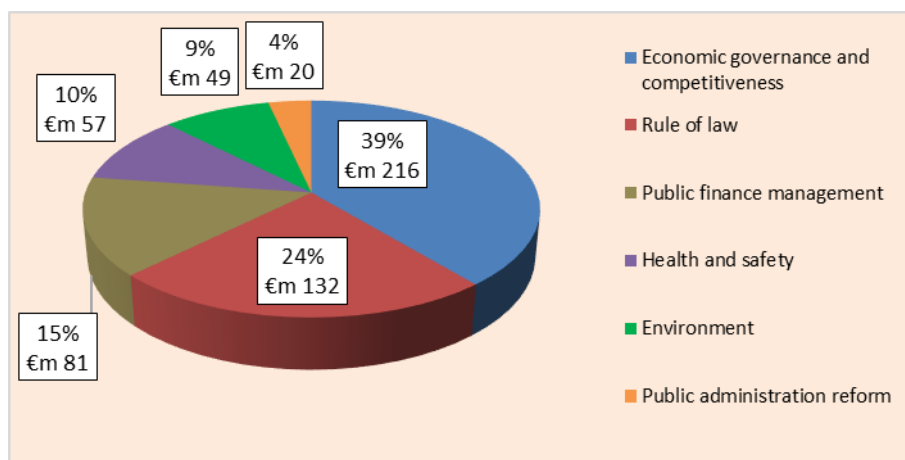
In the neighbourhood region, the three most active lead partner countries (France, Germany and Spain) accounted for about 60% of the total number of projects implemented over the period (227 projects out of 255, €174.2m) with France (84 projects, €100m) leading more projects than the next three MS combined. A total of 28 projects were implemented by new MS with Lithuania coming first in terms of project number and value (14 projects, €16.9m) and Poland second (4 projects, €5.3m).

¹¹⁷ Those joining the EU from 2004 onwards;

6. Twinning projects per sector

1) Overview

FIGURE 12: TOTAL VALUE AND SHARE OF IMPLEMENTED PROJECTS PER SECTOR¹¹⁸



Source: DG NEAR, GDSI analysis

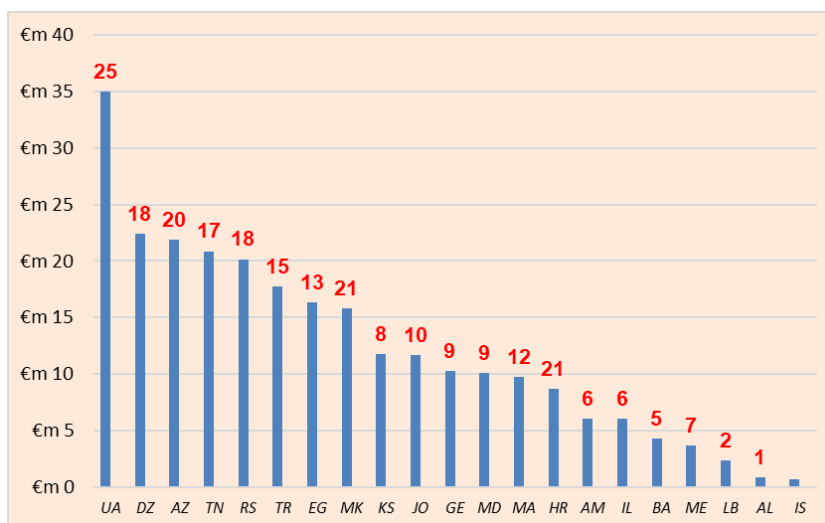
Projects in the field of economic governance and competitiveness represented 39% of the total funding spent over the period followed by rule of law projects (24%) and public finance management projects (15%).

2) Economic governance and competitiveness

There were 2 10 projects in the field of **economic governance and competitiveness**. The highest number of projects were recorded in the fields of agriculture, food safety, veterinary and phyto-sanitary (50), employment and social affairs (33), transport (31), trade and industry (28) and standardisation, metrology and certification/accreditation and market surveillance (24). Other sectors included structural funds management and EU integration (24), statistics (13), education (10), energy (10), telecommunications and ICTs (8), culture and tourism (8) and land property (5). The charts overleaf show a breakdown per partner country and EU MS respectively

Partner country

FIGURE 13: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY PARTNER COUNTRY IN ECG SECTOR



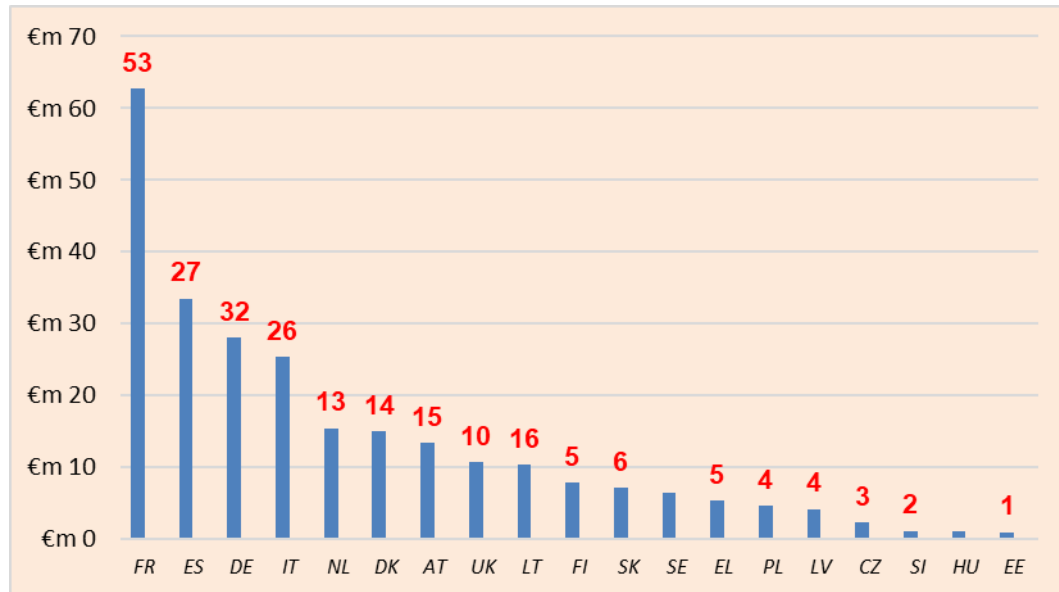
Source: DG NEAR, GDSI analysis

¹¹⁸ Public administration reform does not include PFM projects which are shown separately in the chart.

Ukraine came first in terms of number and value of projects in the sector of economic governance and competitiveness (25 out of 210 projects amounting to €m 35 out of a total of €m 256). Azerbaijan comes second with 18 projects but whose value only amounts to €22m.

EU MS

FIGURE 14: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY EU MS IN ECG SECTOR



Source: DG NEAR, GDSI analysis

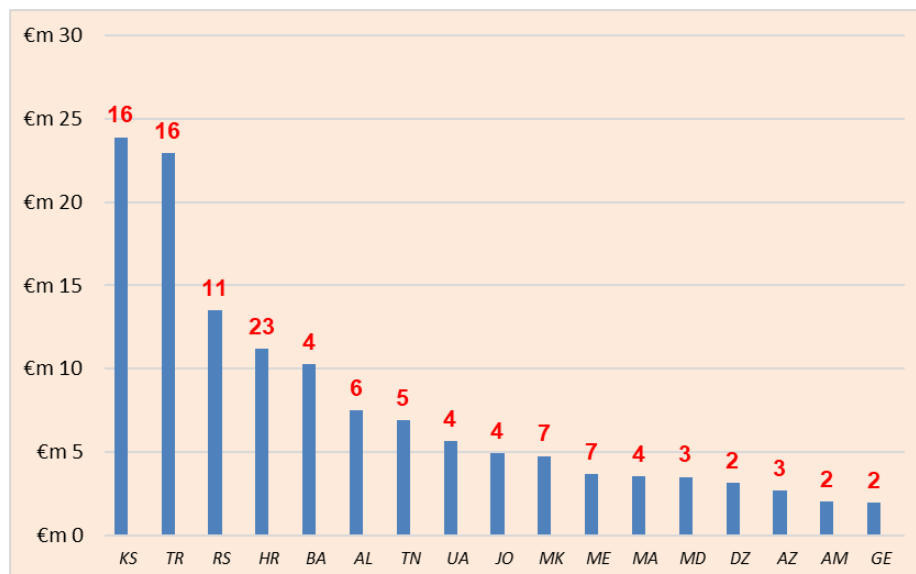
France is by far the first MS in terms of number and value of projects implemented in the sector of ECG (22% of the total number and 25% of the total value of projects). In contrast, the number of implemented projects was below 30 projects for both Spain and Germany.

3) Rule of law

The sector of **rule of law** included 119 projects in fields of judiciary (31), criminal justice (22), human rights and anti-discrimination (16) and fight against organised crime (12) and against corruption (7).

Partner countries

FIGURE 15: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY PARTNER COUNTRY IN ROL SECTOR

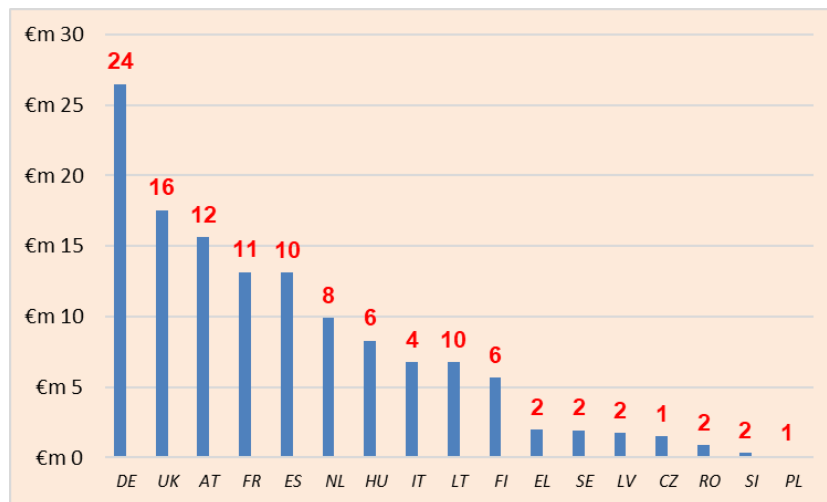


Source: DG NEAR, GDSI analysis

Kosovo and Turkey were among the biggest beneficiaries of ROL projects (119 in total) with 16 projects each for a total of €m 142 (out of €132m spent in the sector), covering judiciary, border management and asylum, criminal justice, democratic institutions and human rights and anti-discrimination.

EUMS

FIGURE 16: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY EU MS IN ROL SECTOR



Source: DG NEAR, GDSI analysis

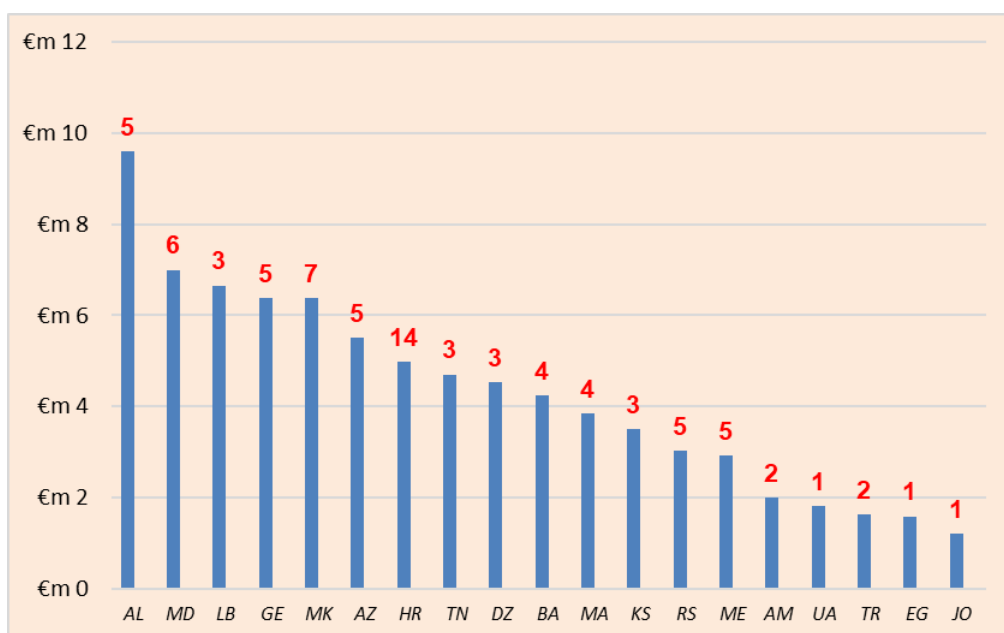
Germany and the UK implemented the largest number of projects in the fields of ROL (24 and 16 projects respectively for a total of €m 44)

4) Public finance management

There were 79 projects in the **public finance management** sector including revenue collection and administration (20), customs (18), external audit (18), financial supervision (7), PIFC (8), governance and strengthening of administrative capacity (4), budgeting (3) and public procurement (1).

Partner countries

FIGURE 17: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY PARTNER COUNTRY IN PFM SECTOR

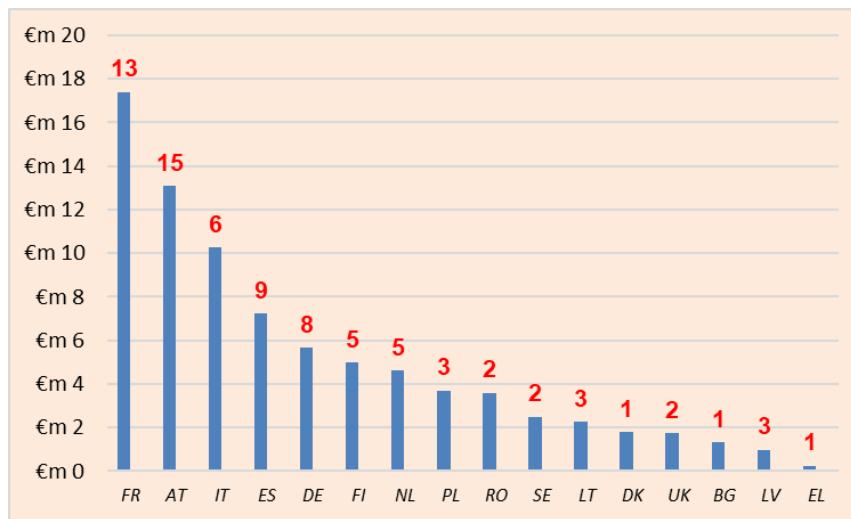


Source: DG NEAR, GDSI analysis

Out of 79 PFM projects, 5 were implemented by Albania including a €5m projects in the field of customs. Croatia implemented 14 projects but for a total of only €5m

EU MS

FIGURE 18: VALUE AND NUMBER OF PROJECTS IMPLEMENTED BY EU MS IN PFM SECTOR



Source: DG NEAR, GDSI analysis

France and Austria implemented the largest number of projects in the field of PFM (13 and 15 projects respectively out of a total of 79 projects accounting for €m 44 of the total €m 81 spent in the sector).

5) Other sectors

There were 47 projects implemented in the field of **environment** including governance and strengthening of administrative capacity (15), disaster and risk management (15), nature preservation and promotion (9), waste management (4) and water management (4).

Finally, 21 projects were connected to **public administration reform** including human resources management (11), civil service reform (6), e-governance (2) and policy development and coordination (2).

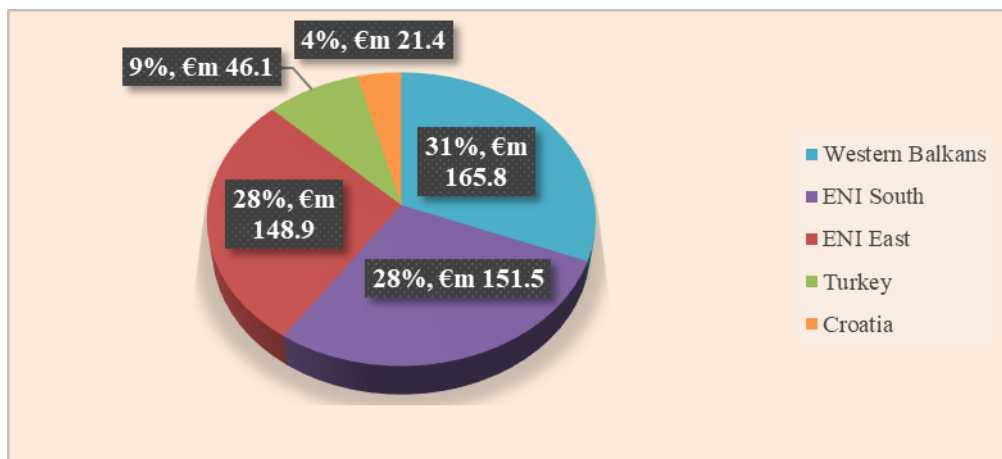
A total of 17 projects were funded in the field of **health and safety** covering consumer protection (8) and public health (9).

7. Twinning projects per type

1) Standard Twinning projects

Regional breakdown

FIGURE 19: SHARE OF STANDARD TWINNING PROJECTS PER REGION

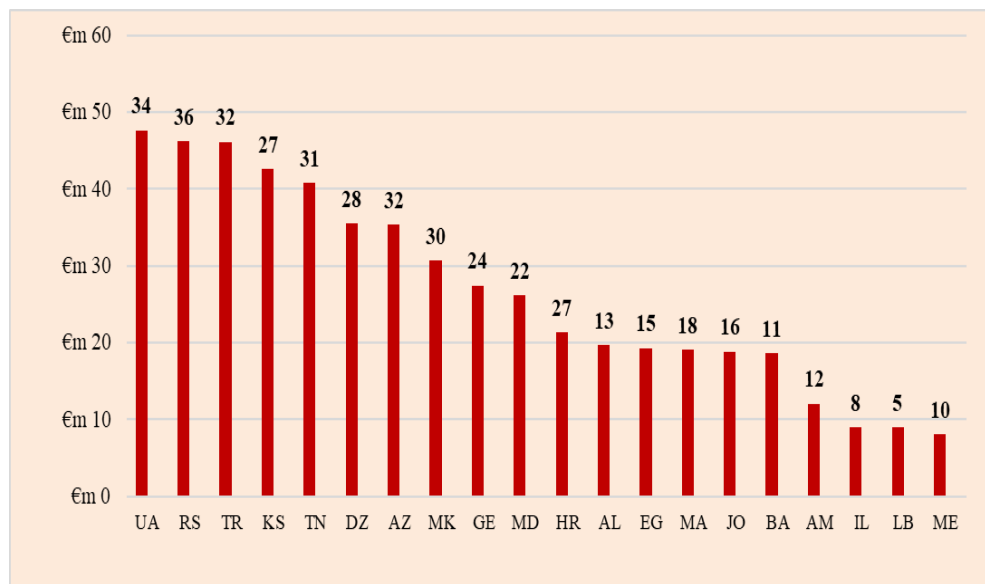


Source: DG NEAR, GDSI analysis

In total 433 standard twinning projects (82% of the total number) were implemented for a total value of €534m representing 96% of the total funding. 56% of the standard Twinning funding was spent in ENI countries.

Partner countries

FIGURE 20: VALUE AND NUMBER OF STANDARD TWINNING PROJECTS IMPLEMENTED IN PARTNER COUNTRIES

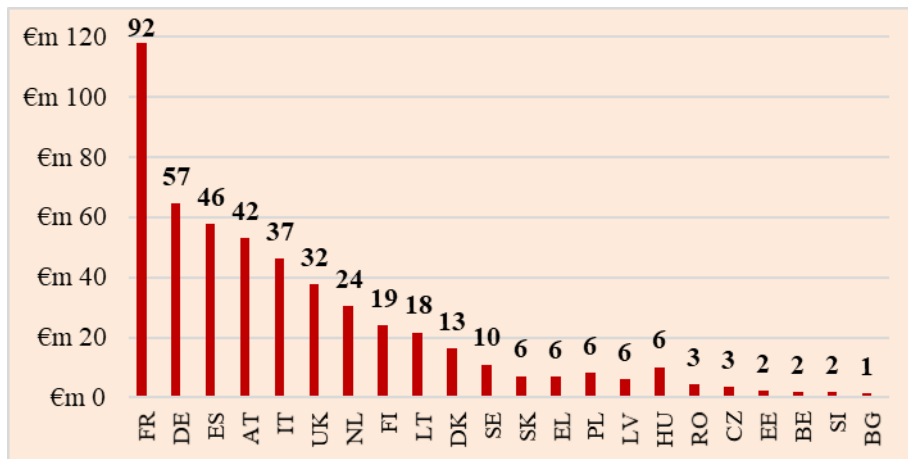


Source: DG NEAR, GDSI analysis

Ukraine, Serbia, Azerbaijan and Turkey implemented the highest number of standard projects (above 30 projects). In terms of value of projects, Azerbaijan came in the 6th position.

EU MS

FIGURE 21: VALUE AND NUMBER OF STANDARD TWINNING PROJECTS IMPLEMENTED IN EU MS



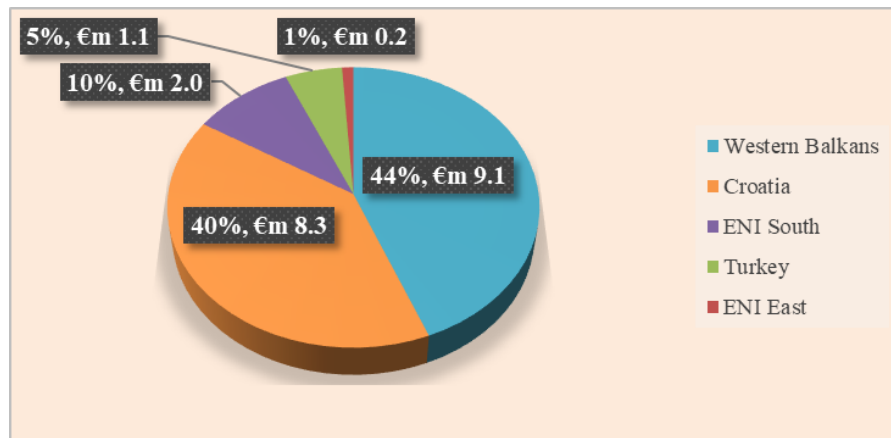
Source: DG NEAR, GDSI analysis

France implemented by far the highest number of standard projects (92) followed by Germany and Spain.

2) Twinning light projects

Breakdown per Twinning areas

FIGURE 22: SHARE OF TWINNING LIGHT PROJECTS PER TWINNING AREA

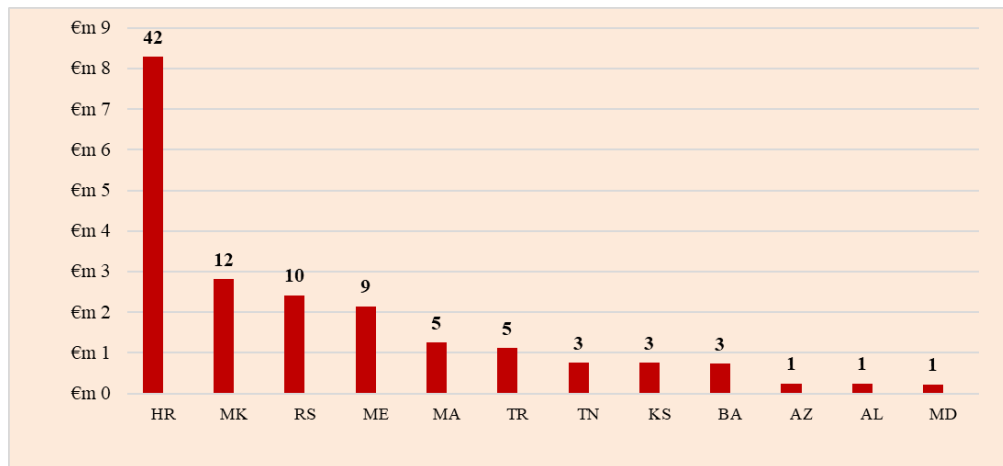


Source: DG NEAR, GDSI analysis

In total 94 twinning light projects (18% of the total number) were implemented for a total value of €21m representing 4% of the total funding. The majority of them (84%) were implemented in the Western Balkans and Croatia. Only nine twinning light projects were implemented in ENI countries of which five in Morocco, three in Tunisia and one in Moldova.

Partner countries

FIGURE 23: VALUE AND NUMBER OF TWINNING LIGHT PROJECTS IMPLEMENTED IN PARTNER COUNTRIES

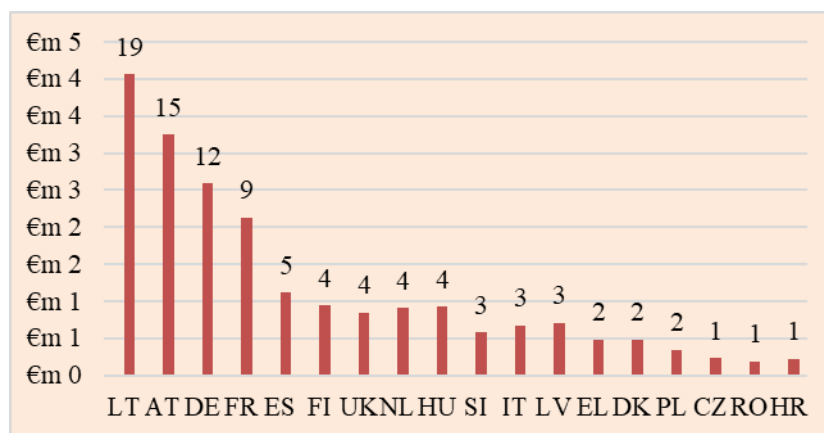


Source: DG NEAR, GDSI analysis

Croatia was the leading recipient of twinning light projects both in terms of value (€8.2m) and number of projects (42). Moldova with one project was the only ENI East country that implemented twinning light. In the South, only Morocco and Tunisia implemented twinning light projects.

EU member states

FIGURE 24: VALUE AND NUMBER OF TWINNING LIGHT PROJECTS IMPLEMENTED BY MS LEAD PARTNER

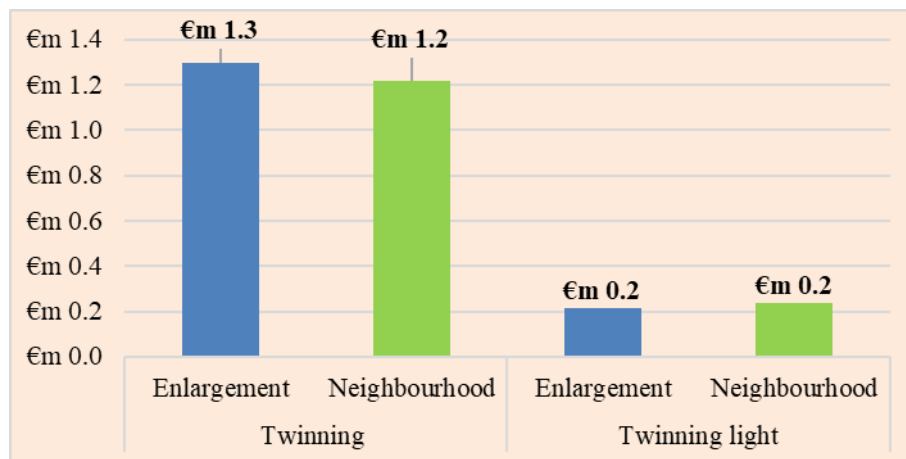


Source: DG NEAR, GDSI analysis

Lithuania implemented the highest number of Twinning light projects (19) followed by Austria (15) and Germany (12).

8. Twinning projects per budget value

FIGURE 25: AVERAGE VALUE OF TWINNING



Source: DG NEAR, GDSI analysis

The average Twinning budget was approximately €1.2m for a standard project and €0.2m for a Twinning light project. There was no significant difference between IPA and ENI projects in this regard. The highest amount recorded for a standard Twinning project was €4.5m¹¹⁹. There were only 12 standard Twinning projects with a budget above €2m.

¹¹⁹ BA 12 IB JH 02 Strengthening law enforcement (IPA 2012)

Annex 5. REVIEW OF DESK SAMPLE



Assessment
180918.xlsb.xlsx

Annex 6. RESULTS OF THE ONLINE SURVEY

1. Questionnaire or partner country administrations

A. Summary

1) *Design, selection and contracting*

Over 80% of respondents either agreed or strongly agreed that the Twinning project fiche was designed with a strong intervention logic and clear and realistic mandatory results and activities, taking into consideration its complementarity with other EU and/or donor initiatives; that the MS project proposals were of good quality corresponding to the assistance requested in the project fiche; that the guidance and supervision from the NCP was forthcoming and useful; and that the contract preparation stage was instrumental in clarifying activities and roles and ensuring an effective start of the project. This was further backed up by the positive comments.

Moreover, over 70% of respondents either agreed or strongly agreed that there was sufficient involvement of both partner country's stakeholders and MS at design stage to ensure the quality of the project. However, several comments state that the MSs were not involved at all at the design phase of the project.

Furthermore, well over 2/3 of the respondents either agreed or strongly agreed that the administration had sufficient capacities to draft the Twinning project fiche. However, in numerous comments they stated that there was not enough capacity and external experts had to be hired to help them with the drafting.

Finally, over a half of the respondents either agreed or strongly agreed that other institutional building options/instruments were considered at programming stage before deciding for Twinning. However, almost a third of them remained neutral and several comments stated that even though TA was considered as a more appropriate modality, EUD insisted on Twinning.

2) *Implementation*

Over 85% of respondents either agreed or strongly agreed that the project purpose and mandatory results were still relevant when the project started; that the PL, RTA and other MS experts were committed and had a clear understanding of their roles and duties; that the RTA's managerial and technical expertise met expectations; that the MS administration provided sufficient training, support and backup to the RTA/experts; that the Twinning Manual provided useful guidance for implementing projects, while the Twinning rules allowed sufficient flexibility to adapt to new circumstances and/or seize new opportunities; and that the guidance and supervision from Steering Committee, Contracting Authority, and EUD was forthcoming and useful. Also, over 70% of respondents either agreed or strongly agreed that there was sufficient training on implementation rules for all the stakeholders involved in the Twinning project. This was further backed up by positive comments.

Furthermore, over 80% of respondents either agreed or strongly agreed that there was sufficient time to implement the project and achieve the mandatory results. However, some commented that the projects had to be extended in order to achieve results.

Moreover, over 70% of respondents either agreed or strongly agreed that the external monitoring and/or evaluation reports (ROM, TRM or other) provided useful advice during and/or after

implementation. However, comments indicate that although these reports are considered very helpful, there were only few of them administered.

Finally, a bit over 60 % of respondents either agreed or strongly agreed that the project was implemented in coordination with other EU and/or donor initiatives. However, comments are mainly positive.

3) Results (outputs, outcomes and impact)

Over 80% of respondents either agreed or strongly agreed that all mandatory results were achieved and further reforms and/or policy changes were triggered during or after the Twinning project. This was further backed up by the positive comments.

Also, over 75% of respondents either agreed or strongly agreed that Twinning was the most suitable mechanism to reach the agreed objective. Comments were mainly neutral or positive, although several of them were clearly negative, stating that technical assistance or some other instrument would be a much better option.

4) Sustainability

Over 80% of respondents either agreed or strongly agreed that the Twinning project rightfully took into account conditions that needed to be fulfilled to ensure lasting effects; that the effects of the EU pre-accession support are still visible today (2018) and project results are sustainable; that the recommendations from the Final Report were acted upon and that the contacts are maintained with the MS administration(s). This was further backed up by the positive comments.

Over a half of respondents either agreed or strongly agreed that the Twinning led to new EU projects and/or donor support, a quarter remained neutral (in part due to the fact that some projects are still ongoing), whereas almost 20 % disagreed or strongly disagreed. The comments, however, mainly state that there have been new initiatives and follow-up projects.

5) Open questions

Over a half of respondents stated that their interest in Twinning increased, while over a third stated that it remained the same in the last five years, naming very various reasons for this. Some stated that the interest remained the same not because of the features of the TW itself, but due to the limited capacity of the PC administration.

Similarly, over a half of respondents stated that both TW Standard and Light are useful, while almost a third stated that Standard is more useful. However, comments reveal that this might be due to the fact that many respondents worked with the Standard Twinning instrument only. The reasons for preference of either of the formats are that Twinning Light is simpler, faster and requires less bureaucracy while the Standard gives enough time to achieve the reform goals.

The comments also reveal that the main added value of Twinning, as compared to other forms of external assistance, are the direct experience from the experts which do the same job in MSs, as well as long-term cooperation and established contacts with the respective MS administrations.

Moreover, the majority of respondents indicated that the most important factors when selecting MS counterparts are mainly the technical quality of proposal and the proposed RTA, previous experience of the TW team and the proximity of systems. As regards the question of sufficient political commitment from within their administrations for Twinning, a very high majority of respondents replied positively.

Furthermore, the respondents stated that the main factors for success are mainly related to the good quality of RTAs/experts, good cooperation and understanding between PC and MS teams, as well as clear definition of project goals. Main constraints, on the other hand, relate to the lack of administrative capacities and political will, as well as the language barriers.

Over 75% of respondents do not use the new 2017 Twinning Manual, while nearly 70% of them are not aware of the SIGMA-principles, nor do they know how to take these principles into account when developing and implementing a project.

Among other things, a lot of respondents suggested that the Twinning projects should be more flexible to changes to project environment; the time gap between designing the project fiche and project implementation need to be shortened; the beneficiaries' needs and specificities need to be adapted to; and, finally, bureaucracy should be decreased.

6) Sectoral questions

Almost 60% of the respondents either agreed or strongly agreed that Twinning has contributed to enhancing the performance of revenue collection and administration, and to changing external stakeholders' perceptions about this system, while one quarter remained neutral.

Less than a half of respondents either agreed or strongly agreed that Twinning has contributed to raise SAI's capacities in conducting effectively a full audit mandate, and strengthen its independence, while more than 40% remained neutral.

Less than a half of respondents either agreed or strongly agreed that Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration, while almost a third remained neutral. It stands out that almost a quarter either strongly disagreed or disagreed.

A bit over half of the respondents either agreed or strongly agreed that Twinning support to legislative assemblies has strengthened the action of the legislature in the partner country, while almost a third remained neutral.

Nearly 85% of respondents either agreed or strongly agreed that the experience and expertise of EU member states was relevant and easily adaptable to the context of the partner country.

Only a third of respondents either agreed or strongly agreed that Twinning support has strengthened the capacities of NHRIs/Ombudsmen, while over 40% remained neutral.

A scarce number of examples suggest that mainly new pieces of legislation and strategic plans presented a logical progression from the project. Examples of subsequent exchanges of expertise after the project has concluded include exchange of experience, some TAIEX assistance, data sharing etc.

Over a third of respondents either disagreed or strongly disagreed that Twinning has contributed to strengthening the agricultural and fisheries sector and to a better functioning of the energy market in the partner country in line with commitments taken towards the EU, while another a third remained neutral.

A scarce number of examples suggests that mainly new pieces of legislation, strategic plans and standards presented a logical progression from the project. Examples of subsequent exchanges of expertise after the project has concluded include exchange of experience and strategic thinking, some TAIEX assistance, data sharing etc.

B. Detailed replies

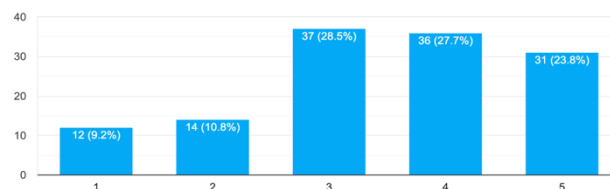
To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = disagree, 1 = Strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Design, selection and contracting

Question 2.1

2.1. Other institutional building options/instruments were considered at programming stage before deciding for Twinning

130 responses



Over a half of the respondents either agreed or strongly agreed with the statement 2.1. However, almost a third of them remained neutral and several comments stated that even though TA was considered as more appropriate assistance, EUD insisted on Twinning.

Comments

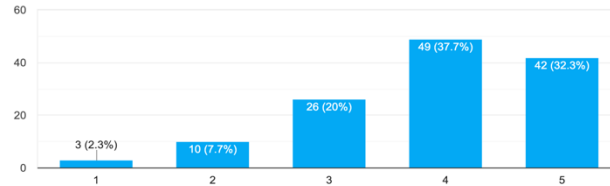
- no comments
- I have been in several events of IOTA and study visits in many European Countries (Portugal, Finland, Sweden, Norway, Netherlands, Great Britain, and France).
- EU RENA and ECRAN project
- Criteria and standards used for deciding for Twinning should remain the same also during the whole implementation of the project.
- Administrative source of data (not register)
- Not sure
- twinning project is the main one that help increasing capacity of the institutions involved on the twinning project
- It was considered as Technical Assistance Project at the beginning but EUD to Turkey insisted on Twinning.
- Technical assistance was suggested by EUD at programming stage.
- Determination of the status of EGAC and the exact requirements to achieve the international recognition of ILAC/IAF
- We have had support from various donors in North Macedonia: SIDA, OSCE, Dutch embassy, UNICEF, UNHCR, etc.
- Twinning was an appropriate instrument
- Very long procedure from preparing till start of the project
- The twinning tool was accepted as the most optimal, given the successful experience of the previous twinning project
- we tried to solve the problem through internal project but we fail because a lack of experience to how to deal with such a problem
- Non
- TAIEX was beneficial to identify main aspects to be tackled based on the recommendations and outcomes of the first following the first EU-JO twinning project (Reform of Veterinary & Phytosanitary Inspection Services in Jordan).
- No, Twinning was decided as best option
- Some activities were consider to be realized with Service Contract or Framework Contract
- Twinning project has been considered as the best option to achieve the desired results.
- We did not have possibility to consider other programs
- ALRC is carrying out execution, control, supervising, and other functions in the field of land relations, geodesy, mapping, cadastre and National Spatial Data Infrastructure activities of the country.
- The Twinning Instrument enabled a more dynamic and efficient framework for knowledge sharing and expert collaboration targeting Cultural policy development
- /
- Project was very useful for future especially for achievement for new knowledge
- The possibility of technical assistance was also considered, which would include the procurement of equipment. Subsequently, the equipment was purchased through the contract which was divided from the components covered by the Twinning.
- The other option were discussed during the preparation of concept note for the project.
- Twinning was considered as the adequate option at the programming stage
- It was one attempt many years ago to be implemented another project, but MS was stepped back (lack of resources)
- Only Twinning Light Project was considered at the time. There were no previous or parallel projects in close relation to the project funded by EU or any other donors proposed by HALMED.
- A deep consultations were conducted between BC(Jordanian project team leader and RTA counterpart) MS: The Administration of the Republic of France (project team leader and RTA) before signing the Twinning Contract
- Good
- Taiex
- I was not included in the programming phase and cannot give an opinion.
- Le projet de jumelage était associé à certaines actions d'assistance techniques thématiques
- It was logical continuation, e.g. bridging between two twinning projects
- Ce jumelage est intervenu après un projet d'assistance technique de 2008 a 2014 et c'était l'outil qui s'offrait a nous
- we had a first twinning on 2012-2014

- *Technical Assistance was considered as more appropriate. EUD insisted on Twinning. Technical Assistance according our understanding was better option regarding the fact that experience that should be transferred in member states in principal is limited since PIFC requirements are specific for candidates countries and practice in member states varies and is not quite applicable.*
- *At the end, he project was not able to accomplish the above statement*
- *TAIEX*
- *The options to start with the Twinning Project, has been the right programing at that stage of the development of the legislation and institutional capacities*
- *Since this is a strictly EU related matter other options were not considered*

Question 2.2

2.2. The administration had sufficient capacities to draft the Twinning project fiche

130 responses



Well over 2/3 of the respondents either agreed or strongly agreed with the statement 2.2. However, in numerous comments they stated that there was not enough capacity and an external expert had to be hired to help with the drafting of the Twinning Fiche.

Comments

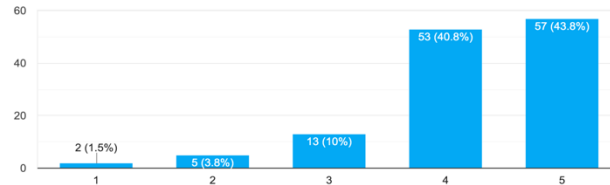
- *We have invited an expert from EU to help us for drafting the Twinning fiche.*
- *Some experience were used from others EU project*
- *Which administration? Our (three statistical Institutions in B&H had problems with lack of staff)*
- *In the field of health, State servants often doesn't possess sufficient knowledge on some highly specialized topics (example: biomedicine). Consequently, an external help is necessary.*
- *No section/division/sector in charge of this Project*
- *The administration had not sufficient capacities but in the future for next twinning projects it will be easily for us drafting of twinning projects.*
- *This was our 3rd twinning project so the staff were well trained and experienced*
- *There was a good selection of team of expert to draft the fiche*
- *The administration does not have sufficient capacities because they do not know the EU legislation and to assess the gaps in national legislation you should be aware about the differences between them and the specific requirements. Therefor they need support from international experts in the field.*
- *As our capacities were not sufficient enough to draft the Twinning project fiche, we had a great help from Croatian Central Finance and Contracting Agency.*
- *Political stalemate was an obstacle*
- *Every time is good to have ongoing trainings about preparing on PF*
- *it is not the only one, it's the second*
- *Oui*
- *several experts worked on the project fiche during the long programming period*
- *Market Inspectorate, as main beneficiaries, has sufficient capacities and was supported by the IPA unit within the Ministry*
- *Experts from the EU visited the Egyptian Competition Authority (ECA) and drafted the project's fiche*
- *CIPH had drafted the first version of the project, but the fiche was finalized in partnership with the Ministry of health*
- *Uvijek postoji problem sa nedovoljnim brojem stručnog kadra koji može biti uključen u pripremu projekta.*
- *It was our first experience with Twinning project fiche, but we have a great help from DEU*
- *twinning rules should be simplified*
- *IRZ and Min. of Justice of Rep. of Serbia wrote the fiche together.*
- *The ALRC had no sufficient capacities to draft the Twinning project fiche. That was asked the EU country member expert to help in this.*
- *The project Fiche is highly technical as it needs an outsourcing for experts to draft it. In addition, the fiche has to combine between the needs of the beneficiary state and the scope/nature of Twinning Instrument in EU priorities*
- */*
- *Yes, because many persons whose participated divide the first experience in this project.*
- *Twinning project fiche have drafted in cooperation with IPR Office, Customs Administration and other beneficiaries.*
- *There was support on preparation of the Twinning project fiche*
- *Partially*
- *The Twinning Light Project (TWL) was drafted in HALMED in line with the information provided in the Common Twinning Manual.*
- *It is not difficult to draft the project fiche if you know your needs exactly*
- *the project fiches were drafted according to the needs*
- *we had sufficient capacities to draft the Twinning project fiche **
- *I was not included in the programming phase and cannot give an opinion.*
- *l'élaboration de la fiche projet et la définition précise des besoins et du contenu du projet est une étape qui doit être minutieusement réfléchie*

- *la particularité de notre structure est la fidélisation de l'équipe coopération*
- *Capacities were present, but an experienced external expert was needed*
- *I don't know*
- *We were inspired by a previous twinning on the improvement of the reception of the taxpayers.*
- *No, the Twinning project fiche ,has been drafted with the support of the experts from the EU-Office*

Question 2.3

2.3. The Twinning project fiche was designed with a strong intervention logic (with causal links between the dif...listic mandatory results and activities

130 responses



A very high majority of the respondents (over 80%) either agreed or strongly agreed with the statement 2.3, which was further backed up with the very positive comments.

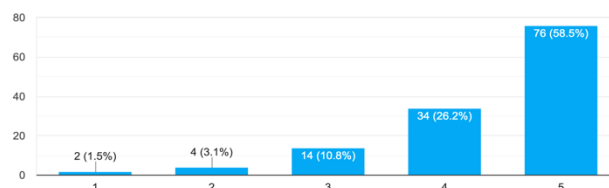
Comments

- *Practice for similar project of EU were used*
- *There were very clear and realistic mandatory results and activities*
- *Project was very efficient and effective.*
- *It was for the first time to face with drafting....*
- *It was designed upon a visit and a study to multiple units in the Egyptian QA*
- *After the implementation of all Twinning activities we have got clear results at all three components.*
- *Fiche was detailed but out of date due to delay in contract procedures*
- *we opened a discussion meeting with some friends from EU whose already implement such a project*
- *Oui*
- *This twinning project was the second experience for the Ministry of Agriculture and was designed based on the outcomes of the first project, with better understanding of the design approach.*
- *during the contracting period some of the activities (e.g. education of non- health workforce) had to be adjusted*
- *The mandatory results and activities are precisely, clear and realistic planned having in mind duration of the project, capacities and needs of the BC administration*
- *In the programming period some inputs had to be further clarified.*
- *no comments*
- *The proposes with the project were to improve mapping system in line with the EU standards and best international practices of management of geographical data. All the mandatory results and activities of the project was achieved.*
- *As a pilot project in culture sector, the twinning fiche included major objectives and components of the twining project, with less details and thematic focus "decentralisation". Detailed activities were thoroughly elaborated by Member state who won the bid to execute the Twinning Project (France in this case)*
- */*
- *The project was very logically aligned with the track of the expected results.*
- *Beneficiaries had a more important need of the project activities and awareness of goals.*
- *the draft of the project fiche was circulated to the different institutions*
- *With very clear objectives defined into components and activities*
- *The TWL project had clearly stated objective, purpose and expected results of the planned activities.*
- *Mandatory results and activities is clear and stated clearly within the project contract.*
- *Due to the long time between the drafting the project fiche and starting to implement it, the logic may not be realistic*
- *the goals were clear and the activities were suitable to achieve the goals*
- *yes*
- *I was not included in the programming phase and cannot give an opinion.*
- *La rédaction de la fiche ne nous a pas donner satisfaction malgré notre assistance accrue et permanente des experts du fait d'une déperdition du message*
- *I don't know*
- *I think, the Twinning project fiche was designed with a strong intervention logic with clear activities and realistic mandatory results*
- *le projet a été réduit au minimum avec la définitions des concepts*

Question 2.4

2.4. The project was designed taking into consideration its complementarity with other EU and/or donor initiatives.

130 responses



A very high majority of respondents (nearly 85%) either agreed or strongly agreed with the statement 2.4. which was further backed up with the positive comments.

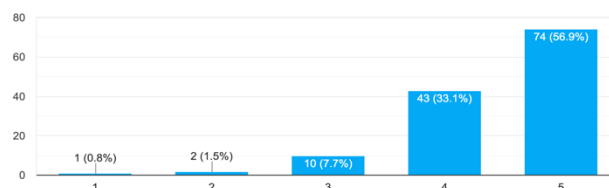
Comments

- Yes,
- *Production of Building Permits indicators are strongly recommended by Eurostat.*
- *Whole project was design to match the legislation with the EU*
- *Yes, based on EU*
- *Because it is a follow up project and aims to increase only institution's capacity, it was not considered with other potential stakeholders*
- *Because of some developments after time of fiche drafting, not all information was available*
- *Oui*
- *With close coordination of TAIEX events organised during 2008-2010, and the outcomes of the first EU-JO Twinning project.*
- *a predecessor of this project (Joint Action for Mental Health and Well-being 2013-2016) was a joint project of 27 European countries financed by the European Union*
- *The synergy was achieved with IPA delegation agreement project for supply of the machines for destruction of counterfeit products.*
- *The project took into consideration other initiatives which existed at the time, such as national preventive programmes and European guidelines for cancer screening*
- *We coordinate with OSCE and Council of Europe in Serbia in order to avoid duplication of activities.*
- *Introduction of the NSDI on pilot region (Orhei) based on the basic principle of EU INSPIRE Directives has resulted in a more standardized way to share and have easy access to spatial data needed for mapping purposes but also for new ideas to combine spatial data for different analysis.*
- *The twinning project is integrated into a larger programme (Programme d'appui au Secteur de la Culture en Tunisie) and it represents a sub-project that targets the Public sector. The other sub-project (Support to Cultural projects "Tjfanen") targets Civil Society Organisations. A harmonious complementarity was acquired between both projects to reach an overall change and reform to culture sector in Tunisia.*
- /
- *The project was very complementary with EU*
- *Market Surveillance (product safety) and consumer protection, Competition etc.*
- *The TWL with its objective and activities, was aligned with other IPA activities. The IPA program involved a number of training sessions and conferences designed to assist the national competent authorities in the EU candidate countries with preparations for the future involvement in the EMA activities.*
- *The EU representatives took closely part in all the preparatory meetings and updated.*
- *It was necessary to do that*
- *no*
- *I was not included in the programming phase and cannot give an opinion.*
- *le projet de jumelage portait sur le renforcement des capacités, au même titre que d'autres partenariats avec le Conseil de l'Europe et certains organisations des UN. Le Chef de projet bénéficiaire et le CRJ assuraient la coordination et la convergence dans la mise en œuvre de ces partenariats*
- *La stabilité de l'équipe lui a permis une appréciation juste des besoins de l'administration et une cohésion dans sa démarche*
- *I don't have information about programming stage, but now in implementation stage we have problems since Twinning was designed very broad and prevent us from having complementary support from other donors.*
- *It was a structuring project that needed to list and implement functional and organizational actions aimed at improving all aspects related to raising the level of performance of the tax services.*
- *Yes the project was designed taking into consideration its complementarity and no duplication with other EU and/or donor initiatives*

Question 2.5

2.5. The MS project proposals were of good quality corresponding to the assistance requested in the project fiche.

130 responses



A very high majority of respondents (90%) either agreed or strongly agreed with the statement 2.5, which was further backed up with very positive comments.

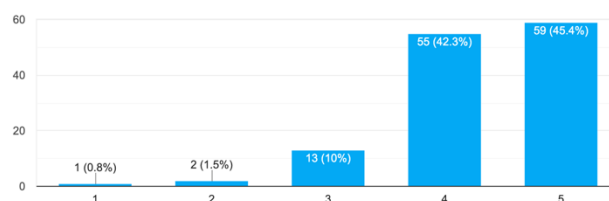
Comments:

- Only one proposal was made by Spain and France in consortium.
- Some of them were not directly in relation of Natura 2000
- Experts have a lot of experience
- Entire project has been designed and planned taking into account sustainability and long lasting results for the Beneficiary Country administration
- Yes, it was
- There was only one project proposal, but its quality was very good and answered the project requests completely.
- Oui
- there were several bidders and two rounds of the selection process were conducted
- MS project proposals were of very good quality, all requests from the project fiche were included in the proposals
- negotiations took place to reach the best contract for the project
- there was only one application
- The MS project proposals were of good quality corresponding to the assistance requested in the project fiche.
- The MS proposals were of excellent quality as they corresponded to BS needs. In addition, they allowed further development of innovative and new interventions within the scope of the Twinning project (i.e. the introduction of pilot local labs for new local cultural policy instruments and frameworks)
- /
- The project was very, very good quality corresponding to the assistance requested in the project fiche
- There was a high level of understanding of technical requirements in the project fiche.
- The best way to support the institutions in transition period
- The MS project proposal was of good quality and corresponding exactly to the assistance requested.
- Please note that a proposal from the first potential Twinning partner (French Medicines Agency) was not accepted as they were unable to meet all the requirements for the experts involved in the project implementation. This issue was not solved during the six months period following the evaluation procedure. Hence, tender was cancelled and expert profiles in the Twinning Light Fiche were updated with the purpose of attracting higher number of institutions to apply to new tender. Following the re-launch of the tender, a proposal was received from the new potential Twinning partner (Spanish Medicines Agency) and their proposal was accepted.
- All project proposals were of good quality corresponding to the assistance requested in the project fiche
- It was good at the proposing stage but not that good at the implementation stage
- no
- I was not included in the programming phase and cannot give an opinion.
- L'offre était la meilleure mais n'a pas satisfait complètement les exigences de l'administration bénéficiaire
- The best is that made by the French side which is also facilitated by the language of work the French which is not the case for other proposals.
- The project fiche was very well elaborated and with clear ideas how to fulfil needs requested and presented in the project fiche

Question 2.6

2.6. The guidance and supervision from the NCP was forthcoming and useful.

130 responses



A very high majority of respondents (almost 90%) either agreed or strongly agreed with the statement 2.6. which was further backed up with the positive comments.

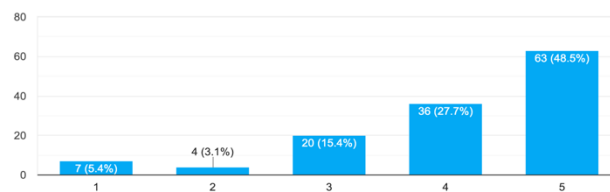
Comments:

- Experts have a lot of experience
- We did not have a lot of experience in that time
- Very useful
- I don't understand what is NCP?
- Oui
- Guidance from the NCP was helpful and useful
- NCP permanently participate in the Steering Committee Meeting during the Project implementation. And supervision from NCP was forthcoming and useful.
- The direct involvement of the NCP in the project and the continuous coordination with Beneficiary State project Chief has enabled a successful implementation of Project activities and their rapid and efficient adaptation to new conditions or opportunities.
- /
- The guidance and supervision from the project was forthcoming and useful for all stakeholders.
- Yes
- by coordination and attending the necessary meetings
- I was not included in the programming phase and cannot give an opinion.
- Quelques contraintes de disponibilités ont été posées
- L'homologue du CRJ a assumé convenablement sa tâche en veillant à donner les bonnes interprétations aux dispositions contenues dans le contrat, a eu la capacité d'adapter celles-ci avec les besoins du bénéficiaire ainsi que ses besoins évolutifs. Il a aussi constitué une force de proposition et joue le rôle de facilitateur entre les différents intervenants
- I don't know
- Yes, the guidance and supervision from the NCP was forthcoming and useful

Question 2.7

2.7. There was sufficient involvement of partner country's stakeholders at design stage to ensure the quality of the project.

130 responses



A high majority of respondents (76%) either agreed or strongly agreed with the statement 2.7, which was further backed up with mainly positive comments.

Comments:

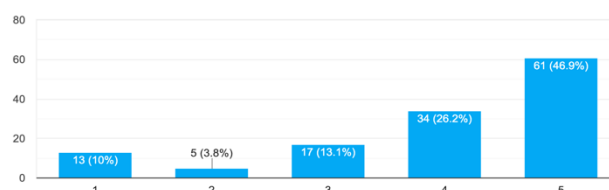
- Not enough
- Political and capacity constraints were evident
- Oui
- Meetings and consultations with all relevant institutions and stakeholders were organized in the preparation of the project
- Partner countries were not involved in the programming period
- IRZ and AED both intervened to produce a high quality document which is implementable in the AEPS in Serbia.
- The Mail stakeholders involved in the EU Twinning Project were: -Ministry of Environment -Ministry of transport and Road Infrastructure - Agency MoldSilva -Agency "Apele Moldovei" -Agency for Energy Efficiency -Civil Protection and Emergency Situation Service -National Bureau of Statistics -Orhei Town Hall -Mitoc Village Hall -Agriculture Information Centre
- The involvement of several stakeholders in the elaboration of the project fiche and the project design increased the implementation of the project.
- /
- In the project was very sufficient involvement of partner country's stakeholders at design stage to ensure the quality of the project.
- The partner country did not participate in the design phase
- 783 officials of the BA participated directly in the activities.
- It was involvement of All stakeholders at All stages and phases including the implementation activities of the project
- The collaboration between HALMED and Spanish Medicines Agency (AEMPS) during the execution of the TWL was impeccable. The details of each activity as well as expectation of HALMED's experts regarding the activity were agreed with AEMPS experts prior their visit. Study materials were forwarded before the anticipated activity, hence giving enough time for HALMED's expert to prepare for the upcoming activity.
- The involvement of partner country's stakeholders were strongly taken into account in all the project three components.
- Needs was MASAK's needs.
- i have no info regarding the degree of involvement of stakeholders
- I was not included in the programming phase and cannot give an opinion.
- Le rôle des Pays membres a été assez bien joué au début mais ces derniers se sont montrés plutôt désintéressés sur la dernière ligne droite du contrat (de juillet à novembre 2018)
- I don't know

- MS partner countries were not involved in the design stage, whereas there was sufficient involvement of the local stakeholders
- Periodic and very fruitful exchanges (meetings and mails) made it possible to elaborate the terms of reference taking into account the needs of the Algerian part.
- The question is unclear. At the design stage, Ukraine had only official administration involved, no stakeholders
- The partner country's stakeholders were been consulted and sufficient involved at any design stage

Question 2.8

2.8. There was a sufficient involvement of MS at design stage to ensure the quality of the project .

130 responses



The majority of respondents (73%) either agreed or strongly agreed with the statement 2.8. However, several comments state that the MSs were not involved at the design phase of the project.

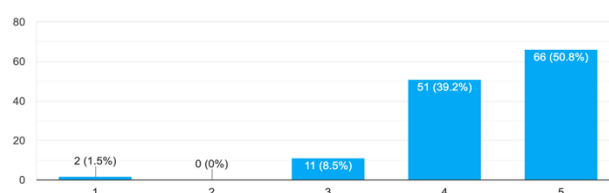
Comments

- Most of them involved
- Oui
- The Croatian Institute of Public Health and the Ministry of Health have designed the project on their own
- Only BC institutions were involved at the design stage.
- MS countries were not involved in the programming period
- The MS partners was a consortium of Swedesurvey AB, the state -owner overseas agency of Lantmateriet and State Geodetic Administration of Croatia (SGA). And it was created a very good team and excellent cooperation between ALRC, Lantmateret and SGA.
- /
- In the beginning of the project was a very, very sufficient involvement of MS at design stage to ensure the quality of the project
- The MS did not participate in the design phase
- The working plan was prepared very good. There was a sufficient involvement of MS.
- There were Two MS's (Finland and Estonia) countries at All at design stage
- Not sure whether this question is referred to beneficiary MS (in our case HALMED/Croatia) or MS partner (AEMPS/Spain). Please note AEMPS made a proposal to TWL project drafted by HALMED, and as AEMPS's proposal fulfilled requirements of the TWL, their proposal was accepted.
- The involvement of MS at design stage was active and considerable.
- MS did not contribute enough value to the project
- no comments
- Le projet en question impliquait un Consortium des institutions nationales de métrologie des Pays-Bas et du Portugal à savoir : l'Institut Néerlandais de Métrologie (VSL) et l'Institut Portugais de la Qualité (IPQ),
- I was not included in the programming phase and cannot give an opinion.
- In general, thanks to professionalism of participants and outstanding expertise of the MS, this project was one of the most successful Twinning projects in Azerbaijan
- I don't know
- MS partner countries were not involved in the design stage, whereas there was sufficient involvement of the local stakeholders
- yes it was
- The partner country's stakeholders were been consulted and sufficient involved at any design stage
- la faisabilité opérationnelle n'a pas été faite

Question 2.9

2.9. The contract preparation stage was instrumental in clarifying activities and roles and ensuring an effective start of the project.

130 responses



A very high majority of respondents (90%) either agreed or strongly agreed with the statement 2.9, which was further backed up with the positive comments.

Comments

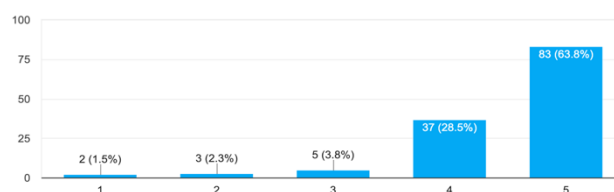
- I wasn't here in that stage, but I was informed that it was good.
- Very clear
- Oui
- during the implementation period some of the activities (e.g. education of non- health workforce) had to be adjusted
- In the contract preparation stage close cooperation between BC and MS administration was established. Both PL and RTA were in daily contact and few meetings (RTA and PL visits) were held.
- Project activities are clearly defined in the fiche and thus achievable.
- The ALRC and MS partners was agreed with Work Plan that clarifying activities and roles and ensuring an effective start of the project.
- /
- The contract preparation stage was instrumental in clarifying activities and roles and ensuring an effective start of the project because to fully meet expectations.
- There was a high level of understanding of activity
- Yes
- no comment
- I was not included in the programming or contracting phase and cannot give an opinion.
- La préparation du projet a dure de 2013 a 2016. Une multitude de réunions et d'échanges ont eu lieu. La durée est assez longue en raison si ça ne tenez qu'a l'administration bénéficiaire, elle a été cependant essentiel pour démarrer le projet dans les délais impartis (installation du CRJ le 16 mai 2016 matin et début de sa mission avec une réunion de démarrage au niveau de l'administration bénéficiaire dans l'après-midi de la même journée
- This phase was crucial for finalizing the specific needs of the Algerian tax administration.
- we had strong coordination with MS when working on details of TW contract
- Everything was well prepared regarding the contract preparation

2) Implementation

Question 3.1

3.1. The project purpose and mandatory results were still relevant when the project started.

130 responses



A very high majority of respondents (over 90%) either agreed or strongly agreed with the statement 3.1 which was further backed up with mainly positive comments.

Comments

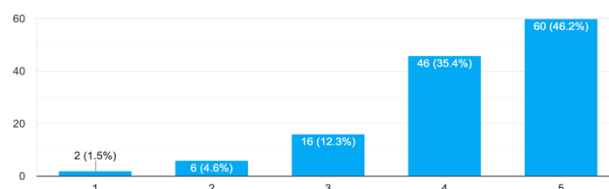
- We are transmitting data to Eurostat
- Since preparation and implementation phase of Twinning Projects may take different time zones due to several reasons, purposes and mandatory results could be differed according to latest developments and changes within project's environment
- Not before starting the project
- Oui
- yes, but during the project implementation some of the activities and results had to be adjusted
- The mandatory results were still relevant and connected to negotiation process in chapter 7 Intellectual property - further harmonization of the EU acquis, INES+ system for Market Inspectorate, cooperation of all relevant authorities for IPR.
- Only two activities of MR 1 were no longer relevant. We have our first Side letter for cancellation of the activity 1.2 & 1.3
- The project purpose and mandatory results were still relevant when the project started.
- /
- Yes, the project purpose and mandatory results were still relevant when the project started fully.
- That was the aim of the project based on BC needs. It has been a goal to achieve mandatory results
- Long time passed
- the activities were performed as planned
- Nos besoins ont été cernes et bien formulés. Mais quand ces derniers ont évolué pour certains, nous avons pu nous adapter avec cette évolution tout en restant fidèles à l'esprit du contrat
- Yes of course.
- Yes ,when the project started the project purpose and mandatory results were very relevant

- The project objective was very well defined and concrete

Question 3.2

3.2. There was sufficient time to implement the project and achieve the mandatory results.

130 responses



A very high majority of respondents (over 80%) either agreed or strongly agreed with the statement 3.2. which was backed up with several positive comments. However some stated that projects had to be extended in order to achieve results.

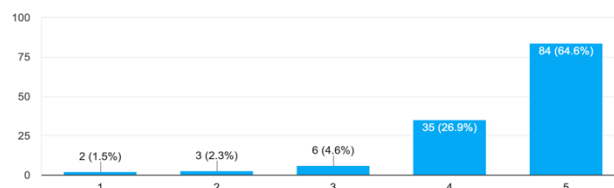
Comments

- We had the first results before the end of project.
- The project is still in the stage of implementation
- There was one year where no RTA was appointed after the first one left for health reasons, and only PM from AFNOR were managing the activity abroad which affect the final achievement
- TW project was linked to the monitored Technical Assistance project which had longer implementation period.
- Except political problems in our country and it's difficult to implement in practice many outputs from the project
- It was necessary to extend the terms of the twinning project due to the delay in the adoption of the basic law on railway transport by the Ukrainian Parliament
- pas suffisamment de temps
- It was better if the project was a 24 months rather than 18 months, in order to give more time for implementation of the project outcomes and approved suggested structural reform. New officers could be engaged in experience exchange sessions and decision makers could benefit from Institutional capacity building with the presence of the MS experts.
- Apart from the mandatory results, some additional results are achieved (setting up and initiation of the operations of the three shredders provided to Market inspectorate and Customs office.
- during the implementation period (1 year) there was not enough time to effect changes in the national legislation
- I think that we have put more activities than it should be for the period of 16 months. We have to work our regular work and to implement the activities from the Twinning
- Due to the changes in project leadership (RTA) 2 month extension has been requested.
- max time for implementation project is 8 month
- Timing was relatively short to reach a vast array of results and objectives. However, the time constraint has enabled the implementation of new initiatives to overcome it (i.e. experimentation approach)
- /
- Yes, the project to fully meet expectations
- Three years it was sufficient time
- Despite the delay of the project due to the necessity to re-launch the tender for the new Twinning partner, there was enough time for implementation of the project.
- Some adjustments were needed given the delay in adoption of certain pieces of legislation.
- There were so many activities planned
- the time was not sufficient for implementation
- Certaines évolutions dans les besoins en renforcement des capacités ont nécessité des réadaptations des activités, et par conséquent, une révision du calendrier et du délai
- La durée du contrat était suffisante mais le reliquat des moyens, même minime, nous a pousser à tenter une prolongation du contrat de 3 mois pour pouvoir atteindre des résultats meilleurs (les résultats sont déjà au-delà de ceux attendus par le contrat) mais l'opérateur et les Pays membres n'étaient pas favorables à cette demande.
- Yes, the two-year period was more than enough, except for drafting legal and regulatory texts that required more time beyond the control of both parties.
- Project is ongoing.
- We had project prolongation. the time was not enough to adequately implement activities and consume foreseen resources
- I agree but sometimes some activities require continuous work or more time for realization. In that case, we decide that after completion of the project continue to work on this activity and if necessary we include this activity again next project.
- I think time was sufficient to complete and implement the project and achieve the mandatory results
- Il faut au moins 4 ans avec les moyens mobilisés
- On a dû faire un avenant pour prolonger le programme de 3 mois pour pouvoir réaliser toutes les activités

Question 3.3

3.3. The PL, RTA and other MS experts were committed and had a clear understanding of their roles and duties.

130 responses



A very high majority of respondents (over 90%) either agreed or strongly agreed with the statement 3.3 which was further backed up with the positive comments.

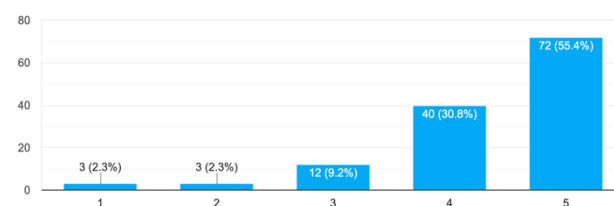
Comments

- CRO STAT was TW light project without RTA
- I am not sure what is PL and RTA, but all experts were committed.
- Most of them were experts, but some of them were not too motivated
- they have a very good cooperation
- Oui
- They were involved in previous similar EU twinning projects.
- yes, but the BC project leader changed as well as the BC RTA counterpart in August 2016
- The PL and RTA and MS experts had sufficient experience in the previous tw projects and they were very aware of their roles and duties. The achievement of all Project results prove their commitment.
- Very few alterations took place and were agreed upon by all parties for the benefit of the project and its goals.
- very responsible
- The PL, RTA and MS experts had clear understanding of their roles and duties.
- /
- The PL, RTA and other MS experts were committed and had a clear understanding of their roles and duties, In order to fully meet the expectations.
- Performance capacities of project leader should have been better.
- It is almost impossible to have 100% all involvement persons 100% motivated and relevant experts (from both sides, MS and BC). But All objectives have been achieved so far and therefore I am giving 5 (strongly agree) and I say YES, The PL, RTA and MS experts in were committed and had clear understanding their roles and duties. Especially PL's (MS and BC) were strong point of the Project
- Except RTA, others were not
- yes the roles were clear
- Il est souhaitable que les intervenants et experts sollicités puissent avoir une préparation préalable de façon à garantir leur compréhension et appropriation des objectifs, des résultats et aussi du contexte du bénéficiaire
- Le CRJ était assez engage, connaissait assez le domaine mais son engagement a été revu en baisse sur la dernière ligne droite du contrat en faveur de considérations de carrière professionnelle peut être légitimes.
- Strongly agree
- We have problems in cooperation
- Yes effectively.
- Yes, with exception of the first RTA whose expertise did not meet our expectations
- Yes, all of them were very committed and had clear view and clear understanding of how to fulfil their roles and duties
- Chaque mission était précédée par la rédaction d'une fiche de termes de référence avec l'objectif, le déroulement et les livrables à la fin de la mission.

Question 3.4

3.4. The RTA's managerial expertise met expectations.

130 responses



A very high majority of respondents (over 85%) either agreed or strongly agreed with the statement 3.4 which was further backed up with the positive comments.

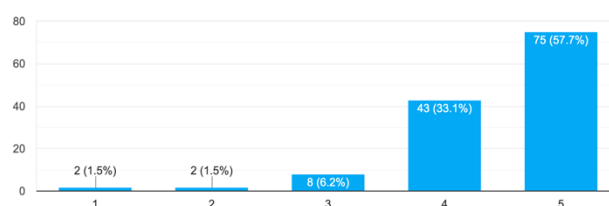
Comments

- CRO STAT was TW light project without RTA
- Until the implementation of the project there was another RTA from Spain who was a very good manager, but unfortunately we lost her. It is a pity that the new RTA was not a good manager.
- I am not sure what is PL and RTA, but all experts were committed.
- The project was TW light, without RTA
- Until now yes
- The second RTA was excellent
- It was IPA 2010 FFRAC TW
- TW light there were PL
- RTA and experts responded flexibly and quickly to the needs of the beneficiary (within the framework of the work plan).
- Oui
- Organization of implementation of all activities, schedule of expert engagement, organization of trainings, study visits, on the job trainings were completed on time and with high quality
- This project was TWL so we did not have RTA
- We have a very good experienced RTA, committed with a very good organisational skills. Also, the assistants which worked with him were very good. He has made a good recruitment of the team players. Everybody match with our organisation habits and mandate
- very responsible
- Currently, we are changing RTA as the previous had to leave. In fact, at some point in the project execution, the managerial skills turned to be the mostly needed to ensure implementation at best. Having an RTA as a specialist in the scope of a twinning project would lead to role confusion from an RTA (project manager) to a senior expert of the project. A good RTA must have at a robust project management skills with minimum knowledge of the sector.
- /
- Yes In order to fully meet the expectations.
- Beside the BC RTA who had already experience as RTA from previous Twinning Project and also 10 years managerial expertise, the MS RTA was not so experienced and it was her first experience as RTA. She was committed on her job but in some crucial cases, because of lacking of that RTA and sufficient managerial experience, have been created confuse situations among the experts and BC. Here came strongly the role of PL's.
- There was lack of immediate and clear guidance from the CFCA when change to the MS twinning partner Project Leader and some experts had to be made which caused slight delay in the planned activities. However, everything was resolved in due time and all activities were implemented on time.
- Yes
- some experts cannot be named experts and the did not prepare themselves well
- Certaines contraintes liées à la disponibilité du RTA
- Un professionnel du domaine
- The RTA had vast expertise and understanding of the field. In addition, thanks to his dedication, professionalism and excellent communication skills, the team managed to bring new approach to the management of culture in Azerbaijan.
- Of course especially since he is native to the country, which has further facilitated the discussions, the coordination and the implementation of twinning.
- The first RTA' managerial expertise did not meet our expectations , but the second one did
- YES, I STRONGLY AGREE THAT RTA's managerial expertise met expectations
- Le CRJ avait une longue expérience dans le domaine de la protection des consommateurs

Question 3.5

3.5. The RTA's technical expertise met expectations.

130 responses



A very high majority of respondents (over 90%) either agreed or strongly agreed with the statement 3.5 which was further backed up with the positive comments.

Comments

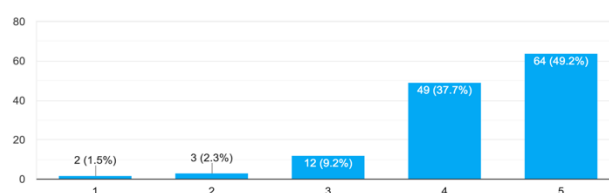
- CRO STAT was TW light project without RTA
- I am not sure what is PL and RTA, but all experts were committed.
- Until now yes
- It was IPA 2010 FFRAC TW
- TW light there were PL
- Oui
- All documents, reports were prepared in line with twinning rules.
- This project was TWL so we did not have RTA, only PL of MS
- He has experience as RTA and as team mate in the field

- *At some point the technical expertise could change the overall vision of the project and inhibit its dynamicity. Managerial skills are the most needed in an RTA.*
- /
- *Yes In order to fully meet the expectations.*
- *Yes, RTA's technical expertise met expectations.*
- *Yes*
- *the RTA was perfect*
- *overall yes*
- *The first RTA' technical expertise did not meet our expectations, but the second one did*
- *YES ,I STONGLY AGREE THAT The RTA's technical expertise met expectations*
- *Le CRJ avait déjà travaillé dans une structure homologue à la notre.*

Question 3.6

3.6. The MS administration provided sufficient training, support and backup to the RTA/experts.

130 responses



A very high majority of respondents (over 85%) either agreed or strongly agreed with the statement 3.6 which was further backed up with the positive comments.

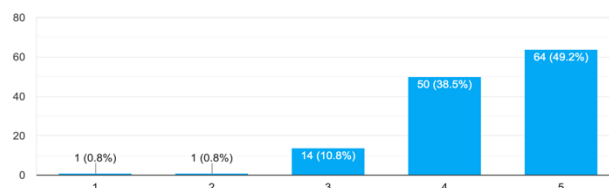
Comments

- *I am not sure what is PL and RTA, but all experts were committed.*
- *Until now yes*
- *The training were delayed , and we had a lot of questions that we need to have answer for before starting the activity, and that delay costed us a lot of delay in the execution.*
- *TW light there were PL*
- *Oui*
- *the first RTA counterpart attended RTA training organised by the EC*
- *The number of trainings was sufficient, 35 trainings were conducted and 783 officials were trained within the project. RTA and experts has adequate support and backup.*
- *This project was TWL so we did not have RTA, only PL of MS*
- *It was trained for around 100 local representatives as TOP managers, Directors of Public entities, head departments and specialists.*
- *No information about it*
- *Yes In order to fully meet the expectations.*
- *I believe yes*
- *MS did not help as required*
- *no comments*
- *Pas d'une manière liniaire*
- *with the exclusion of compatibility of MS experts with BS needs*
- *This question should be answered by the RTA*
- *That was my impression like RTA counterpart, maybe is better to ask RTA or experts regarding this issue*
- *Generally yes, but not for the RTA counterpart*
- *I'm not sure if from the beneficiary side we are able to assess this adequately*
- *Yes, The MS administration provided sufficient training, support and backup to the RTA/experts*
- *Tous les experts ont été briefé par le chef de projet avant leur venue au Maroc. de plus, un extranet a été mis en place pour intégrer tous les rapports de missions et autres informations sur le programme de jumelage.*

Question 3.7

3.7. The Twinning Manual in use at the time of the project implementation provided useful guidance for implementing projects.

130 responses



A very high majority of respondents (nearly 90%) either agreed or strongly agreed with the statement 3.7 which was further backed up with the positive comments.

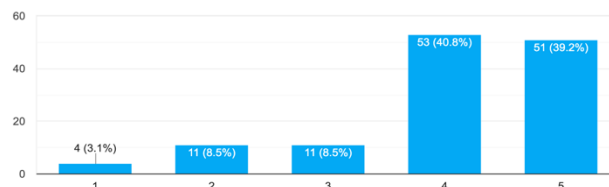
Comments

- I wasn't there (and here) from the beginning and I am not sure what Twinning Manual is.
- Providing frequent guidance before each substantial alteration of the manual and make it reach to every single parties via letters, e-mail or any other faster ways would be much more fruitful
- Until now yes
- further interpretation were still needed
- Too much details for any activities, but very useful
- Oui
- The NCP helped as well in interpretation of certain articles and aspects within the manual as well.
- During the implementation of the Project, tw manual provided useful information, clarifications and instructions.
- The Twinning manual was very useful guidance driving the implementation of the project.
- /
- Yes In order to fully meet the expectations.
- It was very useful
- The Twinning Manual in use helps strongly in project implementation and provided useful and clear guidance
- There were certain vague provisions but they were clarified in cooperation with the Contracting Authority.
- Yes
- the manual was clear
- Des souplesses sont accordées pour les adaptations (side-letters)
- Pas tout a fait mais probablement en raison de la multiplicité des intervenants et d'intermédiaires
- Yes perfectly.
- Yes ,The Twinning Manual provided useful guidance for implementing projects
- Des fois, il y avait des ambiguïtés. La CAP-RSA s'occupait de les éclaircir avec les services de la DUE à Rabat

Question 3.8

3.8. Twinning rules in use at the time of the project implementation allowed sufficient flexibility to adapt to new ...stances and/or seize new opportunities

130 responses



A high majority of respondents (80%) either agreed or strongly agreed with the statement 3.8 which was further backed up with the comments.

Comments

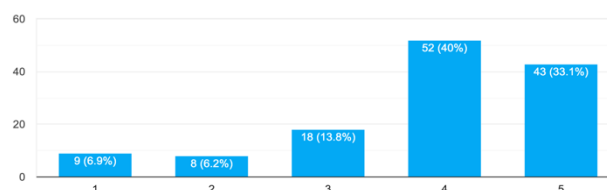
- During the implementation of the twinning, the main problem that was identified was that the MS/RTA was not flexible to new circumstances, considering that the time between project fiche was designed and the implementation start had 3 years and the situation/circumstances has improved during that period, therefore the twinning did not bring any input.
- We had a lot of new circumstances.
- Until now yes
- We don't have flexibility enough because of the twinning rules or understanding and implementation of those rules

- *Oui*
- *Tw rules allowed sufficient flexibility at the time of the project implementation, some activities were adopted to the needs of the beneficiaries.*
- *Changes in the experts team are not allowed*
- */*
- *Yes, twinning rules in use at the time of the project implementation allowed sufficient flexibility to adapt to new circumstances and/or seize new opportunities especially sufficient flexibility to adapt to new circumstances*
- *Yes it was*
- *There were problems with the procedure of proposing the changes, and time to put addendum into force. Due to some unforeseeable circumstances, the MS twinning partner project leader had to be changed as well as some experts initially planned for some activities. Consequently, there was not enough time to put addendum into force and two side letters, signed by the new project leader were not accepted.*
- *Yes*
- *no comments*
- *un avenant a été accordé, bien qu'il ait pris un peu de temps dans le processus de validation. Vu la durée des jumelage (2 à 3 ans), il est recommandé d'assouplir davantage les possibilités de réadaptations aux changements éventuels*
- *Très carre*
- *Not enough.*
- *I think this depended mainly on RTA; we have good cooperation and willingness to have flexible TW from the side of RTA*
- *We haven't faced any difficulties regarding the twinning rules during the implementation of the project*
- *Comme il s'agit d'un contrat signé, des fois, ce n'était pas possible de changer les activités qui évoluaient avec le temps ou en cas de nouvelles actions qui surgissent en cours de projet*

Question 3.9

3.9. There was sufficient training on implementation rules for all the stakeholders involved in the Twinning project.

130 responses



A majority of respondents (over 70%) either agreed or strongly agreed with the statement 3.9 which was further backed up with mainly positive comments.

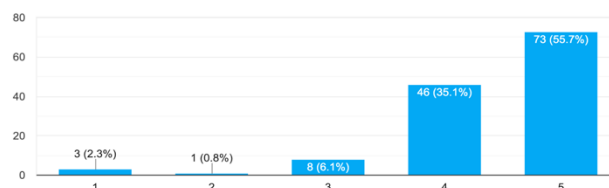
Comments

- *We had only experts' missions, but not trainings.*
- *Periodical trainings (for instance on every 6 month bases) especially in long-term twinning projects would be more useful.*
- *Never enough of Training. But we had some*
- *Until now yes*
- *No, during the implementation we faced a conflict with POA office regarding financial rules*
- *since this was the second twinning project, no special training was required*
- *Oui*
- *Stakeholders in the working groups of the project in addition to the RTA counterpart lack the opportunity to get any training on implementation rules of the Twinning projects.*
- *Trainings on tw rules were organized for MS and BC RTA, and PLs and IPA unit employees know and implement the rules. Other stakeholders were led by the IPA unit.*
- *Training on implementation rules for all the stakeholders hasn't been the part of the activities*
- *The project was sufficient training on the implementation rules for all stakeholders involved in the Twinning project. In order to fully meet the expectations.*
- *This time with new rules even it was training also for BC RTA in Brussels, even for the MS PL's which before was not possible and not available except for MS RTA's.*
- *No*
- *no comments*
- *Le point faible est justement de ne pas avoir prévu injustement aucune formation en faveur de la partie nationale en charge du management du projet concernant le cadre légal et réglementaire.*
- *I don't have any training on implementation rules of twinning project*
- *yes*
- *the question is not clear; the Beneficiary had training on TW implementation rules and it was enough; the stakeholders were not involved*
- *Yes*
- *Les services de CAP-RSA et de la DUE sont réactifs en cas de besoin de formation ou d'information*

Question 3.10

3.10. The guidance and supervision from the Steering Committee was forthcoming and useful.

131 responses



A very high majority of respondents (over 90%) either agreed or strongly agreed with the statement 3.10 which was further backed up with the positive comments, except one comment that stated that decisions were directed by the RTA.

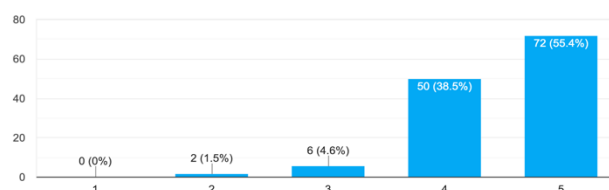
Comments

- It was OK, I think.
- Until now yes
- Oui
- Not all members of the SC were active and sometimes the decision were directed by the RTA.
- SC provided instructions and advice for smooth implementation of the project.
- /
- Yes, all members the Steering committee were competent and serious.
- Yes
- The steering committee supervision was too important for reviewing the outcomes continuously.
- Une charge de travail et une charge budgétaire en plus contre une valeur ajoutée qui tend vers zero
- yes
- Members of the Steering Committee were very committed , active and useful in all faze of the implementation of the project
- Les actions s'inscrivent dans la pérennité

Question 3.11

3.11. The guidance and supervision from the Contracting Authority was forthcoming and useful.

130 responses



A very high majority of respondents (nearly 95%) either agreed or strongly agreed with the statement 3.11 which was further backed up with the positive comments.

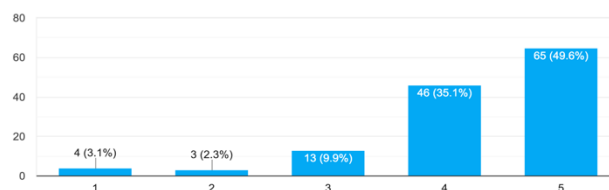
Comments

- It was OK, I think.
- Until now yes
- Oui
- part of rules of CFCA could have been more user friendly and some flexibility would be welcome
- CA was EUD
- /
- Yes fully useful for Croatia
- Yes
- there was direct supervision
- Pas aussi pertinente
- Overall yes sometimes a little too much about details.
- YES

Question 3.12

3.12. The guidance and supervision from the EUD was forthcoming and useful.

131 responses



A very high majority of respondents (over 85%) either agreed or strongly agreed with the statement 3.12 which was further backed up with the positive comments.

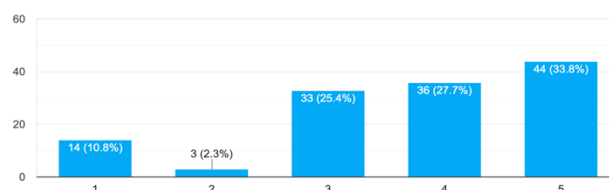
Comments

- It was OK, I think.
- Until now yes
- Oui
- The guidance and supervision from the EUD task manager was extraordinary. EUD supported the project, respecting all the requirements and drawing attention to possible problems.
- N/A
- /
- Yes, fully.
- Good experience and very good cooperation with EU projects and donor EUD
- Organisation of TWL visibility events (at the beginning of the TWL and the finalisation of the project) was rather difficult due to inflexibility of EUD representative to accept proposed dates for the events acceptable for PL and experts from AEMPS.
- Yes
- no comment
- la DUE à Rabat ont été très collaboratif
- Pas aussi pertinente
- the follow-up of the project by the DUE was occasional
- yes
- Yes, to useful

Question 3.13

3.13. The project was implemented in coordination with other EU and/or donor initiatives.

130 responses



A bit over 60 % of respondents either agreed or strongly agreed with the statement 3.13. On the other hand over 10 % strongly disagreed while a quarter of respondents remained neutral. However, comments are mainly positive.

Comments

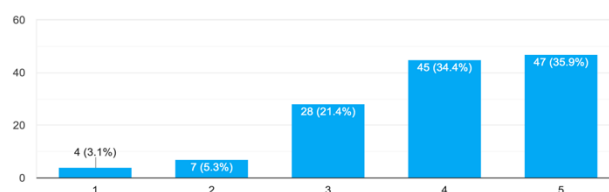
- I am not sure which initiatives was, I wasn't here from the beginning
- Until now yes
- there was a meeting with other Twinning and projects to insure coordination
- Extraordinary participation on EU countries and experts from state institutions
- Oui

- Closely coordinated with TAIEX tool, as part of the proposed training were managed to take place after closing the Twinning project to organised expertise and study visits.
- n/a
- IPA delegation agreement project for supply of machines for destruction of counterfeited products, project on consumer protection, project on e-commerce and other projects implemented by other beneficiaries and stakeholders.
- The twinning was implemented in coordination with the service contract that carried out public awareness campaign (all media)
- 95% of the funds was from EU and 5% was national funds.
- TA to Sector Budget Support on Economic Stimulation in Rural Areas (ESRA), Republic of Moldova EuropeAid/131090/C/SER/MD (Contract No: 2011/279454)
- in coordination with "Programme d'appui au secteur de la culture en Tunisie" (PACT)
- Fully.
- There was very good communications and coordination with other EU Projects and other donor initiatives.
- It was a part or activity of the project where it was in coordination with OSCE as well
- At the time, there were no previous or parallel projects in close relation to the project funded by EU or any other donors proposed by HALMED, but the project was in line with other IPA activities (conferences, training sessions in EMA etc.)
- Yes
- no comments
- Aucun apport
- we have difficulties in this area with the exception of SIGMA which goes smoothly
- no
- This was the EU FONDET PROJECT
- Project was continuation of the two previous projects under IPA 2008
- Le PAIS (plan d'action Indicatif sectoriel 2017-2018) est venu pérenniser les projets du jumelage pour s'inscrire dans la continuité

Question 3.14

3.14. External monitoring and/or evaluation reports (ROM, TRM or other) provided useful advice during and/or after implementation.

131 responses



A high majority of respondents (over 70%) either agreed or strongly agreed with the statement 3.14. However although these reports are considered very helpful, there were only few of them administered.

Comments

- We have not received any monitoring or evaluation report.
- there was no external monitoring
- After couple of year it is almost impossible to remember what was going on in that time in that project
- Until now yes
- there was no external evaluation
- Oui
- TRM held in 2017 provided useful information and recommendations.
- We still did not have external monitoring.
- /
- In the fully according expectation-
- TRM provided useful comments and suggestion.
- ROM evaluation has been conducted on Oct,10th,2018
- There were no ROM or TRM missions related to this Twinning project, but previous ROM Missions were very useful.
- Not that much
- no comments
- le projet n'a pas fait l'objet d'évaluation lors de sa mise en oeuvre
- Pas encore réalisés
- not in our case
- I have no information about these reports
- n/a
- External monitoring in the form of Minutes from Steering Committee meetings and Monthly Progress reports.
- yes
- During the implementation period of the project we have not had any external monitoring or evaluation process yet. The project ends 1st of December, 2018.
- External monitoring reports are relevant after the implementation period of the project
- There was no ROM for the Project, however NIPAC has conducted ex post monitoring visit

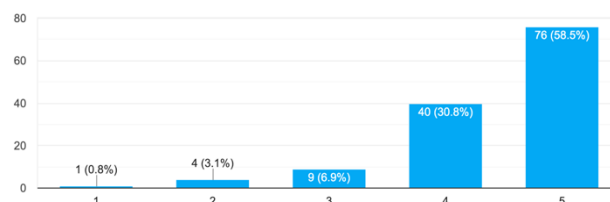
- Les rapport des évaluateurs ont été utiles

3) Results (outputs, outcomes and impact)

Question 4.1

4.1. All mandatory results were achieved.

130 responses



A very high majority of respondents (nearly 90%) either agreed or strongly agreed with the statement 4.1 which was further backed up with the positive comments.

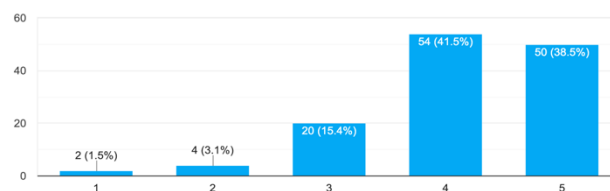
Comments

- Our Twinning Project has not been terminated yet. Therefore i could not respond this question properly. Yet, high percentage of mandatory results were achieved.
- Until now yes
- Project is still ongoing.
- the project is still being implemented, it is intended to achieve all mandatory results
- Oui
- Apart from mandatory results, some other activities were conducted and that was added value of the Project.
- We have achieved all mandatory results planned to be achieved until the current stage in the project implementation.
- All mandatory results was achieved. This includes: -awareness of NSDI has been raised; -National Spatial data Infrastructure Strategy and Law was drafted; -officials from ALRC and the stakeholders of the project have been trained within the main components of NSDI; -collaboration Agreement Regarding Implementation of NSDI has been drafted; -concept of Business Model for ALRC (including its enterprises) have been introduced; -tool for development of network services has been developed and installed; -cooperation Agreement Regarding Demonstration of SDI Solution in Pilot Area in Line with EU Best Practices has been drafted and signed; -ALRC has a role as national coordinator of the NSDI; -SDI solution for the pilot area has been demonstrated.
- The twinning project will close in June 2019 (till now most of mandatory results are being achieved)
- /
- Fully.
- Yes indeed and many of them have been immediately in the implementation (in use) like BA re-accreditation (where students continued their studies and graduated), R&D functionalized at KAPS where KAPS is having R&D international conference, etc.
- The project is being implemented, six months left to be done.
- The project has still been underway, but as per current assessments the mandatory results will be achieved.
- No
- the sustainability of the results is not good and not as expected
- Les résultats atteints dépassent de loin ceux contractuellement attendus
- n/a
- Except for a few minor aspects that were completed later after the twinning was completed.
- the project is still in progress
- en termes de définition uniquement
- La majorité des critères a atteint 100% de réalisation, d'autres ont dépassé les 100%. Une activité n'a pas atteint ses objectifs (pour des raisons indépendantes de la volonté de ce Département et du CRJ).

Question 4.2

4.2. The project triggered further reforms and/or policy changes during or after the Twinning project.

130 responses



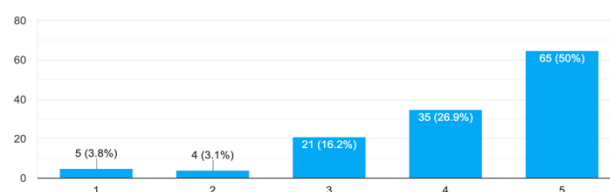
A very high majority of respondents (80%) either agreed or strongly agreed with the statement 4.2 which was further backed up with the positive comments.

Comments

- Several institutional decision and order were given according to needs that were invented during implementation.
- Until now yes
- Project is still ongoing.
- An administration decree to change the hierarchy of our organization
- Regulatory Cycle, Organization, Legislation, Permitting, Compliance and Promotion Control, Enforcement and Feed Back Analyses
- The reform was started before the project. The project strongly supports reform in strict accordance with EU legislation.
- pas tout à fait
- The project provides suggestion for reforming the agriculture extension services to strongly link it with the research activities of NCARE. And the project provide sector reforms as well in Ministry of Agriculture.
- the recommendations from the Twinning Final Report have been taken into account and are being incorporated into relevant strategic documents
- New Draft on strategy on IPR, further harmonization of the IPR law with EU acqvie, new procedures, INES+ system were prepared.
- The EU Twinning project support e-Government Open Data Strategy
- The twinning project has enabled the clarification of major needed reforms in culture sector. In addition, it trigged an interest to increase bilateral cultural cooperation with Tunisia, with focus on cultural policies (i.e. Belgium)
- /
- The project triggered further reforms and policy changes during or after the Twinning project especially legislations and procedures.
- IPR STRATEGY, Coordination, Internet Investigation, INES Software
- I wouldn't say reforms, but DEVELOPMENTS Yes indeed (during and the project still is ongoing until January 2019)
- The TWL project was a great learning experience for HALMED and helped us to prepare for smooth transition into the EU regulatory environment. Having seen internal organisation and work flow in AEMPS during the TWL, helped us reorganise our work in HALMED prior the accession to the EU.
- There are several activities triggers the (DRM) Disaster Risk Management legislation.
- Yes
- no comments
- Certains chantiers sont déjà ouverts concomitamment a l'exécution du projet et d'autres le seront certainement après la fin du projets. La mesure cependant de ces évolutions ne peut se faire car dépendante d'autres facteurs nationaux
- not so far
- Yes it has impacted ongoing projects of functional reorganization and implementation of a new information system based on ERP software.
- the project is still in progress; working on the national legislation to trigger changes
- Forest Sector Reform in Georgia is ongoing since 2013 that is strongly supported by EU. MS STE of Twinning project assisted the Ministry in this process.
- revision des textes de lois
- It assisted to fulfil the requirements and North Macedonia became Member of the EU- EFTA Common transit convention and NCTS System
- - Réforme de la loi n°31-08 en cours, - Mise en place d'une stratégie nationale de la protection du consommateur

Question 4.3

4.3. Twinning was the most suitable mechanism to reach the agreed objective (compared to technical assis... support, and/or equipment supplies).
130 responses



A high majority of respondents (over 75%) either agreed or strongly agreed with the statement 4.3. Comments were mainly neutral/ positive, although several of them were clearly negative, stating that technical assistance or some other instrument would be a much better option.

Comments

- I am not able to compare
- For this topic, TW light is not sufficient
- Each and every mechanism has their own advantage regarding needs of institutions. Thus, "most" phrase could be severe for Twinning Project. But it does not change incredible value of Twinning Projects.
- Until now yes
- Technical Assistance was the most suitable mechanism at the preparation of the project
- Having RTA and PM from the twinned organization helps to get the best expert and get advice to help us all the time.
- TAIEX or other EU instruments were not suitable for this targets as it took two years to implement and many topics were taken into consideration.
- Oui

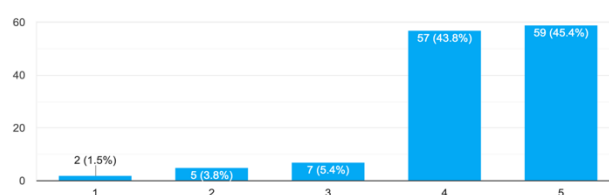
- We are very grateful to our partners on the project who taught us a great deal. A new perspective and new opportunities have been presented to us and the exchange of knowledge and experience is priceless - they have shown us the way to reorient mental health care in a new and more community based approach. We would choose them again.
- For this area, twinning was the most suitable, especially due to the fact that one of MS administration has the same competencies, administrative procedures and transfer of their experience was significant.
- The twinning project would have been perfect if it would have been supported by another option/program to buy equipment needed.
- I did not have experience with TAIEX, SIGMA and technical assistance. Comparing with Budget support and/or equipment supplies TW is much better.
- Useful for competent authorities and all inspections.
- There is a greater possibility of finding answers to challenges on the spot.
- For KAPS, for big thing where are integrated many goals and activities, Twinning was very suitable mechanism. We had before also experienced with TAIEX but in very few activities and it was also very suitable.
- As I was not involved in any of other projects, I cannot make direct comparison. However, I think that the TWL project was great success and helped us greatly with smooth transition into the EU.
- No
- twinning is better than other options
- il ne convient pas de comparer. Ces systèmes sont (et doivent être) complémentaires
- Ne connaissant personnellement que les projets d'assistance et les jumelage je ne peux répondre complètement a la question. Cependant, je juge que les projets d'assistance sont plus adaptes et plus pragmatiques.
- TA would be much better
- For the themes chosen absolutely.
- For that period, the Twinning was the most suitable mechanism to reach the agreed objective
- It provided thorough support involving many organisational units in line with the complexity of the objectives
- Avantage du jumelage : - Assistance technique par un organisme homologue, - Disponibilité de l'expertise

4) Sustainability

Question 5.1

5.1 The Twinning project rightfully took into account conditions that needed to be fulfilled to ensure lasting effects.

130 responses



A very high majority of respondents (nearly 90%) either agreed or strongly agreed with the statement 5.1 which was further backed up with the positive comments.

Comments

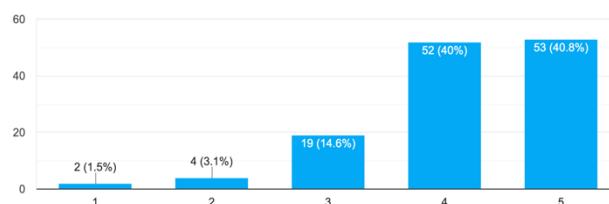
- The objectives set by the Kosovo Customs were meant to ensure lasting effects
- Part of the Project was visit to sample of reporting units
- Until now yes
- Much more involvement of field experts on policy decision positions.
- Oui
- TA was to start 3 months after Twinning and precondition for this operation was not identified in OIS
- Implementation of procedures developed by the project, competence and knowledge of the BC administration improved, INES+ system operational, etc.
- The project implementation period was too short with often changes in political structure
- The Twinning project rightfully took into account conditions that needed to be fulfilled to ensure lasting effects and good tools for all stakeholders.
- Changes in the market and e-commerce challenges have been taken into consideration when it comes to realization education especially when the project organise workshops on Internet investigation. The acquired knowledge will be applicable, not only now, but in the future work.
- Involvement of relevant stakeholders as part of project activities was important to ensure lasting effects.
- BC staff familiarised with current EU legislation, directives, guidelines, rules and procedures for granting marketing authorisation for medicinal product for human use, as well as instructed and trained to work in line with EU practice. BC staff trained to implement EU directives, rules and/or procedures for specific groups of medicinal products, preferably for quality, safety and efficacy evaluation of well-established use medicines, generics and biologicals as well as to evaluate bioequivalence data, all in line with EU practice through practical workshops. BC staff trained for specific analysis in quality control of blood derivatives and other biologicals. SOPs related to Marketing Authorisation improved (suggestions for changes should include conclusions of discussions between MS experts and BC staff during training). "Manual for BC assessors" prepared and published on local and public network for further use by assessors.
- Flexibility of the Twinning project was of utmost importance given some delays in adoption of legislation which could not have been anticipated at the moment of drafting the contract.
- no comments

- *political will, capacity of the Secretariat*
- *A mon avis cela dépendra essentiellement de la volonté de la partie bénéficiaire. Nous avons cette volonté et nous oeuvrons dans ce sens à travers les outils que nous avons veillé à mettre en place au profit de l'administration bénéficiaire (formation de formateurs) ainsi que de la poursuite des réflexions menées dans le cadre de l'instauration de groupes de travail à l'effet d'une meilleure appropriation des acquis, de leur adaptation et de leur mise en application en définitif.*
- *yes*
- *the project is still in progress, we can't claim lasting effects*
- *The project is guided by EU regulations which is fully in line with the plans of our organization because we have to implement it in our system.*
- *Adhésion des autres partenaires*

Question 5.2

5.2. Effects of the EU pre-accession support are still visible today (2018).

130 responses



A very high majority of respondents (over 80%) either agreed or strongly agreed with the statement 5.2 which was further backed up with the positive comments.

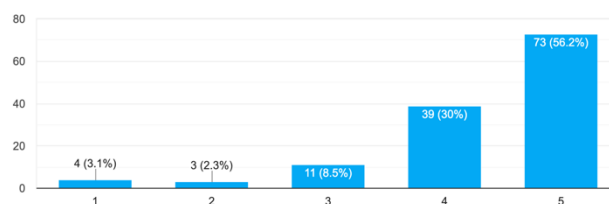
Comments

- *I could not understand the question.*
- *yes, they are*
- *Project is still ongoing.*
- *EGAC achieved international recognition and still maintains its signatory status*
- *Still not in practice yet, but very good preparing activities*
- *the question is incorrect, because the project is still being implemented*
- *Oui*
- *not valid*
- *we organised first mobile teams (4 at present) for mental health, the experience and guidelines from the Twinning are a foundation for developing national mental health care strategic documents, we started engaging peer workers in the field of mental health care and the first umbrella organisation (NGO) of people with mental disorders has been established*
- *IT system developed is functional, due to more efficient work of the inspectors IPR holders, traders and consumers better protected, coordination of responsible authorities in the field of IPR improved, machines for destruction of fake products used in everyday work, etc.*
- *Base on the EU Twinning project, the Parliament of the Republic of Moldova adopted the Law nr. 254 on Spatial data Infrastructure. It was created NSDI Steering Committee and 3 Working Groups. They are working still today. It was established a good cooperation with stakeholders.*
- *NB. The question could not be skipped (Not applicable in the case of this project)*
- *Yes, fully.*
- *SIRENE Office*
- *INES Software, procedures*
- *Protocol and Toolkit for improving work with children and youth with behavioural disorders placed in homes had influence on further professional work.*
- *Foster care in Croatia is continuously in development and project results are part of development.*
- *KAPS had before another very successful EU Twinning Project where results have been achieved (Higher Education established and the studies are still sustainable ongoing at the KAPS Public Safety Faculty where new generation has started their studies on October), and this actual Twinning Project it is continue of that first one.*
- *HALMED was able to take active part in the assessment following the accession to the EU (e.g. RMS and/or Rapports/co-rapp)*
- *The project has still been underway.*
- *development of internal control system in public companies*
- *no comments*
- *The capacities on Risk Analysis and Risk Management are enhance and reports on risk assessment with analytical and monitoring mechanisms are in place and improved. Customs laboratory capacities enhanced and Customs Laboratory gained accreditation.*
- *The measures and activities from the Action Plans are still being implemented in the PA; cooperation between parliaments in B&H continued, etc.*
- *Il est assure aux acquis de la coopération une visibilité concomitante et les produits sont continuellement étiquetés en tant que tel*
- *FMC Manual, MA Guidelines, RISK management materials, all learning materials and publications, experience from study visit,*
- *not concerned*
- *The effects on good cooperation between the three statistical institutions*
- *The deliveries are still in use*
- *Nous sommes concernés par la convergence réglementaire avec l'acquis communautaire et les échanges de bonnes pratiques*

Question 5.3

5.3. Project results are sustainable

130 responses



A very high majority of respondents (over 85%) either agreed or strongly agreed with the statement 5.3 which was further backed up with the positive comments.

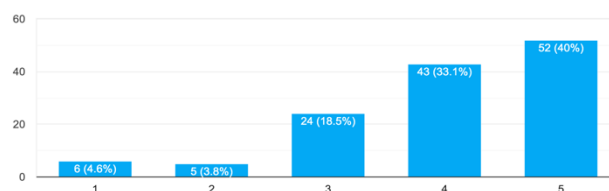
Comments

- No result has been achieved so far.
- While implementing project activities MS STEs have always taken into account BC administration needs and context, trying not to copy Member State practices but to produce documents, training materials and recommendation which will leave a lasting impact and be of long-term use to the Beneficiary administration
- Some of the equipment and manuals are still in use
- yes, they are
- Project is still ongoing.
- 1-During the project 3 EOS Chairmans were changed. 2-There was no follow-up as Manual indicated. 3- Lack of resources to implement some activities
- EGAC achieved international recognition and still maintains its signatory status
- Political obstacles persist
- Will be sustainable.
- Oui
- Drafted then approved legislations. Proposed structural reforms were adopted.
- As mentioned in 5.2.bis
- Further legislation changes are needed and IT system should be further developed.
- Base on the Law nr.254 on Spatial Data Infrastructure, the Government of Moldova approved a list of Government decisions as following: √ Government Decision Nr. 458 of 22 June 2017 on responsibilities of public entities on spatial data sets; √ Government Decision Nr. 459 of 22 June 2017 on Council of national spatial data infrastructure; √ Government Decision Nr.738 of 15 September 2017 regarding the creation and updating of Metadata;
- Some of current results are being introduced in bilateral cultural cooperation.
- Especially implementation Seveso III Directive.
- As I above mentioned.
- The project has built up on Sustainable basis.
- The results will depend on changing laws and instructions and this usually takes a lot of time.
- Non seulement atteints mais dépassés
- After the project a specific working group within the Ministry was established for implementation of recommendations of Twinning they are well integrated in the PIFC Strategy and action plan
- yes
- Project is not finished
- the project is still in progress, we can't claim sustainability
- We are very interested to continue and to ensure project results
- Il y a continuité des activités après la clôture du jumelage

Question 5.4

5.4. Recommendations from the Final Report were acted upon (if the project is ongoing, please skip this question)

130 responses



A high majority of respondents (over 70%) either agreed or strongly agreed with the statement 5.4 which was further backed up with the positive comments. However some state that projects are still ongoing.

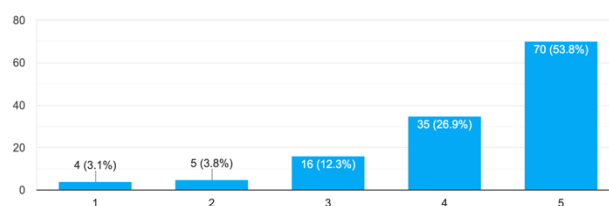
Comments

- The project is ongoing
- No final report yet.
- Currently project, we have some very useful recommendations
- Our project is still on going
- We changed our Legislation according to the comments from the Final report
- Project is still ongoing.
- The project is still ongoing.
- The project is still ongoing
- le projet est encore en cours
- the project is ongoing
- Oui
- Part of the project recommendations were endorsed after the project closed. i.e. Department for Quality Systems was proposed by the project and established within the Ministry of Agriculture.
- Yes, guidelines from the Twinning are a foundation for developing national mental health care strategic documents. The National Strategy for Mental Health 2018-2030 is being drafted
- Continuation of the activities of coordination working group for national strategy, exchange date and awareness raising, further capacity building for work on IP violation on the internet, etc.
- Legislative changes are ongoing.
- I did not understand this question.
- Our project is still ongoing.
- It was highly recommended to follow up the results and strengthen their impact through a new Twinning project. A new Twinning project should even include issues on development of improvement of spatial data services using reliable data following EU standards and INSPIRE Directives is essential for the Republic of Moldova. Sharing the spatial data is important for decision making by public authorities on all levels and efficient and sustainable e-service for the citizens, public bodies and the private sector.
- N.B. The question could not be skipped (Not applicable in the case of this project)
- Yes, very fully.
- Project is ongoing, but this question could not be skipped.
- no comments
- les activités en lien avec le projet continuent d'être mises en œuvre à après l'achèvement du contrat de jumelage.
- Clôture le 15 janvier 2018
- n/a so far
- Except for certain parts requiring more delays, especially those subject to legislative changes.
- Ongoing, I couldn't skip
- The Project is still ongoing
- the project is still in progress; we haven't final report yet
- All of them were fulfilled
- - Modification de la loi, - Adoption de la stratégie et de sa mise en oeuvre

Question 5.5

5.5. Contacts are maintained with the MS administration(s).

130 responses



A very high majority of respondents (over 80%) either agreed or strongly agreed with the statement 5.5 which was further backed up with the positive comments. Almost all are still in contact with MS partners.

Comments

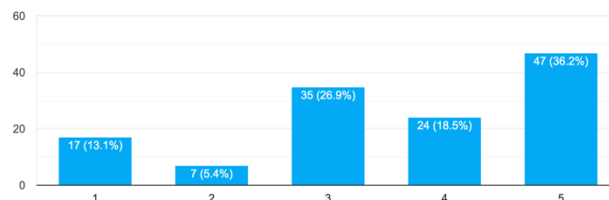
- There were contacts at the beginning, but not anymore
- Project is still ongoing.
- CPO is still in regular contacts with most of the experts included in the project with aim to exchange best practices i different fields
- Some correspondence since the end of the project
- We are in contacts with our colleagues from EU countries, IMPEL Network for example.

- in the field of training
- Non
- As I was the project's RTA_counterpart I still in contact with PL, RTA and MS experts from both EU-JO twinning projects, and sometimes seeking their technical advises in addition to socialization.
- communication is ongoing, joint activities are planned, Trimbos Institute and Croatian Institute for Public Health are working on another project - Recover-E.
- During the implementation of the project, strong contact and cooperation are established. Officials on different level use this contact for different clarifications and consultations.
- Not with partner organization but with similar organizations.
- Razmjena iskustva, informacija, brzi odgovori na upite.
- We are in almost everyday contact with experts of MS administration. Every time that we need a help, we send them email and as soon as possible get answer.
- Our representatives participate in different trainings and other programs organized by our Twinning MS partner
- ALRC maintained the contacts with MS administration and is still in contact.
- Yes, including all participants.
- Nakon over projekta, nastavljena je suradnja sa partnerom i u drugim projektima.
- BC has very good contacts with MS. Excellent relationships and even we increased at higher level of collaborating together while signing Memorandum of Understanding by both MS's relevant institutions.
- Following the finalisation of the TWL (outside the scope of the project), an additional training for HALMED 's experts and study visits were organised in the AEMPS
- Contacts are maintained with the MS administration contentiously in different ways.
- Cooperation Protocol has been signed prior to Twinning and there were numerous activities organized with MS administration in addition to the Twinning project, which is also still underway.
- exchange good practice, plan to go together on other twinning projects in other countries
- some contacts to some experts
- Les Pays bénéficiaires se sont engagés à le faire et nous sommes preneurs
- Study visit to Croatia (junior MS partner), Conference of Audit Authorities in The Hague, Netherlands
- Yes, especially since there is also a multi-year bilateral cooperation.
- Project is still ongoing
- Yes in the near future ,we are very interested to have another project on this topic
- Plusieurs textes réglementaires conjoints ont été finalisés et mis dans le circuit d'adoption, collaboration dans le traitement des plaintes, Appui des Association de protection du consommateur

Question 5.6

5.6. The Twinning led to new EU projects and/or donor support.

130 responses



Over half of respondents (over 50%) either agreed or strongly agreed with the statement 5.6 while a quarter remained neutral, whereas almost 20 % disagreed or strongly disagreed. The comments state that there have been new initiatives and follow-up projects.

Comments

- Twinning has addressed gaps and needs of the previous EU projects/reports, while the majority recommendations of the Twinning have been implemented without any assistance
- One supply contract and one regular TWL in 2019/2020
- It is not possible to contain every necessity of institutions under one twinning Project. Moreover, some unexpected circumstances and lessons learned could lead to another related Project idea. Therefore, every twinning Project could occur another Project in order to complete or advance the situation that was created before
- ISF Projects
- Project is still ongoing.
- It help to restructure other ongoing projects to benefit the most out of them. and we asked for extension of another project to complete extra activity that was recommended by Twinning
- A new twinning project (EU - EGAC) took place from 2015 to 2017 completing other activities very relevant to the first project
- IPA 2010 Twinning Light Project "Introducing Quality Assurance in Common Agriculture Policy and Excise Goods Controls of the Croatian Customs Laboratory"
- We have to adopt new national legislation before start of the new project
- Nor within my sphere of activity
- EU Interreg Balkan-med and INTERREG Cross Border Macedonia-Greece
- Since the project showed the effectiveness of the ongoing support of European experts in developing the regulatory framework for the operation of a new model of railway transport, the Ministry sent an application for another project Twinning after the end of the current

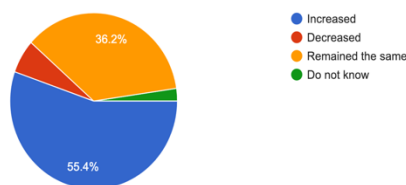
- *Oui*
- *This question was the case for the first Twinning project implemented (2005-2007), as based on the outcomes and final report recommendation this project was designed during 2010-2011 and implemented during 2011-2013.*
- *Trimbos Institute and Croatian Institute for Public Health are working on another project - Recover-E in Horizon 2020 programme*
- *New IPA tw project was adopted /IPR enforcement/, and preparation of the contract is ongoing.*
- *No new initiatives are ongoing, but we would like to cooperate with partner institutions on new EU projects in this field.*
- *We hope so.*
- *MD 13 ENI JH XX 17 Strengthen supervision, corporate governance and risk management in the financial sector*
- *Not in this stage of project implementation.*
- *Improved Spatial Data Services in the Republic of Moldova following EU standards and INSPIRE Directives.*
- *Social protection enhancement project*
- *Yes, new project for database for dangerous substances.*
- *Setting up the SIRENE Office: Strengthening capacities of SIRENE operators and end users of the Schengen Information System II (CRO SIRENE)*
- *Protection and Enforcement of IPR*
- *hile developing some mechanisms at KAPS, KAPS strategic partners and donors are supporting by additional supportive mechanisms of those what have been developed by the EU Twinning Project. For example: by the project have been created e-learning courses, and also two servers have been bought for that purpose, than OSCE donated 30 computers to be used for e-learning purposes.*
- *There will be follow up activities within EU and USAID project.*
- *I have no info.*
- *Assistance technique à l'Institut de formation du CNDH apportée par la DUE*
- *IPA 2016, "Empowerment and support to the Parliaments of Bosnia and Herzegovina in EU integration tasks"*
- *Des pistes sont désormais à l'étude*
- *We have applied for a TAIEX project for implementation of recommendations of the Twinning, but received notice, that there is a need of evaluation of Twinning results before approving TAIEX*
- *n/a so far*
- *Selecting 1 means that there was no new EU project so far*
- *It has also made it possible to better target new needs for cooperation and assistance.*
- *Very early stage, almost on level on idea.*
- *Twinning light IPA 2011 project contribution to institutional capacity for blood, tissue and cells*
- *Italian Republic. The Italian Accreditation Body ACCREDIA*
- *Project is still ongoing*
- *this project is still in progress, but it was initiated due to previous TW*
- *pour l'implémentation*
- *Now the support is given by the DG Taxud and Customs 2020 as members of the Transit convention*
- *le PAIS protection du consommateur 2017/2018*

5) Open questions

Question 6.1

6.1. Has your interest in Twinning increased, decreased or has remained the same in the last five years?

130 responses



Over a half of respondents stated that their interest in Twinning increased, while over a third stated that it remained the same in the last five years. Some stated that the interest remained the same not because of the features of the TW itself, but due to the limited capacity of the PC administration. Also, some stated that it was already high in the previous years, and therefore couldn't be increased.

Explain why your interest in Twinning increased, decreased or has remained the same in the last five years

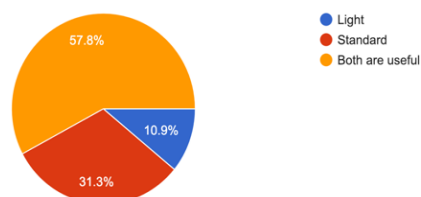
- *Did not have any need for new Twinning project*
- *I had possibility to learned for EU legislation for Nature Conservation*
- *Considering that this was the first Twinning we had, and the problem of lack of flexibility during the implementation, now we are more aware how to address the other Twinning with even more specifics and long term results*
- *Results were satisfactory, but it took a lot of time and Energy to finish it.*
- *because of increase of our knowledge*
- *Because of the benefits we gained from the project.*
- *because of the results of this project*

- *As a small institution we are mainly eligible for twinning projects. They are very easy to handle, offer good communication with the EU MS, and also strengthen cooperation with peer organizations.*
- *Other priorities have intervened.*
- *Inspection supervision on EU level is duty on state institutions and we are twinning partners with the colleagues' counterpart organization.*
- *Il a permis l'acquisition des techniques et méthodes scientifiques de travail et de recherche*
- *If we could, we would gladly enter into a similar project with this partner*
- *The numbers of tw projects is increased, especially in the Ministry. Three new tw projects were approved, one is ongoing and two are in the phase of preparation of the contract.*
- *in order to support the technical and capacity building skills as well as the organizational developments in ECA*
- *We were very interested in the beginning because we recognized its potential.*
- *lack of personnel to carry out the new project*
- *Because we have gained interest in starting and implementing new Twinning projects.*
- *Implementation of NSDI with spatial data for the pilot area Orhei was very useful way to raise awareness about EU INSPIRE Directives and NSDI and to build up competence within ALRC and the public authorities that participated in the implementation of the project. For successful implementation of the NSDI we need to go ahead and the following shall be done in the Republic of Moldova: - activities for raising awareness about the NSDI and benefits of it shall be conducted on the regular basis; -capacity for creation of metadata at public authorities must be build; public authorities must be better to use specifications and instructions for production of spatial data in their daily work; -capacity for reading and understanding of INSPIRE specifications at public authorities must be improved; -public authorities shall create/maintain their own websites/portals.*
- *Increased as i believe that twinning is a helpful tool to enhance and promote the capacity of institutions.*
- *The twinning mechanism adopts a systemic change approach that allow the empowerment of introducing reforms in the PC. In addition, it helps the creation of new networking between institutions that reinforce further collaboration.*
- *Yes, fully increased.*
- *Implementing Twinning is fast, and the results are immediately visible and sustainable in the long run*
- *Remained the same is appropriate to our administrative capacity.*
- *We had excellent experts. MSPL and RTA were truly devoted.*
- *They had the same role all along five years in institutional capacity Building.*
- *They had the same role in institutional capacity building in the last five years.*
- *I think after first Twinning experience, we were aware of strength and weaknesses and we were also more prepared and knowing better what to do, how to act and stay in focus and more familiar with MS experts. So, in this actual Twinning, more or less the interest it remained the same, High :)*
- *We find that the TWL was very useful and helpful to us and enabled us to have smooth transition into the EU regulatory environment. HALMED is always looking for the possibility to improve its expertise and whenever an opportunity arises for our improvement we would be happy to take it.*
- *It is Remained the same because the project is ongoing and this point to be decided at the end of the project.*
- *Due to its specificity and potential for bolstering links with EU Member States.*
- *MoF has possibility to be MS twinning partner*
- *no*
- *le système de jumelage est important, cependant il ne peut remplacer d'autres systèmes comme l'assistance techniques. le Jumelage est limité par les contraintes liées aux critères d'éligibilité des experts*
- *Among other things, you have address for some questions*
- *J'avais déjà affiché ma préférence mais nous maintenons notre recours à l'instrument si c'est l'unique instrument qui s'offre à nous*
- *twinning allowed to our direction to improve her tools (investigation)*
- *The project is result oriented and very helpful in various situations*
- *no possibility to hire national experts even though sometimes they are the best choice, slow reaction time*
- *Nothing new has come out and sometimes the current infrastructure or leadership do not meet the requirements*
- *Because of the achieved results*
- *This twinning has made it possible to open up to other experiences and approaches of the problems which in definitive are common to all tax administrations to find solutions which are already reapplied elsewhere.*
- *Working on daily base face to face with experts giving more chances for learning.*
- *Daily cooperation with experts giving high opportunity to learn*
- *I find it useful*
- *direct support from twining institution (officials)has showed better understanding to local experts (officials)*
- *Better understanding of public administration in food safety*
- *The project is unique with very concrete goals and activities to be undertaken to achieve them. I also consider that the project is the backbone that maintains good cooperation between the three statistical institutions and creates good preconditions for the realization of the set goals.*
- *Twinning project is very good tool for sharing Eu experiences that gives BC expert the opportunity to have direct contact with MS expert and work together towards achieving the goals.*
- *Twinning projects are very useful tool to achieve results ,to gain experiences and to raise capacities of institutions to deal with different topics and resolve different problems*
- *avec le jumelage, il existe de forte potentialités d'améliorer les processus de travail. à condition que le flux soit soutenu.*
- *Le jumelage a permis le partage d'expertise, l'amélioration des pratiques internes et d'avoir une vision en perspective pour atteindre le rapprochement avec l'acquis communautaire*

Question 6.2

6.2. Which types of Twinning (standard/light) do you find more useful?

128 responses



Over a half of respondents stated that both are useful while almost a third stated that standard is more useful. However, comment reveals that this might be due to the fact that many respondents worked with the standard Twinning instrument only.

If you have a preference (standard/light) please give a brief explanation.

- Standard
- We never had Twinning light, thus making the comparison is not accurate
- We just used Twinning light so I cannot compare
- more easily to understand and implement
- Result oriented.
- It depends on the activities that each organization want to implement
- Depends what you need, if you need a short specific educational then it is better to have project light, if your project is complex, it is better to have a standard project.
- We consider the standard project to be more effective, such as allowing the experts to understand the current situation of the issue with the beneficiary and to develop recommendations that are more optimal for implementation
- Non
- we have not had any experience with twinning light
- Longer duration enable fulfilment of all results, activities.
- Kraći su i efekasniji.
- Standard ones provide more on-hand assistance.
- I have experience only with standard twinning, so I cannot give opinion about the light one.
- Jednostavniji, brži, manje administriranja.
- The standard format gives enough time to achieve the reform goals.
- The preparation and contracting phase is easier.
- I am not sure if I can make the difference between Twinning (standard/light)
- no comments
- Si j'ai bien compris, je préfère que ce ne soit pas standard car les besoins différents et a chacun son environnement national
- I have no experience of Light Twinning
- This type of twinning will duplicate it for other aspects and manage it flexibly.
- I don't have experience with light
- I don't have experience with light
- Standard Twinning is very useful in terms of time
- This project is not finished and we haven't had any Twinning Light
- I worked with standard TW only
- The standard one is more suitable if it covers more complex topics that require a longer engagement. It is more convenient and is more flexible, especially if it covers several interrelated topics.

Question 6.3

What is the main added value(s) of Twinning for your administration, as compared to other forms of external assistance?

The comments reveal that the main added value is the direct experience from the experts which do the same job in their countries, as well as cooperation and established contacts with the respective MS administrations.

- Fast and direct exchange of information and best practices and knowledge
- Better knowledge in data quality check and more suitable IT solutions, based on MS experience.
- Development of EU criteria for valorisation and management for protected areas and Natura 2000 areas and establish monitoring for biodiversity according to EU Habitats Directive
- Close cooperation with the EU Customs Administrations (Consortium partners). Time availability to discuss and get experiences on certain issues. Sharing ideas for issues related to common interest.
- Now we have some kind of Business Permits Register
- Twinning is useful for the reason of reforming administration of the BC

- sustainability of the achieved results
- International co-operation, receiving experiences from different countries and institutions, learning lessons
- New equipment, manual, report regarding legislation...
- more effective and many topics including
- The way of working together with the MS experts, our staff experienced the best way of implementation of the EU acquis in our institution
- Cooperation with the EU experts
- Better knowing and understanding of twin institution
- The total involvement of the parties, that gives a clearer perspective.
- preparing our product certification and Proficiency testing departments for Accreditation
- Reformulation of organization - Awareness and understanding of EU technical regulations - approaching the EU mechanisms in quality infrastructure
- A better harmonization with the EU legislation and requirements
- Cooperation between Twinning partner countries.
- The knowledge we gained through Twinning from other MS experts was crucial for development other processes, not only those directly connected to Twinning.
- See previous survey submitted.
- The most important thing in the Twinning project is to involve experts, who are our colleagues do the same work as we do and are familiar with the problems in our work and they have known how can solved them.
- Increased awareness of necessity for knowledge of public administration and all other stakeholders
- You meet colleagues and openly discuss variety of issues. The problems needed to be dealt sometimes may be the same, thus this close cooperation in a certain extent is also a brain storming facility.
- More engagement and understanding of LA
- Possibility for Continual communication during realization of the project with our partners.
- The combination of a clear work plan and flexibility in addressing topical issues in the implementation of the project. Permanent RTA support
- Sharing experience about management of tax administration
- La performance dans les méthodes de travail et de recherche
- this was a continuous support in the development of care for mental patients and education of a large number of experts (over a 1000 experts, health and non-health)
- Cooperation with MS administrations, contacts established.
- Experience of the MS experts
- Providing technical expertise and tailor it to fit in the Egyptian case and its competition environment. This was reflected in the project's outputs.
- Exchange of knowledge and experience between experts and increase of expertise. The Declaration on National plan for combating malignant diseases in the Republic of Croatia was drafted and sent to Croatian parliament for approval
- Experience gained
- Razmjena konkretnih iskustva, rad sa većom grupom službenika, konkretniji rezultati.
- This enabled the staff to work together with our colleagues from the MS audit authorities and to learn from each other's experiences. It proved to be of great use and great experience. We would like to continue our cooperation and exchange of experience in the field of audit with other AA's from MS and candidate countries. Study visits were very useful in this field. This can be achieved only with this form of external assistance.
- Capacity building and faster results on modernization of legal framework according to EU legislation
- Potential to use the best EU Practices in our prison system administration.
- quick results and implementation period
- Do not know
- comprehensive approach
- Know how transfer
- More capacity building, training and consultancy
- Building staff capacities, copying best practices in MS Countries.
- Through the twinning we exchanged working experience with colleagues from the MS countries.
- It triggered change and the discovery of change leaders and new sector experts
- I cannot mention any
- Implementation experiences of external experts.
- Working with experts from other EU countries who have similar experiences
- Razmjena iskustva, korištenje najbolje prakse.
- The results of Twinning are visible in the health and education system and constant contact with experts from MS
- Twinning provides a greater opportunity for solving practical challenges in the field.
- Direct experience from the experts which do the same job in their countries
- Regular peer consultations.
- Partnership of key experts on both sides.
- Partnership of key experts on both sides.
- -
- The main added values of the Twinning for us it was that involvement of Real (exact) Senior professionals from respective MS's institutions like: for the support of KAPS General Director were involved both Rector's from MS's institution (Police University College of Finland and Estonian Academy of Security Sciences), and so one.
- Learning from the sister NRA (AEMPS) performing the same activities as HALMED, helped us to organise our work and enabled us to become active NRA and give contribution to the EU regulatory network.
- We take advantage of the French experience in different levels (e.g. Mass Causality plan, ERCC, Public Awareness ...etc.)
- Flexibility, reinforcement of links with MS Administration, creating a real team consisting of MS and BC administration staff, potential for future joint efforts, thus creating sustainability.
- Cooperation with civil servants in other countries
- the twinning can cover a lot of related needs
- experience
- Availability of experienced experts dealing with the subject in question in their own country.
- l'échange d'expérience, les stages et de façon générale le partenariat avec des institutions à vocation similaire au CNDH
- The shared expertise and training.

- *Considering that the implementation of a TP is extended to a certain and systematic period more than a year, the experts both from MS and BC work together side by sides to achieve the objectives, the main added value is establishing a good cooperation and exchange best practice extend even in the future, or in the other words establishing a long-term professional network.*
- *People doing with EU issues are more familiar with EU procedures, functioning of the institutions, future obligations and, as the most important, you can contact Twinning experts in case you have question or problem*
- *Cela apporte de nouvelles expériences professionnelles, consolide les liens humains qui devront être les nôtres en ce monde d'aujourd'hui au même titre que toutes les autres formes de coopération*
- *twinning allows the implementation of several sustainable actions*
- *There is enough time and resources for a deep analysis of situation and elaboration of practically useful recommendations*
- *in depth understanding on procedures and practices of MS*
- *More opportunities to be in contact with many experts from MS administrations*
- *La refonte de la réglementation relative aux produits phytopharmaceutiques, les fertilisants et supports des cultures ainsi que le renforcement des capacités techniques des agents de l'ONSSA.*
- *Interactions, exposures and other related issues*
- *Knowledge and expertise is shared per to per by practitioners*
- *It is mainly a question of relying on proven experts and expertise and the best practices that are proposed. Moreover, it is also a question of imbibing the right approaches to find solutions to problems that are, moreover, universal. .*
- *Close cooperation with experts and their willing to assist in every day work*
- *Developing of documents on daily or weekly base giving more knowledge and experience then technical assistance for example*
- *Daily cooperation with experts giving high opportunity to learn*
- *networking and possibilities of exchange of expertise and long term collaboration*
- *better official approach to the administration*
- *Direct communication between state institutions*
- *Direct communication between official state institutions*
- *It is a good platform to get EU best practices.*
- *N/A*
- *establishment of regular contacts with MS administrations and consistent cooperation*
- *Being consulted from the best practices and creating network of business relationships.*
- *I have a very positive experience in the work of the project and I believe that many activities and great progress have been made which would not be the case in other projects.*
- *It is a good possibilities to gain and exchange experiences in different fields with different partners*
- *dans ce premier jumelage, on a pu atteindre que la définition du contour multifonctionnel du cadastre. l'implémentation nécessite des prototypes non prévus dans le jumelage*
- *More thorough information, directly from the field, and creation of partnership and better cooperation of the participants even beyond the project life time*
- *Toutes les composantes ont permis de faire avancer le travail en cours : des projets de textes d'application, un projet de loi modificatif, un projet de stratégie quinquennale, des outils de communication, des formations aux enquêteurs des différentes parties prenantes dans le domaine de la protection du consommateur...*

Question 6.4

Which is the most important factor when selecting MS counterparts (e.g. Technical quality of the proposal, proposed RTA, cultural and language proximity, proximity of systems, previous experience with the country, etc.). Please explain.

Majority of respondents mainly indicated technical quality of the proposal and the proposed RTA, previous experience of the TW team and the proximity of systems.

- *Technical quality of the proposal and proximity of systems*
- *Technical quality of the proposal and previous experience*
- *Technical quality of the proposal*
- *proximity of systems*
- *Technical quality of the proposal ad proposed RTA*
- *Proposes RTA is one of the most important as it is the main contact to whom you will discuss and run the project. The second most important factor is that experts and RTA itself are well informed about the situation of the Administration and the objectives/activities to be met, before their appointment to the mission.*
- *Technical quality of the proposal and the quality of experts*
- *It must be taken into consideration all factors that are aforementioned*
- *Technical and administrative background of MS country, experience in designated work area.*
- *technical quality, previous experience of the MS*
- *the most important language skills and previous experience*
- *Proposed RTA and technical quality of the experts*
- *Technical quality of the proposal and the proposed RTA*
- *Willingness flexibility and sincerity*
- *Proximity of systems, previous experience of the country.*
- *Technical quality of the proposal, proposed RTA, pool of experts.*
- *The correspondent country accreditation body has the same characteristics of EGAC as international recognition to ensure implementing the same tech. regulations as accepted by ILAC/IAF - besides language.*
- *proximity of systems, quality of the proposal*
- *cultural and language proximity, proposed RTA*
- *Previous experience with the TW partner country is advantage.*
- *We had only one proposal for our Twinning but it was important that the MS counterpart had experience in the field that was our project objective.*
- *See previous survey submitted.*

- *Technical quality , a good expert, cultural and language proximity all three factors have a main role when we select MS partners because the project will be more successful and the BC will be satisfied*
- *Qualifications of experts; proximity of systems; previous experience with the country*
- *technical quality of the proposal*
- *Technical and specialist skills*
- *qualite technique*
- *TQ of the proposal, proximity of systems*
- *Technical quality of the proposal, proposed RTA, previous experience with the country*
- *Qualité, compétence, expertise et langues*
- *technical quality of their proposal*
- *Technical quality of the proposal, proximity of systems.*
- *Previous experience - previous Twinning project*
- *Technical quality of the proposal and proximity of system.*
- *Technical quality of the proposal, proposed RTA*
- *Dosadašnja iskustva za zemljom partnerom, relativna sličnost u načinu organizacije posla, kvaliteta stručnjaka.*
- *Technical quality of the proposal and previous experience in similar projects in other countries.*
- *Everything was considered, but mostly technical quality of the proposal and proximity of systems.*
- *Proximity of system because it is easier to understand and take experience from MS counterpart and implement in your country*
- *experience in the area of the project*
- *All of the listed qualities.*
- *Technical quality of proposal and language understanding*
- *Cultural and language proximity, proximity of systems, previous experience with the country.*
- *Technical quality of the proposal, language proximity*
- *Technical quality of the proposal, proposed RTA, cultural and language proximity, proximity of systems, previous experience with the country,*
- *Technical quality, Language*
- *In this particular situation (we had just one twinning experience) crucial was cultural and similarity with subject issues.*
- *Technical quality is important and the RTA plays an important role in the implementation. In addition, the skills and the relationship between the NCP and BS project chief is crucial for the project.*
- *Previous experience with the country and its legal system*
- *At the first technical quality of the proposal, proposed RTA, cultural and language proximity, proximity of systems, previous experience with the our country.*
- *Previous experience in the same field and country*
- *Dosadašnja suradnja, stručnost, približna organizacijska struktura, tradicija.*
- *Personal experiences of MS experts linked to the Twinning Project goals*
- *The most important factors are Technical quality of the proposal and RTA but It is necessary to pay due attention to all of these factors*
- *organization chart of the institutions and responsibilities of the institutions*
- *proximity of systems*
- *Technical quality and previous experience are basically important but Proximity of Systems is the most important added value.*
- *Technical quality and previous experience are of basic importance but proximity of systems is the most important factor of added value.*
- *Based on our experience the main factors are several as follow: - MS & BC FREELY ON COMMONUCATION AND COOPERATING: Understanding each other, finding common language and way of thinking, showing respect, be flexible when needed, create that close relationship between MS and BC officials based on common values. If this will be achieved, both sides are giving more than maximum from themselves. THIS IS THE KEY FACTOR OF ALL SUCCESSES. At least based on our experiences. - If possible they, MS shall be really similarities such example we had similarities with Estonian Academy of Public Safety (also similarities on historical background) who had one of fastest development since its independency and Police University College of Finland was institution from the Country where education system is on top level in the world. With both countries we had similarities on number of inhabitants as well (more or less). - MS's respective adequate commitment top level experts/professionals (who are still/actual working in their positions at their institutions. Really this is very important. We were lucky on that. - It is also very important that MS to be familiar if possible with the culture of the people and the BC institution itself.*
- *The Administration of the Republic of France (BC) has won the tender since they have an sufficient experience.*
- *Expertise of experts*
- *All these factors are important as to select the most suitable MS counterparts. Extensive experience in the area could be added to the list.*
- *Technical quality of the proposal and minimum 3-4 very good cv of experts*
- *Technical quality*
- *the technical quality and the language are the most important*
- *cultural and language proximity*
- *l'échange d'expérience, les stages et de façon générale le partenariat avec des institutions à vocation similaire au CNDH*
- *The maturity of the twin organisation, proximity of systems, technical quality of the proposal.*
- *Proposed RTA*
- *All factors are important, but I would give advantage to previous experience with the country due to fact that no time will be lost at the beginning of the project.*
- *Ma conviction est que le critère de choix essentiel est la garantie qu'offre une offre a ajouter une plus-value au Pays bénéficiaire*
- *Technical quality of the proposal and language*
- *Previous experience, understanding of processes and needs*
- *Technical quality of the proposal, proposed RTA and his experience*
- *La compétence technique dans le domaine du projet de jumelage ainsi que la langue de travail utilisé lors du projet*
- *All together*
- *All factors are important*
- *Previous experience with the country. Having in mind complex structure of the B&H system, it is much easier to work with experts who are familiar with B&H*
- *In that moment we didn't have any experience (was the first Twining in field of waste). Everything was new for me personally and from two proposals I thought that Austrian agency was better. All others members of commission had same opinion. Chosen proposal was more detailed and on presentation somehow they had self-confidence.*
- *In this case excellent previous experience and partially proximity of systems.*
- *Technical quality of the proposal and previous experience with the country*

- *Technical quality, and previous experience.*
- *Technical quality of the proposal, previous experience*
- *previous MS experience and technical quality of the proposal*
- *All of the above things were taken into consideration including the dedication and the reforms conducted in their own country.*
- *Technical quality of the proposal, cultural and language proximity, previous experience with the country*
- *Technical quality of the proposal, but there was only one proposal.*
- *For years we cooperate with statistics Denmark and we have excellent cooperation. The experts are eloquent and devoted. Many of them for years come and monitor the implementation of activities throughout the year. Also in the current project we are working with the Croatian statistics and we also have excellent cooperation plus that we do not have language barriers. This greatly facilitates cooperation, exchange of knowledge and experience, documentation, etc.*
- *The selected the consortium of Lithuania and Hungary. The reasons for choosing them was the following: 1. Lithuania had the experience in reformation of environment-related legislation from Soviet to independent State; 2. having experience of the Twinning Beneficiary Country; 3. having similar conditions in transition of forestry to the context of market economy; 4. having forest management systems strongly oriented towards control and prevention of illegal activities.*
- *Technical quality of the proposal, previous experience with the country, proposed RTA ,i think this are three key factors when you selecting MS counterparts*
- *dans un domaine aussi technique, je pense le facteur important reste la qualité technique et l'expérience en la forme comparée.*
- *First criteria is the technical quality of the proposal, but also the cultural and language proximity, proximity of systems, previous experience with the country as well as the quality of the RTA are taken into consideration*
- *Le facteur le plus important dans le choix du partenaire est son expérience, la proximité culturelle, la compétence, la linguistique et la motivation.*

Question 6.5

Is there sufficient political commitment / support from within your administration for Twinning?
Please explain.

A very high majority of respondents replied positively – only a couple of them commented negatively.

- *yes*
- *Yes*
- *Yes there is.*
- *Yes, the support is evident and constant.*
- *no*
- *Kosovo Customs was fully committed for the Twinning. This can be best explained that RTA had regular and ad hoc meetings with the DG.*
- *Yes, because biomedicine is recognize from MoH as an important topic to be reformed.*
- *there is political commitment, since there are no problems in terms of the implementation of the project*
- *Yes, both from my instution and our stakeholders and institutions involving twinning projects are very committed*
- *yes, it is very important*
- *The administration offers all the support required during the project. It begins from the involvement in the Twinning processes and activities.*
- *EGAC is fully supported from the government to implement all requirements of EU twinning project and highly encouraged to achieve all its targets.*
- *There is a sufficient political support for the TW Project*
- *Yes.*
- *We had a great support from our Central Finance and Contracting Agency.*
- *See previous survey submitted.*
- *Yes, the support is evident and constant.*
- *Yes. My administration always supports the development and quality of our work.*
- *There was permanent support to project experts from beneficiaries*
- *It depends on the problem area to be covered by a project*
- *Yes, NICO has delivered over 130 twinning projects with excellent and validated results. Unfortunately Brexit is likely to impact adversely on future proposals.*
- *Oui le jumelage aete bien accueil et soutenu*
- *YES, former Director was PL from our side and we was supported full time from his side.*
- *Yes, the Twinning project is maintained at the level of the Minister and Deputy Ministers*
- *Le jumelage a été approuvé par le gouvernement (ministère de la justice)*
- *The support could be better. Probably due to excessive bureaucratic constraints, insufficient knowledge of the field of mental health and the need for intersectoral cooperation*
- *Yes, the explanation is in 6.1.bis*
- *Yes, the implementation of the SIS is an important step in meeting the criteria for entry into the Schengen Area*
- *Yes, and the Declaration on National plan for combating malignant diseases in the Republic of Croatia was drafted and sent to Croatian parliament for approval with the aim to raise public awareness*
- *Postoji, s obzirom da je to način na koji možemo primijeniti najbolju praksu i iskustva drugih zemalja članica.*
- *We didn't have any problems. Everything went smoothly.*
- *Yes, there is because of Association Agreement commitments which government institutions must to accomplish*
- *Yes, all support needed is duly provided.*
- *Do not know*
- *Full commitment*
- *ALRC staff totally support Twinning and do the best for good implementation of the project*
- *Indeed, political commitment is an important facto in Twinning project success. Our Minister is engaged in promoting it.*
- *Yes, there is*
- *sufficient enough*
- *Yes, sufficient political commitment.*

- *Yes. In Ministry of health there is the department for EU funds*
- *Yes. Ministry of health have Department of EU*
- *There is.*
- *Political commitment is necessary for implementation.*
- *Sufficient political commitment is necessary for implementation.*
- *so affection exists*
- *We had sufficient political support from Ministry of Internal Affairs.*
- *Yes, we had sufficient support*
- *Yes, our administration demonstrates a great commitment to this type of project.*
- *Yes, Ministry of Finance had a lot of projects from EU funds*
- *i have no info*
- *not at all*
- *Yes, there were.*
- *Declaratively yes, in practise - not always*
- *Tous les instruments de coopération sont les bienvenus*
- *Ministry supported twinning*
- *There is highest level commitment within our organization*
- *We had the support of all relevant parties*
- *Le projet de ce jumelage a eu fort soutien fort de la part du ministre chargé de l'agriculture ainsi que du Directeur Général de l'ONSSA.*
- *Yes*
- *Yes there is*
- *Support is sometimes more declarative from political side.*
- *Yes it was. Everything what was contacted is done.*
- *For now all what is contracted is done.*
- *insufficient*
- *Having in mind the results of this twinning project has increased the political support for further projects.*
- *Yes. From the results of previous projects*
- *the commitments has increased continuously*
- *For the time being the support has been sufficient.*
- *our administration's management supports TW results and actions*
- *The support could have been better.*
- *The project has been implemented in close coordination and collaboration with the Beneficiary Country (The ministry of Environmental Protection and Agriculture of Georgia)*
- *Yes, political commitment is sufficient regarding the Twinning Projects*
- *le soutien politique existe mais sans soutien logistique*
- *Yes, there is since the project has brought us closer to reaching a strategic objective for EU membership and trade facilitation*
- *Il existe un soutien politique à haut niveau. La protection du consommateur est une priorité pour le gouvernement. Le ministère a mis en oeuvre toutes les actions nécessaires pour mener à bien les composantes du jumelage.*

Question 6.6

In your opinion, which are the three main factors for a successful Twinning project? Which are the three main constraints that reduce the performance of projects?

Main factors for success are mainly related to the good quality of RTAs/experts, good cooperation and understanding between PC and MS teams, a well as clear definition of project goals. Main constraints relate to the lack of administrative capacities and political will and existence of language barriers.

- *The three main factors for a successful Twinning project are good preparations from both sides, quality project goals and activities and readiness for cooperation from all stakeholders. The main constraints that reduce the performance of projects are lack of communication and cooperation.*
- *1. A good RTA; 2. Good experts. 3. Good Language Assistant*
- *Support from BC administration, clear proposal activities, relevant RTA. Insufficient institutional capacity, RTA is not relevant and some activities are not clear*
- *Three main factor for a successful Twinning are: shorten the time of designing the project fiche and implementation phase, flexibility, adoption to the beneficiaries needs and specifics.*
- *quality design of the projects highly quality experts political support constrains misunderstanding of the needs of the beneficiary country lack of political support and understanding in the BC unrealistic activities*
- *good RTA, project management and commitment of local authorities. Badly defined project fish, bad experts and overlapping with other projects.*
- *Three main factors: Efficient coordination/communication, common sense, commitment for implementing Three main constraints: undesirable bureaucracy, unexpected issues while implementing, having late confirmation about recent changes*
- *competence of the MS, motivation of the experts; Constrains is definitely when the "experts" aren't motivated or when they are not experts from that field; also English language level should be checked prior to their arrival*
- *cooperation be twin institutions involved, RTA of MS and RTA of BC*
- *commitment, responsibility, co-operation*
- *MS officials including RTA should know enough about the beneficiary country and institution before the implementation of the project.*
- *For Successful design: good contract and fiche design, RTA experience and skill and big pool of experts. Reduce the performance, Wrong perception of Twinning manual by PAO.*
- *1) Understanding the current status infra structure of the country 2) Language and very cooperative RTA 3) Proactive steering committee*
- *clear project fiche, experienced experts and MS partner*

- A good planning of what should be achieved, dedicated experts, friendly atmosphere between counterparts. The main constraints are: unprofessional translator, RTA counterpart should be prepared as well as the RTA before the Project begins (training), a better cooperation between the national and international experts.
- Good cooperation with the TW partner, former and high level of experience of the TW experts, dedicated and motivated project team form the beneficiary side. Constraints - if the case, no support of the management side; formal hierarchy over the project hierarchy...
- Main factors for a successful Twinning project are educated administration in beneficiary institution; flood of information between counterparts; properly written Twinning project with clear objective, purpose, activities etc. Main constraints are administration that is not educated enough, language barriers etc.
- See previous survey submitted.
- The three main factors for a successful Twinning project are good preparations from both sides, quality project goals and activities and readiness for cooperation from all stakeholders. The main constraints that reduce the performance of projects are lack of communication and cooperation.
- A good expert, a project organization, plenty of time and three factors for reduce are a bad expert, poor organization and a lack of time.
- Cooperation, good experts, awareness about topic. opposite are constrains
- Project coordinators in both countries, RTA.
- success: common aims and objectives (all parties); capacity; appropriate skills constraints: political lack of commitment; lack of capacity; lack of interest
- etude des lieux exhaustive competence des experts formations bien adoptees
- Good organization and PL and RTA from both sides, very clear indicators about needs and results, sustainability. Reduce: Politics, poor organization and very bad choice of main persons responsible for realization of the project
- Success factors for the project: constant communication with the RTA and experts, flexibility on the part of the project, political support from the beneficiary. The main limitations that reduce the effectiveness of projects: the lack of coordination of reforms of various ministries, poor attendance of project seminars by business stakeholders.
- clarté, adhésion des parties et le temps manque de vision, manque de temps et manque de motivation
- Factors for success1. leader and RTA are competent in the implementation of the project and selected on the basis of their expertise; 2. political support and understanding on their part; 3. a wide platform of relevant stakeholders. Constraints: 1. often changes in political structure; 2. red-tape and selection of stakeholders based on their formal position and not based on their knowledge and expertise; 3. administrative inflexibility or rigidity of system that hinders implementation of reforms and project results.
- Clear and realistic work plan, MS institutions with the similar responsibilities and authorities, MS and BC RTA dedicated and work together on a daily basis. Constrains - BC country has not enough capacity for tw implementation, MS administration is trying to share only their own experience and not EU best practice, change of the high level management within the project.
- The three main factors for are good planning of the project, and mutual understanding and support of the MS experts. The main constraint that reduce the performance of projects is poor preparation of the project from all involved MS.
- success factors: training for all stakeholders on handling the project at all of its stages, coordination and follow-up, good knowledge and quality of visiting experts constraints: RTA support staff, visiting experts commitment, RTA management skills
- Mail factors: 1. political commitment / 2. good planning / 3. sufficient implementation time Constraints: 1. insufficient implementation time / 2. lack of human resources / 3. funding of BC experts
- Success: Budget, Knowledge, Speed. Constraints: Incompetence, poor planning, Sluggishness
- Uspješnost: kvalitetna priprema projekta, stručnost eksperata, dobra koordinacija sa ostalim institucijama. Velik broj aktivnosti u relativno kratkom vremenskom periodu.
- Commitment of both sides, maturity of the organisational structure and similar procedures and organisation and relevant expertise
- 1. A good developed Twinning Fiche 2. Clear responsibilities of each counterpart 3. Full involvement in the project of both parties staff; 1. Language barrier 2. Too long procedure of approval of Twinning contract 3. Limited number of possible study visits to the MS partner staff experience and knowledge
- Three main factors are accurate definition of benchmarks, good selection of experts and consistent dedication to achieving project results.
- Idea, human resources, support
- The main factors for a successful Twinning project- cultural and language proximity and proximity of systems
- Success factors: good project concept, competent implementer, adaptability to changes Constrains: long acceptance period, less flexibility in changing experts, no possibility to finance equipment
- - Administrative cooperation, mandatory results, equality of all participants in the procedures. - The long period from designing the project to the launch of the project.
- Team, cooperation and responsibility
- The three main factors for a successful Twinning project are: - clear settled goal that should to be achieved; - well-defined indicators and - well choose three main constrains that reduce the performance of projects is that there is no room for any kind of material expenses even those that would be necessary for project success.
- 3 factors for success : - Clear tangible results ; - RTA expertise; - Political commitment of both parties (MS and BS) . 3 Factors for low performance : - Low level RTA; - Low technical follow-up from MS; - Low follow-up from DEU
- The three main factor for a successful twinning project are: 1. Preparing a project which is in line with the needs of the beneficiary country; 2. Flexibility during implementation; 3. Cooperation and equal treatment of the parties. Three main restrictions that reduce performance of the twinning project are: 1. Large number of international expertise missions 2. Lack of knowledge among experts about specifics of the country 3. Lack of tangible results, except reports - not small in volume.
- Relevant and experienced experts, experience with beneficiary's legal system, willingness to meet the beneficiary's needs, cooperation with the partner from beneficiary country
- At the first administrative capacity.
- Yes, the implementation of the SIS is an important step in meeting the criteria for entry into the Schengen Area
- Well-defined goals, good co-operation with experts from MS partners, involvement of all stakeholders in the BC to which the project relates. Possible limitations may occur if this is not the case
- Uspješno: dobra priprema projekta, suradnja sudionika, dobar odnos sa zemljom partnerom Neuspješno: administrativni kapaciteti, nedostatak stručnjaka, loša priprema aktivnosti
- Well-set goals, good co-operation with MS experts and the involvement of all stakeholders of interest in BC are important for the success of the project. If this is not done, the project will fail.
- Very good working plan prepared; Commitment of users during the implementation of project activities; CFCU support and cooperation with EUD.
- Political commitment, proximity of systems, strong/skilled experts. Absence of political will, incompatible systems, poor expertise.
- Quality of partnership, time to be dedicated on side of country key experts, adaptability of MS key experts to proximity / non proximity of systems.
- Quality of partnership, key experts' time dedicated on the country side, participatory approach of different relevant stakeholders.

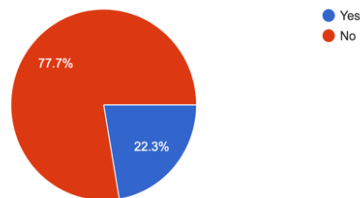
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- For success: 1. Good communication and collaboration between MS and BC and flexibility 2. Familiarized with the BC culture and the culture of the people of BC country 3. Good MS experts/professionals who are still working in the respective fields of professions where their skills and capabilities (personal and professional) are required. Reducing performance: 1. Disrespect the BC and underestimate them. 2. Not being at least a bit familiarized by the culture and working system of the BC and the country itself 3. Where MS are bringing sorts of experts where she or he/she has not having appropriate level of expertise, experiences or knowledge, lacking knowledge or language skills.
- Quality of the TWL proposal, readiness of experts to learn and actively participate in the TWL activities, willingness of the BC to implement "lessons learned" into its future activities.
- For a success: expertise, communication (including knowledge of language) between MS and BC, support within BC's beneficiary institutions in implementation Constrains: lack of time BC personnel can dedicate to project development and implementation, lack of political support, education (training) in Twinning implementation principles and administration
- Experience, profound preparation and understanding of the local context. Lack of these might be the main constraints that could reduce the performance of projects.
- cultural proximity, proximity of systems, proposed RTA
- the RTA coordination , the quality and preparation of the experts, the clear goals
- Flexibility of project, circumstances and adopt, being institutionalize. If you do not have those three, project fails.
- 1.L'appropriation des objectifs par les institutions partenaires 2.la disponibilité des intervenants 3. la capacité de s'adapter aux changements éventuels dans les besoins
- Factors for a successful twinning: a) cooperation from both counterparts; b) high level management engagement; c) sufficient training. Constraints: a) management change; b) employee movement.
- Three main factors for successful TP: Strategic planning approach -flexibility to address the BC needs; Monitoring and evaluation in place, and synergies between the MS and BC teams. Three main constraints factors: unmotivated staff, political support, poor management.
- Good experts, knowledge about our system, experts ready to listen - factors for a successful TP. Some solution from expert's country is not applicable in Bosnia, some goals are not realistic, political will for some reforms does not exist - main constraints.
- Success: Professionnalisme, engagement et sincérité des acteurs Performance réduite: Suffisance, absence ou déficit de compétence et materialisme
- the relevance of the project objectives, their realism and stakeholder engagement the lack of commitment, the lack of political support and the limits of the beneficiary administration (material, logistical means ...)
- Good level of communication and cooperation between MS and BC, good level of experience of MS counterpart, readiness of both parties to adapt and act. Three main constraints are the lack of abovementioned
- success factors: proximity of systems, quality and capacity of experts and all team members
- proximity of systems of the twinning partners, selecting the right experts, experience of the RTA
- Les trois principaux facteurs pour le succès du projet de jumelage sont * Un bon consultant résident du jumelage; * L'implication des experts européens et les experts nationaux; * L'implication du comité du pilotage du projet. Les trois principaux facteurs pour le succès du projet de jumelage sont: * Ne pas bien fixer les objectifs du projet; * Mauvaise coordination entre les intervenants dans le projet; * Mauvaise ambiance de travail.
- Main factor for successful Twinning project: Experiences of the PIs of both country in how to manage the project , experiences of both PIs and technical experiences of the PA of both countries. The three main constraints : Delivering the money system, purchasing process and the EU part is not showing the desire to implement all the objectives of the project for example the current project did not purchase the required and essential instruments reported in the project
- Political will, administration support and good team are the most important for success. Too tight or too loose schedule of the activities, absence of political will and administrative support reduce the performance of the project
- Good experts with willing and knowledge, as well as realistic goals are important for successful TP, and contrary, not well informed experts, non realistic goals and lack of domestic capacity could reduce the performance.
- 1. Good twinning fiche 2. Good collaboration between RTA and RTA counterpart 3 Flexibility and understanding from both sides same just with word bad
- 1. Good Twining Fiche 2. Good collaboration between RTA and RTA counterpart 3 Understanding
- Key for success; expertise and BC experts involvement, managerial skills and BC administrative capacities; political support Key main constrains; lack of BC capacities, lack of experts' availabilities and political support
- Commitment of the beneficiary and counterparts, good technical preparation and availability of the staff.
- Commitment, technical preparation and availability of staff
- Commitment, technical experience and availability of staff
- For successful - 1. Identification of BC needs. 2. Involvement of high skilled of MC experts. 3. Motivation
- To have good recommendations, dedication and the support of the BC institutions. As far as the constraints the political commitment is the biggest one.
- success factors: mutual understanding between beneficiary and MS experts; support by beneficiary management; consistency of activities within TW; constraints: political instability in the beneficiary country; limited technical supplies of beneficiary
- Professional and experienced RTA, good STEs and strong support in Beneficiary institutions - factors for success three main constraints would be the opposite than above mentioned.
- Factors for successful Twinning project: 1.Prepare reasonable Twinning project fiche; 2.Clearly design Twinning project; 3.Carefully planning mission distribution and taking into consideration ongoing processes and changes; 4.Resident Twinning Adviser who ensures sound implementation of the envisaged activities through proper communication with MS PLs and STE; 5.Ensuring the involvement and commitment of BC representatives (specialists, heads and decision makers) in the planning and implementation of the activities; During the project implementation period significant changes has been occurred. Institutional reshuffle and the change of Prime Minister as well as the appointment of new Government cabinet in June-July 2018 did not influenced process negatively, as declared by the new cabinet, the fight against illegal logging and the development of robust institutional and legal frameworks for sustainable forest management remained a priority for the Government. This means intensified fight against illegal logging and unlawful forest activities as well as the development of necessary institutional capacities and instruments to support the implementation of these priorities.
- Commitment from two parts (MS&BC) experience .WILL and close cooperation between RTA-S and implementation team
- un jumelage est lourd à manipuler compte tenu du volume de travail à réaliser le premier facteur de succès la préparation le second c'est la qualité technique des intervenants (EM et EB) et le troisième c'est d'avoir des objectifs commun. pour les contraintes l'aspect budgétaires me parait important le seconde contraintes réside dans la motivation de part et d'autre pour les membres du PB le volume de travail est généralement en plus sans contre partie.
- for a successful project those are: Dedicated twinning partner, timely communication and understanding, as well as the good definition of the project activities. Project performance can be reduced if there is no sufficient communication, flexibility with in the realization of the activities, low interest of Twining partners to perform it professionally

- *Les trois facteurs de succès: - l'expérience et le volontarisme du CRJ, - l'engagement de notre Département, - La compétence et le savoir-faire des experts mandatés. Les principales contraintes du projet sont: - Le manque de temps, - La rigidité des contrats.*

Question 6.7

6.7. Are you applying the new 2017 Twinning Manual?

130 responses



A very high majority of respondents (over 75%) does not use the new 2017 Twinning Manual.

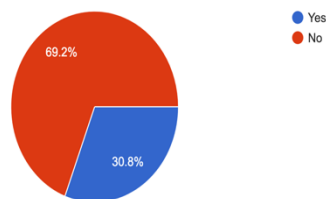
If yes, do you think it will facilitate the implementation of projects? Which innovation do you most welcome? Which innovation not introduced would you have welcomed?

- *The twinning finished 2017, so we didn't read the new manual*
- *Yes. Streamlined procedures most useful e.g. Clear role for Steering Committee.*
- *facilitera la mise en oeuvre et la bonne gestion du projet*
- *Oui introduire les méthodes nouvelles de recherche et d'évaluation*
- *there are no ongoing Twinning projects in this area*
- *We are applying the previous one but we follow and read the new one.*
- *The most welcome procedures for evaluation Safety reports.*
- *Travel cost.*
- *New Twinning Manual is covering a lot of aspects in practices.*
- *il faut absolument prévoir un budget pour des prototypes importants (logiciel + machine + formation pointue)*

Question 6.8

6.8. Are you aware of the SIGMA Principles of Public Administration?

130 responses

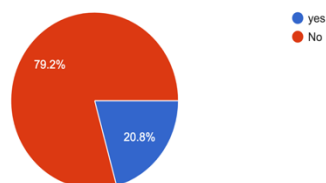


A majority of respondents (nearly 70%) is not aware of the SIGMA-principles.

Question 6.9

6.9 Do you know how to take them into account when developing and implementing a project?

130 responses



A majority of respondents (nearly 80%) does not know how these principles into account.

If yes, please explain how

- Continuous improvement.
- Through proper implementation of the envisaged standards related to the public finance, accountability, etc.
- Public administration requires a professional civil service, efficient procedures for policy and legislative development, well-defined accountability arrangements between institutions and citizens as well as among institutions, ability of the administration to efficiently deliver services
- We always take it into account, especially having in mind the specificity and horizontal nature of combating corruption, i.e. measures for corruption prevention and strengthening integrity regime.
- in close cooperation with team leader, it's easy to take recommendation and translate them into action
- Having in mind the importance of the SIGMA principles for the EI process, we are trying to take them into account when implementing the project.
- Government Administration of Georgia has been initiated Public & Administration Reform (PAR) with the support of EU and OECD/SIGMA. In order to achieve inclusiveness and coherence of the reforms across different sectors it is important the main principles are reflected during the project implementation such as development of the legal framework, training, capacity building and organizational structure development.
- Transparency ,accountability ,good governance and close cooperation with different stakeholders including CSO, are three key main factors that we have to take into account when we develop and implementing a project

Question 6.10

What suggestions would you make to improve Twinning projects in the future?

Among other things, a lot of respondents suggested to make the Twinning projects more flexible to changes to project environment, to shorten the time of designing the project fiche and implementation phase, to adapt to the beneficiaries' needs and specificities, as well as to decrease bureaucracy.

- Establishing strong procedures for the selection of RTA.
- Selection priority activities for legislation
- Shorten the time of designing the project fiche and implementation phase, flexibility, adoption to the beneficiaries' needs and specifics.
- I would conduct more training and recruit more people
- no comments
- Frequent trainings for every personnel inside projects, more efficient newsletter for personnel (via e-mail or a programme)
- My suggestions for the future is to be involved more than one country of MS
- Flexibility has to be given to both parties during implementation phase.
- Ability to meet with RTA physically if they were changed during the project -like our case- and we need to select a new one.
- Studying the entire body organizational chart and well understanding the requirements of the body
- To prepare the RTA counterpart for such important role in the Project (to train the RTA counterpart regarding the implementation of the Twinning Project).
- There will be no more TW projects in HR. For other countries, tax officials have to be involved as much as possible.
- See previous survey submitted.
- good experts are key for success of the project
- Shorten the period between designing and implementing projects
- Initial stages (in country) need to be speedier. Over bureaucratic.
- Accorder plus de flexibilité dans l'execution du projet
- Ensure implementation of the project results with strictly deadlines for outputs
- To involve various ministries at the planning stage of the project (ideally, coordination of the Cabinet of Ministers of Ukraine) with an obligation for such ministries to implement the project results
- prévoir le temps suffisant
- 1) provide pre-project training to RTA-counterpart and beneficiary working team for implementation rules of Twinning project. 2) design the Twinning project (as service contract) to be implemented in parallel to a support contract facilitating the implementation of practical activities during the life time of the project avoiding the delays of tendering process.
- simplification of the selection process, flexibility, shorter programming period
- To consider the possibilities of easier approval of the few week work of BC civil servants in appropriate MS institutions with the aim to introduce the EU practice in daily work. Study tour gives only overview on institutions responsibilities and organization.
- the study visits should be more in depth, time and more specialized in order to help in developing the ECA staff capacity building
- Funding of BC experts should be included in the project budget
- Improve flexibility
- Pojednostaviti administriranje u provedbi projekta.
- Use the experience of the right experts in the right time; approve more study visits and internships
- To reduce the time frame from the development and approval of Twinning Fiches until the approval and launching the Twinning project
- I would make twinning projects shorter but more efficient.
- Do not know
- no suggestions
- To get a necessary and long-term capacity building for a successful establishment of the NSDI it is crucial for ALRC to continue the work started in the project. The organisation ought to be overhauled regularly and the resources secured.
- Focus on specific sector, involvement of local experts
- Make space for material expenses.
- Increase the flexibility level of project change, as current reforms and conditions are in continuous change
- to reduce number of experts mission and to apply more exchange programs
- Twinning project has to be the best solution in order to be efficient. It has to have relevant and experienced experts, experience with beneficiary's legal system, willingness to meet the beneficiary's needs, cooperation with the partner from beneficiary country
- For the inspections the establishments with dangerous substances.
- Pojednostaviti administriranje.

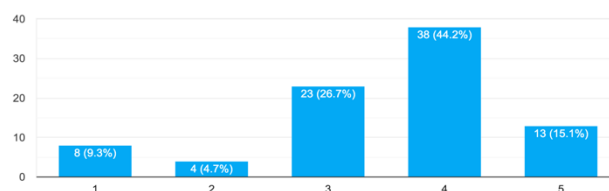
- The content of the workshops within the component for strengthening administrative capacity must be prepared, taking into account the lessons learned previously. Reduce re-analysis of the situation. Experts need to take into account the already made analyses.
- Institutional competencies (MS and BC) have to be very similar.
- To improve control of overall qualities of key experts / project leaders coming from MS side - performance qualities are as important as expert qualities in order to disseminate expert qualities.
- -
- To take into considerations and pay attention to above mentioned information's under 6.6 (for success).
- Some provisions of the Manual might be clearer, but the new one has significantly improved solutions.
- Decrease bureaucracy
- more involvement of the concerned parties and well preparation before the starting of the twinning
- being more structured, having ability to talk the truth, seeing the counterpart as a partner
- Assouplir les critères d'éligibilité des experts et intervenant; faire des évaluations à mi-parcours ; rendre plus souples les possibilités de réajustement ; optimiser le coût de mise en œuvre
- No suggestions.
- More flexibly
- It is better to have less but realistic objectives.
- Réduction du nombre d'intermédiaires, plus grande autonomie en matière de moyens plus de préparation des équipes locales (information et formation)
- to include an option of material assistance to the recipient country in difficulty to ensure the implementation of twinning activities
- Maybe it could be helpful to create specific permanent Twinning teams (per field of action), which are experienced and have already proven themselves in previous projects. It could be also helpful to allow private sector (with some limitations), consulting companies and experts to participate in the projects.
- more flexibility
- The principal investigators of both countries (PIs) should have the basic idea about the project management. The Egyptian PI should have got research project before or some how he knew how to manage the project.
- Make it more flexible to change sin case of need
- To take into account local circumstances and define realistic goals.
- To predict future somehow, what we will really need in moment when Twining will start
- planing the duration of the project according to the objective
- Detailed planning
- detailed planning of the project
- Non-EU countries may be involved into the projects.
- N/A
- Proper policy analysis (including assessment of the real situation) must be done before applying for the Twining projects. In the near future, Twining Projects must continue to be oriented on human rights, concretely on strengthening the capacities of institutions (mechanisms for human rights), how to apply in practice the European human rights standards (Jurispodence of the European Court for Human Rights) in the daily work, to give expertise how to establish human rights monitoring system in the country with clear human rights indicators, how to monitor and report the implementation of the legislation on human rights and international standards (instruments).
- To allow for more flexibility
- Simplifier les procédures (avenants ...) plus de souplesse dans les contrats

6) Projects related to revenue collection and administration

Question 7.1

7.1. Twinning has contributed to enhance the performance of revenue collection and administration

86 responses

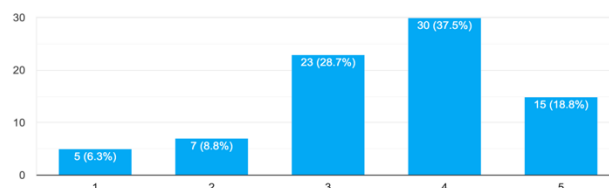


Almost 60% of the respondents either agreed or strongly agreed with the statement 7.1 while one quarter remained neutral.

Question 7.2

7.2. Twinning has contributed to change external stakeholders' perceptions about the system of revenue administration and collection

80 responses



A bit over 55% of the respondents either agreed or strongly agreed with the statement 7.2, while more than 25% remained neutral.

Question 7.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Comments

Comments suggest that mainly new pieces of legislation have presented a logical progression from the project in this respect.

- N/A
- -
- Prepared new Law of Nature
- Administrative Instruction on Organizational Structure components remains the same as proposed by the project
- 4 new laws in the area of biomedicine were introduced, from which two have already been in force and two are prepared for the final legislative procedure.
- AMU/CFT Law to be drafted
- I don't have sufficient information
- Mostly will be improved because Laws are difficult to be amendment because it is a need more than two years based on procedures which will be taken
- Law on medicines, SOP on Medicines Authorization, SOP on Clinical Trials
- The project enhanced the technical capability of EGAC and its staff. It supported in reformulation of EGAC policies and procedures to be conformed with EU requirements.
- G.D. 507 from 30.05.2018 on approval of the Regulation on conditions and procedure for granting advance payments from the National Fund for Agriculture and Rural Development from the Republic of Moldova
- The quality of our laboratory was improved, before the project we did not have the appropriate instruments for analytical purposes and today we can perform more anithetic methods that ultimately affect the collection of customs and tax obligations in legal proceedings.
- plusieurs mesures et pratiques a caractère technique ont été développée au profit de l administration bénéficiaire
- New Draft Law for Environmental Inspection, Proposal for Improvement of the Inspection System
- the new draft law "On Rail Transport of Ukraine", the structural reform of Ukrzaliznitsa, draft of Licensing Condictions, Metodology of development of the Safety Management System, the Metodology of Calculation of charges for using rail infrastructure, etc.
- Non
- reorientation of mental health care system towards a community based care and involvement of peer workers and non-healthy workers in mobile teams which are working in the community has lessened the need for hospitalisation, increased the patient recovery and thus the health care costs are decreased
- Laws, bylaws and procedures in the field of Quality infrastructure
- Establishing more effective co-operation with other bodies, conducting joint monitoring activities (Tax Administration) in order to more efficiently collect revenues and fight against irregularities.
- recommendations from the conclusions were adopted
- The Aviation Rules of Ukraine (Technical requirements and administrative procedures for aerodrome certification) (ARU), developed on the basis of EU regulation 139/2014, were approved by the Ministry of Justice of Ukraine on the 28th of December 2017 and published in the official paper on the 19th of January 2018
- Law No 9 of 26.02.2016 on modification and completion Law No 235 of 01.12.2012 on accreditation and conformity assessment Law on national standardisation No 20 of 04.03.2016 Metrology Law nr. 19 of 04.03.2016
- i) EU INSPIRE Directives, ii)the Law of National Spatial Data Infrastructure of Moldova nr. 254 from 17.11.2016
- No.
- Analysis of the current Law on the Prohibition of Discrimination and relevant National Strategy, trainings for the beneficiary employees
- The new legislations according to the safety management system.
- Collaboration of all stakeholders in the process of joint border management (instruction, education, new strategy) hopefully some comments of the RTA and Twinning experts will be incorporated in the new Law on Corruption Prevention.

- - Kosovo Academy for Public Safety legal framework has been harmonized and developed (enriched), - Bachelor curricula has been reviewed and re-accredited, - Vocational Educational Trainings curricula for 6 public safety agencies in Kosovo at KAPS have been fully new developed and one even started in the implementation.
- This Twinning project was not related to revenue collection so please disregard answers 7.1. and 7.2.
- The internal procedures were adopted for better performance, the technical knowledge of the staff was upgraded.
- preparing manuals, coaching, training, new approach for development
- The CAA has improved its capabilities in performing independent oversight duties.
- Within the Ministry a specific working group for implementation of Twinning recommendations was created
- Elaboration des projets de lois, décrets et arrêtés concernant la mise sur le marché des produits phytopharmaceutiques, les fertilisants et supports des cultures; formation et amélioration de l'expertise des agents de l'ONSSA.
- SSA/ESS new service model replicated in the territorial units of the institution after the TW Project was ended
- The establishment and implementation of management indicators (KPI'S). review of the legal framework governing recovery.
- Law of waste management
- safety and quality of transfusion medicine have been improved
- Moldac has become an EA-BLA signatory and ILAC MRA
- Moldac became the EA-BLA and ILAC MRA signatory.
- Transfer pricing guidelines, CBCR package, MAP regulations.
- During this project adequate amendments have and will be made to internal Manuals and SOPs.
- The project contributes to enhance the human resources management system and made it connected throughout the administration. The new method of training tax officials is in use: videoconference system, pool of trainers is in progress etc..
- Implementations of new statistical unit in SBR according to EU Regulations 696/93, Enterprise groups
- projet de loi - deux décret d'application - mobilisation du cadastre pour la fiscalité locale -
- The two Common transit conventions have been ratified by the Parliament and North Macedonia has become a Member of the EU-EFTA Common transit convention and interconnected to the EU IT Systems and afterwards regularly amended. Because of the involvement Customs Administration of North Macedonia would chair the Conventions Joint Committees in the year 2019

Question 7.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of experience, some TAIEX assistance, etc.

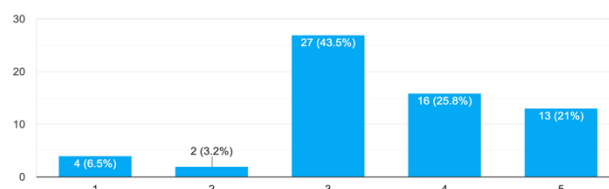
- N/A
- no
- No
- -
- Currently project
- NA
- do not understand the question
- we are in the phase of reviewing the legal basis, so the effects will look at the next stages
- Understanding of communication PR and Advocacy
- the project is ongoing
- We have recommended good experts to other EU projects and hired them.
- Some MOUs have been issued between EGAC and other ABs from Europe, Asia and America. Participation in technical WGs and TFs of regional and international accreditation organizations
- We have an ongoing opinion on the exchange with our RTA MS regarding of goods of alcoholic and mineral oil products
- For certain fields of work we use TAIEX and ask for colleagues we have already worked with
- le système de la gestion MPO management par objectif
- Experiences from EU members, positive and negative
- TAIEX
- Formulation of network for pool of Twinning projects in MS and BC for long lasting contacts for experience exchange.
- Trimbo Institute and Croatian Institute for Public Health are working on another project - Recover-E.
- Exchange of expertise with MS institutions
- Uspostava sustavne razmjene informacija, planiranje aktivnosti.
- Do not know
- Accession of National Institut of Metrology to EURAMET and WELMEC Government Decision No 411 of 08.05.2018 on the amendment of 10 technical regulations related to Community harmonisation legislation
- Knowledge transfer between Lantmateriet/Sweden, State Geodetic Administration/Croatia, Agency for Land Relations nad Cadastre/Moldova
- Exchanges of expertise after the project has concluded to the participation in evaluating security documents, exchange of knowledge through TAIEX Projects in the other countries.
- Osigurana suradnja svih dionika u postupku zajedničkog upravljanja granicom (upute, edukacija, nova strategija)
- Still no, since the project is running.
- KAPS and Estonian Academy of Security Sciences is collaborating on exchanging their experiences and expertise's through exchange of students, teachers and staff, etc.
- New instructions were set.
- SSA has conducted many trainings for its staff members to transmit knowledge and expertise after the TW Project
- Additional actions have been targeted for support in a bilateral framework or in the framework of the other TAIEX instruments.
- Is not case because after this project started new and was same actors, means we just continued collaboration thru new twinning
- technical collaboration in tissue banking between MS and BC
- EA-BLA signatory for testing, product certification, calibration, SM certification, inspection.
- For testing, calibration, inspection, certification of products and MS
- still have closed communication with MS counterparts
- It is ongoing project
- Project is still ongoing It will remain to be seen.

- nécessité de poursuivre le jumelage par des actions ponctuelles - TAIEX et mise en place d'un nouveau jumelage pour les aspects hors fiscalité.
- The representatives that are nominated regularly participate at all workshops and meeting related to teh topic and exchange views, so that the system is running in accordance with the Conventions that the system is established under

7) Projects related to external audit

Question 8.1

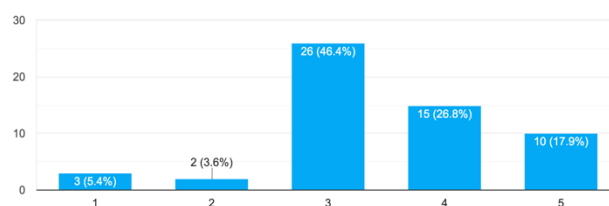
8.1. Twinning has contributed to raise SAI's capacities in conducting effectively a full audit mandate, report...ions are being taken into consideration
62 responses



Less than half of the respondents either agreed or strongly agreed with the statement 8.1, while more than 40% remained neutral.

Question 8.2

8.2. Twinning has contributed to strengthen the independence of the SAI
56 responses



Less than 45% of the respondents either agreed or strongly agreed with the statement 8.2, while over 45% remained neutral.

Question 8.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Comments suggest that mainly new pieces of legislation have been presenting a logical progression from the project in this respect.

- N/A
- -
- 4 laws in the field of biomedicine
- do not understand the question
- In every component of the project it is foreseen drafting of additional legislation and implementation after that
- Law on medicines
- HG 507 from 30.05.2018 on approval of the Regulation on conditions and procedure for granting advance payments from the National Fund for Agriculture and Rural Development; manuals of procedures etc.
- No
- the new draft law "On Rail Transport of Ukraine", the structural reform of Ukrzaliznitsa, draft of Licensing Conditions, Metodology of development of the Safety Management System, the Metodology of Calculation of charges for using rail infrastructure, etc.
- Non
- n/a
- Uspostava sustavne razmjene informacija, planiranje aktivnosti.
- Do not know
- The ARLC contributes to implementation of the provisions of the on-going e-Government Programme that includes implementation of a shared platform across Government to consolidate the existing data centres, the transformation of the Government processes to increase public

administration efficiency through the use of Information and Communication Technology, development of the electronic services for citizens and business and adoption of an e-Governance regulatory framework according to best international practices, including open governmental data for citizens and business.

- At the first procedures for evaluation safety reports.
- JSMO law
- through twinning light have been prepared three main documents as draft: law an assembly, update RoP and strategy on international relation (no one have been adopted yet, even the documents are well prepared, somehow they talked the organic law and politicians aren't able to go further, also EU Office decided to prolong the process without political support)
- CAA rules and procedures are up to date to EU requirements.
- Many results can be brought as an example. For example, a specific Law on intangible was drafted by the project and is going to be reviewed at the Parliament
- *Élaboration des textes règlementaires qui auront pour objectif de rapprocher la réglementation nationale à celle de l'Union européenne. Améliorer et renforcer les capacités nationales pour l'analyse et l'évaluation des produits concernés par le projet*
- revision of certain operating modes related to the management of the remains to be recovered. implementation of a software relating to the management of human resources
- transposition of EU acquis
- During this project adequate amendments were and will be made to internal Manuals and SOPs that will be implemented after the project is over.
- projet de loi - deux décret d'application - mobilisation du cadastre pour la fiscalité locale -
- The system that has been built is operating 24/7 and its maintenance is provided. Under Customs 2020 the progress in the area is observed and experts participate at the meetings

Question 8.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of experience, some TAIEX assistance, data sharing etc.

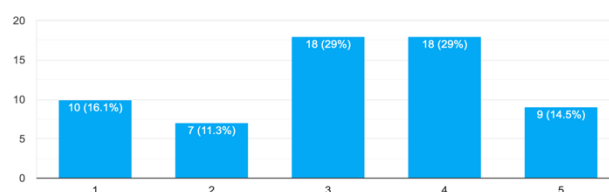
- N/A
- No
- -
- Currently project
- do not understand the question
- The project is in the stage of implementation
- project is ongoing
- It is on going
- Train of Trainers
- TAIEX
- n/a
- Imenovanje koordinatora, formiranje zajedničkih timova.
- Study visit to our MS project partner-Croatian AA in 2017 and Conference organised by AA from the Netherlands in Den Haag on 18.10.2018
- do not know
- Data sharing is already established between several organisations, with ALRC in the lead as the custodian of several fundamental datasets such as orthophoto, administrative boundaries, elevation data, etc. ALRC also provides this data including base maps in different scales, through web-based services, which are widely used by other agencies. However the country is still suffering from the absence of a national centralized metadata catalogue. It remains very difficult for a user to find data in Moldova.
- The participants have enough knowledge for exchanged practice, especially inspections.
- Osigurana razmjena podataka, organizacija zajedničke edukacije, provedba nadzornih aktivnosti (carina, policija), rad na zajedničkoj strategiji upravljanja granicom.
- we have a pool of experts from JSM staff for training new employees
- cooperation with Northern Ireland
- ongoing communications between twinning partners
- nécessité de poursuivre le jumelage par des actions ponctuelles - TAIEX et mise en place d'un nouveau jumelage pour les aspects hors fiscalité.
- As mentioned in section 7

8) Projects related to the fight against corruption

Question 9.1

9.1. Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect ...s of interest in public administration.

62 responses



Less than half of the respondents either agreed or strongly agreed with the statement 9.1, while almost a third remained neutral. It stands out that almost a quarter either strongly disagreed or disagreed.

Question 9.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Comments suggest that mainly new pieces of legislation have been presenting a logical progression from the project in this respect.

- N/A
- No
- *The procedures and documents drafted with the partners had contributed to prevent corruption*
- *Laws on Buildings*
- no
- *the project is not related to anticorruption*
- *In every stage of implementation experts from MS are drafting the recommendation based on findings*
- *communication strategy developed within the project should be used to inform general public on basic processes and to raise the level of transparency*
- *it is on going*
- *Educational brochures, on-line educations etc. that were created during Twinning were used afterwards as well, with small changes.*
- *Procedures and Rules for Rights and Obligations on all stakeholders and Inspection System, Budgeting and Organization of the Inspectorate*
- *the abolition of state regulation of the wagon component of the railway tariff*
- Non
- n/a
- *During the implementation of our Twinning project we have developed and updated the bylaws (Rulebooks on Training of Serbian Prison Staff) and the corresponding training manuals which will continue to be used after the project is finished.*
- do not know
- *In frame of EU Twinning project was drafted the Government decision regarding the responsibilities of public entities on spatial data sets that was approved in 2017. This will avoid the duplication of creation of data sets and use.*
- *Very good policies for clarity and secure for implementing in the practice.*
- *Osigurana razmjena podataka, organizacija zajedničke edukacije, provedba nadzornih aktivnosti (carina, policija), rad na zajedničkoj strategiji upravljanja granicom.*
- *Reports on red flags of conflict of interest, Guidance for Cooperation with Media, etc.*
- -
- *KAPS legal framework has been harmonized and enriched by additional needed legislature*
- *Analyses provided by Twinning experts to draft Law on Corruption Prevention.*
- *Draft strategy on international relation is in process of reviewing form CFA, tools on IT are in a process of norming, proposing of new structure for legal adviser are in place (with clear ToRs, and responsibilities), propose of new unit on EUI, is in discussion*
- *The revision of certain procedures and procedures has made it possible to increase transparency in relations with taxpayers.*
- *strategic plan has been developing, career development*
- *pas de réponse*
- *By automatizing the customs procedures (via the conventions and the introduction of the national legislation) the role of the human factor has been decreased*

Question 9.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of experience, some TAIEX assistance, data sharing etc.

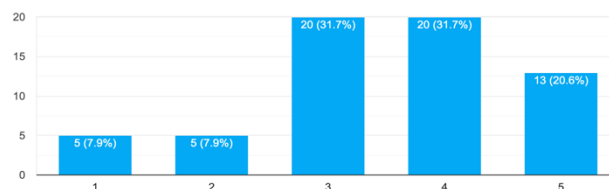
- N/A
- No
- -
- no
- *do not understand the question*
- Not yet
- *it is on going*
- *Improvement of the Inspection System*
- TAIEX
- n/a
- *Kvalitetniji pristup planiranju aktivnosti.*
- *All available spatial data is open and publish on <http://www.geoportalinds.gov.md>*
- *Many, in real practice*
- *Cooperation with MS administration (especially MS Lead partner) will be continued through other modalities.*
- /
- *Project is still ongoing.*
- *pas de réponse*

9) Projects related to legislative assemblies

Question 10.1

10.1. Twinning support to legislative assemblies has strengthened the action of the legislature in the partner country

63 responses

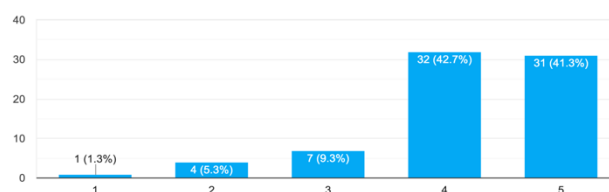


A bit over half of the respondents either agreed or strongly agreed with the statement 10.1, while almost a third remained neutral.

Question 10.2

10.2. The experience and expertise of EU member states was relevant and easily adaptable to the context of the partner country

75 responses



A high majority of respondents (nearly 85%) either agreed or strongly agreed with the statement 10.2.

Question 10.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Comments suggest that mainly new pieces of legislation and strategic plans have been presenting a logical progression from the project in this respect.

- N/A
- -
- no
- AML/CFT Law
- Not yet
- The twinning level was not that high as the project in the ministry, so it couldn't influence that much.
- HG 507 from 30.05.2018 on approval of the Regulation on conditions and procedure for granting advance payments from the National Fund for Agriculture and Rural Development in the Republic of Moldova
- The knowledge and ideas we gained through Twinning were good basis to create opinions on changing the legislation and develop processes that will make more efficient supervision of political activities and electoral campaign financing in Croatia.
- The twinning project provided legislative and policy guidance adapted to BC needs e.g. on G Marker, diversity training
- IRAM tool, inspection system approach, IED Directive planning and reporting for inspection...
- The experts of the project provided compliance check of the draft law on railway transport in Ukraine and discussed their comments on the draft law with the VRU Committee on Transport. Most of the comments were taken into account in the draft law by the committee.
- Non
- National Strategy of Mental Health Care is being drafted based on the guidelines that resulted from the Twinning, also new services (mobile teams) are being introduced into the system and reorientation towards community based mental health care is ongoing
- merger control provisions, guidelines and other guidelines
- Laws in the field of technical requirements for products

- *The Aviation Rules of Ukraine (Technical requirements and administrative procedures for aerodrome certification) (ARU), developed on the basis of EU regulation 139/2014, were approved by the Ministry of Justice of Ukraine on the 28th of December 2017 and published in the official paper on the 19th of January 2018*
- *Many experiences from Italy, Greece, Grand Britain and Swedish*
- *Osigurana razmjena podataka, organizacija zajedničke edukacije, provedba nadzornih aktivnosti (carina, policija), rad na zajedničkoj strategiji upravljanja granicom.*
- *RoP is in process of review form the assembly, and proposing from Twinning light for EUI, Low in Assembly, are going to be part of it*
- *le projet a permis de renforcer les capacités en matière d'observation des élections. Un partenariat a été développé avec a DUE dans ce sens. Un séminaire de sensibilisation a été organisé au parlement*
- *All aviation legislation is harmonised to the EU legislation*
- *Adaptation of certain tax laws to improve tax compliance. more aggressive management of the remains to be recovered, better follow-up of the careers of the civil servants, periodic evaluation of the yields and achievement of the objectives*
- *Further work on the implementation of the APs was continued, so many measures and activities had been done after the TP was concluded.*
- *Law of Waste Management and bylaws which rising from that Law*
- *For now not*
- *further improvement in legislation and its harmonisation with EU directives*
- *strategic plan has been developing, career development*
- *The fulfilment of all legislative changes and procedures and the subsequent positive opinion of the monitoring missions and their positive opinion, as well as the use of the system up to date.*

Question 10.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

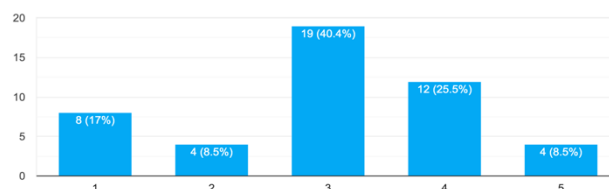
Examples include exchange of experience, some TAIEX assistance, data sharing etc.

- -
- N/A
- No
- *Experts experience helped, but we have very different practices*
- no
- *do not understand the question*
- Not yet
- *It is ongoing*
- *IRAM tool in practice*
- TAIEX
- *continuous support from the Trimbos Institute*
- *With Ms officials*
- *do not know*
- *Many exchanges with EU countries*
- /
- *le CNDH a mis en place un guide et un cycle de formation en matière d'observation des élections*
- *Experts from project assist us in preparation for COSAC meeting.*
- *Is not case because after this project started new and was same actors, means we just continued collaboration thru new twining*
- Ongoing
- *continuation of collaboration in the SoHo field through twinning light project*
- *Project is still ongoing.*

10) Projects related to NHRIs/Ombudsmen

Question 11.1

11.1. Twinning support has strengthened the capacities of NHRIs/Ombudsmen which are better equipped to perform their missions towards the citizens.
47 responses



Only a third of the respondents either agreed or strongly agreed with the statement 11.1, while over 40% remained neutral.

Question 11.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

A small number of examples suggest that mainly new pieces of legislation and strategic plans have been presenting a logical progression from the project in this respect.

- N/A
- -
- no
- the project is not related to Ombudsmen
- Not yet
- It is ongoing
- Gender equality legislation - comparison with EU standards completed, and drafting advice provided
- Non
- The Croatian Institute of Public Health has established a very close cooperation with the ombudsman for persons with disabilities who regularly attends our events, regularly is informed about our project results and is working in her area of expertise on including the results of the Twinning
- do not know
- The better criminal law field.
- /
- Des cycles de formations ont été développés par le CNDH dans son institut de formation dans différents domaines objet du projet de jumelage (observation des élections, investigation sur les violation des droits de l'Homme, lutte contre les discriminations..)
- No

Question 11.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of experience, some TAIEX assistance, data sharing etc.

- N/A
- -
- No
- no
- no comment
- Not yet
- It is ongoing
- TAIEX
- The ombudsman went with us to Italy, Trieste, to exchange experiences with their ombudsman and healthcare services in the area of mental health care
- do not know
- Clear legislations of criminal law.
- /
- Des cycles de formations ont été développés par le CNDH dans son institut de formation dans différents domaines objet du projet de jumelage (observation des élections, investigation sur les violation des droits de l'Homme, lutte contre les discriminations..)

Question 11.4

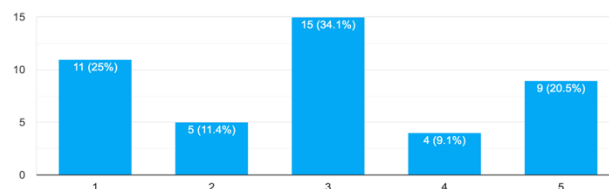
Please leave any comment or suggestion

- no comment
- I don't have any comment
- I think that for a better understanding of EU Legislation and further implementation, the Twinning project should be somehow divided into theoretical part and practical one. Each activity should be finalized with some practical exercises (if it's the case).
- The project did not address the issues of the Ombudsmen
- prévoir d'autres activités dans ce domaine
- no comments
- Very useful in practice in real situations.
- /
- Le jumelage doit garantir le maintien de la collaboration et le partenariat avec les institutions contractantes après l'achèvement du projet. Cette préoccupation doit être prise en compte dès la conception du projet et pendant sa mise en oeuvre
- Overall the project has succeeded to bring the two partners together in order to make the new tie and both sides could write a new project in order to implement the essential objectives missed by the previous project.

11) Projects related to agriculture and fisheries

Question 12.1

12.1. Twinning has contributed to strengthening the agricultural and fisheries sector in the partner countries with commitments taken towards the EU.
44 responses



Over a third of the respondents either disagreed or strongly disagreed with the statement 12.1, while another a third remained neutral.

Question 12.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

A small number of examples suggests that mainly new pieces of legislation and strategic plans have been presenting a logical progression from the project in this respect.

- N/A
- -
- no
- no comment
- we will see how it will be in the end of the project
- GD 507 from 30.05.2018 on approval of the Regulation on conditions and procedure for granting advance payments from the National Fund for Agriculture and Rural Development.
- We have to adopt new Law on Market Organisation of the Agricultural Products and linked bylaws
- No
- The project did not address the issues of the agricultural and fisheries sector
- Non
- SPS procedures , Comprehensive Traceability system for the whole of food chain
- n/a
- The spatial data and datasets are important and useful for economic development
- At the first land use planning in practice.
- Reducing the amount of paper work while exporting the Egyptian commodities to EU countries. Also, mechanization of the import permit while import any commodities from outside the country.
- it is a support for improving the performance of the tax administration.
- new food safety approach
- Transposition of EU acquis to national legislation
- Introduction and validation of new laboratory methods
- we expect the Ukrainian legislation will be harmonized with the EU in our domain
- strategic plan has been developing, career development

Question 12.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of experience, some TAIEX assistance, data sharing etc.

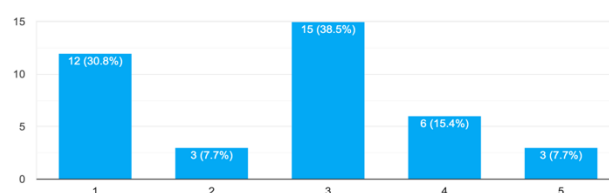
- N/A
- -
- No
- no
- no comment
- Not yet
- It is ongoing.
- NO

- TAIEX
- 1) legislation for Traceability of Fresh plants are adopted an issued. 2) new Quality Department has been established.
- n/a
- The results of EU Twinning project are open and share with all stakeholders
- Revision the legislation of the Egyptian Plant Quarantine
- ongoing communications in laboratory exchanges
- overall communication regarding respective issues
- Further exchange of expertise regarding proficiency tests
- the project is still in progress; we had trainings in UA about phytosanitary procedures; internships to MS on lab tests, quarantine matters, plant protection products turnover
- strategic thinking

12) Projects related to energy

Question 13.1

13.1. Twinning has contributed to a better functioning of the energy market in the partner country in line with commitments taken towards the EU
39 responses



Over a third of the respondents either disagreed or strongly disagreed with the statement 13.1, while over another a third remained neutral.

Question 13.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

A small number of examples suggests that mainly new pieces of legislation, strategic plans and standards have been presenting a logical progression from the project in this respect.

- N/A
- -
- no
- no comment
- Not yet
- No
- The project did not address the issues of the energy market
- Non
- n/a
- Spatial data are used from Termocom of Moldova
- At the good for energy establishments across evaluation safety documents.
- standards and instructions were set and implemented
- not concerned by this point.
- strategic plan has been developing, career development

Question 13.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Examples include exchange of strategic thinking and some TAIEX assistance

- -
- no
- no comment
- we are looking forward to see after finishing the project
- No
- TAIEX
- n/a

- All participants included in Project.
- strategic thinking and implementation

2. Questionnaire for MS administration

A. Summary

1) Design, selection and contracting

Over 80 % of the respondents either agreed or strongly agreed that the Twinning fiche provided sufficient information to develop the Twinning proposal; that there was a sufficient involvement of Member States at design stage to ensure the quality of the project and that they had sufficient time to prepare the proposal. This was in general backed up by positive comments.

Furthermore, over 60 % of the respondents either agreed or strongly agreed that there was sufficient involvement of partner country's stakeholders at design stage to ensure the quality of the project. The same percentage either agreed or strongly agreed that the Twinning fiche was well designed with a strong intervention logic and clear and realistic mandatory results and activities. However, in the comments many stated that the results were too ambitious and not implementable due to their complexity. They also complained about the involvement of too many institutions, incoherency of the intervention logic and the large time gap between the programming and implementation of the projects.

Finally, every two out of three respondents either agreed or strongly agreed that the guidance and supervision from the National contact point (NCP) was forthcoming and useful. The comments also indicated that many respondents did not know what "NCP" stands for, which may explain almost 30% of neutral responses.

2) Implementation

Over 80 % of the respondents either agreed or strongly agreed on the following statements:

- that the guidance and supervision from the Steering Committee, Contracting Authority and EC was forthcoming and useful - this was backed up by mainly positive comments;
- that the project purpose and activities were still relevant when the project started - however, comments stated that the period between the preparation of Twinning fiche and its circulation was too long, as well as the time gap until the start of the implementation of the project; and
- that the Twinning Manual provided useful guidance for implementing projects - however, a lot of comments indicated the issue of different interpretations of the manual by different parties involved. Also, only half of the respondents either agreed or strongly agreed that the twinning rules allowed sufficient flexibility to adapt to new circumstances and/or to seize new opportunities. A quarter of them disagreed or strongly disagreed, which is further backed up by comments mainly pointing out the lack of flexibility of the Twinning Manual, especially regarding budgetary issues.

Almost 60 % of the respondents either agreed or strongly agreed with the following statements:

- that there was sufficient time to implement the project and achieve the mandatory results - however, in the comments almost all respondents very clearly expressed the need for more time to implement the project;
- that the beneficiaries were committed to the project and had a clear understanding of their roles and duties – mainly positive comments were made here, although some stated that the BC had mistaken the twinning for a TA project;
- that the beneficiaries had sufficient capacities and were available for all activities - on the flip side, almost 20 % either disagreed or strongly disagreed and several comments pointed out

- that the beneficiaries were seriously understaffed and lacked resources but, in spite of that, were committed to the project implementation; and
- that the EC provided sufficient training, support and backup to the RTA;

Less than a half of respondents either agreed or strongly agreed that there was sufficient training on implementation rules for all the stakeholders involved in the Twinning project. Only about a third of respondents either agreed or strongly agreed that External monitoring, evaluation reports, and/or Twinning Review Missions provided useful advice during and/or after implementation. Comments were mainly positive in cases where there was a ROM or TRM report, although some stated that results of the reports came too late in order to make any changes in the project.

3) Results (outputs, outcomes and impact)

Over 80 % of the respondents either agreed or strongly agreed that all the mandatory results were achieved. Comments confirm that the results were mainly achieved although some question their sustainability.

Over 75 % of the respondents either agreed or strongly agreed that Twinning was the most suitable mechanism to achieve the agreed objective, as compared to other assistance instruments. Comments revealed mixed answers depending mainly on the type of project.

Only a half of the respondents either agreed or strongly agreed that the project triggered further reforms and policy changes during or after the project.

4) Sustainability

Over 65 % of the respondents either agreed or strongly agreed that the project results are sustainable, but almost a third remained neutral, which is backed up by comments – respondents are not convinced that the results will be sustainable, since it depends on the political will etc.

Less than a half of respondents either agreed or strongly agreed that the recommendations from the Final Report were acted upon. However, a lot of respondents stated that it was too early to say since the projects were still ongoing or just finished. Also, sometimes there was no follow-up of the projects after their expiration. Interestingly, partner country administration responses to the same question revealed that a high majority of respondents (over 70%) either agreed or strongly agreed with this statement. This might be explained by the fact that they are more familiar with the follow-up situation upon the project completion than the MS are, or, that they wanted to present the situation more favourable than it is in reality.

The similar response rate and the comments are made regarding the continuation of cooperation with the PC administration and new EU projects of donor support – less than a half either agrees or strongly agrees, while the comments state that the projects are either still ongoing or just finishing. Other comments are mainly positive, some mention new project activities, others TAIEX follow-up assistance.

5) Open questions

Over 60 % of respondents stated that their interest in Twinning increased, while almost 30% stated that it remained the same. Comments reveal the following: interest mainly increased because the instrument offers a good platform for cooperation and exchange of experience; decreased, because it is too complicated; remained the same, because the interest has been already high.

As the main added value(s) of Twinning, as compared to other forms of external assistance, the respondents mainly stated longer term cooperation and exchange of experience, while some stated personal benefits such as good salary, improvement of their expert and management skills, prestige of their country and institutions. One comment even stated the geopolitical interest in stability in the region, as well as economic interest to protect direct investment.

Moreover, the majority of respondents stated that both types of Twinning are useful. Twinning Light is more easily managed and does not require a lot of resources, while Twinning Standard lasts longer and more work can be done. Also, the presence of RTA in Twinning Standard is crucial.

Furthermore, many stated that there was sufficient political commitment / support from the partner country administration side for Twinning, but in several cases, there was a strong negative comment.

Additionally, according to the comments, the main factors for success can be summarized as follows: a proactive RTA, commitment of the beneficiary and realistic and clear goals. On the other hand, main constraints are: lack of flexibility of the twinning project and the RTA to adapt to the new developments in the partner country, lack of political support to changes, lack of monetary incentives to the partner country's counterparts and excessive bureaucracy.

Less than a third of respondents applies the new Twinning Manual. Some comments stated that the new Twinning Manual has more administrative demands than the previous one. According to the comments, the project budget structure should be simplified.

A majority of respondents is not aware of the SIGMA principles (60%), and does not know how to take them into account when developing and implementing a project (almost 75%).

With regards to the suggestions for improving Twinning projects in the future, comments stated more flexibility, less ambitious results, reduction of the time gap between formulation and implementation of the project, less reporting, more local experts and provision of monetary incentives for partner country counterparts.

6) Sectoral Questions

Not even one sector had more than a half of respondents either agreeing or highly agreeing that the Twinning had contributed to the improvement in those sectors. Given that the nature of the sectoral questions targeted impact of the projects and due to the low overall response rate, it is not possible to draw any firm conclusion regarding the impact based on the replies and comments received.

Less than 50 % of the respondents agreed or strongly agreed that Twinning has contributed to enhance the performance of revenue collection and administration and to change external stakeholders' perceptions about the system of revenue administration and collection. The majority, over 45 %, remained neutral. Comments stated that mainly new pieces of legislation that have been, or will be, introduced or improved after the funding has concluded, represent examples of continuation of expertise exchange upon project completion and logical progression from the project.

Less than 30 % of the respondents agreed or strongly agreed that Twinning has contributed to strengthen the independence of the Supreme Audit Institution, and to raise its capacities in effectively conducting a full audit mandate. The majority, over 60 %, remained neutral.

Comments stated that a policy paper and action plan for updating SAI systems of the partner country, as well as exchange of knowledge, represent examples of continuation of expertise exchange upon project completion and logical progression from the project. Several respondents did not understand that this question was only SAI related. Therefore, their comments are not relevant.

Less than 50 % of the respondents agreed or strongly agreed that Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration. More than a third remained neutral.

Also, less than 50 % of the respondents agreed or strongly agreed that this institutional framework is effective, in terms of the actual incidence of corruption as well as perceived levels. The majority, over 40%, remained neutral.

Comments stated that preparation of relevant rules and guidelines, website and online tutorial improvements, represent examples of continuation of expertise exchange upon project completion and logical progression from the project.

Less than 50 % of the respondents agreed or strongly agreed that Twinning support to legislative assemblies has strengthened the action of the legislature in the partner country. Over a third of them remained neutral. Comments stated that new policies, laws and procedures, training programmes and MoUs, represent examples of continuation of expertise exchange upon project completion and logical

Less than a quarter of the respondents agreed or strongly agreed that Twinning support to NHRIs/Ombudsmen has enhanced the protection, monitoring and promotion of human rights in the partner country. The majority, close to 60 %, remained neutral.

Very few relevant comments were made. Examples of continuation of expertise exchange upon project completion and logical progression from the project included new draft laws, public awareness campaigns and trainings of the private sector in the field of personal data protection.

Less than 40 % of the respondents agreed or strongly agreed that Twinning has contributed to strengthening the agricultural and fisheries sector in the partner country in line with commitments taken in this area towards the EU. The majority, close to 50 %, remained neutral.

A lot more examples of logical progression from the project were provided than in the previous sectors. These included legislation on animal welfare, Act on agriculture, IPARD decree, Farm Accountancy Data Network, inspection tools for food safety, etc. Also, examples of continuation of expertise exchange upon project completion were mainly related to TAIEX initiatives.

Very low percentage (less than 20 %) of the respondents agreed or strongly agreed that Twinning has contributed to a better functioning of the energy market in the partner country in line with commitments taken in this area towards the EU. The majority, close to 60 %, remained neutral. This is the lowest positive response rate of all the evaluated sectors. Examples of logical progression from the project included laws, methodologies, protocols etc. Examples of continuation of expertise exchange upon project completion were scarce and with little relevance.

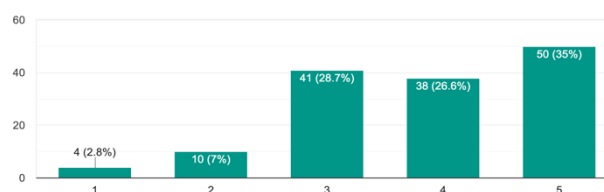
B. Detailed replies

To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = Strongly agree, 4 = agree, 3 = Neither agree nor disagree, 2 = disagree, 1 = strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Design, selection and contracting

Question 2.1

2.1. The guidance and supervision from the National contact point (NCP) was forthcoming and useful.
143 responses



Over 60 % of the respondents either agreed or strongly agreed with the statement 2.1, while almost 30 % remained neutral. The comments relate that many respondents did not know what “NCP” stands for. This may have affected the responses.

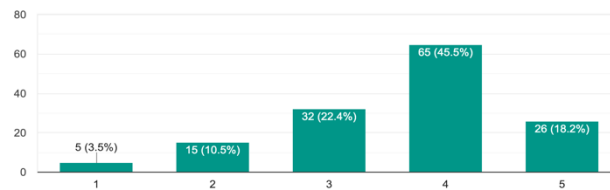
Comments

- no comment
- NCP National Contact Point of Sweden
- bonne implication de l'UGP et qualité de ses experts
- I was not involved with NCP, so do not have an opinion.
- I assume that "NCP" stands for National Contact Point, this is the EU Delegation
- too much complex
- I suggest to elaborate the TW project Manual since some requirements are too general. Also, I suggest to provide more practical examples, especially in chapters on Project Budget preparation and eligibility of cots. During budget planning and implementation there were several discussions on interpretation of these Manual requirements.
- The abbreviation NCP is not clear for me. I presume that it stands for National Contact Point, but don't know whether I should refer to the Beneficiary administration, the Programme Administration Office (PAO) in Ukraine or task manager in EU Delegation. You may clarify this in your question. At the moment my answer is related to PAO - Ukraine. PAO Ukraine were not very active towards the assisting international projects and in particular, Twinning, during the period of our Twinning. I have heard that they were very active and helpful to the Beneficiary administrations some years ago, but at our time they didn't provide any preliminary or on-going assistance or advice, neither to the Twinning teams, nor to Beneficiaries - other RTAs also told me that they didn't receive assistance from PAO. The EU projects didn't know each other, no contacts established. PAO were just formally organise annual meetings under a EU project financing and formally participated in some SC meetings. The task manager from EU Delegation and the Beneficiary administration were exceptionally helpful, active and cooperative.
- This part is working closely for the FIIAPP (company that projet manager)
- The PAO in Georgia was very active, supporting and cooperative. They provided initial and on-going assistance for all projects, sended warm up information package for RTAs, conducted regular RTA formal and informal meetings, separate regular meetings for RTA Assistants and Beneficiaries, they were closely and very actively engaged in the implementation of the project.
- Corinne.MERCIER@sgae.gouv.fr was always a great help!
- The quality/efficiency of relation with NCP strongly depends on personal involvement and personal relations. In Az, the relation was very trustful, open and helpful.
- I understood at this moment that the NCP just informed to the Spanish public administration about the publication of the Twinning. I don't know if had other kind of role.
- The above quote refers to French NCP, with whom I was working for the preparation of the design offer. For the design of the contract once selected, I had relations with EU Delegation in Ukraine, not with the NCP.
- please explain what is NCP
- I appreciated the mutual collaboration
- Je réponds d'une façon "neutre". Qui est NCP? Tous les documents reçus pour ce projet sont en français, langue de réalisation. Maintenant, il est demandé de répondre en anglais.
- Le Chef de Projet Français est le NCP
- No input from NCP
- The support provided has been mainly bureaucratic
- Support provided for bureaucratic issues, not more
- In Spain the guidance role of NCP is provided by FIIAPP
- Cooperation with the NCP in ministry of foreign affairs was very good
- The action of the NCP is very limited. It is summarized especially with a role of letter-box, although he is very nice.
- cooperation has been effective
- as usual, very good support by the German NCP
- little guidance has been offered - no participation in the Steering Committees has been registered despite invitation
- NCP role was limited to communicate the awarding of TW Project in parallel with Beneficiary Country (BC) Administration
- NCP role was limited to the official communication of TWL Project award in parallel with BC notification
- I don't know how what NCP stands for...
- L'intervention du NCP s'est limité aux prescriptions du manuel de jumelage.
- NCP was active and supporting throughout the Project starting from proposal writing to closure meeting
- What is "NCP"?
- important to be connected to other twinning
- Qué es el NCP?????
- There was no specific reason to ask for such a guidance except one time.
- I, only was CRJ, the 15 last months of project
- NCP is fully involved in the implementation of the project.
- I doubt, the role of NCP is to guide and supervise the individual twinner. There is plenty of tasks for NCP regarding managing of whole bunch of Information, representing country interests against Twinning Department in Brussels etc.
- NCP does not exist or I do not know who he/she is.
- The Agency for European Integration and Economic Development (AEI) in cooperation with the Agency for Quality Assurance and Accreditation Austria (AQ Austria) While the whole content and subject related know-how was with AQ Austria; AEI was responsible for the financial issues. The cooperation was regulated with a separate agreement; from the looking back perspective these caused challenges.
- First Twinning Project that was implemented by the Customs Department being the lead MS partner.
- all support just in time
- De très bon conseil et efficace pour connaître les projets Very good and effective advice on projects
- If possible the BXL TW Team to send to the NCPs information earlier so all preparatory work to be done with sufficient time
- NCP provided all necessary support and help during the preparation of the project proposal. Ensured its submission to the Serbian CFCU.

Question 2.2

2.2. The Twinning fiche was well designed with a strong intervention logic (with causal links between the different...istic mandatory results and activities.

143 responses



Over 60 % of the respondents either agreed or strongly agreed with the statement 2.2. However in the comments many stated that the results were too ambitious and not implementable due to their complexity. They also complained about the involvement of too many institutions, incoherency of the intervention logic and the big time gap between the programming and implementation.

Comments

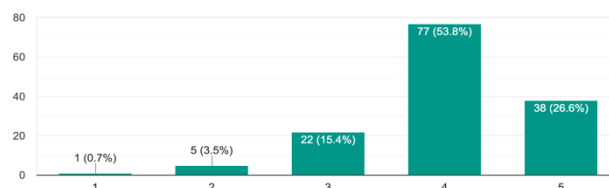
- difficultés dans la rédaction de la fiche jumelage liées à la participation de 2 institutions à priori complémentaires mais en pratique en conflits de fonctionnement
- Fiche gave direction, but did not link components well enough. Also results were not described S.M.A.R.T. enough in my opinion.
- a higher level of concretion about certain deliverables would have been welcome
- The benchmarks (indicators) should have been defined more precisely to enable to set baselines and target values more properly. Some of the indicators lacked SMART features and some of the indicators were rather outputs than indicators. During the contracting period, we were strongly advised by the EU Delegation to keep the original indicators stemming from the Twinning fiche. This might negatively affect the overall assessment of our Twinning Project performance within the framework of different types of review missions (such as ROM mission).
- Some of the expected outputs were "old fashioned", e.g. required publication of X number of guidelines/manuals in hard copy, while civil service in Croatia already relies to large extent on digital content. This caused inefficiency in the use of Project resources - both human and financial.
- When the project started the fiche was not updated with the new standards introduced in the maritime field for the maritime training (Manila Amendments)
- Conçu avant la révolution et mis en œuvre après la révolution en Tunisie, les résultats et activités ont été revus pour répondre aux nouvelles attentes et réalisations possibles
- some items were vague, or far from the reality
- The results weren't totally realistic.
- The Twinning Fiche was designed with too many mandatory results, more than 30. The project fulfilled all of them, but part on them were just developed by the MS experts and the Beneficiary didn't have enough administrative capacity to absorb all of them.
- The fiche was rather efficient but somewhat lacking in the causal links between the different levels or components -- when the purpose of the Twinning was really to bring together spatial planning and regional development
- The twinning sheet contained too much general "hype" (spiel) and not enough concreteness.
- I agree because the global result was very good and absolutely necessary for Jordan, but my Twinning Project was very, very technical, so there was some kind of conflict between the political goals and the technical reality. In my opinion the programme manager of the Delegation of the European Union in Jordan didn't have the ability to understand everything appropriately (I am not saying that the programme manager of the Delegation of the EU wasn't a good one, just only say that in my Twinning Project because it was very, very technical the programme manager of EU inserted in the definition of the project some matters or expectations not very logic).
- 2 main problems: - the project had 2 beneficiaries : Ministry of Transport, and Traffic Police, the two institutions being "in competition" with each other as for the leadership of road safety. - the title focused on commercial transport, a competence of Ministry of Transport, but several component/activities addressed the competence of traffic police, and there was only one RTA (seconded in Ministry), which was not well accepted by the "secondary" Beneficiary.
- Unfortunately for the beneficiaries it was the first experience, so the fiche was very confuse and results also
- Pas de difficultés dès lors que le Chef de Projet est le NCP connaissant bien le sujet
- PPP is an instrument which is 30 yrs. too early for Moldova
- Fiche was realistic but a bit date in terms of present state of play
- The fiche was too abstract, so were the mandatory results included in the workplan, which in some cases were repeated. Probably the author of the fiche had no direct experience in the administrative matters on culture and cultural heritage management and legal framework
- The benchmarks and expected results were unrealistic
- Project fiche was edited several times due to prolonged programming period, resulting in numerous changes regarding priorities, objectives, project activities and templates
- In any case you need clarification about the real content of activities depending on the needs
- The twinning fiche was very good, but the reality of the administration which I'm working with is quite different of what it was described in the twinning fiche.
- Expert profile should be better defined
- The Twinning fiche seemed to be the expression of needs from different departments that had not been totally coordinated. Moreover the fiche had been developed so much earlier than the actual start of the project that it was necessary to re-contextualize the needs expressed.

- *The project design (and the project implementation) suffered from the high number of involved BC administrations (17!!), which should be administered by a very weak leading / managing BC institution. In the twinning fiche "benchmarks" were named "mandatory results". This led to problems during the contract preparation phase and a finally semi optimal twinning work plan*
- *The fiche was written way ahead with changing conditions in the time before the Twinning started.*
- *The beneficiary was apparently the Ministry of Interior, however only the lower level of Forensic Science Centre was prepared to adequately engage with any recommendations. The MS was given no evidence of follow up in outstanding in project recommendations and there is no evidence of the recommendations for the beneficiary as a whole (termed non obligatory) being followed through.*
- *The twinning fiche was over ambitious in terms of number of activities and results. This is mainly due to the fact that there are too many professionals from different institutions (Ministry, EU at local and central levels) who include objectives and results to achieve. At the end of the process, the fiche is just an addition of requirements coming from various sources, lacking coherent vision and realism.*
- *Le budget du jumelage n'a pas été établi sur une évaluation réaliste du coût des activités.*
- *The long term Mandatory Results were/are difficult to measure. Many of the long term results will have many influencing factors that may affect the full understanding of the results not related to the project, and its short term results. The short term mandatory results were directly achievable and the project was delivered.*
- *The Twinning fiche was complete enough to understand and to describe causalities in order to prepare the proposal.*
- *The activities planned were logic, but the drafting was awful especially for 1 component on labs (meaning nothing, confusing, etc.). It created many constraints leading to carry out a few useless activities.*
- *The diagnosis was correct but the suggested work plan was not realistic*
- *La fiche du projet a été préparé sans évaluer suffisamment l'instabilité politique du pays, plongé dans un processus de transition démocratique*
- *But the results were impossible to achieve in such a short period (18 month)*
- *Il y avait trop de détails au niveau des activités*
- *the twinning fiche was clear but set unrealistic objectives regarding the repartition of man-days, which were not adapted to the needs of the partner country*
- *Problem is the time gap between fiche and start of the Project... within this things develop*
- *ce jumelage fait suite à un premier jumelage sur le même thème avec la Direction de l'inspection médicale et de la sécurité au travail. les éléments de travail de ce deuxième jumelage sont issus des propositions de poursuite du travail rédigées lors du rapport final du premier jumelage.*
- *Ficha bien elaborada*
- *In general the fiche was clear and logic.*
- *Some mandatory results and benchmarks were not implementable and contravene idea of twining projects. For instance: Activity "Amendments to the internal acts related to the organization and structure of the CSI units at regional and local level prepared in agreement between both twinning partners" Firstly, twinning project team provide consultations and recommendations to BC for the implementation and enforcement of the EU legislation (the Union acquis) and best practice. It shouldn't prepare drafts of legal acts. Implementation of recommendations, incorporation of recommendations to the legal system (drafting of legal acts) is commitment of BC. Secondly, during the preparation of the fiche BC did not consider that the legal framework regulating CSI units' activities, organization and structure at state, regional and local level contain classified information with restricted access. Therefore, project team cannot use the classified information for project purposes i.e. make analyses, prepare amendments to the classified internal acts and include it in the reports of the Twinning Project.*
- *The Twinning fiche was drafted in 2013 and outdated.*
- *Regarding the mandatory results and envisaged activities, in some respects there have been some deficiencies - moreover, sometimes there has been an interface-gap between the project partners concerning the planned interventions*
- *Yes, albeit it was necessary to change some terms while the course of project (substitution of 2 of the 7 hospital involved)*
- *The fiche perfectly meets the needs of the Algerian Civil Protection*
- *Unfortunately the formulation of the mandatory results were not that well discussed and agreed with the Beneficiary. We faced several misunderstandings related to the exact meaning of mandatory results between MS and BC during the project implementation*
- *The project fiche has a lot of inconsistent concepts and mixed topics in different parts.*
- *No comment*
- *The BC should have taken into consideration already other financed projects by the EU / we would have appreciated to have a better alignment right from scratch.*
- *The fiche contained unrealistic assumptions on co-financing by the BC side.*
- *the more professional, the fewer conflicts with EUO in drafting the contract*
- *the expert writing the twinning fiche sometimes don't have enough of time in order to understand the request of the beneficiary*
- *Objectifs parfois trop ambitieux, tenir compte de la capacité d'absorption du pays bénéficiaire Objectives sometimes too ambitious, take into account the absorptive capacity of the beneficiary country*
- *For each of linked activities to have information who was the implementer*
- *It was too detailed, too many results and activities for TWL project. Very complicated.*
- *Clearly defined objectives were set out and specific realistic activities agreed against each activity. There was some flexibility built into the fiche which allowed for a number of minor changes to be made after4 the initial inception phase of the Project*
- *Project fiche was well prepared. Mandatory results and activities were clear and realistic.*
-

Question 2.3

2.3. The Twinning fiche provided sufficient information to develop the Twinning proposal.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 2.3.

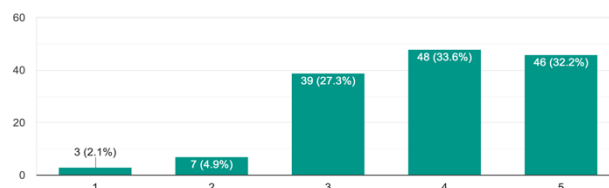
Comments

- The time period between the preparation of Twinning fiche and its circulation is too long, since during it changes in the Final Beneficiary administration regarding the matters which were actual during the Twinning fiche preparation stage sometimes occur and they become not actual but still remain in the circulated Twinning fiche.
- Can we make a proposal deviating from the activities from the fiche? If that had been possible we would have developed our proposal by changing some activities.
- I replaced the original RTA after the proposal was approved. I don't have enough knowledge on how the proposal was prepared.
- The European fiches are very detailed and this can compromise better solution during the twinning implementation
- Des orientations politiques qui ont été revues après 2011
- The information was enough to understand and running the projet
- We managed :)
- I was not involved in the preparation of the proposal
- I don't say strongly agree because always there are some ambiguities, but it was reasonably fine.
- see below
- Pas de problèmes particuliers (Idem réponse précédente)
- ??? I joint the Project 5 months to the end as RTA
- The project fiche may have been designed too ambitiously
- see answer question above, preparation meetings in advance would be very helpful
- The fiche was clearly made, but it was describing a situation too much flattering in comparison with reality
- Yes we confirm that info provided are adequate
- it was necessary to rebuild ex.post a rationale to connect the different components of the fiche
- The fiche terms were expanded with the very helpful assistance of the Croatian CFCA, however the lack of any follow up examination of results means that a beneficiary is not committed to carry out the intent of the project
- The Twinning fiche was precise indeed.
- The fiche had many parts that were ambiguous relating to the expected content of the daily delivery. This could be recognized as being a benefit to the project delivery team but this also hindered when identifying suitable STE's and course content.
- As described above
- Depending on the components : at the request of the Turkish EUD, several projects were merged, leading to a complicated and non-logical project.
- We found it necessary to conduct a fact-finding mission to elaborate on the fiche
- Une partie importante de l'information était inconnue au moment de formuler le projet
- In fact the fiche was in my opinion much too detailed. No big space was left for alternative ways of proceeding
- Fiche très technique et complète
- On specific issue it is obvious that additional information has to be asked to the beneficiary state and its institutions. I have done that.
- In general, I agree. Nevertheless, the real problem concerns the specification of the global objectives. This should be done in a professional manner that means, the proposals must be proper and feasible.
- The goal was, from the beginning clear
- See comment above.
- In any case, the content of the Project Fiche provided me the general idea to prepare the presentation.
- No comment
- See above - better alignment to other EU funded projects in the area - and alignment of project outline with real e.g. staff capacities at the BC side.
- Pour le jumelage dont j'avais la charge, la fiche était bien renseignée. Mais la volonté d'avoir des fiches plus sommaires n'est pas pertinente à mon avis. For the twinning I was in charge, the card was well informed. But the desire to have more summary records is not relevant in my opinion.
- It would be better if in the fiche there is a clear description of different agents and structures involved
- Time gap between the fiche and the real implementation
- The overlaps between the 4 different component parts of the Project could have been more accurately reflected which would have more readily facilitated the development of the proposal and have importantly avoided repetition.
- Project fiche was well prepared and ensured all necessary information to elaborate Project proposal and work plan.

Question 2.4

2.4. There was sufficient involvement of partner country's stakeholders at design stage to ensure the quality of the project.

143 responses



Almost two-thirds of the respondents either agreed or strongly agreed with the statement 2.4. This was backed up with several comments.

Comments

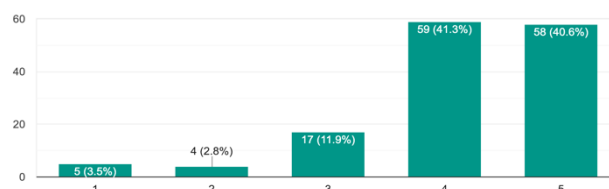
- *Involvement of BC is always a crucial point (Normally BC-staff is fully engaged in their daily business and might face Problems with additional work-load/projects). I recommend to make BC-administration more aware of the fact that participation in a TW-project absorbs a lot of resources*
- *même réponse qu'en 2.2 bis, les attentes entre les 2 partenaires tunisiens n'étaient pas du même ordre.*
- *For what I know (en have experienced) the partner country distanced themselves from the design stage unfortunately. They approved documents.*
- *During the contracting period, MS Project Leaders and RTA visit the Beneficiary country three times in order to develop the Twinning Work Plan together with the Beneficiary stakeholders to reflect the actual needs of the Beneficiary Parliament. After that we had several follow-up phone calls and emails exchange to finalize the Twinning Contract together.*
- *I don't have information on the participatory planning, but considering the quality of the fiche, key players were involved.*
- *When you have to face different administrations in the host country it could be very difficult to involve all the stakeholders*
- *Cette étape a été très importante dans le contexte politique nouveau de la révolution et le travail avec les partenaires a demandé du temps pour garantir la qualité du projet*
- *when the aim of the project is to set up (quality) infrastructure, it is somehow difficult to rely partner country's stakeholders*
- *The involvement was from the side of the Main Beneficiary, the Ministry of Regional development. The other main stakeholder Ministry of Ecology was not involved at the design stage.*
- *To be honest I don't know how many people were involved in.*
- *Yes the Moldovan team was great, the Project Leader Valentina PLESCA and the head of the international department Svetlana ROGOV and her team.*
- *I was not involved at design stage*
- *The involvement of all the Jordanian stakeholders was perfect in my opinion.*
- *Yes, although the actual situation of both Beneficiary administrations (ref above §2.2 bis) led to some difficult discussions, whose results were sometimes not totally sincere*
- *Rôle important du Chef de Projet et du RTA pour la réalisation des actions et le choix des experts.*
- *??? I joined the Project 5 months to the end as RTA*
- *mandatory results are normally drafted by author of the fiche with poor support by BC*
- *The cooperation was challenged by high expectations from the BC side and business from the STE.*
- *KAS was clearly involved in design. Relevant external stakeholders less so.*
- *The contribution of stakeholders was limited to the supply of basic documentation, not in the drafting up of the actual technical and administrative goals of the project*
- *We do not have any information on the role of stakeholders at the design stage.*
- *The cooperation with Serbian Police was outstanding, also Coop. with Slovenian und French Partners was very good. We faced at a certain times some problems with Serbian contract partners CFCU - they revoke approvals of side letters after activity was done.*
- *Pre meetings to get agreement on activities was extremely helpful*
- *I don't know if the right persons have been consulted.*
- *we don't have adequate info*
- *The exchanges with the partner country were very useful to coordinate project components*
- *The fiche was drawn up by people with no idea of the wider requirements of DVI, and hence was too narrowly drawn e.g. unable to include forensic Odontology in the fiche at the earliest stage.*
- *The design stage fell under exclusive responsibility of MS partner. BC role in this field was limited to verify formal aspects of administrative requirements fulfilment.*
- *Is partner country the Beneficiary Country or the Member State? If it is BC, I think there was some involvement but I believe it was limited as staff in a Ministry sees a Twinning mainly as additional work and people can be suspicious about European projects. I believe the Ministry's staff should be more informed beforehand about what a Twinning project is and entails.*
- *The different perspectives of what the BC country's expectations were often exposed when compared to the MS understanding of the course expectations, which often differed when delivered. Idealism and realistic deliverable's are key at this planning stage especially as the binding of the final 6 months plan and the OSL expectations are a critical influence on the course delivery.*
- *The partner country had a good opportunity to give their feedback and to participate in proposal writing and to give final approval and their commitment to the proposal and Project.*
- *Je ne sais pas*
- *I was not there at that time. But I suppose they were quite involved*
- *In this case the Partner Country beneficiary had already a precise idea on the necessary Input (desirable but rarely the case)*
- *I do not have information about involvement of stakeholders at design stage.*

- Très impliqués
- I don't know, because I was involved later
- Oui dans la mesure où les demandes de qualité des participants ont été prises en compte.
- Obviously it depends upon our interlocutors with a different degree of involvement.
- une association plus étroite de toutes les parties prenantes dès le stade de la conception du projet aurait peut être facilité sa mise en œuvre. en effet, une des composantes du projet consiste à aider la Cour des comptes du Maroc à certifier les comptes de l'Etat, une nouvelle mission confiée par la loi. Toutefois, tant que des comptes n'ont pas été produits selon les nouvelles règles fixées par la loi et transmis à la Cour des comptes, son travail d'auditeur ne peut commencer. si les deux parties (auditeur et producteur de comptes) avaient pris conscience, dès la définition du projet, du fait qu'elles devaient avancer ensemble sur ce chantier nouveau pour toutes les deux, cela aurait peut être permis de gagner du temps. il aurait peut être également été nécessaire de réfléchir à l'opportunité d'accompagner parallèlement le producteur des comptes dans sa nouvelle mission.
- Somehow the commitment and motivation should be ensured better.
- It seems not realistic to involve all relevant partner country's stakeholders in advance - it would be a long lasting process without any substantial benefit and should be mainly delegated to the project team at the places of action
- Of course, without this degree of involvement the main aims hadn't be reached
- The lack of involvement and sufficient awareness among stakeholders were a great weakness within this Project - from the beginning to the end
- No comment
- To a certain extent we had to step back (and speed up) because the levels of commitment to the scope were very diverse; the range of stakeholder were too large (but reflecting fully the needs and outline of BiH) etc.
- persons responsible for future implementation were absolutely disinterested in project
- it depends on the motivation of the involved stakeholders (here: different departments of Ministry)
- if it is a first twinning project for the beneficiary, it is difficult for him to understand the difference between twinning and technical assistance
- Si plusieurs administrations du pays bénéficiaire sont impliquées, s'assurer de leur bonne coordination. If several administrations of the beneficiary country are involved, ensure that they are well coordinated.
- Good cooperation with BC colleagues on spot and online, common understanding of the methodology and goals
- It was TWL.
- The partner country, in this case Jordan, had been involved closely at each stage of the Project design which allowed for clear realistic and achievable goals and activities to be agreed.
- Project was single partner intervention.
-

Question 2.5

2.5. There was a sufficient involvement of Member State (MS) at design stage to ensure the quality of the project.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 2.5.

Comments

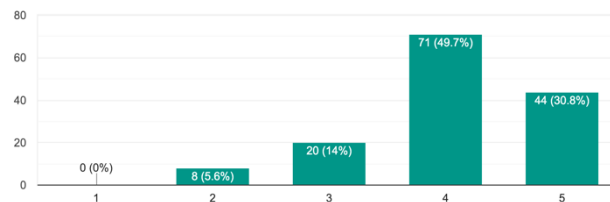
- I am not aware of MS being involved in the design, unless we talk about the work planning, not the preparation of the fiche that was used for calling proposals.
- no comments
- Un très bon travail d'écoute et de partage des enjeux
- I think so, the PL was involved in this step
- I was at the time in charge of preparing the proposal of interest and I managed to "mobilise" a great interministerial team plus Romanian and Latvian experts from my two former Twinning (Latvia 2001-2003 on Regional Policy) and Romania (2003-2005) on Financial and fiscal decentralisation
- I was not involved at design stage
- Yes, we did our best, although we had some internal problems in one of the institutions (IDAE) that could be solved by the good job of the rest of the MS stakeholders.
- Rôle important du Chef de Projet et du RTA pour la réalisation des actions
- ??? I joined the Project 5 months to the end as RTA
- I am not sure I understand the question. MS is NOT involved in writing the fiche. Log frame and results and actual design are taken into account after signature. EU institutions and private consultants have input in project design before signature. But not MS
- There was no involvement of MS at design stage
- At the stage of designing the TW Fiche, MS hasn't any role
- Collaborating institutions involved in IPA project design lacked necessary previous experience and understanding of the BC processes
- Sometimes data related to the mandatory results were provided late
- The involvement of MS has been at the top.
- we don't have adequate info

- As this was a bidding process the bid was to meet the fiche requirements and although wider suggestions were made at the bidding stage, and thought beneficial they could not be incorporated in the project recommendations as they weren't in the original fiche.
- I believe so but I was not involved in the project at this stage.
- Two or three meeting were conducted prior to deployment to try and iron out expectations. But the early weeks of the In Country planning stage revealed differences in expectations between the BC and the MS. These differences occur when discussions are made with the STEs regarding realistic course content and delivery.
- Les EEMM n'ont pas participé à la phase initiale de conception du projet.
- Yes but the contact was quite difficult
- constant contact between MS and beneficiary
- TWG Contract was drafted together with all involved parties.
- The MS has been highly involved and committed in the design, implementation and lead of the twinning at all stages. Indeed, the project leader, key experts and the whole pool of European experts have always been really committed to the success of the project.
- I don't know, because I was involved later
- Il s'agissait d'un premier TW pour l'organisme (DGT) de l'Etat membre (España)
- As the main representative of the MS, the design has been set up by the beneficiary with the EU Commission and I understood that my margin of appreciation in that regard was limited. Nevertheless in agreement with the beneficiary we have adapted the design in order to better fit with the real needs in some cases.
- je n'ai pas participé à la préparation du projet, sauf sur la fin
- MoJ was understandable on the background, the National Chamber of Mediators being the actual main beneficiary, and there involvement was vague.
- "Too many cooks spoil the broth" - the number of involved MS will not guarantee the quality and feasibility of the project goals - a profound knowledge of the specific needs and challenges in the relevant region is necessary
- MS are not usually involved at the design stage
- No comment
- Within AQ Austria (experts, core/key, RTA, PL etc.) was strong commitment to the implementation of the project; some challenges with the financial project management were causing the need for night shifts and redo task that have been done from our side.
- Même remarque que ci-dessus Same remark as above
- see above
- If this is reference to the design of the project at fiche stage then there was no involvement of the MS. However, the MS was fully involved and responsible for the detail set out in the design of the project and the activities specified in the final contract.
- Twinning light project. MS had full responsibility of the project proposal and work plan elaboration.

Question 2.6

2.6. There was sufficient time to prepare the proposal

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 2.6.

Comments

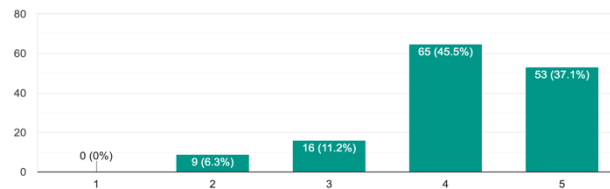
- Including pre-announcements of planned TW-Projects time for preparation is sufficient
- le projet a été attribué en septembre 2011 signature en décembre 2011.
- no comments
- Le démarrage du jumelage après du retard afin de respecter le travail préalable entre les partenaires et états membres
- In most projects the delay given is too short.
- I was not involved at proposal stage
- Yes, there was sufficient time to prepare the proposal.
- Nécessité de bien connaître le Mécanisme EU de Protection Civile ainsi que l'organisation du Pays bénéficiaire
- ??? I joined the Project 5 months to the end as RTA
- the communication between all relevant stakeholders could have been more efficient
- Timeframes were always very short
- As experts from two partner countries were involved the time frame was very short
- The fiche has been published on June 2016 for a proposition on September...
- An increase of the time for preparing proposal will be appreciated
- You use the time you have
- I do not know exactly.
- The proposal is complex and detailed. Considering how long the BC had to develop the Fiche. Time was tight in the MS to write the proposal. After numerous re-rights on the suggestion of the CFCU regarding protocol.
- There was sufficient time to write the proposal, no doubt.
- The time allocated, officially noticed to the MSSs, was later decreased by a simple letter from the CFCU. The Christmas period was not taken into account.
- Le temps était très juste, compte tenu de la complexité du projet

- *In our case more time was needed for proposal due to Consortium.*
- *no there was not enough time, as the twinning project is an EU partnership with several countries, it requires time for negotiation and to prepare an adequate offer. Additional time was offered by the EU, which was necessary.*
- *time was short*
- *Oui au sens où c'est une continuité du travail, non en terme de délais de la rédaction. cela aura des conséquences sur la définitions des indicateurs. cette question sera remontée lors de la mission ROM.*
- *6 mois sont nécessaires*
- *no comment*
- *je n'ai pas participé à la préparation du projet, sauf sur la fin*
- *Twinning usually starts with gap analysis, and it should be done beforehand, at the same time as the proposal in order to save time and be more efficient. The program of work would be best suited according to objectives and needs of BC.*
- *The RTA should be involved in time - or the fine-tuning of the proposals should be delegated to the RTA - that means more flexibility and competencies by the RTA is needed*
- *I think so, although I did not participate in the proposal, only in the development, in the achievement of the objectives and in the partial and final reports*
- *No comment*
- *An earlier involvement would have been a plus - the BC / MS (CONTENT) phase should have started earlier.*
- *See the comment to 2.1.*
- *It was TWL project.*
- *There was sufficient time to prepare the proposal helped by the fact that the activities and objectives were clearly set out.*

Question 2.7

2.7. The contract preparation stage was instrumental in clarifying activities and roles and ensuring an effective start of the project.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 2.7. This was in general backed up by comments.

Comments

- *globalement oui pour le partenaire principal, la DIMST. concernant l'ISST, les difficultés ont surgi à cette étape.*
- *Don't know.*
- *only the programme guide was instrumental to this sake*
- *Join preparation meeting was of crucial importance.*
- *There were some misunderstandings of the TW Manual requirements that affected Project contract preparation and implementation stage (additional consultation sessions, corrective activities in the budget during Project implementation).*
- *no comments*
- *Some assumptions were made that could not be turned quickly into effective actions and/or situations*
- *There were several meetings in order to ensure the effectiveness of the projet*
- *This is the most important period as it is when the Twinning fiche can be updated -- as it is usually drafted many months before, or even years and things have generally moved on.*
- *MS PL agreed to all demands of partner country ignoring all difficulties at implementation at a later stage.*
- *Yes, the contract preparation stage was very useful and I think that it is very well defined (time and way).*
- *also refer to §2.4 bis above)*
- *we haven't any problem during negotiation phase, but in our Tw. guidance was forbidden to have missions after signing phase these role lose time in the start-up pf the project*
- *??? I joint the Project 5 months to the end as RTA*
- *The contract preparation stage only addressed the ways for implementing what included in the project fiche*
- *After more than two years since the first draft of the TW Fiche, it was required to adapt it to the current reality.*
- *absolutely necessary*
- *We thought that was it. In fact, the Contracting Authority has presented a situation more advanced that it was.*
- *Strong support of the Egyptian Consumer Protection Agency (CPA) and of the Egyptian PAO/SAAP*
- *EU delegation has efficiently assisted our body during contract preparation*
- *Basically yes, but during the contract phase BC does not yet address all weak points openly and in detail. The necessary trust is still missing in this project phase.*
- *The proposed corrections were relevant, but could have been organized and gathered to avoid the high number of time consuming revisions.*
- *Make it clear that stationery and paper is the requirement of the MS to provide*
- *It could have been much more is adequate time had been allocated to it. Besides, many professionals provided their feedback and input at the preparation stage which led to lose some information about the objectives and practical aspects of this twinning.*
- *This was indeed needed to understand the real situation of the Beneficiary organization and to agree on details of the contract with the Program Administration Office, PAO.*

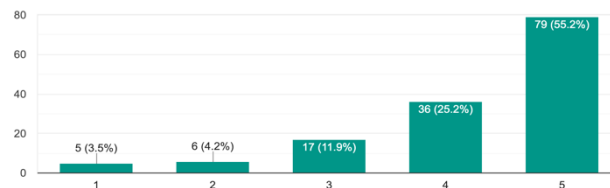
- *Indeed, the time to prepare activities before the actual implementation is crucial for a successful project. This period give a chance to elaborate in details and adjust the intervention logic as needed.*
- *La phase de préparation du contrat a permis de clarifier les activités et d'assurer un démarrage effectif du projet*
- *an important fact to keep in mind*
- *Activities were discussed with beneficiary and cleared the expectations of the beneficiary*
- *the preparation time of the contract allowed to check on the hypothesis regarding the needs for an effective project*
- *Le stage de préparation est utile pour connaître les expériences déjà vécues des autres CRJ*
- *Yes time was needed in order to deal between the 3 involved MS the respective missions and experts.*
- *oui le dialogue avec l'institution bénéficiaire permet de clarifier les choses mais ce n'est qu'après l'installation du CRJ et une première mission d'état des lieux que la compréhension des attentes du bénéficiaire a été complète de la part de l'institution bénéficiaire. De même, le dialogue avec les institutions partenaires a également permis au bénéficiaire de préciser ses besoins.*
- *Especially in a country like Bosnia-Herzegovina with many stakeholders, the preparation stage where we could have dialogue with all parties was extremely crucial.*
- *It was a pretty long lasting procedure.*
- *I think so, although I did not participate in the proposal, only in the development, in the achievement of the objectives and in the partial and final reports*
- *The planning phase has proved to be essential for the good development of the project.*
- *No comment*
- *More time should have been invested in clarifying the role between AQ Austria and AEI.*
- *Some activities could only be clarified in the course of the project.*
- *more opportunities for meetings with the stakeholders in the country and out of.*
- *Nous avons nous-même pris contact avec le pays bénéficiaire, le principe de concurrence entre Etats-membres de la Commission n'aurait peut-être pas été d'accord We ourselves have made contact with the beneficiary country, the principle of competition between Member States of the Commission should be disagreed*
- *In TWL project it was done in the inception phase,*
- *A number of direct exchanges between the MS and the partner country facilitated us in agreeing clearly defined roles and responsibilities from the outset of the Project.*

2) Implementation

Question 3.1

3.1. The project purpose and activities were still relevant when the project started.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 3.1. However, comments state that the time period between the preparation of Twinning fiche and its circulation is too long as well as the time gap until the start of the implementation of the project.

Comments

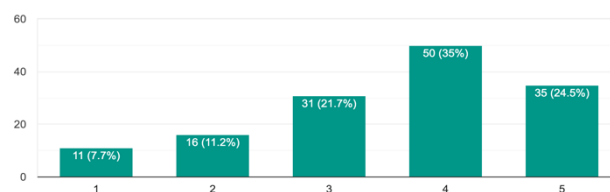
- *The time period between the preparation of Twinning fiche and its circulation is too long, since during it changes in the Final Beneficiary administration regarding the matters which were actual during the Twinning fiche preparation stage sometimes occur and they become not actual but still remain in the circulated Twinning fiche.*
- *Maybe a better coordination with other EU-projects (esp. Techn. Ass.) can be additionally triggered/supported by EU.*
- *concernant la DIMST, la vision stratégique du jumelage était cohérente avec le fonctionnement de l'institution. il y avait une attente forte concernant la mise en oeuvre d'une enquête sur la santé des salariés. concernant l'ISST, des disfonctionnement internes ont ralenti le processus et perturbé le déroulement des activités : manque d'engagement de la direction, problèmes de moyens financiers pour mettre en oeuvre les activités*
- *After a year in the project, I would say that mandatory results should be evaluated after start of the project, to reconfirm their relevance, or amend them to be more relevant. Fiche was prepared in 2016, project started September 2017*
- *The Project started four months after the selection notification. Therefore, the circumstances were still the same without any significant changes in needs and preferences of Beneficiary Parliament.*
- *One should make it easier to officially update the Project fiche based on the findings of the first quarter or contract preparation stage.*
- *Surely the arguments is still today an important item in the maritime field*
- *les objectifs et activités du projet ont été revues avec les nouveaux partenaires*
- *The project purpose and activities were still relevant when the project started. However, this project was implemented before a project for development of Waste Framework Law (responsibility of Ministry of Ecology) and it caused delays in adoption of the legislative packages and information system, developed under the project.*
- *Yes the activities were totally realistic*
- *We had managed to update during the preparation of the contract.*

- Partners had already worked a lot. The fiche was out of date regarding some information. At the time of the project, authorities were not that much willing to advance the situation of people with disabilities; other priorities had emerged;
- Project targeted 2 departments of the Ministry of Economy of Serbia. After 6 weeks of implementation it became clear that one department completely refused cooperation.
- Yes, the Twinning Project was focused on a key matter of Jordan (energy) and was very necessary. The Twinning Project was accompanying the country in the integration of renewable energies from the beginning. The time of the Project, and so the purpose and activities, were on perfect time for the country.
- And they still were 5 years later, when I was involved as non-key expert in a TA project for a similar task (drafting a MMT Law)
- No, PPP is not a relevant procurement instrument for Moldova since it requires no-corruption, statistical data, developed financial markets etc.
- The long time passed after fiche drafting and actual start-up of the work modified the logical frame of the project. That fact that purpose and activities could not be modified at the stage of contract drafting resulted in a strong rigidity
- some of the changes took place while implementing the project on a later stage
- The project purpose was still relevant but some of the activities had already been carried out to some extent
- you have to be very careful using concrete version numbers or laws as there could be changes meanwhile, should be formulated like "the current last version"
- The Activity 2.5 was not totally relevant any more
- Not always in detail, by and large yes
- Yes, fight against poverty was still relevant.
- Une actualisation a été nécessaire car deux années ont passé entre l'idée du jumelage et la rédaction de la fiche de candidature
- The project purpose was 100% relevant. The activities were very relevant though the content had to be changed as the expectations were not always deliverable in the forms that were expected.
- The purpose and activities were still relevant. However turbulence/coup at the BC had impact on the situation and start of the Project.
- It was not the case for all the activities: the component on LAB analysis would have needed more flexibility.
- Les objectifs et les activités du projet étaient pertinents au début du jumelage.
- Yes, majority.
- Again the project fiche was too ambitious. But maybe because it was the reflect of the beneficiary will
- Yes as the beneficiary country had been waiting for almost 8 years to start the twinning project; it is a structural project focusing on key tasks of the Ministry and its organisation. So there was a strong willingness to launch the project but there has been an evolution of the needs in the meantime so some few adjustments were made at the beginning of the projects.
- sur le principe oui, en pratique, une partie du projet traitait du fonctionnement du dialogue social. du fait de la situation politique, cette activité a été engagée mais n'a pu dépasser .
- Dans mon cas particulier, la sécurité routière demande des années pour préparer les outils (banques de données, statistiques fiables pour que les systèmes d'information soient utiles au prises de décision politiques)
- there were pending structural problems to be fixed well described by the fiche.
- No, as we got a conditional approval, we needed to redraft the project in order to focus on Managerial Accountability.
- Even in some respects another setting of priorities were recommended, without no doubt, the project purpose and activities in general were still relevant when the project started
- Yes the purpose still the same until achievement.
- Unfortunately not all of them
- No comment
- We realised quite soon that amendments would be needed (SL etc.)
- too much time spent by EUO in the preparation phase
- the contact person involved in the project preparation was not working in the Ministry any more
- Pertinent, mais un peu trop ambitieux Relevant, but a bit too ambitious
- **THERE IS A LONG PERIOD BETWEEN THE PROJECT FICHE AND THE START OF THE PROJECT. SOME ISSUES CAN BE OUT OF LOGIC BY THE STARTING TIME OF PROJECT, WHILE OTHER ISSUES MIGHT BECOME IMPORTANT MIGHT AND ARE NOT INCLUDED IN THE FICHE**
- yes, some slight adaptations were introduced but not changing the planned mandatory results
- Since there were too many activities for the TWL, some were not relevant.
- time gap due to a long time for the notification of the contract
- Although 9 months had elapsed between the initial proposal being submitted and the start of the Project the activities remained mostly relevant. the flexibility allowed for in the initial fiche allowed minor amendments to be made to the work programme once started. This ensured that the activities remained very focused on existing priorities and challenges being faced by the host Ministry(Social Development)

Question 3.2

3.2. There was sufficient time to implement the project and achieve the mandatory results.

143 responses



Almost 60 % of the respondents either agreed or strongly agreed with the statement 3.2. However, almost all respondents in the comments very clearly expressed the need for more time to implement the project for different reasons.

Comments

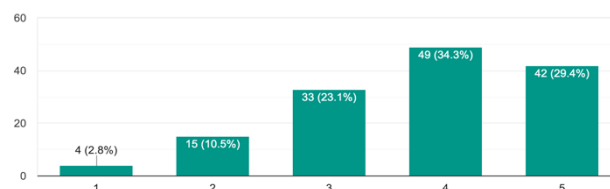
- Sometimes the mandatory results have been a bit too optimistic. Thus a possibility of slight adaptations of mandatory results via a simplified procedure (without amendment) might be useful.
- Still in progress. In my opinion the scope was too large and the absorption capacity of beneficiary organisation too low.
- Only 8 months has passed since the start.
- Please take into account that the Project is still ongoing.
- We achieved all mandatory results, but at the
- The Project was prolonged since some misunderstandings of the way of implementation of some activities between the MSs and the BC. Hence, that caused some delays during Project implementation period.
- The real important project should have to develop a new university complex with proper equipment's and the appropriate course and trainers
- Ce projet s'est déroulé dans un contexte particulier et aurait demandé encore 6 mois pour consolider les actions
- In this specific project, the project time extension was limited by the end of EU financing contract
- 3. Two Addendums were approved to extend the implementation period of the activities under the Twinning contract, to amend the mandatory results and benchmarks with the purpose to include the development of waste management information system for batteries in Ukraine, purchase of server and local IT support as well as to facilitate the amendment and adoption of the Draft legislation on WEEE and batteries in the process of coordination and presenting of legislation to the Cabinet of Ministers and the Parliament
- It was necessary to have more time in order to implementing all the rules
- Being happy together as a team we would have appreciated to have a little more time but all the mandatory results had been achieved, so we were satisfied.
- No! All Twinning projects I implemented are overloaded with mandatory results and too short. Capacity building needs time.
- Yes, although we extended 3 months more but it was to insert new activities that we saw along the implementation of the project that they could be very interesting and supplementary for the Twinning Project.
- - Because of a low involvement of Administration - because results in such a topic not only depends on administration, but on the private sector, and because the way the Administrations consider the private sector in Ukraine is worth a book (unable to manage on a modern way, and mainly expect money) - And also because the end of the twinning's implementation period coincided with the Dignity revolution (Nov 2013 - May 2014)
- We requested extension of 1 quarter
- No, as usual, Twinning results are overambitious and there is lack of time
- The activities were planned very intensively that did not time to the BC to reflect on the recommendations that might have some effect to the sustainability and quality of the decisions made.
- Political instability in the country and constant changes in the BC administration slowed down the project implementation
- Can't tell. Project is still running.
- Successful project despite military coup attempt (replacement of all BC key figures as PL and RTA), security problems.
- very often you depend on governmental decisions which you cannot influence
- If the situation was as it has been described on starting, it was sufficient.
- Even in a critical and politically difficult situation in the beneficiary country
- time for implementation of the project should be increased
- Deliver x% reduction in level of crime across Turkey by end of project is totally unrealistic
- Despite the changes in BC staff and replacement of several STEs, the project caught up with an initial delay mainly thanks to the close cooperation between MS and BC and, in particular, between RTA and RTAC;
- Yes, because the implementation Phase was extended. Otherwise no.
- we are half way: I would say that given the scope of the tasks and the Moldovan context a 36-month project would have better suited the case
- The BC had a 3-6 month period of stasis because the Forensic Science Service was not communicating with the Ministry of Interior, who the project believes the project should be aimed.
- We fulfilled all the mandatory results within the extended period for implementation (4 months of extension).
- It was necessary to extend the implementation period one additional month respect to the initial timetable.
- It would have been better to have more time to implement the project (24 months instead of 18) as the number of planned activities was too high for proper absorption by the Ministry.
- le projet est en cours (phase de préparation/rédaction du contrat second semestre 2017 - début du projet janvier 2018 - fin du projet décembre 2019)
- The project is still in progress
- The project got off to a bad start due to the Coup in Turkey. It happened two days after I arrived in Country. The Gendarmerie and Government were obviously in turmoil.
- However there was turbulence taking Place at the BC we were able to complete the Project in time as planned, despite that the coup made 4-6 months delay in the implementation.
- We went for a 5 and half month extension and still have to rush. With this 6 additional month...
- There is, at the beginning of the project, sufficient time to carry out activities and achieve the results but factors which are not under project control introduce delays.
- Le grand nombre et la complexité des actions prévues ont rendu impossible l'exécution de toutes les actions programmées, malgré la prolongation du projet de cinq mois
- The Project is still ongoing (it is in middle), hard to estimate at the moment
- Because of demanding and ambitious planned trainings on risk assessment of dossiers more time would be needed.
- Project lasted only 3 month within asked period, but all planned activities in this period were achieved
- une des trois activités (la certification des comptes du Royaume du Maroc) n'a pu être complètement effectuée faute de disponibilité des comptes en temps voulu.

- *le jumelage était très lourd (870 h/j). Nous avons dû prolonger de 4 mois et garder un rythme intensif d'expertises jusqu'au dernier jour.*
- *There was the need for a short (3 months) extension due to initial difficulties with different BC administrations*
- *The twinning project is still going on, so far only 7 months of work can be assessed positively with mandatory intermediate results achieved. Moreover, the fact that 4 structures are benefiting from the twinning project in the partner country and many mandays to manage makes it difficult to implement.*
- *Too many activities (32 activities, 45 missions) for one year implementation period given August vacations and elections period.*
- *too many activities (32 activities, 45 missions) for a 12 month implementation period, given August vacations and election period*
- *A longer period would have been better. however, all results were achieved*
- *oui, hors les questions du blocage politique et des difficultés de mener le dialogue social*
- *Pour les raisons expliquées dans la réponse antérieure.*
- *Yes even though I have not been fully informed at a later stage on the follow-up of the twinning by the beneficiary.*
- *nous avons demandé une prolongation du projet mais ce n'était pas du seulement à une mauvaise estimation de la durée initiale du projet mais en grande partie à une cause externe, le fait que les comptes à auditer aient été mis à la disposition de la Cour des comptes avec plusieurs mois de retard par rapport au calendrier envisagé.*
- *No, the long and complicated process for addendum was too much time-consuming*
- *We added three months at the end, but we also added more activities*
- *Thinking of project duration times, I think they're long. In terms of operability, such as temporary displacement of the CRJ are correct.*
- *Even everybody was working hard to overcome the project programme, in a certain sense, there has been in total an overload of work trying to cover all project proposes and activities in a satisfying and sufficient manner*
- *Three months more was added. The total time was 27 months, and 15% of the objectives planned wasn't achieved*
- *However the project is still being developed, its importance and smooth implementation requires 3 years instead of 2.*
- *We managed but there was a "small" revolution in Ukraine during the project which complicated matters*
- *No comment*
- *Yes and no - at a certain stage of the project it was clear that we have to be realistic and work with / in the political environment more than expected*
- *15 months are rather short*
- *Project is still ongoing*
- *The project implementation period was extended.*
- *because of our expertise*
- *Prévoir de pouvoir allonger la durée du jumelage de façon souple (nécessité de faire un avenant, et la délégation de l'UE n'a pas été souple) Plan to be able to extend the duration of the twinning in a flexible way (need to add an amendment, and the EU delegation has not been flexible)*
- **BENEFICIARY COUNTRIES CAN BE OVER OPTIMISTIC IN THEIR PROJECTIONS OF IMPLEMENTATION OF EU DIRECTIVES. TWINNING PROJECTS SHOULD ENCOMPASS THE REFORMS, WHICH IMPLIES ADAPTATION TO REALISTIC ROADMAPS**
- *yes, but sometimes it is done with much bigger effort and under time stress due to unpredictable situations*
- *TWL project*
- *For so many activities (above 32) it was extremely difficult.*
- *In my opinion the project could take 2 years instead of 1,5 currently*
- *Due to the time spent on building a trusting and strong working relationship with officials in the Ministry, meant that the end part of the project was a little rushed ,although agreement was reached by all parties involved to extend the completion date by 2 months. This allowed enough time to achieve fully all the objectives set.*
- *As this was a Twinning light project work plan implementation was in intensive conditions. All activities within planned time were implemented*

Question 3.3

3.3. The beneficiaries were committed to the project and had a clear understanding of their roles and duties.

143 responses



Over 60 % of the respondents either agreed or strongly agreed with the statement 3.3. Mainly positive comments were made, although some stated that the BC had mistaken the twinning for a TA project.

Comments

- *In the specific case it was the first TW Project for this BC. Common understanding (difference between a Twinning and a consultancy project) was achieved quite quickly*
- *en lien avec les réponses précédents, concernant la DIMST, pas de confusion des rôles, concernant l'ISSST l'attente était perturbée par les dysfonctionnements internes.*
- *the Beneficiary administration members in charge did not participate in the drafting of the proposal so too frequently questions are raised on this respect*

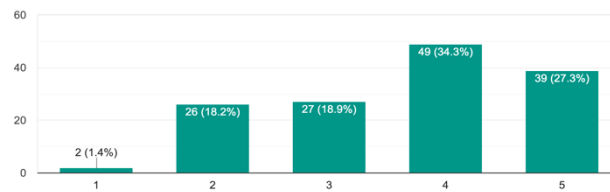
- sometimes not
- Having two Ministries (Min. of Justice and Min. of Public Administration) involved and being located in one of them was not always easy. The "host" Ministry obviously was much more in charge. Overall awareness within the Ministries about the Project seemed low and it was not recommended for the Project staff to cross the institutional "borders", i.e. approaching other departments.
- The BC representatives actively participated (took part in several meetings, generated ideas, provided comments on the prepared Project documents) during the implementation period.
- no comments
- Finalités et objectifs concrets partagés lors de la redéfinition du projet
- Main beneficiary was EOS the standard body in Egypt, as several activities and results were at Ministry level, outside of EOS
- The main Beneficiary of the project and most of the stakeholders were very committed to the project implementation.
- They had a lot of the project at the same time and that's why it was much difficult to make the missions correctly
- At the beginning we had to explain that a Twinning is not a technical assistance and thus that they had to do their part of the job. Our first Resident Twinning Adviser had some difficulties and I had to replace him -- at the request of both the beneficiaries and the EUD.
- The project lead the implementation with very, weak support from the partner. Nonetheless, the partner provided all needed support regarding administrative issues (visas, RTA legal stay...)
- One of two targeted departments cooperated excellently (with BC PL as head of unit). The other department did not cooperate at all.
- I don't say strongly agree because the beneficiary institution, NEPCO, was its first Twinning and maybe in my opinion they would have needed some "classes" from the European Union to understand its role and duty... but in some way this matter was balanced by the excellent work of the PAO.
- One component dealing with the RS Coordinating Council met problems because the Twinning team never met the Head of this Council (First deputy Prime Minister)
- refer to §3.2 bis above
- They were newcomers but they learned during implementation, and are very proactive
- Fluctuation of staff, change of RTA, PPP are new instruments???
- The internal culture and management style had an effect on the project outcomes.
- An important follow up of the Twinning is envisaged in order to enforce the reforms design, especially in social and economic fields
- Technical staff did, but political staff and decision makers not.
- Can't tell. Project is still running.
- providing relevant data was sometimes a problem, in general the participants belonged to the right target group
- They were wonderfully committed, the role was, thus, relatively unclear, esp. in terms of budgetary involvement. Invitation of RTA-counterpart in RTA-training in Brussels helped.
- perfect preparation
- Not all of them. Some were thinking that twinning was a kind of performance of services
- CPA staff was highly committed and open-minded towards RTA, RTA Twinning Office, EU STEs
- Beneficiaries ensured a strong coordination, component leaders were designed and core teams of experts on MS side and on partner side ensured continuation of the activities and their evolution along the whole duration of project implementation. Changes in key staff involved were dealt with promptly and not entail interruption of the activities.
- some yes, some no
- Beneficiary is fully committed - the chronic and dire need of staff with adequate expertise reduce the response
- The RTA counterpart did not believe that regular and day to day contact was required which led to drift. He was not at a sufficiently senior level in the MoI to make or suggest any changes requires at MoI level.
- The officially appointed staff in the Ministry was committed. However, other staff members whose involvement was crucial for the success of the project retained information and were reluctant to participate in the project or to make decisions. A suggestion is to involve the Minister in the preparation and implementation of this type of projects, taking into account that the twinning project in Croatia involved an increase of 10% of the staff working in the Ministry (35 French experts for a total of 300 staff members).
- projet en cours
- The project is still in progress
- The project was their first project so it was learning curve for all. Also the project had changes in their staffing including 1 BC Political Person, 1 BC Project Leader, 2 BC Counterpart RTA's and 4 CFCU Contract Managers.
- The coup had obviously impact on the Beneficiary organization and their leaders, managers and experts. This caused delay in the commitment. However when achieved commitment was full and complete.
- Not all of them. The BC project leader and above all the RTA counterpart were not committed at all. The project was carried out thanks to the BC components' key-experts. But the RTA was often feeling alone, carrying the project "despite" of BC.
- Roles and duties were clear but commitment was not sufficiently available at top level.
- Les bénéficiaires étaient engagés au début du projet, mais l'instabilité politique et les changements ministériels ont produit un éloignement des responsables politiques
- The direct beneficiary (ONEDD) was well committed but the Ministry not at all
- Beneficiaries were already working in the field subject to the Training project
- Beneficiary did not understand their role in the project as partners and equally involved in the project, treat project as resource that have duty to provide all results by itself
- They fully participate in the missions and understand the frame and aim of the project. There are continuous discussions to ensure the clear understanding of the project, and permanent updates to adapt to possible new needs.
- they had a different expectation of the roles
- Management of BC involvement not sufficient
- The management of BC involvement in the project was less efficient than required by the demands of the project.
- Pas de commentaire.
- rather dependent on the respective interlocutor
- MoJ yes, but the National Chamber of Mediators not. Meaning of Twinning and its purpose was not clear and had to be repeatedly emphasized.
- After some initial difficulties there has been an excellent cooperation with the counterpart.
- No problems with the Ministère de la Santé, but some problem with two of the seven pilot hospitals
- Clear understanding but due to the political situation in Ukraine the SSSU lacked resources and government support
- As commented before, there were several misunderstandings regarding mandatory results, objectives and also the roles and duties. Beneficiary expert for instance some payment from the Twinning budget of his staff for the input in the project
- No comment

- The office staff - but fragmented as for the management/political level
- TWP came on top of ordinary workload for understaffed unit
- Project is still ongoing
- much time spent on convincing the stakeholders, depending on the department
- not during first year
- Cf précédemment : prévoir une coordination quad plusieurs administrations sont impliquées See above: plan for quad coordination several administrations are involved
- In few issues the beneficiaries didn't seem to understand that those Projects are collaborative ones, nor technical assistances.
- difficulties to allocate enough time
- After an initial trust building period of 3 months the beneficiaries demonstrated full and supportive commitment to the Project and fully accepted and embraced their roles and responsibilities.
- BC was engaged to the project implementation. However not always clear understanding on roles and duties especially for decision were what required management involvement.

Question 3.4

3.4. The beneficiaries had sufficient capacities and were available for all activities.

143 responses



Over 60 % of the respondents either agreed or strongly agreed with the statement 3.4. On the flip side almost 20 % either disagreed or strongly disagreed. Several comments pointed out that the beneficiaries were seriously understaffed and lacked resources but, in spite of that, were committed to the projects.

Comments

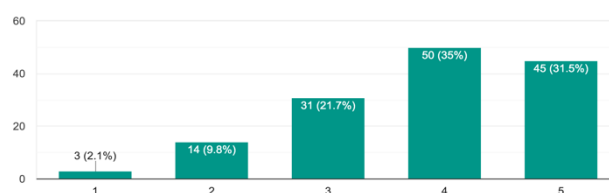
- Not for all activities.
- BC struggled with limited human resources (already obvious in their routine work), but adjusted as good as possible.
- concernant la DIMST, les ressources ont été mises en oeuvre pour arriver à l'atteinte des résultats. ISSST, difficultés de fonctionnement interne et manque de ressources financières.
- sometimes lower than 3
- Capacity yes, as in necessary skills and knowledge, but time resources were not foreseen in the planning stage. Burden of Project work took the beneficiary by surprise.
- Even there were tight periods for the BC experts, they devoted their time and energy for the Project.
- no comments
- Le partenaire a des difficultés pour mobiliser les différents bénéficiaires, le travail d'adhésion n'est pas fait assez en amont du démarrage du projet pour mobiliser sur la durée les acteurs concernés
- The Beneficiary staff was available for all activities and very supportive during project implementation.
- People who were involved weren't enough time to work on the projet jumelage
- The staff turnover within the MoEP to some extent hindered the efforts of the project to deliver wide spread effective and sustainable capacity building results. Three new people were appointed at the end of the project in October 2013 and one person – in May 2014.
- Globally they really did a great job. They were very committed.
- see above, however lack of staff you find in most BC countries, but in Serbia there was high motivation and support by BC PL
- Yes, globally I have to say absolutely agree, but always you have people more or less competent that could affect to single activities.
- normal weaknesses and difficulties by counterparts not unloaded of their normal tasks, thus not as much available for the twinning activities as was needed / expected
- Also see explanations in my first fiche on a previous twinning
- Unfortunately only one person (the RTA counterpart) was active during the project
- NO
- Because the Twinning's activities were added to the daily works of the people concerned, it has been difficult to obtain full commitment by BC
- BC used the same people for the different activities, that put a lot of pressure to them
- BC tried very hard and were committed- but overall they lack resources for day to day running
- We had limited human resources available for the project activities implementation, thus we were subject to excessive workload
- everything in place
- Most of beneficiaries have a too low level on activities, especially some of Component Leaders
- Active participation to the activities in nearly all components was ensured
- some yes, some no
- Necessary legal changes would have to be done by other legal entities in time.

- Beneficiaries have uneven capacity depending on the sector - in some cases the lack of staff means that also capacity is missing
- Aim projects at the top level in an administration so full Cooperation is achieved
- Though the beneficiary Ministry obviously did not have enough capacities, some key staff members appointed for this project really showed a real commitment, which as such was a success of the project. One of the difficulties was to involve other staff members, both inside and outside the Ministry, as it was mostly coming from their "good will" to get involved in this project.
- The project is still in progress
- Their participation was excellent at all times.
- The Project was led by new knowledge creation principles and thus tied the Ministry, PAO and Beneficiary organization in the Project implementation.
- Understaffing is was problem in the sense that the staff had to work intensively with both their normal daily tasks and the project.
- Capacity existed, overall, but "authorised interlocutors" were too few and overstretched. Twinning does not address adequately the management weaknesses.
- Le projet était trop ambitieux et peu réaliste
- One of the outcome of the project was to hire more persons to do the expert work.
- The beneficiary institution had a very weak position in front of the Ministry and the training level of the team was very weak (i. e. no Excel knowledge for a project dealing with implementation of databases)
- apart from the normal workload there was strong dedication to make use of the training
- Involvement depends on activities, sometimes staff is available, sometimes - not.
- Le bénéficiaire s'est donné tous les moyens de réussir ce jumelage et de tirer tous les bénéfices possibles pour enrichir ses compétences.
- yes and appropriate services and people were involved in the beneficiary country to take part in the project. But for instance in one service of the partner country administration, only 2 heads of services can exchange with the experts because there are too many mandays to distribute and it is difficult to mobilise more people on their work time so it lies on the same persons locally. There is a necessary commitment from all beneficiary structures which requires to free a lot of time and it is hard to manage. Some european experts have noticed that only heads of services were sometimes able to fully understand the content of the activities.
- Management of BC involvement not sufficient
- The management of BC involvement in the project was less efficient than required by the demands of the project.
- au niveau financier, le ministère a rencontré des difficultés à mobiliser des crédits pour engager des dépenses de transport, de location de salles de réunion et de frais de repas. de même, il était difficile de réunir sur Tunis les experts tunisiens en l'absence de prise en charge du transport et de l'hébergement.
- Ce n'est pas un problème de capacité ou disponibilité, sinon d'organisation et volonté politique.
- in general yes
- oui l'engagement du bénéficiaire a été sans faille tout au long du projet. toutefois, la petite taille de l'équipe projet (25 personnes) a fait que le bénéficiaire n'était pas toujours disponible pour participer à des sessions ave les experts et que la durée moyenne des missions a été réduite par rapport à ce qui avait été prévu (les missions prévues pour durer 5 jours ont en réalité été organisées sur 2-3 jours.
- See above. This was not an institutional question, but a question at personal level in the Chamber (BC RTA and other actors in the Chamber). Moj and BC PL Mrs. Tetis Lubonja had all the capacity and was available all times.
- In general the beneficiaries had sufficient capacities and were available for nearly all activities
- It was necessary to train some technicians, but it was something that was planned in the development of the project
- sssu lacked resources but was available and committed to all activities
- No comment
- The strengthening of capacities was followed only after the capacities have been (reminded) build. Basic knowledge / understanding of the task was not there in all persons involved.
- unit was understaffed, one person was doing most of the work
- Project is still ongoing
- It was a struggle!
- the Ministry don't have enough of capacities
- Déjà dit: les objectifs des jumelages sont souvent trop ambitieux par rapport à la capacité d'absorption du pays bénéficiaire Already said: the twinning objectives are often too ambitious compared to the absorptive capacity of the beneficiary country
- In some occasions, supposed attendants from the beneficiary where not available due to work issues.
- Sometimes in some activities BC faced lack of experienced human resources in fields of the project
- This was an excellent feature of this Project. The commitment from Ministerial level through Directors to frontline practitioners was first class and allowed for meetings and exchanges to be held at very short notice ensuring that difficulties arising could be dealt with and resolved immediately.
- BC had capacities to participate in all activities.

Question 3.5

3.5. The European Commission provided sufficient training, support and backup to the Resident Twinning Adviser (RTA).

143 responses



Almost two third of the respondents either agreed or strongly agreed with the statement 3.5. Some comments stated that the formulation of the questions is misleading since the EC provides only RTA training but not support and backup to the RTA.

Comments

- *Help from EUO in Kosovo was sufficient. RTA Training in Brussel was - in my opinion - a waste of time, since EUO deviates sometimes from the manual. Also meeting with relevant EU directorates in Brussel were not planned during the training days.*
- *the training was organised late. I would have appreciated a video on previous training events or any material with hints. Mr. Christophe Casillas was EXCELLENT with this task only that some of the info got too late to be useful!*
- *Both RTA and RTA counterpart participated in the RTA training in Brussels.*
- *no comments*
- *La Commission européenne pourrait capitaliser mieux les expériences dans les régions pour former et accompagner des transferts d'expériences*
- *However, when the initial RTA left for health reasons, not enough energy was put by all stakeholders and the replacement took more than 12 months.*
- *The EU Delegation provided sufficient training, support and backup not only to the RTA, but to all Beneficiaries and stakeholders. The task manager of the project Mr. Jean Francois-Moret was exceptionally devoted to the project implementation.*
- *No. It will be necessary to have at least two days more of training*
- *Yes but the first RTA was not well accepted by the Moldovan team. The 2nd did not need training (and had no time for it) as she had already been RTA twice and been a short term experts on several other twinning projects (Bulgaria, Poland, Lithuania, Slovakia)*
- *At start the project was under supervision of European Agency for Reconstruction (HQ in Thessaloniki). Excellent support and back up At half time EU Delegation took over with an unexperienced, "bitchy" project manager retroactively changing agreements approved by predecessor.....*
- *In my case the training course of 2 days in Brussels.*
- *No need as regards training (I as a PL and my colleague as an RTA had several twinning projects behind us) Good support and backup during implementation, especially when RTA Counterpart started requiring money !*
- *both, MS RTA and BC RTA*
- *Qui est RTA?*
- *At very end of the project, an excellent Task Manager of EC took over!!! Great cooperation and guidance. Professional discussion at Steering Committee Meetings. Respect!!!*
- *once inquired the delegation got involved and supported RTA*
- *The commission provides RTA training but not support and back up to RTA. The question reflects a lack of understanding of how the instruments work. The local delegation is the EU counterpart but they work through the MS and BC project leaders not the RTA*
- *Training was provided to MS RTA who attended it, whereas BC RTA counterpart was not invited and therefore did not participate in the training*
- *support during the discussions with CFCU related to the revoked side letters was not sufficient*
- *There was not an RTA. It was a Twinning light project*
- *RTA trainings were too general*
- *Not applicable, it was twinning light*
- *There was an experienced RTA available*
- *Main support during project implementation came from MS project partners, EU commission failed mainly with quick support during critical project phase due to political crisis in Egypt in 2013*
- *Light twinning project*
- *Current training is high level, there is no training in respect to the procedures that the RTA will need to follow and the products that they will need to produce e.g. SL, Addendum, Quarterly, OSL and Final Reports. This would necessitate an increase in the duration of the current course. Delivery of the additional aspects would need to be undertaken by a recent RTA with the appropriate training/facilitation skills.*
- *RTA-meetings would have been needed during the Project*
- *RTA training in Bruxelles was helpful for the RTA. EUD support was basically very good. However, the decentralised management of twinning projects in North Macedonia sometimes led to additional administrative burden and higher need for coordination.*
- *Training was good, but important answers to legal problems regarding the acquis were not given until the end of the Project.*
- *Not relevant - it was a Twinning Light*
- *very good cooperation and continuous dialogue with EUD*
- *Ensure daily rate Travel and accommodation funds are in place for this.*
- *It was interesting to meet other RTAs for a one-day training in Brussels. The training would have gained in describing what can be done and not done in a Twinning project, with references to the Twinning Manual. It would also have been interesting to focus on the specific challenges met by RTAs (lack of involvement from the beneficiary Ministry, management of teams of experts without formalized structures and processes, etc.).*
- *Une meilleure explication des contextes locaux serait bienvenue. Le correspondant EU apporte un soutien sans faille.*
- *I believe the RTA should attend Brussels before the project starts and then returns to Brussels after three months as there are many unknown questions at the start of the project which are only revealed once the RTA gets to know the BC (This would not be a great expense and an abstraction of only 1 day in a 2 million Euro project).*
- *Good training in Brussels and detailed Twinning manual*
- *In Turkey, the CFCU and EUD laid down some specific rules, some of them contradictory to the MANUAL, that, in addition, are not communicated to the MSs. In this context (unacceptable in the EU framework), we got no support at all.*
- *Le CRJ a eu l'appui et le soutien de la Délégation de la UE*
- *1 day RTA training is far from sufficient*
- *Yes good support from the delegation*
- *twinning light, no RTA employed*
- *Beaucoup d'échanges avec l'UGP*
- *Particularly the task manager from the EUD*
- *the training in Brussels was very interesting but it would have been more useful before the beginning of the twinning. The main interest was to be able to meet individually the sectorial heads of service from the EC: Medias, education. Also participation of PC RTA*

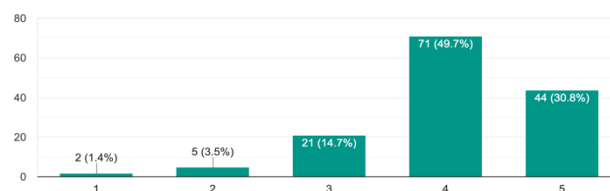
counterparts should be compulsory. It would allow them to master the mechanisms of twinnings projects and to commit more strongly in the leading and implementation of activities. In a country such as Morocco where there are many twinnings, a double training for RTA and counterpart RTA could be organised in the EU Delegation in Rabat.

- Limited time for training. Only 2 mornings in Brussels with too many participants RTAs and Project Leaders.
- Sans aucun doute leur aide est fort utile.
- I don't think the RTA got a real training from the EC
- oui mais le soutien varie selon les personnes. les relations de travail avec la section coopération ont toujours été très efficaces et dans un esprit positif, les relations avec la section finances, gardienne des règles, peuvent être plus compliquées, en fonction aussi de la personnalité de l'interlocuteur...
- Training was too general and not practical. In addition RTA is left alone in the country of duty. No support for practical issue as resident permit and not a welcome pack provided at his arrival with practical information about the country, the places where to find a flat, etc..)
- It is necessary at the beginning of the project some practical sessions in the management (excessively bureaucratic) of these projects. The two-day training in Brussels is correct and possibly necessary but is not generally useful for specific topics. In practice, this entails an additional cost for the business units (UGP).
- It may be prudent to think of two stages in Brussels, one at the beginning and another one after 6 months of the beginning of the project
- Playing the role of RTA demands sound experience that cannot be compensated by training.
- EU, especially EU Delegation on-site, was very much interested in the project and trying to support RTA keeping a balance and trying not to position itself against Beneficiary. In real daily disputes, also regarding rules and procedures of Twinning, RTA was alone.
- N/A to the Junior Project
- No comment
- I was supported with my team - the BC RTA, the PLs, the assistant, the experts. the EUcomm was not the close;
- The appointed RTA was from the MS partner country, therefore, after working in close cooperation with him, an assumption can be made that EC support was sufficient.
- Formation intéressante, mais trop axée sur la nécessité d'oublier sa nationalité au profit de l'UE. Ne prépare pas au métier de CRJ
- Training interesting, but too focused on the need to forget his nationality for the benefit of the EU. Do not prepare for the job of RTA
- Should be more practical-oriented incl. concrete examples as there are number of situations for which clear answers from BXL team should be provided not only cited the manual but recommendations how to proceed so rules are maintained and work is done efficiently
- n/a, it was TWL
- TWL
- Training too theoretical and poor back up to solve problems
- The training in Brussels was conducted after the project was started
- The 2 day training provide in Brussels prior to the commencement of the Project was excellent although a number of queries ,specifically relating to the role of the Jordanian contact person (MoPIC) were not answered with the clarity that was needed!
- N/A this was Twinning light project

Question 3.6

3.6. The Twinning Manual in use at the time of project implementation provided useful guidance for implementing projects.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 3.6. However, a lot of comments raised the issue of different interpretations of the manual by different parties involved.

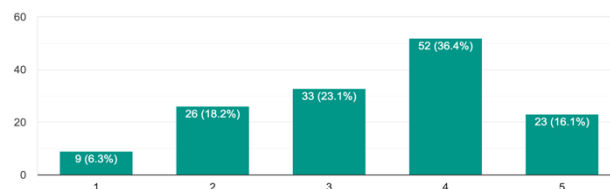
Comments

- In principle yes, but the Manual is sometimes not clear/does not give answers. Sometimes content regarding the same issue is spread over several chapters or is duplicated. I think this is a result of the numerous changes of the Manual. A completely new version/structure might have been helpful (Revision 2012/update 2013/2014)
- Not always 100% clear how to interpret the manual
- too much complex
- Please see comment before about insufficiencies in the Manual
- no comments
- Local interpretation of the twinning manual by local PAO was source of uncertainties and time loss in the project conduct
- For implementation of the projet the Twinning Manual is very useful but even though we need more information and training to run the projet
- ...But too administrative, procedural and strict
- Yes, the Manual is always helpful
- I don't say absolutely agree because not everything is in the Twinning Manual (fortunately or not :-)).
- Yes, although its theoretical provisions not always reflect the actual situation, and enable to address the issues & problems
- But there are limits to how a manual can foresee all situations....

- partially, some modification are necessary especially relative to the report template ...
- *Doit être plus souple pour un meilleur déroulé des actions*
- Always!
- The interpretation of the manual on a local situations some time were confusing.
- However, literally interpretation on ambiguous sections by contracting manager seriously complicated the implementation.
- Sometimes a little bit complicated
- In some cases there has been disagreement on the interpretation of the Twinning Manual
- The manual is not completely adapted to Twinning Light
- the manual is not always fully clear
- For sure, it provided useful information. However, there are a lot of formal and informal rules that are not in the Manual (or very obscure). Examples: the recruitment of experts not coming from a public body or not speaking English language. As a RTA, I lost a lot of time learning about ways to make experts "fit" the European standards so their CV could be approved while they had adequate and specific skills.
- Manuel 2012 aux recommandations rigides
- The project is still in progress
- It covered most issues but not all.
- Well written and comprehensive manual
- The Manual was quite clear... but not respected by the CFCU and EUD (see 3.5bis)
- There are very few exceptions of unclear guidance from the manual.
- *Le manuel de jumelage a fourni des indications utiles pour la mise en œuvre du projet et sa reformulation, mais devrait être plus flexible*
- The Twinning Manual is not easy to work with
- as usual, quite clear
- There could be more precise information about organisational and procedure matters.
- Il est parfois difficile de retrouver les informations
- Yes it is a key document for all steps of the project implementation, but the manual can be too unclear and different interpretations can be made on some points. For this twinning, we are using the old (before 2017) version of the manual.
- En mon cas il a été très consulté
- In general one could find guidance and answers to many technical or logistical issues
- il n'est pas assez détaillé parfois et surtout ne parle de la "doctrine" de l'UE sur certaines questions, par exemple à quelles conditions peut on prolonger un jumelage..
- In general, the Twinning Manual in use at the time of project implementation provided useful guidance
- It is difficult because the locals circumstances, were very changeable in this projects, because the social situation of the target country at those moment
- It has to be simplified.
- Several aspects of the Twinning Manual were and still are subject to interpretation and further discussion.
- No comment
- the interpretations of twinning manual are different from country to country and are different with the presentation during the RTA training
- *Pourrait être plus simple, plus concis Could be simpler, more concise*
- **THE TWINNING MANNUAL IS A NORMATIVE INSTRUMENT OF HOW TO MANAGE THE ADMINISTRATIVE ISSUES. IT IS NOT GUIDE FOR IMPLEMENTING PROJECTS.**
- TWL was not fully elaborated
- Excellent and clear specific guidance offered the only exception being the lack of clarity regarding the role of the contact person.
- TW Manual covers all TWL project aspects and rules, however, there is still interpretation and approaches what differs on how regulation and rules stipulated in the manual is implemented by different BC CFCU.

Question 3.7

3.7. Twinning rules in use at the time of project implementation allowed sufficient flexibility to adapt to new c...stances and/or seize new opportunities.
143 responses



Over 50 % of the respondents either agreed or strongly agreed with the statement 3.7. However, almost 25 % disagreed or strongly disagreed, which is further backed up by comments that mainly relate to the lack of flexibility of the Twinning Manual, especially regarding budgetary issues.

Comments

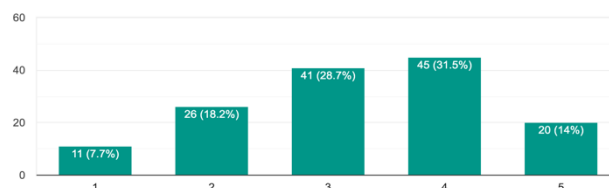
- No there is no flexibility, the financial risk lies on MS.
- *le manuel de jumelage ne permet pas la prise en charge des frais des experts tunisiens. dans le contexte actuel, cela est très pénalisant*
- No, not at all. EUO is not open for changes.

- Many problems arise with CFCU with also stupid things
- La volonté locale de mieux adapter le projet aux nouvelles opportunités de la révolution tunisienne n'était pas très soutenue par la Commission européenne, ni la DUE
- However the case of RTA replacement was managed under efficient timing (more than 12 months) and specific clauses to manage such situation would be welcome
- From time to time it's difficult to have a clear understanding in order some questions
- Yes. However, change of budget was too strict (10% max change)
- If you say "Twinning rules", rules are opposite to flexibility in general. The flexibility and adaptation depended basically on the good job of the RTA and sometimes his/her resilience.
- Not sufficiently, flexibility is relative to the EUD officer
- For an RTA there is never sufficient flexibility
- The procedures for the introduction of amendments in the workplan are rather long and difficult, so Twinning result not enough flexible
- no bigger problems
- We appreciate if twinning rules will provide more flexibility
- The requirement for wet signatures of the PL and the corresponding need to keep couriering documents internationally in this digital age is no longer sensible and causes administrative delays.
- The "Operative Sideletter" introduced for this purpose only led to a significant increase in administrative burden, but not to greater flexibility. Already the previous Twinning Manuals allowed for the necessary flexibility.
- In principle yes. However, the administration is comprehensive.
- the Twinning rules offer some flexibility but this is not always sufficient to harness new opportunities or adapt to new situations
- Ensure recommendations can be aimed at all levels and that during projects more senior steering committee partners can be brought in
- It would have been helpful if there was more flexibility when it comes to small changes in the project. All together we had to prepare around 20 Side Letters sometimes provided just small changes.
- Side letters were the tool used for adjusting the implementation of the project to new circumstances and needs. They provide some flexibility though they could provide even more flexibility for instance in including certain costs (per diem for Assistants when travelling in the country, adding some experts in other activities)
- The project is still in progress
- The project team battled constantly with the CFCU to implement actions that would improve the project delivery but were hampered by the 6 month plan and other changes to the project delivery. These changes were to the benefit of enhancing the project mandatory results.
- It would have been the case if every partner was willing to read the MANUAL with flexibility and intelligence. Which was not the case at all in Turkey. The issue is not from the Manual (there will always be questions) but from its implementation.
- Une plus grande souplesse pour distribuer les postes budgétaires aurait été souhaitable.
- Deadlines could've been less strict
- too complicated for twinning light
- there was not such situation appeared
- Une lettre d'accompagnement était nécessaire chaque fois qu'un petit changement intervenait. Et même pour que les partenaires travaillent un jour férié ! Il y a eu 23 LA, c'est trop!
- Yes and in particular the accompaniment letters which allows some substantial changes when needed. Moreover the flexibility of the twinning rules allows some extensions to the project, benefiting to all actors of the twinning and in line with the twinning objectives. It would be useful if the rules could be more adaptable to needed adjustments, and so be more flexible: for instance to add new experts and to make budget adjustments.
- oui, hormis les questions de prise en charge des dépenses des agents tunisiens du fait de la défaillance du ministère
- Fort heureusement car les RTA nous devons nous adapter constamment.
- It has been possible to delete some missions in order to strengthen others according to specific valid beneficiary requests.
- le budget du jumelage est défini à un niveau de détail trop fin (nombre de missions, nombre de jours par mission) qui oblige à passer beaucoup de temps à modifier le budget et à obtenir l'accord préalable de la CAP RSA et de la délégation de l'UE. il devrait être possible de transformer une mission de 2 personnes de 5 jours en 2 missions de 2 jours sans devoir demander l'approbation des deux services. un budget plafond devrait pouvoir être alloué pour chaque activité, libre ensuite aux CRJ et aux Chefs de projet de décider de son découpage en nombre de missions, de jours par mission, d'experts par mission, etc.
- Contracting authority didn't provide so much flexibility.
- Guidelines and procedures that are in place are rigid and inflexible. Everything is compliance oriented and not performance oriented.
- To my opinion, in this field should take place a "change of strategy" in order to enable sufficient flexibility to adapt to new circumstances and seize new opportunities. Generally, the project team, RTA and experts have got a deeper insight of the real problems and the concrete needs of the counterpart. They are especially suited, if necessary, to overcome new challenges or define new priorities.
- Yes because possibility of 6 months of extension
- The procedures of SL and addendum was quite inflexible
- No comment
- The solely focus on budget and budget lines was frustrating; the experience was that the content as such did not matter at all; which was maybe not the case, but the feeling in place
- we did what we had to do
- see 3.5
- The rules are too rigid sometimes and it is difficult to manage if something unexpected occurs, for example, changes in timetables.
- Budget was too detailed and needed Side letters for minor modifications that took time having in mind that it was TWL project duration. More flexibility was needed.
- Complicated and detailed budget did not allow enough flexibility.
- The rules were very clear and for the most part helpful
- During the project implementation two side letters and one addendum was needed due to the changes in the management of BC institution. While other countries accept notification by e-mail in our case deadlines were counted only after official submission of hard copies of the side letters.

Question 3.8

3.8. There was sufficient training on implementation rules for all the stakeholders involved in the Twinning project.

143 responses



Only 45 % of the respondents either agreed or strongly agreed with the statement 3.8 while more than a quarter strongly disagreed or disagreed.

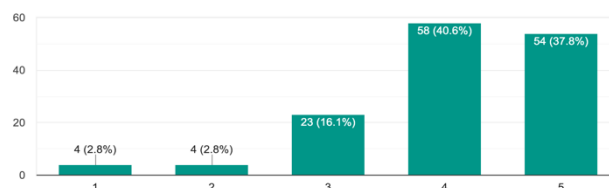
Comments

- There was no training prior to the start. Only the manual.
- no comments
- not at PAO level
- the same than before
- I have not heard or seen any training for stakeholders on implementation rules
- Training about this?? No... The day-to-day of the implementation of the project solved the lack of training in this matter.
- The RTA was in his 3rd twinning. But obviously no training to the BC counterparts. The RTA tried to provide an explanatory training conference, but stakeholders didn't demonstrate a huge interest for what they considered a "theoretical" approach
- See previous fiche.
- I am not aware of any training
- The stakeholders were actually almost unaware of the actual implementation procedures. They expected something near to a technical assistance rather than an approach requesting deep involvement
- We always have additional internal training for all project experts (MS & PC/BC)
- Only previous experience and the experience that RTA gains while running the project is sufficient.
- The stakeholders did not receive training in implementation procedures
- No specific training available. Implementation based mainly on consultations with more experienced institutions.
- training was available by CFCU, however not all stakeholders was able to attend the training due to work overload
- All participants had relevant experience
- I think that the beneficiaries could have more information's and that must be verified.
- EUD provided a training about twinning rules (and their interpretation by the EUD North Macedonia)
- Training provided by whom?
- RTA counterpart enjoyed Training as MS RTA - envisaging the same for PL on both side might help
- There must have been some training for the service for EU Funds in the Ministry but I am not sure it was done for the other staff members involved in the project. It would be good to have training about this kind of projects, with rules, objectives and requirements explained in a clear and straight-forward way to the stakeholders involved in the project.
- The project is still in progress
- The project team should have attended a CFCU training day as their In Country procedures were different than the suggested policies and practices. This should have continued every three months as clearly the CFCU had many changes in their delivery expectations only to be identified in the submission of Side Letters or Operative Side Letters.
- Apparently, not for the CFCU and EUD, who allowed themselves to set rules in contradiction with the Manual, or additional rules that should not have been binding for the MSs.
- There is never enough training but good twinning management is essentially a matter of presence of the contracting authority (PAO+EUD) at critical junctures.
- Il aurait été intéressant de prévoir une formation complémentaire pour le pays bénéficiaire (notamment l'homologue du CRJ).
- experienced persons were available on both sides
- Activities of the project did not involve training of the stakeholders on implementation rules of the Twinning
- All stakeholders are strongly involved, but there was no training provided.
- Même si c'est un vrai problème de gestion pour les RTA
- Training is a permanent task and never will be sufficient.
- I think so
- RTA' strong commitment is instrumental.
- No comment
- This might have been the part of AEI - a training as such was not provided.
- Project is still ongoing
- during the project implementation the training of beneficiary was not applied yet
- more focus should be put as regards beneficiaries as often they think it is a TA not TW, incl. financial aspects for IPA vis-a-vis ENI
- At the risk of repeating myself the only difficulty related to the lack of clarity in regard to the position and authority of the contact person in-country
- During the implementation period there was no any training programs available for the MS. However MS had knowledge and obstacles to understand and fulfil implementation rules.

Question 3.9

3.9. The guidance and supervision from the Steering Committee was forthcoming and useful.

143 responses



Almost 80 % of the respondents either agreed or strongly agreed with the statement 3.9. This was backed up by mainly positive comments.

Comments

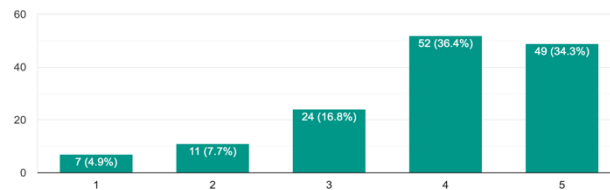
- *No but this also depend on the agenda for the meetings.*
- *Due to other problems the SCM did not find a sufficient Setting in this Project (but this is Project related).*
- *From MS and EUO side yes!*
- *sometimes not*
- *Yes, our Project teams found very useful and forthcoming supervision from the Steering Committee.*
- *no comments*
- *PAO input was not always relevant, and could not be compensate by EU delegation (with was more acting on an admin and governance level)*
- *Yes, it is the way to improve every quarter*
- *The steering committees brought together all the stakeholders and proved very fruitful milestones in the project.*
- *The efficiency of the SC strongly depend on the RTA skills to convince and highlight issues and results. Fortunately, the EUD was very helpful and efficient.*
- *At start SCM were guiding and fruitful with European Agency When EU Delegation took over, the situation became bad and worse*
- *Yes, it is absolutely needed. It was the real meeting or committee to control and follow the implementation of project and solve any kind of matter or issue.*
- *The chairman of PSC was never met (First Vice Minister), his deputy chairman was the person from whom we received insistent and repeated requests of money).*
- *SCM was very formally in sometimes and useful in other*
- *Excellent EC Task Manager, great MS PL, relaxed BC PL. Very fruitful Meetings*
- *So far. Project is still running.*
- *Delegation and director general were present and give guidance*
- *No guidance from Steering Committee...*
- *CFCU were very good*
- *In several occasions useful input from Steering Committee members helped avoid possible forthcoming obstacles and problems in a country context that was quite challenging*
- *Very decent people but impotent to make change or communicate with the MoI to effect necessary change*
- *Some remarks and comments were useful.*
- *The project is still in progress*
- *The Steering Meeting were generally constructive*
- *The Steering Committee had a good role in the Project and they guided and supported the plans and implementation well. The members were fully committed to the Project and achievements.*
- *The main participants to the SC (EUD and Turkish ministry of EU affairs) were only interested in some small parts of the project.*
- *Oui. Cela a permis de réorienter et d'améliorer plusieurs actions du projet*
- *Steering Committee meetings always are very useful, especially in solving issues*
- *SCM gives their feedback and ideas for better implementation.*
- *All BC administrations (9) participated actively*
- *Yes it is useful as it allowed to validate the hypothesis made.*
- *Indispensable: leur intervention est fondamentale en cas de défaillance*
- *Yes but sometimes after a steering committee there could have been divergences in interpretation of its conclusions.*
- *le Comité de pilotage a joué son rôle grâce à la participation active des chefs de projet, chef de projet junior et représentants de l'UE et de CAP RSA (ministère marocain des finances). il aurait été utile de l'ouvrir plus tôt et plus largement à d'autres partie prenantes (directions du ministère des finances notamment) que cela n'a été fait.*
- *All went smoothly, we had good atmosphere in the SC meetings, and all seemed satisfied with the implementation of the project. Only once we had a tense meeting (concerning one study visit).*
- *In Bosnia-Herzegovina, the SCM is not like in other countries since you sit in the same room with some times conflicting parties*
- *This project has worked very well from the beginning. In general, the SC has worked without any problems approving the actions carried out each quarter.*
- *Yes because the leaders of this committee were really engaged*
- *There's no need for the Steering Committee to meet every three months.*
- *No comment*
- *a question of homogenous leadership and strategic management*

- *Involvement of Vice-Minister as a project leader from Ukrainian side represented some difficulties with protocol of approval of project documents (all documents signed by Vice-Ministers should be translated to Ukrainian)*
- *Due to discussions during the SC meetings, ideas and suggestions were taken into account and so benefited the development of the Project.*
- *All issues and difficulties emerging were dealt with promptly and professionally by Secretary General. This ensured that all problem were resolved in advance of Steering Committee meeting which ensured these meeting ran smoothly and focused primarily on the regular review of the achievement of the Project's aims and objectives....most helpful*
- *During the Steering Committee meetings core decisions on project implementation was agreed. PSC meetings were used also to assess achieved project milestones as well as decision making on upcoming activities and/or possible changes in the project work plan.*
-

Question 3.10

3.10. The guidance and supervision from the Contracting Authority was forthcoming and useful.

143 responses



Over 80 % of the respondents either agreed or strongly agreed with the statement 3.10.

Comments

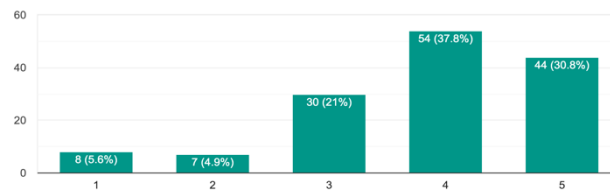
- *Daily basis*
- *CA (in this case CFCD) was more or less not present/reachable/active and thus cooperation quite difficult.*
- *From EUO Task manager: yes!*
- *Our Project team found very useful and forthcoming supervision from the Contracting Authority. Each decision made during drafting the Project Contract, Project implementation and during activities after Project implementation first was discussed and preliminary agreed with the Contracting Authority. However, more practical examples in the TW Manual would be more useful instead.*
- *no comments*
- *Local authority was restricted at admin level, with a micromanagement attitude ; not competency was demonstrated in project management or in quality infrastructure (TW content)*
- *Not always was clear*
- *No guidance or supervision of Contracting Authority experienced*
- *Absolutely key in my project and in Jordan in general. In Jordan the Contracting Authority is the PAO and the were very professional, rigorous, and they knew exactly their role and the goals of the project, defending in my opinion the results and goals of the project much better than the European Delegation in Jordan.*
- *An excellent cooperation with the Task Manager, and the hierarchy within the EU Delegation.*
- *Never heard of any input of Contacting Authority in Moldova*
- *Mr. Peter Danis at the EU delegation to Georgia was very helpful and supportive*
- *Interpretation of the TW Manual rules were random and incoherent*
- *Can't tell. As Junior Partner we don't have much contact with CA.*
- *see above*
- *Perfect*
- *The Contracting Authority has been totally resigning. It rarely has fixed issues to troubles that has been met.*
- *particularly the guidance of the Task Manager has proved to be useful*
- *The supervision from the Contracting Authority was useful however some time and energy could have been saved if some rules had been explained at the beginning of the project and not during its implementation. The presence of the Contracting Authority at the Steering Committees and monthly meetings helped to support the decision-making process.*
- *The project is still in progress*
- *I found the inflexibility of the CA a serious hamper to the delivery of quality training. Clearly they have their own rules often changing due to audits or change of policy expectations imposed on them. Also the content and subject of my project was different for all other projects. It had major logistical demands on the project team with them constantly striving to deliver quality and meaning full training.*
- *Contracting Authority was very supportive and we had regular meetings about the progress of the Project. They were very helpful in any matter related to the Project and above.*
- *The CFCD is known to be interpreting the EU rules in a very rigid and blocking manner, and not to provide any support . However, in this contact, our contract manager herself was doing her best to support us.*
- *More involvement would be advisable*
- *EUD helps to ensure implementations and supports activities of the project.*
- *Yes the contracting authority has always been really helpful, highly competent and provides good guidance for the project.*
- *More flexibility is needed*
- *More flexibility is required*
- *Cela a été un appui nécessaire en mon cas particulier.*
- *I have no recollection of any guidance coming from this authority. Perhaps the RTA could better answer this specific question.*
- *Contracting authority did not respect the time terms of approval side letters, operative side letters and quarterly reports.*
- *The similar opinion that for the previous question*

- *A big problem always consists in an inflexible interpretation of the manual and sometimes a clear wrong interpretation against the project, that doesn't help to the results of the Twinning.*
- *No comment*
- *The main project implementing MS partner directly communicated with the Contracting Authority, therefore the reply delivered here is just an assumption.*
- *It depends of the willingness.....*
- *political situation changed, new government, more discontinuity during the transition phase, later on it was okay*
- *The guidance and supervision from the Contracting Authority was forthcoming and useful. No, were too much in a role of censorship that help*
- *During the project implementation period communication processes with CFCU not always was forthcoming. Electronic communication on urgent issues or necessary advice sometimes was delayed. However, during the PSC meetings CFCU provided necessary information on compliance aspects to the Twinning manual.*

Question 3.11

3.11. The guidance and supervision from the EC was forthcoming and useful.

143 responses



Almost 70 % of the respondents either agreed or strongly agreed with the statement 3.11.

Comments

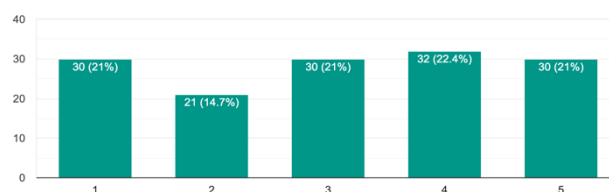
- *Very good cooperation and Support from EU-Delegation*
- *I did not notice any guidance from EC...*
- *TAIEX never answered our request concerning several aspects of interpretation of the rules*
- *Not applicable; activity took place in a new member state.*
- *no comments*
- *Yes, at governance level, to facilitate relations with EU Brussels as well as problem solving with PAO.*
- *Yes, the EC always try to find out the solutions*
- *see comments on Task Manager of EUD*
- *I understand EC as the European Delegation in Jordan. If this is the case at the end the Programme Manager of the European Union Delegation had the last word and had an important role for pushing the project.... but the best was not to depend on him a lot :-).*
- *Yes, see above. Great Task Manager*
- *Not really meaning full question. The contacting authority may be the EUD. Questions needing responses from Twinning Headquarters goes through the NCP*
- *EU Delegation was the contracting authority*
- *Can't tell. As Junior Partner we don't have much contact with EC.*
- *there was no guidance*
- *Not applicable*
- *The support by the Delegation was great and reliably constant*
- *Extremely good, one of my best projects*
- *no info*
- *N/A*
- *Follow ups are essential and these had been stopped in Croatia*
- *There was none (but it's maybe normal as guidance and supervision should only come from the contracting authority).*
- *The project is still in progress*
- *They were supportive at all times though my project did test their flexibility on occasions*
- *Also EC as described for the Contracting Authority.*
- *We got few support from the contract manager in the EUD. But, when we required a meeting at a higher level to discuss political questions, the support was real and effective).*
- *not used at all*
- *EUD helps to ensure implementations and supports activities of the project.*
- *Yes it was useful as they were really listening and provided helpful advices.*
- *Decentralized Project without ex ante control.*
- *the project was decentralized without ex ante control*
- *lors de la mission ROM, il a été demandé de revoir les indicateurs de résultats et de réécrire le contrat de jumelage : cela n'avait pas de sens le projet ayant dépassé la moitié du temps. il a donc été décidé de formuler plus précisément le déroulé des activités lors des différents rapports trimestriels.*
- *De même que la réponse antérieure.*
- *I have already comment on this above (see above 2.something)*
- *I had a very good contact point in EUD, Mr. Alessandro Angius, he was capable, helpful and a good support.*
- *Excellent counterpart for PFM in Serbia*

- Same as above
- Assistance and consultancy is more useful than guidance and supervision / the project team in general are high-ranking and experienced persons with a long professional career
- More proximity was needed
- Depending on the representative of the EC
- No comment
- The main project implementing MS partner directly communicated with the EC, therefore the reply delivered here is just an assumption.
- frequent change of task managers EUO and various styles of 'management culture': one manager and more common spirit are requested
- cf précédemment cf. previously
- According to the decentralized implementation system there was no direct involvement of EC in the project implementation. Meanwhile EC delegation to Serbia were represented in the project Steering committee and participated in its meetings by showing interest of project implementation process and results.
-

Question 3.12

3.12. The project was implemented in coordination with other EU and/or donor initiatives.

143 responses



The responses are almost evenly distributed across the scale, which makes it difficult to draw a conclusion. However, comments state that often the cooperation or coordination was initiated by the twinning project itself, otherwise it seems there would not have been any.

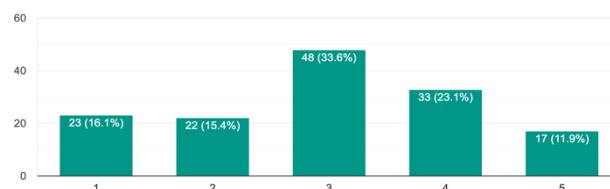
Comments

- no cooperation
- only partly and mainly on initiative of the TW project (no vice-versa initiative)
- I as RTA coordinate on regular basis with other donors providing support to the Beneficiary Parliament such as UNDP, GIZ, IRI and EU High-Level Adviser on Implementation of Association Agreement.
- no comments
- Un nombre important de partenaires étrangers étaient présents mais aucune coordination ou collaboration mise en œuvre. Le bénéficiaire n'était pas non plus porteur d'une telle démarche
- This twinning was implemented in // with 2 others twinning (NIS and EGAC) with little relations, and also in // with an EU technical assistance project (TDMEP) that should have been run before these 3 twinning. Actually TDMEP came once the 3 TW were launched already and finished after ; which not a successful time management.
- ongoing projects, which were held during the implementation period of the project, in particular Ukrainian civil society for European-style waste management, implemented by the NGO "Environment, People, Law (EPL)", Office of Reform, EBRD and GIZ project for development of the National waste management strategy and APENA and DESPRO for development of the Waste Framework Law.
- We were alone
- Yes we tried to foster synergies between EU projects and we invited representatives at each other's events
- Mainly international NGOs
- Yes, RTA attended donor coordination meetings and USAID
- It wasn't the case in my Twinning Project.
- Yes, on my request, because at least one TA project had activities on exactly the same topic, and I discovered it by chance, and required a cooperation by EU Delegation, what was done
- Yes, close cooperation with UN project funded by EC
- Denmark IP Office
- Georgia received a lot of support and thus the coordination is paramount but i feel like we were rather coordinating results not the intentions or activities itself.
- We worked jointly with several other initiatives from the EU and the US
- the question is not clear
- coordination with other projects and donors was done by ourselves and on our initiative
- There were not any other MS involved
- yes, but cooperation was initiated by our project
- coordination meetings with other projects took place
- No other initiative in this domain
- French and Spanish junior partners in the project; cooperation with GIZ activities in Cairo
- no other initiatives
- Collaboration with OSCE has been good (Activity 2.5)
- No coordination was present.

- coordination among different Twinning is sought after by the CA (EUD) as well as with other EU initiatives - coordination with other donors initiative appear less obvious to be achieved
- The Project was audited by an independent expert from other Member State under EU TAIEX support
- This project used the work already done by UNICEF and the World Bank to go further in the fight against poverty. However, the Ministry was very reluctant to let the project "approach" these institutions. Maybe the coordination with other key donors should be made compulsory and clearly stated in the twinning contract.
- This was not directly linked to other projects however fiches in the planning stage may have more links.
- no third parties involved
- Project lasted only 3 month within asked period, but all planned activities in this period were achieved
- No other projects were running on that time. But the project participated and supported a dissemination project (10 seminars in the whole country) organized by the EUD
- The project was extended in line with its objectives by the participation of some beneficiaries of the twinning to exchange programs of the French Ministry of Culture.
- No donors.
- No donors
- en parallèle à ce projet de jumelage, aucune collaboration n'a été possible avec le projet BUSINESSMED relatif au dialogue social ! il y avait tout intérêt à mener des actions conjointes et à permettre une expérimentation du dialogue social sur le champ de la santé et la sécurité au travail. nous avons pris contact et fait une proposition de travail sans avoir de retour positif. c'est dommageable à deux titres : il y avait opportunité de mettre de la synergie entre les projets et de décloisonner les acteurs !
- NON
- On some activities there were other donors involvement (USAID...).
- not applicable
- Due to Twinning team
- Project is implemented together with 2 EU Member States as the Junior Project Partners.
- There wasn't
- The project is currently being developed.
- No comment
- We recommended at the end that this should be the case for the further much more explicit as it maybe was in our case
- EULEX was a problem!
- none
- **SOME DONOR INITIATIVES DO NOT EVEN SHARE THE OBJECTIVES OF THE IMPLEMENTATION OF THE AA.**
- The issue of coordination is very important to avoid any duplication incl. ineffective use of EU money. We always pay attention to this issue!
- Only EU IPA
- Only EU IPA
- Good coordination with other donors and EU projects was achieved from the outset and ensured there was no duplication of effort!
- N/A

Question 3.13

3.13. External monitoring and/or evaluation reports (Results oriented monitoring (ROM), Twinning Review Mis... during and/or after implementation.
143 responses



One third of respondents remained neutral to statement 3.13. Another third either agreed or strongly agreed while the remaining third disagreed or highly disagreed. Comments were mainly positive in certain cases where there was a ROM or TRM report, although some stated that results of the reports came too late in order to make any changes in the project. Other comments stated that there was not any report or that the project was still ongoing.

Comments

- not applicable
- N/A
- none
- A systematic storage/availability to those report was not established
- ?
- project still in operation
- no comments
- One external monitoring mission was held at the end of the project, the evaluation expert was not helpful and didn't know anything about Twinning project in general, didn't have any experience with Twinning projects, Twinning rules, etc., she has never had even a

look on the Twinning manual before evaluating our project. We spent a lot of time to explain her what is the Twinning instrument about and how it functions. At the end we never received evaluation report (ROM).

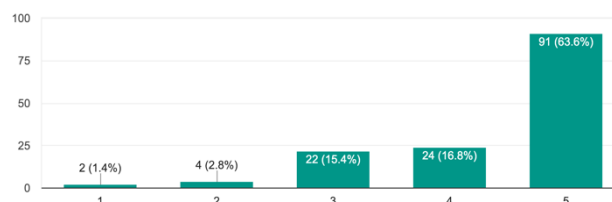
- The jumelage is still alive and I don't receive any monitoring or evaluation reports
- Yes , we had two monitoring missions that were very helpful
- ROM was OK but the results were given much too late, when they were no longer useful.
- No external monitoring (I have been co-evaluator one year after end of project)
- In fact my Twinning Project finished in December 2015 and until today it didn't have a TRM, also I participated in a TRM in Azerbaijan after my work as RTA in Jordan and I had a very interesting and good experience with this TRM. I would like a TRM for my Twinning Project.
- I am not sure whether the Beneficiary got its conclusions, and its conclusions/ recommendations were never discussed.
- although could not solve my problem (refer above)
- ROM mission was very useful
- Yes, ROM conducted in June 2015 (my first day in office, 5 months to go)
- There was no ROM mission in this project
- ROM wasn't considered and TRM was never launched by the EU Delegation.
- As Junior Partner we didn't deal with external monitoring so far.
- didn't exist
- Not applicable
- not yet applicable, as the project is still under the implementation (end of the Project is September 2019)
- very useful evaluation
- No monitoring
- no info
- no external monitoring enjoyed so far
- Ensure these take place by an expert in the relevant field
- No experience so far.
- The Project was audited by an independent expert from other Member State under EU TAIEX support
- It could have been useful but there was none.
- Projet en cours
- The project is still in progress
- I'm not sure ROM TRM or other evaluation reports had any impact on my project.
- Reporting and documenting all progress and outcomes has been very useful.
- None
- La ROM d'évaluation intermédiaire a été très utile pour réorienter les actions du projet
- Yes very good but too late. Anyway the projet was too short for allowing any reorientation
- Project lasted only 3 month within asked period, but all planned activities in this period were achieved
- There has been no ROM nor TRM
- The project has not been subject to these reports so far.
- les propositions de l'auditeur étaient déconnectées de la réalité du terrain. quel intérêt peut il y avoir à demander de réécrire le contrat de jumelage ayant passé la moitié du jumelage ? après transmission des remarques de l'auditeur, la DIMST a répondu point par point en argumentant : aucune des remarques n'a figuré au rapport final. quel intérêt de demander une relecture au bénéficiaire ?
- C'est l'organe externe qui peut intervenir efficacement en cas de problèmes.
- I got some useful Council of Europe, Venice Commission reports on administrative justice. But I have never got evaluation report on the results of our twinning.
- We had both ROM and TRM, and got good feedback from them.
- We didn't have for the moment
- The project has not finished and for the moment there has been no action of this type.
- No ROM performed. TRM was useful to verify the progress (and also not progress for activities in one component) after the project end
- The short visit of external persons has been shown to be unsuitable for providing them with all relevant information and to give a full picture of the achievements and real challenges.
- There wasn't
- See answer above.
- ROM not conducted. TRM was useful
- No comment
- Project is still ongoing/ no evaluation reports
- TRM hasn't been implemented yet.
- ROM report useful during the implementation period, while TRM report useful for the Final Beneficiary administration in order to evaluate what was already done and what should be improved.
- Le monitoring a donné des conseils, mais a surtout démonté le projet! The monitoring gave advice, but mostly dismantled the project!
- No TRM was conducted although it is very useful to check on sustainability and further development
- n/a

3) Results (outputs, outcomes and impact)

Question 4.1

4.1. All mandatory results were achieved.

143 responses



Over 80 % of the respondents either agreed or strongly agreed (over 63%) with the statement 4.1. Comments reveal that results were mainly achieved although some question the sustainability of results.

Comments

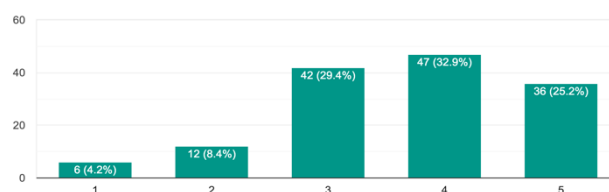
- more or less
- (still in implementation but on a good way)
- still in implementation phase (untill 2020)
- project in operation
- Not applicable. The Project is still ongoing. It will finish on 15 September 2019.
- no comments
- Everything was achieved except submission of the developed Laws to the Parliament, which is expected to be done very soon.
- The jumelage is now in the middle time
- All guaranteed results measured against the benchmarks (for details see 2D "Achievement of mandatory results") have been achieved in the framework of the Twinning project
- Nonetheless the key law that was prepared by the project and agreed, by the partner seems to be still not voted by the parliament.
- They have to!
- Project is not fully finished on the day of the filling the questionnaire. The answer provides status quo.
- Yes, all mandatory results were achieved, also their ambiguities.
- Not on Coordination council (see above)
- Not yet finished
- Si on considère que les résultats, comme cités obligatoires, sont de lancer les améliorations, ils sont atteints. Mais le projet est trop court pour réellement installer le fonctionnement espéré.
- Always, they are mandatory!!!!? Aren't they
- at the moment is still running but i do not see any obstacles to reach all the mandatory results.
- Results were achieved but their implementation (adopting agreed Laws) never took place.
- Can't tell. Project is still running.
- Not yet applicable, project is under the implementation (end - September 2019)
- Also additional results were achieved
- all results which could be influenced by the project
- the achievement of some results is totally impossible
- More than 90 percent of working days were implemented
- MOLDAC is now MLA signatory member
- Revised Mandatory Results were all achieved. Need to include how to change inappropriate Mandatory Results in RTA Training, as this applies to nearly all projects.
- some unexpected and additional results were achieved as well
- we are half way of the project - not easy to say now if all mandatory results will be achieved (longer period for project implementation would have assisted)
- More flexibility required to include results as project develops. Present system does not allow additional results to be included when more information on the subsection is known by the beneficiary
- As a matter of fact, yes. Besides, additional results were achieved. However, I would like to stress out the fact that any mandatory results can be achieved "on the paper". My suggestion would be to emphasize the importance of what was actually achieved rather than on what was planned to be achieved, especially because projects are designed a few years before they are implemented. Furthermore, I think the expression "mandatory results" should be reformulated into mandatory activities or actions. Indeed, the project team can ensure that activities and processes are performed the way they are planned however, by definition, it cannot ensure that certain results will happen.
- Projet en cours
- The project is still in progress
- All immediate Mandatory results were exceeded in budget, and On Time.
- All mandatory results were fully and to all details achieved and completed. The progress was reported and evaluated component by component and activity by activity throughout the Project.
- The project is not finished yet
- and largely exceeded

- While results were formally achieved, sustainability was more questionable.
- Les plus importants ont été atteints, une fois approuvé un avenant
- The project is in middle and is hard to foresee if all mandatory results will be possible to achieve, especially those mandatory results where the process cannot be influenced by the MS experts (adoption of Laws, amendments to the existing laws, which can take 2-3 years).
- As well some additional activities took place.
- Project lasted only 3 month within asked period, but all planned activities in this period were achieved
- For some of them the results were even more broader than expected/planned
- results are being achieved.
- les résultats obligatoires ont été atteints dans leur ensemble. 2 points n'ont pas été finalisés. 1. la révision des textes n'avait pas d'intérêt en raison de textes déjà en attente de publication, attente liée aux questions du dialogue social. 2. la base de données des inspections n'a pas été formalisée, les experts tunisiens ont eu les éléments pour la préparer.
- Le TW n'est que le démarrage d'un projet.
- Not easy to certify as results could only be fully assessed afterwards. And I have not got accurate information on the follow-up since 2013.
- un résultat n'a pas pu être atteint pour une cause externe au jumelage (absence de comptes à certifier)
- It was decided during the Project not to implement the Component 4 (Arbitration) due to the beneficiaries (MoJ) precondition (law to be approved, which did not happen). The recourses were reallocated.
- project haven't finished yet
- will be
- The project is still in the implementation phase, therefore at this moment all mandatory results is not achieved.
- One mandatory result was not achieved since the BC institutions were not agreeing
- All project partners have been highly amazed and delighted at the extend of the delivered achievements and success of the project, although the conducted activities have been sometimes pretty delicate and challenging (inspection of detention places, psychiatric clinics etc.)
- 80 or 85% of aims
- To date (not ended).
- Apart from the position of the CFCU in mandatory result number 10 prohibiting the participation of the NGOs, the result will be achieved through recommendations included in the report of other component
- No comment
- An amendment was needed
- Project is still ongoing
- more than requested
- MRs achieved based on the good cooperation with stakeholders
- the project is still ongoing but the results are achieved until now
- A real need exists to ensure from the outset that objectives set and activities agreed are realistic and achievable....a lesson learned from my previous TP in Bulgaria!
- All mandatory results were achieved and even exceeded.

Question 4.2

4.2. The project triggered further reforms and policy changes during or after the project.

143 responses



Over a half of the respondents either agreed or strongly agreed with the statement 4.2. However, almost 30 % remained neutral.

Comments

- Not what I know
- DIMST, les travaux entrepris ont été repris lors du jumelage suivant : ils n'avaient pas évolué. ISST, les travaux ont permis de réüssirla certification du laboratoire un an plus tard
- It should, but unclear if BC is open for this.
- project in operation
- Not applicable. The Project is still ongoing. It will finish on 15 September 2019.
- no comments
- Des changements se sont installés mais il aurait fallu les soutenir plus longtemps et/ou mettre en place la stratégie et les actions pour les soutenir dans la durée
- However a lot of contributions were pending on 1. Ministry (outside of TW scope) and 2. TDMEP (a technical project with wider scope that still in progress at the end of this TW)
- It must

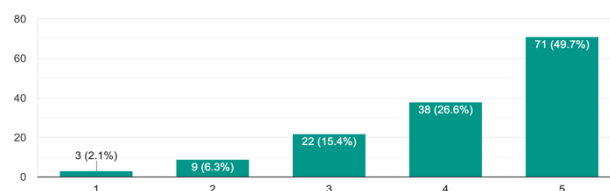
- *Yes, The German Ministry of Economy approved my proposal of an Twinning Follow-up Project of € 400.00 to continue cooperation with the partners who performed under Twinning Yes, during Twinning Project, the Serbian Government and Parliament approved the New Law on Foreign Trade amended by Twinning experts and local partners!!!!!!!*
- *It wasn't the case in my project. My Twinning Project wasn't focused on reforms or policy changes. It was focused on technical knowledge and experience to be ready for relevant challenges in the national electrical network of Jordan.*
- *Difficult to answer, because no after-twinning information. By chance, I have implemented (2016-2018) a further project in Ukraine as Team Leader of a TA project on almost same topic, and obviously our outputs (a RS Strategy& Action Plan were not adopted nor implemented.*
- *But the end-of-project period was not favourable to actual follow-ups (Dignity revolution)...*
- *Competent authorities for the accomplishment of some objectives were changed. Also many BC twinning component leaders were renovated after political changes*
- *The problems were not the policy but the real implementation*
- *I don't know*
- *Due to the AA and the EnC membership policy changes are triggered already*
- *I definitely hope that the results will bring the changes.*
- *The possible outputs in economic and social fields of the planned reforms have raised a great interest and pushed stakeholders to undertake actual actions*
- *Can't tell. Project is still running.*
- *Not yet applicable, project is under the implementation (end - September 2019)*
- *The whole atmosphere towards the subject in BC changed - not only thanks to the project but impact is undeniable depending on the difficult political circumstances*
- *For the moment, no reform. I don't know for the future.*
- *new Consumer Protection Law in Egypt; new website and consumer protection portal were launched after end of project*
- *Some changes were made in terms of the administration's organisation structure (a new service was created) and the products published by the administration (including the website). These changes all occurred by the end of project implementation and were made visible. However it has not yet been monitored whether the changes made were continued after the end of the project and, although recommended, were not aware of changes made in legislation.*
- *Master Degree's development, Teacher training (pedagogical)*
- *We are half way of the project - there is much interest in the BC in the work being done and efforts to achieve further reforms but it is still early to say.*
- *Customs Laboratory role within BC Customs Administration was highlighted as an essential tool for the control of goods object of foreign trade and excise*
- *During the project, I believe it is soon to see whether the project brought any policy changes as effects of public reforms usually take a few years to manifest. However, this twinning project succeeded in improving the qualitative and quantitative information collected from beneficiaries of minimum income in order to develop more targeted social policies. After the project, changes are difficult to assess as the project team is not working anymore in the Ministry. I believe ad hoc external consultants, in relation with the Ministry, are the most suitable assessors of the changes which happened afterwards as a result of the project. TAIEX missions could be strongly encouraged to take place a few months after the project is over. For now, my understanding is that the Twinning Manual foresees an evaluation mission six months after the report however this provision is rarely implemented.*
- *Projet en cours*
- *The project is still in progress*
- *The BC had many plans to conduct reforms and policy changes as a result of the project.*
- *There was made several proposals to reform TVET at the BC and organization which have been taken into account at least partly and indirectly.*
- *Not yet*
- *It was not the objective.*
- *We achieved a number of additional results in the project that was not originally planned. Extra activities we added as well.*
- *Non. Il a été retardé en raison de la lenteur dans l'adoption des réformes législatives*
- *Basis for Act on Biocidal Products was prepared. Basic and in some cases advanced training on risk assessment was performed.*
- *Haven't heard much after the Twinning Project was finished... The only info I received was through open sources media.*
- *Because of weak involvement of the Ministry*
- *it helped to streamline beneficiaries work and give assurance in daily work*
- *Project lasted only 3 month within asked period, but all planned activities in this period were achieved*
- *changement léger dans le mode de management des personnels. De nouveaux textes d'organisation de la Cour des comptes ont été préparés pendant le jumelage. Ils seront présentés au Parlement dès que possible.*
- *yes and the eu directive on audiovisuel media services was launched during the course of the twinning and had an impact on discussions regarding the audio-visual law reform which was one of the main objective of the twinning. The focus has been made on the audio-visual law of the country: it needs adjustments of the objectives to be revised and of the distribution of man-days. Moreover the twinning works on the reform of the National center for cinema and to validate the Bachelor degree accreditation of two schools which are beneficiary structures.*
- *the problem was that in the end it was the time of the Maidan revolution*
- *It's too early. The Project ended in May 2018.*
- *continuation in development is necessary*
- *à ce jour, je n'ai pas connaissance de réformes supplémentaires*
- *project is not completed, it supposed to trigger further reforms or policy changes later on, when the implementation of proposed recommendations will be started*
- *En mon cas particulier, le projet a provoqué le changement de bénéficiaire.*
- *same answer as 4.1 bis*
- *le projet en soi consiste à accompagner une réforme très profonde et des ambitieuse de la gestion publique et de la reddition des comptes publiques (LOF) qui va mettre du temps à produire ses effets. de plus, le projet n'étant pas achevé, je n'ai pas suffisamment de recul pour répondre à la question;*
- *project haven't finished yet*
- *The project has triggered a multitude of internal actions of adaptation to international norms and behaviours. But not outside the IGF. However, there has been a considerable increase in relations with a large number of potential collaborators.*

- In case of the Quality System developed by the project there were development, widening it to other products. In case of phytosanitary controls, the policies were a bit updated using project recommendations and documents provided. In case of the advisory service, nothing was changed. Actually, from information obtained recently, the path chosen for its development has been opposite to that suggested.
- The sustainability was one of the main goals of the project. Even after the end of the project the counterpart will continue to implement a modern and effective Management Information System (MIS), and inter alia they will use the elaborated long-term strategies and action-plans in the different field of work.
- I was informed that after this project the new project, to extend the experience to the other hospitals, was proposed
- Technical changes were implement. But project not designed to affect policy
- No comment
- Yes but the political environment changed and the BC (RTA) office was left alone after I / the project left - there is still stand now on the topic which is very hard to see
- Project is still ongoing
- The project was continued by another MS (same title!!)
- Although some reforms and changes were suggested upon twinning results, it is very unlikely they are implemented due it would need a high amount of investment.
- TWL project
- Significant policy changes occurred in the course of the Project relating to standards of care in institutions codes of practice for social workers the empowerment of women and methodologies used to evaluate service quality and achievement of Ministry goals ,flexibility built into this Project allowed this to happen and for us to directly assist Ministry Officials in the discharge of their responsibilities.

Question 4.3

4.3. Twinning was the most suitable mechanism to achieve the agreed objective (compared to technical assis... support, and/or equipment supplies).

143 responses



Over 75 % of the respondents either agreed or strongly agreed with the statement 4.3. Comments revealed mixed answers depending mainly on the type of the project.

Comments

- Several TAIEX projects may have been an alternative. No better not worse
- les administrations bénéficiaires tunisiennes ont des difficultés financières et les objectifs du jumelage sont difficilement atteignables avec les règles en cours. ainsi, il n'est pas possible de prévoir la réservation d'un hôtel ou d'une structure pour organiser un séminaire de travail de 2 ou 3 jours.
- No, organisation is too immature for Twinning.
- project in operation
- No applicable since our team have experience only within activities of the TW Project.
- Surely for the long time required the twinning project is the most suitable instrument
- Les objectifs visés dans le jumelage ne pouvaient être atteint que par un mécanisme de soutien et partage dans la durée et sur place
- However the project has listed actions beyond the main beneficiary (EOS). Ministry was invited, trained and made aware, however it remain outside of TW scope of influence
- Twinning was really the most suitable mechanism, because it provided direct EU MS public sector expertise and networking with counterparts, delivered jointly agreed "mandatory results", not just private consultant's opinion. It really facilitated inter-institutional cooperation, direct involvement of the beneficiaries
- In this case it is clear. It's the only one
- TAIEX is a very good instrument but it is meant for short specific missions, a Twinning project is a long term "adventure"
- Twinning supposes that the project starts very quickly after the beneficiary expresses its needs; otherwise, the beneficiary can have changed its priorities and, in most cases, the local people who were implicated in the topic have been replaced and their successors are not often even aware of the project.
- I cannot compare
- I don't say absolutely agree because TAIEX could be very useful sometimes.
- my suggestion is to reduce the arguments and more flexibility in use of resources for provide goods necessary for training (training facilities)
- I don't know
- According to my experience Twinning projects are better than any other form of consultancy, as MS authority experts are working together with BC authority experts. Both have the same tasks in their countries and do not only have theoretical knowledge but know about potential problems when implementing theory.
- Twinning was the right tool to achieve the objectives.
- Can't tell. We have no much knowledge of mentioned above mechanisms.
- TAIEX would not have been sufficient
- The beneficiary countries generally propose large, ambitious projects because they consider the setup of a project fiche difficult. It might be more convenient to try to present a single project fiche, divided into several phases that can be activated according to the

results of the previous phases, while giving certainty to the beneficiary country to be able to rely on the whole project if the results are satisfactory.

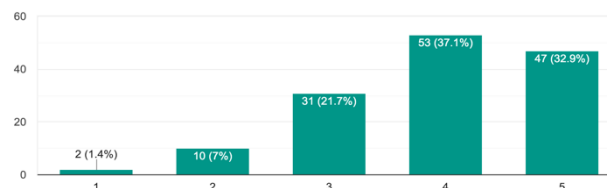
- Not yet applicable, project is under the implementation (end - September 2019)
- Yes, Twinning is comparably cheap and ownership by BC partners is so necessary that it is in the focus from the very start in case TAIEX activities could support in specific areas
- Probably
- not sufficient experience with other instruments to make an assessment
- Yes, as the scope of the project and its objectives required the presence of a project team working full time in the Ministry.
- This project was very Hands On. Many of the subject required workshop training as an essential delivery method of the program.
- During Twinning MS and BC experts build the outcomes in close collaboration and learning from MS experiences and during study visits.
- Drafting inspection tools and training people to use them required a long term involvement, with coordination between the activities.
- Working with a sister institution from the EU provides extremely valuable support since colleagues from Armenia and the EU MS work on similar issues
- There was no doubt that the technical and strategic nature of the project was consistent with the twinning instrument only.
- Non. C'est un instrument trop complexe pour la nature du projet.
- Yes, for that kind of needed expertise.
- Sometimes nevertheless a series of Taiex Training days might be more appropriate (Prolongation to one week per Taiex Project is desirable)
- Les échanges constants avec l'équipe projet partenaire (chef de projets, experts clés) durant 28 mois ont permis d'impulser une nouvelle dynamique qui perdure. La présence d'un CRJ permet de faire un lien qui évite la perte de temps au moment où l'expert est sur place. Il permet de bien comprendre les besoins du bénéficiaire au fil de l'avancée du projet et d'éviter tout malentendu.
- The lack of budget support for equipment is seen as a drawback. This possibility could have improved the outcomes.
- Yes it is the best mechanism and way of intervention for an institutional project between peer to peer administrations having the same problematics.
- because of the longer duration , very continuously
- In this Project technical assistance was also required
- In this project it would be better to employ the mechanism of technical assistance since BC required concrete legislation proposals voir réponses précédentes relatives aux difficultés financières
- la réponse est oui mais il doit être complété par d'autres interventions plus ponctuelles pour être réellement utile.
- twinning is more comprehensive but perhaps on a too short period of time in comparison with some other instruments.
- je n'ai pas d'expérience des autres outils.
- Each method carries with it benefits and limitations. I've been involved in such actions for 20 years and I could write a book.
- The perfect order would be 1.-SIGMA, 2.-TWINNING and finally punctual actions (software development for example). Only 3 would be missing
- Yes, in comparison to short term actions (e.g. TAIEX). The lack of equipment supplies reduced the possibility of achieving better impact.
- Of course, That is what the twinning is all about. Translate a good experience and knowledge, the know house, from the experienced partners two new partners
- It is more flexible a technical assistance because there is a possibility to invite any kind of experts, not only civil servants
- No comment
- For the kind of topic no equipment supplies are necessary
- In the field of legislation, missions with STE might not be as effective as in other fields. To be considered having two RTAs doing daily work with beneficiary staff.
- Other project form (TA, TAIEX) were more fruitful
- TW was really the best way to improve conditions
- Having previously undertaken TAIEX assignments I have no doubt that Twinning was the most suitable mechanism for this programme of work.
- In the given condition Twinning approach was suitable for the project implementation in the field of audit quality control. However, the scope and topics required a standard twinning for such project not a twinning light project approach.

4) Sustainability

Question 5.1

5.1. The Twinning project rightfully took into account conditions that needed to be fulfilled to ensure lasting effects.

143 responses



70 % of the respondents either agreed or strongly agreed with the statement 5.1. Some respondents seem not to have understood the question. Numerous comments the volatile political situation as the main unforeseeable obstacle for the sustainability of the project.

Comments

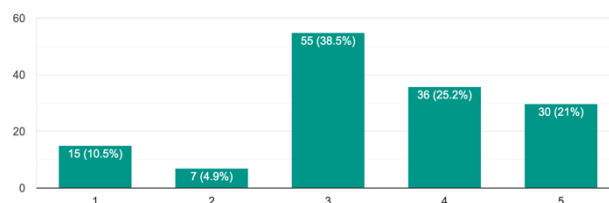
- *en principe oui, dans la pratique, cela dépend de la volonté du chef de service ou du ministre de poursuivre les travaux entrepris.*
- *All planning took into account "what next?", but of course the Project could not impact the allocation of human resources and respective planning for the coming years.*
- *no comments*
- *Pour garantir des résultats dans la durée, il faudrait, dès la construction du projet, prévoir des points d'évaluation avec les acteurs 6 mois / 12 mois et 24 mois après la fin du jumelage et si possible mettre en place des mécanismes de correction*
- *As decision made/proposed in EOS had to be endorsed by the Ministry, and their implementation were depending on support / validation / authorization by Minister not all conditions were in place to ensure full active implementation and lasting effects*
- *the Project actively supported the consultations and joint work for development of new waste management legislation between the public administrations (MinRegion, MinEcology, MinEconomy, etc.) and the relevant stakeholders from business and community. The Project substantially contributed to establishment of a constructive dialogue and demonstrated that the representatives of the ministries concerned could discuss and develop the issues together in a supportive atmosphere. This dialogue should be sustained and intensified. All these strategic, planning and legal documents, supported by guidance documents, pilot information system and other support tools, when implemented, will establish the basis for development of a modern waste management system in Ukraine.*
- *Now we are working in this direction. It's clear for us*
- *We had 6 pilot projects in the capacity strengthening component and we designed a sort of competition between them and were happy to see some of them prosper after our departure*
- *But it mainly depend on the beneficiary will*
- *The Law on Foreign Trade has to be revised. The BC PL had been an excellent choice, however this positive assessment covers only on target department of two. The head of the other department (EU Accession and WTO) had no input in project preparation (seconded to WTO at that time). After her return competition and trouble between both departments and both head of department started. Therefore, the Twinning project could not cooperated as planned, had to reschedule objectives and budget smoothly and in line with the Twinning Manual.*
- *This was one of the most relevant matters to extend 3 months more the Twinning Project. One of the most important goals of the Twinning Project was to share the Spanish experience inserting power from renewable energy sources to the national electrical network. When the Twinning Project started the power in Jordan from these sources was 0, along the implementation of the project had their first power plants from Renewable Energy sources and we could see in that moment that there were some important matters that took and important role and weren't enough treated in the activities, for example the forecasting of the weather (sun) to manage in a good technician way the electrical network.*
- *Difficult to answer, because - no afterwards information - Ukraine met political problems that prevented from focusing their attention on RS issues !!!*
- *such conditions were far beyond what the project and its partners had control on*
- *Change of legislation in order to comply with 2 EU Directives*
- *Usually beneficiaries overestimate the situation (HR, skill, etc.)*
- *ON PPP the project did some groundwork, however PPP is far too early for Moldova.*
- *The analysis of the current situation included in the fiche was comprehensive and detailed. It was sufficient to draw up the conditions necessary for implementation of Twinning's outputs*
- *All results of the project were jointly developed ensuring the strengthening of BC experts' knowledge. Last activities were used to support BC in implementation of the results.*
- *The intensity of the project results were very high and did not leave any space to reflect internally and learn from the recommendations given.*
- *The project resulted in a comprehensive set of reforms to be undertaken to actually achieve the goals planned*
- *Recommendations and all kind of proposals related to technical staff were stated*
- *Conditionality were well defined and critical issues for project sustainability were identified. However effectiveness of monitoring tools varied.*
- *Not yet applicable, project is under the implementation (end - September 2019)*
- *full exit strategy, institutional structures built reaching beyond the implementation phase, website - but most importantly: individual support by person who were trained as trainers during the project is still an existing resource, they still communicate and are active, although very few of them were initially really volunteering for the issue.*
- *sustainability was taken into consideration in all cases*
- *proposal for new Consumer Protection Law finalized; concept for new website and contract with web design company finalized; concepts for HR and media departments of the CPA; proposals for a better cooperation between Egyptian stakeholders;*
- *Avoid revocation of BC project leader*
- *Gradually implementation of the obligatory rules in the EU regulations regarding carcass classification and price reporting into the national legislation.*
- *lack of staff and turnover of staff is an issue*
- *i.e.: Construction of the new laboratory building with the necessary analytical instrument endowment was a fulfilled condition previously to Twinning Project implementation*
- *Quality Management System was implemented as a previous step to proceed with the accreditation of BC Customs Laboratory by the National Accreditation Body.*
- *Yes, all the documentation was left to the stakeholders of the project. Many trainings and meetings were organized to ensure the know-how is taken over.*
- *Meilleure positionnement de la cellule partenaire bénéficiaire pour communiquer avec l'ensemble des ministères et institutions de l'état bénéficiaire*
- *Adoption of methodologies, tools and audit techniques*
- *The project is still in progress and commitments are maintained regarding the adoption of methodologies, tools and audit techniques.*
- *The course delivery was designed to deliver the best possible outcome.*
- *The Project was lead through based on co-creation and tight co-operation together with MS and BC experts. BC experts were in crucial role in creating the concepts and new working methods for the beneficiary and thus we together made lasting impact.*
- *Political support and commitment cannot be easily taken into account at design stage.*
- *Non*
- *The right order of the performed activities was used to achieve the most effective results. Right persons should be identified and trained. Practical experiences shared.*
- *No follow up was provided so I do not know.*

- Due to a certain rigidity by the partner and the too short implementation period, would have been very difficult
- sufficient and well trained staff must be in place to secure Lasting effects in Addition to political stability and support
- Project lasted only 3 month within asked period, but all planned activities in this period were achieved
- Une partie de la réorganisation a eu lieu pendant le jumelage. Des formations sur les guides ont débuté. Il faudrait les renforcer.
- The difficulties deriving from the political/administrative condition in BiH (3 "states" in the country).
- Yes because the project concerned structural points having a long term and lasting impact on Moroccan audio-visual sector rather than occasional aspects for the Ministry. The work made to modernise the audio-visual sector implies : • the law reform regarding new digital challenges, • the law reform on movie industry • the organisation of the supervisory on public audio-visual sector • Reflexion around new models of funding for the public audio-visual sector
- All recommendations were formulated having taken under consideration the respective needs of the Assembly.
- Impact assessment procedures that were proposed took into account limited financial resources
- avec les limites de budget
- Not planned institutional reform (merging the ministries, including beneficiary) during the project implementation; delay in the processes of legislation. Those challenges required maximum flexibility, which were provided from the project side
- Il ne peut y avoir de bonnes politiques de sécurité routière sans systèmes d'information fiable pour connaître les problèmes réelles et orienter les mesures à prendre. Il nous a manqué la volonté politique de fournir un instrument à adapter aux circonstances du bénéficiaire.
- Lasting effects are rather dependent on political conditions and local leadership. The situation in Ukraine has been so volatile since 2013 that I have some doubts on the lasting effects...
- project haven't finished yet
- Project documentation, involvement of a broad base if BC staff
- Political instability and change of staff was among the most risky conditions, which were nevertheless considered. Though this is hampering sustainability of results.
- A small amount of money was requested but not available to complete the implementation of a modern and effective working MIS.
- In general yes, but the subsequent evolution towards an unstable socio-political situation was in the beginning difficult to foresee
- Training of officers in crisis management, modernisation of national centre of crisis management, etc.
- Unfortunately the involvement and commitment of the stakeholders was take into account on the paper but it seemed to be impossible to reach it in real
- victims' support offices, training seminars, mediation and restorative justice, public compensation system
- - staff selection and training - legal mechanisms to align national legislation with EU
- Good adaptation with the equipment's, the law, weather conditions, the culture and religious traditions of the Beneficiary Country, in particular for activities about juridical texts, different plans, training courses, coordination of International response in Jordan ...
- The timing - and the change in the management of the agency right after the end of the project put a high risk on the sustainability of the project!
- The IT development level and used systems, number of personnel working on particular issues that the Twinning project intend to cover.
- flexibility, mobility; study visits are not hampering the results
- new structure of training centre, new director, new curricula, new spirit
- **LASTING EFFECTS DEPEND ON THE SKILL OF THE TWINNING TEAM TO PROMOTE THE REASONS AND ADVANTAGES OF REFORMS. SUSTAINABILITY COMES FROM THE FACT THAT THE PEOPLE TRAINED IN THE BC CONTINUES WORKING IN THE RELEVANT BC INSTITUTIONS**
- planning of the first reporting of EU WFD - successful
- Early and meaningful engagement with the Directors ensured that they were on board and committed to the changes being proposed from the outset. This in turn offered real assurances that changes being made would be sustainable.
- Twinning project rightfully took into account conditions that needed to be fulfilled to ensure lasting effects as according to the project proposal, work plan and mandatory results. Work plan was implemented fully.

Question 5.2

5.2. Effects of the EU pre-accession support are still visible today (2018).

143 responses



Almost 40 % of the respondents remained neutral on the statement 5.2. Many respondents are from non EU accession countries, thus the questions are not fully relevant to them. This might explain the high rate of neutral answers. Others mainly state examples of legal changes, adoption of new laws, amendments of the existing, etc.

Comments

- I don't know.
- (still ongoing TW project)
- seule la fiche du projet est visible sur le site de l'ugp en lecture rapide. une page facebook est toujours disponible sur l'enquête CARIPT

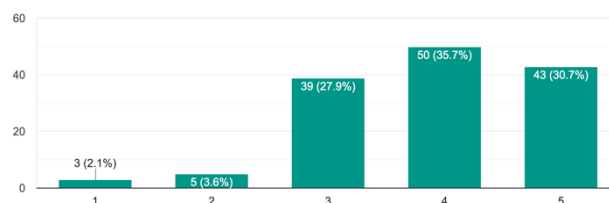
- ???
- *The respective Project just finished. The conclusions of effects could be made in longer period after the Project ended.*
- *the project deliver a strategy for five years after the project's end, that is more or less until this year*
- *Lack of precise stages, results and KPI in the fiche and contract make this question difficult to answer. There surely was an effect, but difficult to measure*
- *The Project actively participated in the development of strategic planning documents, e.g. National Waste Management Strategy, National Waste Management Plan and Separate Action Plans on waste management of specific waste streams as waste electrical and electronic equipment and waste batteries. The Project actively contributed to the development of the Waste management Law, compliant with Directive 2008/98/EC on waste, together with the experts from APENA, DESPRO, EBRD and the relevant Ministries experts. Also a huge package of legal framework on waste management, harmonised with the relevant EU acquis, was developed, including a Law on waste electrical and electronic equipment in compliance with Directive 2012/19/EU, A Law on batteries and accumulators compliant with Directive 2006/66/EC, a by-law on capacity labelling in compliance with Commission Regulation 1103/2010, by-law on registration and reporting for WEEE, by-law on registration and reporting for batteries, in line with Commission Decision 2009/851/EC, Methodology for the calculation of annual sales of portable batteries and accumulators to end-users in accordance with Commission Decision 2008/763/EC and electronic generation tool for calculation of the quantity of waste batteries generated by weight, Methodology for calculation of EEE placed on the national market and electronic generation tool for calculation of the quantity of WEEE generated by weight, Methodology for the calculation of recycling efficiencies of the recycling processes of waste batteries and accumulators, compliant with Commission Regulation 493/2012. The project also produced training modules for inspections, permitting, waste classification, Guidance on collection and treatment of WEEE, guidance for shipment of WEEE, Guidelines on portable batteries marking requirements, PRO/IPR operational requirements, Environmental standardization for electrical and electronic products and systems. The project provided also support for the Beneficiary on waste database implementation by purchase of equipment (server) and programming of software for Registers of producers, collective and individual extended producer responsibility organizations and waste management operators, as well as data base collection information system. Awareness raising and training of MinRegion staff, other ministries, municipalities, producers of electrical and electronic equipment and batteries, operators dealing with waste management and local NGOs were ensured including a series of workshops, train-the-trainers sessions and the elaboration of a number of Guidelines and methodologies for implementation and enforcement. The EU Standards on EEE, WEEE and batteries and accumulators were translated into Ukrainian. One of the Standards went through procedure for adoption.*
- *I am in the EPN*
- *The Twinning manage to support adoption of the first Georgian waste management law and subsequent sub legislation. Before the project, Georgia didn't manage to adopt a waste law for more than 20 years. Although the long term impacts of the implemented project results could become evident only sometimes after the project completion at the earliest, there is good evidence that they will contribute to reaching the overall project objective. The project delivered valuable documents that are the basis for introduction of efficient waste management system compliant with EU waste management practices. Development of comprehensive national waste management legislation is a revolutionary step in Georgia since there has not been a waste management law in force.*
- *Moldova is not a pre-accession country but an ENP one thus the perspective is slightly different but the effects are still visible -- and we have kept in touch through Facebook and LinkedIn*
- *The amended Law on Foreign Trade is still in place. BC PL has been demoted from Assistant Minister to Head of unit. Number of staff strongly reduced in line with budget cuts. Salaries reduced. High fluctuation of staff...*
- *Well, in this case Jordan is not going to access to the European Union but the main effect that we can see in Jordan is that they had inserted a lot of power from 0 from renewable energy sources and the system doesn't collapsed. Of course is not only achievement of the Twinning Project but we helped in this not easy task or issue to Jordan. The European Union should be very happy about this specific Twinning Project. And finally, reality is variable.... today there are new and serious problems in the electrical network in Jordan, but in its moment our project in my opinion was perfect.*
- *Not really relevant, since UA is not an accessing Country. My further projects in the Ukraine (1 as twinning, 2 as TA projects) show that few/poor results were actually achieved, but tracks of the outputs remain in some staff (a dramatic turnover of staff in the Beneficiary Administrations prevents from a sustainable efficiency)*
- ** Not pre-accession. Recommendations not followed on (a special programme for development of MM Transport and Logistics was developed, but not adopted, and of course not implemented.*
- *Twinning is in Georgia*
- *TAIEX*
- *Je ne sais pas, je n'ai pas eu l'occasion de voir les suites de l'action.*
- *I don't know, but would be surprised*
- *I have been informed that project's outputs are circulating and used at legislative level within the reforming process*
- *The new methodology was implemented, tariffs are based on transparent methodology resulted from the Twinning project.*
- *The beneficiary administration is enforcing the reforms planned within the project*
- *Can't tell. Project is still running.*
- *Competent authority's capacities have been strengthened*
- *project finished last week. evaluation needs time*
- *not applicable*
- *The visibility of the LBGTIQ persons has so massively increased - in 2018 there was a full-fledged pride parade going on in Pristina. Supporting individuals in several governmental structures are still active and approachable for the community. Police has incorporated parts of the training methods in their curricula. Monitoring takes place as a task to be shared between governmental and non-governmental stakeholders.*
- *This is the third Twinning project and build up on former results*
- *Not concerned*
- *ENP Twinning, no pre-accession support*
- *SAFA inspection training is still being used*
- *no info*
- *N/A*
- *project is half way - cannot say yet*
- *MS partner is in contact with our BC colleagues (now new MS ones) to solve particular complex issues related with our field of expertise within both Customs Administrations*
- *It is too soon to assess.*
- *Projet en cours*
- *The project is still in progress*
- *Many learning areas are being implemented today and for the future*

- *The Beneficiary organization is closely and strongly involved with the new TVET II reform of Technical and Vocational Education and Training. Beneficiary experts are working as team members in different roles of TVET II. Beneficiary has implemented the concept of Center of Excellence. Beneficiary organization is the flagship of TVET at the BC.*
- *the project is just finishing today.....*
- *Not relevant for the project (Egypt)*
- *Je ne sais pas*
- *Better knowledge and understanding, new contacts between competent authorities, experts...*
- *No follow up was provided so I do not know.*
- *Constant cooperation is going on*
- *Project lasted only 3 month within asked period, but all planned activities in this period were achieved*
- *L'Algérie est un pays voisin*
- *Contact has followed between MS and BC staff. Few visits and workshops have been organized through TAIEX.*
- *No pre-accession.*
- *Not applicable. The Project ended in May 2018.*
- *project is not completed*
- *Je l'ignore, même si il y a eu des effets concrets et ponctuels: la loi sur la sécurité routière a été changée et le permis à points introduit.*
- *really dont know*
- *project haven't finished yet*
- *ongoing project*
- *Some results are now part of a regular production while others have stopped*
- *I don't clearly understand the question. The effect of the Sigma action on this twinning project has been positive and visible.*
- *Jordan was not in pre-accession. However, some positive effects (among others the development of quality products, which take on board a strategy for development which was suggested by the project) are still visible today*
- *See next chapter.*
- *I don't Know exactly, I Think so*
- *Not applicable*
- *The set of standards, so called Eurocodes, has been implemented in Montenegro!*
- *the change of mentality increasing the support to the victims of crimes*
- *Don't know*
- *No comment*
- *The topic is part of the soft-law issues - so not in strong terms (higher education etc.)*
- *cannot tell, not involved anymore*
- *Project is still ongoing*
- *Training, secondary legislation/administrative rules, amendments to the laws, Corporate identity/spirit of Probation service, classification of inmates*
- *see above*
- *Ce jumelage n'était pas de préadhésion This twinning was not pre-accession*
- **QUESTION IS NOT CLEAR**
- *not related to our project*
- *Not a relevant question in the context of Jordan*
- *Effects of the EU pre-accession support is shown by the project deliverables and established QA/QC system in SAI Serbia. However, long term effects can be measured after longer period as project implementation was in 2017/2018.*
-

Question 5.3

5.3. Project results are sustainable.

140 responses



Over 65 % of the respondents either agreed or strongly agreed with the statement 5.3, but almost a third remained neutral, which is backed up by comments – respondents are not convinced that the results will be sustainable, since it depends on the political will etc.

Comments

- *I don't know.*
- *(still ongoing TW project)*
- *DIMST :l'enquête CARIPT a pu être mise en oeuvre lors du jumelage suivant ISST, l'institution a pu obtenir la certification de son laboratoire.*
- *still in implementation phase*
- *The respective Project just finished. The objective conclusions of effects could be made in longer period after the Project ended.*

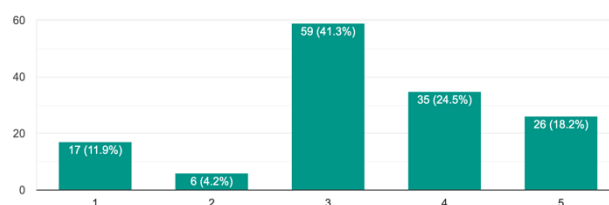
- no comments
- people training, process building/re engineering, strategic project drafting are certainly sustainable results
- Although the long term impacts of the implemented project results could become evident only sometimes after the project completion at the earliest, there is good evidence that they will contribute to reaching the overall project objective. The project delivered valuable documents that are the basis for introduction of efficient waste management system compliant with EU waste management practices. However the final outcomes will depend on the extent to which the documents and practices, delivered by the project, will be adopted and practically implemented by the BC.
- At least, it must be sustainable
- The output of the projects – the developed pieces of legislation, strategic documents, guidelines and methodologies are adopted and used by the Beneficiary and the other stakeholders The training materials are used for further training The staff is trained in order to be able to continue the work started by the project R 1.1 Carried out functional review analysis with recommendations on mandate, functions and responsibilities for MoEP's departments, services and divisions dealing with Waste Management R 1.2 Action plan for structural adjustments for Division of Waste & Chemicals Management (DWCM) developed and implemented. R 1.3 Prepared long, mid and short-term plans by the DWCM of the MoEP R 1.4 Elaborated procedures for regular information exchange on waste issues at horizontal and vertical levels of the MoEP R 1.5 Established and operational Interministerial Steering Committee (ISC), working groups and/or equivalent co-ordination mechanisms adapted to the specific situation of the Georgian administration R 2.1 Developed capacity building (CB) plan R 2.2 Implemented training programs as a part of CB plan R 2.3 Trained MoEP staff dealing with Waste Management R 2.4 Trained staff from municipalities, operators, mass media and NGOs dealing with Waste Management issues R 2.5 Designed and implemented awareness campaigns program and pilot project R 3.1 Developed and agreed National Waste Management Strategy R 3.2 Elaborated and agreed Waste Management Plan including; a. global action plan with measures, responsibilities, financing, time-planning b. detailed plans for implementation for specific waste streams c. guides with technical support for decision makers R 3.3 Revised and updated country's waste inventory R 3.4 Prepared and agreed national classification system, waste catalogue and/or list R 3.5 Developed and established basic management information system (MIS) for solid waste and hazardous waste' R 4.1 Reviewed existing environmental legislation framework, recommendations for its improvement R 4.2 Elaborated and agreed action plan for update and further development of environmental legislation on waste management and its harmonization with international (EU) standards' R 4.3 Recommendations on tackling the gaps in handling (transportation, storage, processing, recycling, treatment and disposal) of Solid Waste and Hazardous Waste' R 4.4 Drafted and agreed selected key regulations envisaged by the waste framework law R 4.5 Reviewed and updated national regulation 'List of Banned or Severely Restricted Chemicals in Georgia' under the Rotterdam Convention R 4.6 Impact assessment (economic and social) of the newly established legal framework for waste management system in Georgia R 4.7 Improved cooperation among the key stakeholders on legal issues related to Solid Waste and Hazardous Waste Management R 4.8 Coached and trained MoEP's staff for representing Georgia in international forums and conventions
- depending on the beneficiary decision
- see above
- Time moves forward, so new realities and new problems... but the Twinning Project is in the basis of the solution of the new problems.
- The time-scale of such projects doesn't match the necessary time for significant results/reforms expected. An "after-twinning" tool would be useful. I'm available to contribute to any reflections on such an idea.
- Not only the strategy & action plan were not adopted, but the institutional recommendations were also not followed-up by Ministry, the further changes in the structure of the administration and turnover of the staff led to an almost no achievement of the expected results.
- As far as they change the laws. Project still not finished
- political instability is a problem
- Je suggère que le bénéficiaire reste accompagné après la date de clôture du projet, même avec un budget plus léger.
- I don't know
- s. answers above
- A political reform immediately after the project wipe out the institution owning the TW results
- very positive development of tourism in Georgia
- Can't tell. Project is still running.
- not applicable
- that was one of the main tasks
- I hope so...
- Within TNP no, within GGC in respect to training only, within the Coastguard the use of analysis operationally is on going
- For each main component of the project, during implementation, a "pilot product" was produced and can be easily updates by the beneficiary. Staff has been trained appropriately.
- Unfortunately only a few results are still in use (see TRM report); At the end of the project, the contracting authority and the EUD unfortunately did not follow up whether the information given in the project's final report on necessary follow-up measures are actually implemented by the BC. Continuous monitoring even after the end of the project appears to be urgently needed, especially in the case of a very sensitive and highly political issue such as anticorruption.
- project is half way - cannot say yet
- No follow up allows bc not to follow through
- Hopefully they are. I believe the real sustainability of the project is about the cooperation between two countries, the discovery of another professional culture and getting ideas and inspiration to set up new public reforms.
- Projet en cours
- The project is still in progress
- In the immediate usage yes.
- Beneficiary has implemented and continued with further development as described above.
- the project is just finishing today... - we cannot evaluate is the drafted procedures will be used by BC later on - however, there is an increase in the EU Food hygiene approach thanks to the various and complementary training courses.
- The most sustainable results are with people (knowledge, mind-set)
- Seulement en partie
- No follow up was provided so I do not know.
- The Trainee continues to be a stable and professional working state authority
- Project lasted only 3 month within asked period, so at this period there was no visible results
- Des difficultés pour l'informatique.
- project is not completed, however, some of the results are already taken up and implemented

- *Je veux le croire*
- *I hope so as it is very much dependent on the Ukrainian leadership and the judges*
- *This is on the responsibility of the beneficiaries.*
- *project haven't finished yet*
- *Depends on political support.*
- *See above, including the lack of support for equipment*
- *See above*
- *Yes because once established, the benefit cost ratio is very favourable*
- *To the extent that SSSU can retain staff and the public sector is working in Ukraine*
- *No comment*
- *We strived for the best possible to be achieved*
- *cf. 5.2bis*
- *Project is still ongoing*
- *it depends on the willingness of the stakeholders*
- *SO FAR, YES*
- *The results are useful all the time, but unless there is a political will to implement them, which will request effort and money, they will not be sustainable.*
- *For reasons outlined above at 5.1*
- *Yes. Project deliverables and results are sustainable. However strong impact factor for the sustainability is BC institution actions by practical application of elaborated procedures and manuals on audit work process.*

Question 5.4

5.4. Recommendations from the Final Report were acted upon.

143 responses



Less than half of the respondents either agreed or strongly agreed with the statement 5.4, while more than 40 % remained neutral. This high neutral rate might be explained by the comments where a lot of respondents stated that it was too early to say since the projects were still ongoing or just finished. Also, there was no follow-up of some of the projects after their expiration. Interestingly partner country administration responses to the same question revealed that a high majority of respondents (over 70%) either agreed or strongly agreed with the statement.

Comments

- *no comments*
- *too early to say*
- *Recommendation were followed up and it confirmed by the twinning follow ups mission after project was finished*
- *The BC Government does not provide enough budget and human resources needed to operate and sustain all the systems build within the twinning project*
- *I don't know.*
- *no final Report so far (still ongoing TW project)*
- *les recommandations ont donné lieu au deuxième jumelage «Appui au développement du travail décent : renforcement des capacités de l'inspection médicale et de la sécurité au travail » TN/15/ENI/SO/49*
- *still in implementation phase*
- *project in operation*
- *Not applicable. The Project is still ongoing. It will finish on 15 September 2019.*
- *difficult to observe, too much opacity*
- *Partly too early to say, not having information on the budget proposal and planning for 2019 etc.*
- *Several legal framework drafts according to the project recommendations were prepared and presented to the stakeholders.*
- *Follow up visit was implemented after conclusion of the project with the purpose to check implementation of recommendations.*
- *Pas vraiment des éléments pour répondre à cette question*
- *The project ended just few months ago. We are still under legal duration of the project. The Final Report is under agreement at the moment.*
- *It's recommendable but it's not still time for the final report*
- *Most of the recommendations from the Final Report were taken into account*
- *The National Strategy of Regional Development was adopted, the links between regional development and spatial planning were reinforced, some of our pilot projects were financed etc.*
- *The law was not submitted to the Parliament*
- *An RTA is not even paid to draft the final report after end of project. Ask EU Delegation*

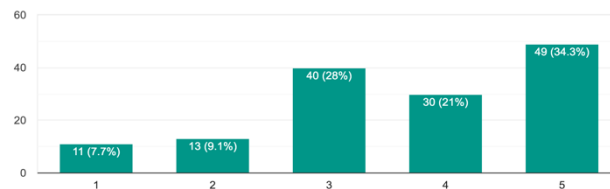
- *Project is not fully finished on the day of the filling the questionnaire. The answer provides status quo.*
- *I really don't know.... maybe a TRM would be fine to see this matter. The Jordanian People of NEPCO was serious people, so I think that in their possibilities they try to implement the recommendations from the Final Report.*
- *Not that much by Beneficiary, but also by Contracting Authority: the lessons learnt described to their attention were not enough followed-up (as far as I know), in particular about requirements to the Beneficiary Administration t fully draw benefit from the MS support and assistance.*
- *refer above*
- *Not final report yet. Not finished*
- *Twin is Not yet finish ... Quarterly recommendation yes...*
- *Je ne sais pas, j'ai participé au rapport final, je n'ai pas vu la suite.*
- *Restructuration de l'organisation des secours en Géorgie*
- *Final Report was rather critical on Project set-up and refused by EC Delegation. Action is not the strong point of Moldovan Admin.*
- *I do not know*
- *The recommendations were in line with the AA and the Energy Community membership of Georgia. Actions are taken according to these commitments and consequently according to our recommendations.*
- *To fulfil the role foreseen in the new Financial Inspection law the unit needed a motivated directorate, technical equipment and a strong support from top level management.*
- *BC is working on the implementation of the project.*
- *cannot evaluate as the project is still running*
- *New Twinning project was recommended but turned down by EU. In general all technical recommendations were acted on*
- *The final report accurately summarized the complex of reforms that the beneficiary country has committed to enforce soon after the project's accomplishment*
- *A political reform wipe out the BC institution immediately after the project finalization*
- *aa*
- *tourism in general is dependent on political will*
- *Can't tell. Project is still running.*
- *All the recommendations have been acted upon but some of them have not fully completed yet.*
- *The project is still ongoing (until Dec. 2018)*
- *Investment in a new lab was the first recommendation*
- *The technicians involved in the projects generally agree to limit the project's actions to certain aspects. These limits are often not understood by decision-makers who have other priorities.*
- *The recommendations from the Final Report were implemented by BC*
- *not applicable*
- *Citizens' Budget website*
- *definitely the police training curriculum was changed*
- *Follow-up of recommendations were not carried out.*
- *the project is still running*
- *The project has not finished*
- *New Consumer Protection Law launched; CPA website launched; several consumer advice centres founded in Egypt*
- *Both BC project leader and RTA counterpart have been revoked from Turkish administration*
- *no info*
- *I don't know*
- *.*
- *We have little feedback on what has happened after the project's end.*
- *The Project is still ongoing*
- *At the end of the project, the contracting authority and the EUD unfortunately did not follow up whether the information given in the project's final report on necessary follow-up measures are actually implemented by the BC. Continuous monitoring even after the end of the project appears to be urgently needed, especially in the case of a very sensitive and highly political issue such as anticorruption.*
- *various legal changes*
- *Probably*
- *project is half way*
- *Follow up on these or they will not be done*
- *Yes*
- *Increasing the number of technical staff*
- *The uncertainty calculation in terms of statistical treatment of analytical results obtained on real samples were fully implemented*
- *New poverty indicators were included in the IT application used by all the centres for social welfare in Croatia. However, it would be interesting to know whether these indicators are used or planned to be used.*
- *o*
- *The Final Report recommendations were created in the form of action plan, and as the beneficiary organisation's representative were actively involved in the creation of the recommendations, these were directly applicable.*
- *Projet en cours*
- *Proposed methodologies, tools and audit techniques were adopted*
- *I was not involved on the final report*
- *The project is still in progress*
- *No response yet.*
- *Beneficiary has implemented and continued with further development as described above.*
- *The project has not finished yet*
- *The report is not yet drafted*
- *Well, it is not possible to know since there is no planned follow up after the completion of the Final Report*
- *I am not sufficiently informed of the follow-up.*
- *Le rapport final n'a pas encore été soumis*
- *Not everything could've been implemented so far (e.g. license for SharePoint)*
- *No Final Report is drafted yet*
- *Part of the recommendations were implemented.*

- *Yes. Serbian colleagues did proceed with the adoption of the draft act, the acquired knowledge is used daily in regular work ...*
- *No follow up was provided so I do not know.*
- *Yes in a way, through the following projects*
- *Constant Training was envisaged and takes place*
- *Project lasted only 3 month within asked period, so at this period there was no such activity*
- *pas de rapport final encore*
- *Elles sont en train d'être toutes mises en oeuvre*
- *Some were followed*
- *All recommendations were fully implemented*
- *It is too early to answer.*
- *articles in legislation, regulations, content in the NAPEE, energy-labelling*
- *Too early. The Project ended in May 2018.*
- *Too early. the project was concluded in May 2018*
- *Np*
- *further development of audit manual*
- *il est difficile de prévoir la continuité des travaux entrepris de part la taille de l'institution. la structure de la direction au sein du ministère est relativement fragile*

Question 5.5

5.5. Contacts are maintained with the Partner country (PC) administration(s)

143 responses



Over 55 % of respondents either agreed or strongly agreed with the statement 5.5. Almost 30 % remained neutral, which can be explained by the comments stating that projects are still either ongoing or just finishing. Interestingly a lot of respondents stated that the contacts were maintained, but only on personal level.

Comments

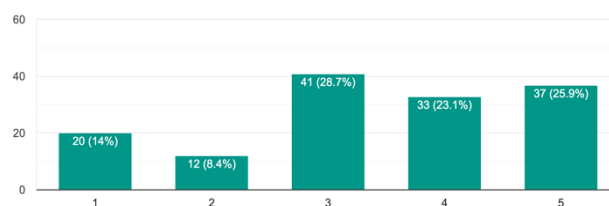
- *(still ongoing TW project)*
- *deuxième jumelage*
- *PC ???*
- *They are now implementing joint Twinning programs to fully benefit from the lessons learnt.*
- *no comments*
- *Again abbreviation PC administration (s) needs to be clarified. In case it stands for Partner Country administration, yes, the contacts are still maintained.*
- *For me it will be mandatory in order to maintain the contact with the partners*
- *Many years after completion of the project I keep regular contacts with the Beneficiary staff.*
- *Not with administration, but with PC PL contacts last 11 yrs.*
- *Project is not fully finished on the day of the filling the questionnaire. The answer provides status quo.*
- *I understand the PC administration the Jordanian stakeholders. In my case and personally, yes I do have these contacts, in fact I visited them (in a personal trip) last May and I could see the current situation and to know the new problems and issues. When they visit Spain professionally they tell me and try to meet. But in my case it's a personal interest and because at the end they are my friends. I was living and working with them more than 2 years and I was very happy with my project in Jordan.*
- *I left the ministry at the end of the Twinning, and don't think anybody really took care of maintaining the relation, at least not as much as I would have wished.*
- *Je ne sais pas, je n'ai pas vu la suite.*
- *One TAIEX seminar and one TAIEX study tour organized after project has ended.*
- *Cooperation agreement and working plan with Ukraine*
- *Due to the Energy Community membership, the CEER observer role of Georgia, E-Control and GNERC have still contact within these European organisations.*
- *only on a personal level*
- *Can't tell. Project is still running.*
- *PC ??? not known*
- *Fluently contacts between Project leaders of both countries*
- *not applicable*
- *only on a private basis*
- *permanent contacts are established*
- *I think there would be with some*

- New responsibilities for consumer protection in German government since 2013/14
- No institutional but private contacts
- Email correspondence from time to time
- project is half way
- Yes, at the personal level.
- Former RTA keeps up the contacts, MS experts occasionally
- *Projet en cours*
- The project is still in progress
- 4 Months after the end of the project I am still in communication with the BC on a weekly basis.
- Contacts has been maintained on personal level. RTA has visited beneficiary one time for follow up. Otherwise follow up takes place on personal level.
- The project is just finishing today.....
- Yes.
- No follow up was provided so I do not know.
- Project lasted only 3 month within asked period, so at this period there was no such activity
- project is not completed, but definitely contacts will be maintained
- A titre personnel
- Not really
- I have no knowledge, and doubt it.
- ongoing project
- We have a new Twinning project
- Two study visits funded by TAIEX followed the project. A proposal within the PRIMA program for scientific collaboration including the Jordan Institution involved in the twinning was presented. Several contacts for further remote support on phytosanitary aspects have been continued.
- Yes in an immediate time after finishing the project. Now, 4 years after I don't Know
- See answer to 5.2.bis
- the implementation phase is still ongoing
- Contrary with what it was explain, it is impossible to skip a question, if this question is not applicable. Indeed, this question 5.5. Is not applicable for me because the Twinning is not finished. I tried to skip this question, but I cannot continue, and I have a comment which explain that "this question is mandatory"
- Yes on a professional and private level
- cf. 5.2bis
- Project is still ongoing
- the project not finished
- Despite finishing in April 2015 I have retained very close links with the beneficiaries and using the SOCIEUX programme have made several visits to the country in order to assist with the further implementation of our TP recommendations ,specifically the development of the 5-year strategy for the MoSD. We have also hosted the Minister in N. Ireland.
- Yes, cooperation and communication continuing with a Serbian SAI.

Question 5.6

5.6. Cooperation with PC administration(s) continue.

143 responses



Less than a half of respondents either agreed or strongly agreed with the statement 5.6. Almost 30 % remained neutral, which can be explained by the comments stating that projects are still either ongoing or just finishing. Other comments are mainly positive, some mention new project activities, others TAIEX follow-up assistance.

Comments

- Strong indication that this will happen (still ongoing TW project)
- deuxième jumelage
- ???
- They are now implementing joint Twinning programs to fully benefit from the lessons learnt.
- no comments
- contact on some standardization work items is going on
- The we are still working together on the documents, the web site of the project will be operational after the end. After the end of the project I was invited to present the Laws, developed under the project, in an event Green economy days in Lviv on 16 November 2018, as well as to participate in the permanent working group at the Ministry of ecology 18 - 21 November 2018.
- I will tray to do after finish the jumelage

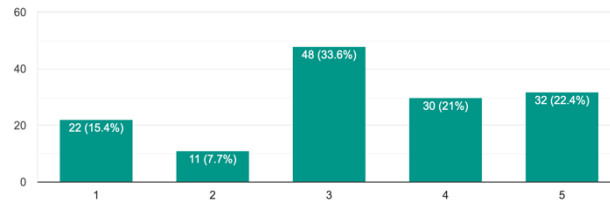
- Regular consultation and exchange of experience via e-mails
- On a personal basis advice is still asked for and we exchange on the progress of the mechanisms we have put in place. Facebook proves very constructive.
- See above *Twinning Follow-up project finance by German Ministry of Economy from 2010 until 2012. 2012/2013 Intermittent Team Leader of TÜV Rheinland for GIZ t on Initiation of an ACAA (Agreements on Conformity Assessment and Acceptance of industrial products” in Serbia Quality Infrastructure 2016/2017 STE of the EU Twinning Programme to the Ministry of Economy for “Strengthening Capacities of National Quality Infrastructure and Conformity Assessment Services in the Republic of Serbia “ (12 missions)*
- Project is not fully finished on the day of the filling the questionnaire. The answer provides status quo.
- One of the Spanish stakeholder of the project, Red Electrica de España (REE) has professional links with them and without no doubt the personal relationships made in the period of the implementation of the Twinning Project are useful. examples of these are international meeting where they have coincided, invitations to meetings, etc... also some institutional visits after the Twinning Project I was asked to attend for being the RTA and have personal links. Unfortunately from the Ministry and my company IDAE practically the cooperation finished.
- A minimum institutional contact, yes. But nothing devoted to continuing the support provided during the twinning.
- a MoU are signed
- One TAIEX seminar and one TAIEX study tour organized after project has ended. Thereafter RTA and MS PL highly frustrated
- Friendly relationship that was developed over the first 14 months of the implementation of the project should serve as a long lasting cooperation with the BC. even more, the support that was provided to ensure the wider participation of the HSoJ of Georgia into the European network for judicial training institutes (EJTN) will ensure the ongoing communication on professional level
- We have been requested to organize a second edition of a study tour focused on the issue related to the new administrative figures and procedures designed within the Twinning project
- The BC Institution was dismantled
- Can't tell. Project is still running.
- successful collaboration with PC and experts on other IPA project
- see above
- There are contacts between Project leaders of both countries
- not applicable
- as coming from former projects
- Project not finished
- MOLDAC is now MLA signatory member
- Have delivered a bi-lateral project with Coastguard and have been involved in further Twinning Projects with GGC and TNP
- project is half way
- Submission of real samples to analyse or change of technical advices and opinions on issues related with the common field of activity
- Not at this stage. It would be good to have a mechanism that supports the preparation of new projects in relation to the Twinning. For instance, in order to get some European funds, a condition could be that the new project is implemented in continuation of the Twinning. This would give much more sustainability to Twinning's results.
- Former RTA keeps up the contacts
- Projet en cours
- The project is still in progress
- As above
- On personal level as described.
- The project is just finishing today.....
- Yes, but through other projects
- Il est tôt pour le savoir
- via emails, networking at EU meetings
- No follow up was provided so I do not know.
- Continued Support whenever necessary and Exchange of views
- Project lasted only 3 month within asked period, so at this period there was no such activity
- De nouveaux projets sont en cours d'écriture
- TAIEX events, email exchanges with requests of support
- At this stage, everything is put in place in the project to ensure future cooperation. For instance participation of beneficiaries' structures members to the French ministry of Culture exchange programs, an agreement between the beneficiary and the French national library regarding archives online portal.
- we recently organised a seminar recently for audit departments of our constituency countries, including the AA of North Macedonia
- project is not completed
- I have been invited in 2014 to a symposium . Since then I have not got any call nor any request even though I have asked for.
- I have no knowledge, and doubt it.
- project haven't finished yet
- on going project
- We have a new Twinning project
- See 5.5bis
- Yes in an immediate time after finishing the project. Now, 4 years after I don't Know
- See answer to 5.2.bis
- the implementation phase is still ongoing
- Contrary with what it was explain, it is impossible to skip a question, if this question is not applicable. Indeed, this question 5.6. Is not applicable for me because the Twinning is not finished . I tried to skip this question, but I cannot continue, and I have a comment which explain that "this question is mandatory"
- I assume so
- Project is still ongoing
- bilateral meetings/study visits
- see above
- new twinning project on early intervention
- the project not finished

- *I continue as per our agreed final report to provide our new publications to the Minister and Directors, specifically new social policies and strategies, standards of care, 5 year plans etc.*
- *BC partner – Serbian SAI has shown willingness for the further cooperation activities and possible Latvian SAI involvement in SAI development processes. For instance SAI Serbia has request on possible cooperation within UNDP project where seeking Latvian expertise in the field of SAI communication processes, elaboration of communication strategy.*

Question 5.7

5.7. The Twinning led to new EU projects and/or donor support.

143 responses



Less than a half of respondents either agreed or strongly agreed with the statement 5.7. Almost one third remained neutral, which can be explained by the comments stating that projects are still either ongoing or just finishing. But for the finished projects there have mainly been new follow-up projects and initiatives.

Comments

- *I don't know.*
- *(still ongoing TW project)*
- *deuxième jumelage avec la DIMST*
- *still in implementation phase*
- *Not applicable. The Project is still ongoing. It will finish on 15 September 2019.*
- *Not the case in Croatia, our project being one of the last Twinning projects in the country.*
- *Unlikely further activities in this argument were not implemented (see before)*
- *too early to say*
- *The Beneficiary was very satisfied with the results and assistance provided and requested a new Twinning as continuation of the current one, but the EUD decided to allocate some short term assistance under Framework contract and a next Technical assistance project for Minregion after 2020. I cannot provide any further information since am not familiar on the considerations of EUD, just heard from the Beneficiary that EUD had some budgetary reasons for not allocating second Twinning.*
- *I don't know but I suppose it will be*
- *A lot of new projects were allocated for waste management by different donors - EU, EBRD, KFW*
- *Health insurance reform on behalf the deputy Prime Minister*
- *see above: German bilateral project (by the way for 2 yrs. completely ignored by EU Delegation)*
- *Project is not fully finished on the day of the filling the questionnaire. The answer provides status quo.*
- *I don't know about this matter... I could say disagree but I really don't know.*
- *Other TA projects (see below) have been launched, dealing (partially) with same topics. But to which extent was it a consequence of the twinning ??? By EU: "SUPPORT TO THE IMPLEMENTATION OF THE ASSOCIATION AGREEMENT AND OF THE NATIONAL STRATEGY IN THE TRANSPORT SECTOR IN UKRAINE", one (minor" action of which deals with drafting a MultiModal Transport Law, despite the twinning recommendations that there was no need in adopting a MMT Law ! by World Bank, a project is launched on preparation of a "logistics strategy"*
- *Not yet finished*
- *beneficiaries hope ..*
- *Programme TAIEX*
- *NO*
- *I do not know*
- *This Twinning project and the strong commitment of Georgia through signing the AA and the EnC treaty led to many other projects.*
- *Additional TAIEX mission has been requested to pursue the goals designed within the Twinning*
- *Can't tell. Project is still running.*
- *This Twinning led to new Twinning light project*
- *bilateral technical assistance*
- *The project is still ongoing (until Dec. 2018)*
- *Not yet*
- *not applicable*
- *no info*
- *Hopefully there will be the third Project in KAPS*
- *don't know*
- *Not yet - but PC administration plan a full Twinning*
- *project is half way but it is likely that will trigger other EU projects*
- *Did not*

- *There was interest in other project at the time of finishing the Twinning Project by the beneficiaries supported by donors.*
- *Not at this stage (3 months after the project is over) but the links between the French Embassy and the Ministry increased subsequently and some new projects might arise.*
- *Hypothese probable*
- *A drug profiling project has already started*
- *We have completed another Twinning Project and made a couple proposals, one pending decision to be known soon.*
- *the project is just finishing today.....*
- *Not yet, but the PC plans for another Twinning*
- *No information available to me but I assume that it is the case in critical domains.*
- *Oui. Il a été une référence dans le secteur de la justice pour d'autres donateurs*
- *This was one of the final remarks of the project.*
- *No follow up was provided so I do not know.*
- *Yes, the Belgian technical cooperation and an EU project (PAPSE) built on the result of the twinning*
- *Project lasted only 3 month within asked period, so at this period there was no such activity*
- *En cours*
- *Do not know*
- *Not yet.*
- *I dont know*
- *More support is necessary!*
- *la DIMST demande une aide technique afin de poursuivre les travaux engagés*
- *project is not completed*
- *Un autre projet de continuité était prévu*
- *I suppose but I have no idea.*
- *I strongly wish it did, there is a great need for further support. This has been noticed in ROM and TRM too.*
- *project haven't finished yet*
- *ongoing project*
- *A project on geographical denominations (i.e. quality products) was later implemented with financing from other donor*
- *I was informed that after this project the new project, to extend the experience to the other hospitals, was proposed*
- *See answer to 5.2.bis*
- *the implementation phase is still ongoing*
- *Don't know*
- *Contrary with what it was explain, it is impossible to skip a question, if this question is not applicable. Indeed, this question 5.7. is not applicable for me because the Twinning is not finished . I tried to skip this question, but I cannot continue, and I have a comment which explain that "this question is mandatory"*
- *Ideas would be there but they have not been followed up*
- *none*
- *Following on from the TP a new TA programme has been agreed . To commence in January 2019. This 20 million euros programme areas identified by the TP as areas for further development and includes, professionalising social work, de-institutionalisation of homes for people with disabilities, more effective engagement between Government and the NGO/CSO sector and a move to develop effective community care services for vulnerable and disadvantaged adults, women and children*
- *N/A*

Question 5.8

If this is the case, please provide the title of the project and the donor.

- *Flood Risk project (EuropeAid), Groundwater cadastre (Swiss SECO)*
- *«Appui au développement du travail décent : renforcement des capacités de l'inspection médicale et de la sécurité au travail » TN/15/ENI/SO/49*
- *no comments*
- *The donor will be EU, but I don't have any further information on this issue.*
- *I cannot provide the exact titles of the projects, please ask the donors.*
- *Difficult for me to remember but the EU renewed its support, GIZ also and bilateral support was also provided, notably Poland and the Czech Republic*
- *Health insurance reform on behalf the deputy Prime Minister*
- *German Ministry of Economy and Technology, Berlin, Project Leader of the Twinning follow-up project: "Strengthening the Capacity of Institutions of the Serbian Government" German Ministry of Economics and Technology, BMWi / Ministry of Economy and Regional Development and the Administration for Joint Services of the Republic Bodies, Serbia ▪ Project Leader of the Twinning follow-up project: "Strengthening the Capacity of Institutions of the Serbian Government", in particular the (i) Ministry of Economy and Regional Development and (ii) the Administration for Joint Services of the Republic Bodies (UZZPRO) ▪ Implementation of project components: – To strengthen the structure, institutional capacity, operations and procedures of trade-related activities of Ministry of Economy in regard to Trade Remedies and Technical Regulations – Support to the Administration for Joint Services of the Republic Bodies in regard to ICT and strengthening of business processes – Conduct trainings and Team Building, Communication and Project Management – Organise Study Tours and local trainings. ▪ Coordination and implementation of 310 German Short Term Expert Days in 24 months.*
- *several twinning projects, also TA projects*
- *Jumelage avec la GIRE en Algérie. Et participation au fonctionnement du nouveau centre de formation de l'ADE.*
- *N.A.*
- *EJTN (via support of DG NEAR and DG Justice)*
- *Combined SIDA EU project*
- *IPA 2011 FF RAC - "Contribution to institutional capacity for blood, tissue and cells in the implementation of the Directive 2002/98/EC and 2004/23/EC (CRO BTC)"*
- *bilateral*
- *Not jet.*

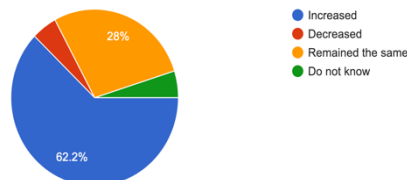
- There is a follow up project in planning
- EASA Eastern Partnership / Central Asia Project (EaP/CA): Supporting the implementation of aviation agreements in the Eastern Partnership countries and upgrading civil aviation safety and security standards in Central Asia. (CRIS number: ENI/2014/350-586)
- INTRODUCING QUALITY ASSURANCE IN COMMON AGRICULTURAL POLICY (CAP) AND EXCISE GOODS CONTROLS OF THE CROATIAN CUSTOMS LABORATORY
- Drug profiling in the Turkish National Police forensic Laboratories
- Support Implementation of The Kosovo Education Sector Strategic Plan 2014-2017
- PNUD, ILAC, DCAF
- In some parts for North Macedonia (don't know the title)
- PRCDE (Enabel) and PAPSE (EU)
- union européenne
- Je l'ignore
- Do not know.
- I don't know
- not applicable
- don't know the title
- On 16 November 2017, the EU Commission adopted Implementing Decision on the Special Measure 2017 II for Ukraine support, financed from the EU budget - Public Finance Management Support Programme for Ukraine - (EU4PFM). The Ministry of Finance of the Republic of Lithuania together with the Customs Department, State Tax Inspectorate and Central Project Management Agency (Lithuanian Public Institution) are preparing to implement EU4PFM 3rd component "Revenue mobilization".
- Further support of..... (MS Finland)
- Support to Ukrainian administration in developing a legal and administrative set up to introduce a system of early intervention and rehabilitation for children with disability or having a risk of disability No. UA 13 ENPI SO 01 16 (UA/55)
- La France a poursuivi des actions dans la cadre du projet France has continued actions under the project
- Institutional cooperation with Agence de l'Eau Artois-Picardie
- EU is the donor....EU support to Social Protection in Jordan
- N/A

5) Open questions

Question 6.1

6.1. Has your interest in Twinning increased, decreased or has remained the same in the last five years?

143 responses



Over 60 % of respondents stated that their interest in Twinning increased, while almost 30% stated that it remained the same. Comments reveal the following: Mainly increased because it offers a good platform or cooperation and exchange of experience; decreased because it is too complicated; remained the same because the interest has been already high.

Explain why your interest in Twinning increased, decreased or has remained the same in the last five years.

- The interest was always high enough.
- I was engaged in a twinning in Armenia.
- Good Instrument to establish cooperation with Administration from other countries, experts are brought together and can support each other
- la perspective d'une suite de ce jumelage a motivé la préparation et la préparation du deuxième jumelage
- I don't believe in Twinning projects in BC that are not mature enough. A lot of money is spent without sustainable results.
- excellent way of international cooperation among administrations
- This first Twinning (standard) experience of mine was truly positive.
- New ideas of possible future cooperation in the respective topic were discussed by the Project team (MSs and BC).
- Due to positive experience in twinnings implemented. However, twinning project implies large burden for small administrations/paying agencies.
- It is a very important instrument for developing a good cooperation and to develop good experience also for the European countries
- Le mécanisme de jumelage est un outil puissant pour co-construire avec le bénéficiaire et les objectifs sont nombreux
- Twinning is a good tool that not only transfers knowledge and experience, but builds relations, and initiates long-term cooperation

- *I have always liked Twinning instrument. I worked in Bulgarian administration 2003 - 2016, and I wrote Twinning Fishes and participated from the Beneficiary side . After that I started to participate from the Member state side , already providing assistance to Beneficiary administrations. Compared to Technical Assistance projects, where private consultants provide their expertise, I have always preferred Twinning, especially for introduction new legal base in a country, in partnership of colleagues from Beneficiary and Ms institutions, as In TA projects some private companies or consultants are rented with no public institution experience. In difference from other form of EU technical aid or development Assistance by the level of interaction between the partners, as two administrations are responsible for the same domain in their countries, the partnership enables exchange of public sector expertise and knowledge among practitioners, networking opportunity with European Institutions. In terms of sustainability, in Twinning projects there is always possibility for continuous cooperation between two participating governmental administrations.*
- *Because two years is not so much time for any subjects*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *I have experienced Technical assistance and the Twinning instrument is so much more powerful as it is a transfer of expertise not just the production of deliverables*
- *TP are too much depending on beneficiary individuals. They should depend on higher state heads (minister or deputy minister). The EUD should promote then projects on regular basis, in face to face meetings. Opening and, closing events are mainly used to promote the beneficiary opened mind for the topic, but they do not guarantee the long term involvement of the partner.*
- *Salary is good. However chances are decreasing. Strong competition for Germany from new member states. As "generalist", Manager and economist there are less and less projects fitting my profile. And I am a free-lance consultant, therefore it is much more complicated to turn me into a civil servant in line with the Twinning Manual.*
- *I have worked only in 1 Twinning Project and as RTA. When my company asked me to be the RTA of the project I didn't know anything about Twinning Projects. After my experience I think that they are very interesting projects and can be useful. For that I have the interest in these kind of projects and also I suppose that I dream to be RTA of another Twinning Project :-)*
- *Because this country really needs support, and because I do believe that cooperation is useful, especially with the twinning tool.*
- *I started as STE in North Macedonia Twining, I'm now RTA.*
- *Easy to achieve visible results in beneficiaries...*
- *Le jumelage permet de travailler ensemble, en impliquant le bénéficiaire, en évitant une attitude paternaliste du donateur.*
- *Good salary*
- *Interesting and useful cooperation program.*
- *In my experience Twinning resulted to be an effective instrument of cooperation in a very difficult domain*
- *E-Control was always interested in Twinning projects.*
- *According to my experience the instrument results effective*
- *I think it is a great tool to strengthening the cooperation between public officials and institutions.*
- *in the field of tourism Twinning has limited possibilities*
- *I find this instrument useful and interesting in developing and further strengthening the institutional collaborative network as a platform for sharing MS experience and expertise*
- *too complicated*
- *In total, our organisation has implemented 35 Twinning projects. This was due to our permanent interest in Twinning.*
- *Twinning projects are a very useful tool*
- *Twinning allows to create useful and profitable professional and human relationships between the parties. Both sides should find a way to enhance these relationships once the projects have been completed.*
- *very useful instrument for the increasing cooperation between the EU MS*
- *Excellent instrument for promoting bilateral exchanges of experience and competences among PAs.*
- *The main advantage is that the beneficiary has to be fully on board to reach targets. This is the biggest challenge but also promises the biggest reward.*
- *Due to successfully implemented previous projects.*
- *AS I am involved in the period in at least ten Twinning projects in the region I could not show more interest in developments in the Balkan region*
- *This experience was not good but I believe that it would have been a very good thing for the contracting administration, with some fair play.*
- *Active exchange with partner country; important experience as RTA in an Arab country*
- *French Civil aviation authority is currently answering to other twinning proposals*
- *I have experienced the results/implementation and the dedication of BC stakeholders*
- *New challenge and widening of the horizon*
- *The PC/MS collaboration is very meaningful. However, it depends on an acceptable economy.*
- *it is an interesting instrument for cooperation which implies a direct involvement of the beneficiary, laying down the premises for capacity building in the BC administration*
- *Good system of allowing experts to upskill Eu members*
- *I think that TW Projects are one of the most interesting tasks that one civil servant can do along his/her professional career.*
- *Twinning Projects are extremely useful tools to share expertise on one particular professional field over a relatively long period of time, usually longer than punctual meetings of international scope (i.e.: official EU Committee meetings)*
- *A Twinning project is an intense and very particular experience. During and after I lived it, I became very interested by the ways this tool could be improved. (This is why I am also very interested in this questionnaire)!*
- *Actively following the Twinning, and submitting proposals under Omnia's expertise in cooperation with NCP*
- *It is true that the Twinning instrument supports developing countries' capacity in mobilizing domestic resources for development in line with the principles of good governance in taxation.*
- *Twinning is a joint project and partners implementing the project commit themselves to achieve the mandatory results.*
- *Twinning is an institution building instrument based on partnership cooperation between public administrations with the purpose of achieving mandatory results jointly agreed with the Commission.*
- *Its increased because I witnessed the feedback and results from the EU project teams and the BC trainees*
- *Basically the interest has been high all the time.*
- *I have worked with Twinning in the past 10 years and it has always been interesting*
- *I was RTA twice in the last four years after having trained PAOs during the previous ten years.*
- *Ça a été une expérience professionnelle intéressante*
- *It was my first time working abroad and as a LTE/RTA*

- *The Twinning is very good way of cooperation and sharing of experience*
- *Training and sharing of experiences is a living process and good opportunity for all stakeholders*
- *The twinning system is a good tool and at least in our Project seemed to work well, even though I have never been provided with any follow up.*
- *I still think that it is a very pertinent tool*
- *Stricter Taxation rules and strong workload at home reduces interest in twinnings*
- *This is good way how to share experience and learn new practices and cooperation with other countries*
- *Le bénéficiaire était très réceptif et très demandeur. Ce fut très agréable de participer activement à un projet qui fonctionne.*
- *It is a good experience also for work back home*
- *The interest of the French Ministry of Culture in twinning has highly increased in the last five years as it is willing to share its expertise and its reflexion on various cultural thematic in the EU and beyond. Twinning projects have allowed the Ministry to do it as it has led 2 projects, with Tunisia and Morocco in two fields: culture and audio-visual.*
- *lack of time*
- *We believe it is extremely useful to learn from each other.*
- *La conduite du deuxième jumelage a été beaucoup plus délicate du fait des difficultés économiques et politiques du pays.*
- *I didn't care about twinnings before this project, but now I see this instrument as useful both sides: for EU MS and BC.*
- *l'exportation de bonnes pratiques est valorisante pour le bénéficiaire mais également motivante et enrichissante pour les experts de l'Etat membre. Dans mon cas elle a fait changé les mentalités.*
- *I would have like to share my expertise on other twinnings but no opportunity has been offered.*
- *I really think that Twinning is a good instrument, and you can achieve a lot with it. Though it was demanding to get the beneficiaries (not MoJ) to understand the purpose of Twinning.*
- *Twinning is the best way to share expertise of MS to BC*
- *Experience has played an extremely active role year after year in strengthening and expanding my involvement*
- *I have always been interested in Twinning - it is a very useful programme*
- *They are generally motivating projects. Hard because of the amount of bureaucracy they generate, but stimulating.*
- *It is a method for transfer of knowledge which is quite effective, if well conducted.*
- *It has been an interesting alternative to my various different missions and external assistances.*
- *The translation of good and successful experiences and knowledge must be supported*
- *The twinning spirit*
- *this is my third Twinning and I think it is a good tool to help a country to become MS of EU*
- *Change of experience, support to better implementation of EU rules for neighbouring countries (outside EU)*
- *My Twinning is spending 18 months and not 5 years. My interest has remained the same because the different activities, the technical reports, the recommendations to be taken into account and the steering committees ... follow one another, and I never deal with one subject but several at the same time: The results are obtained on a daily basis and under these conditions there is always interest in dealing with the subjects of the moment.*
- *I am convinced that Twinning is a good instrument*
- *on principle, TW is a good instrument, but it has to be flexibilised*
- *Project Leader in 3 similar PCs (two Balkan States)*
- *I was the Project leader in 4 TW projects in the justice area*
- *Les liens avec le pays bénéficiaire existent toujours The links with the beneficiary country still exist,*
- ***I HAVE SEEN THAT IT CAN BE THE BEST INSTRUMENT FOR HARMONIZATION***
- *This is a good instrument for capacity building of the BC. Much better than TA. It makes BC colleagues to work on the issues and not only wait for ready-made documents and solutions, it provide for better partnership among colleagues MS+BC involved and countries. As well - very important - it has clear financial rules for MS & BC*
- *I think it is a very handy tool for cooperation. At a relatively low cost the BC can count on with a bunch of expert professionals, all of them from the Public sector. Also for the experts it is very gratifying to share your knowledge with other country's people and help them progress.*
- *It is a good and useful instrument.*
- *The instrument helps to implement long term working relationships*
- *I gained more knowledge and experience on Twinning tool*
- *So much can be achieved in a short period of time given a proper focus and definition of objectives alongside strong commitment of the beneficiaries*

Question 6.2

What is the main added value(s) of Twinning for your administration, as compared to other forms of external assistance?

Mainly cooperation and exchange of experience, some state personal benefits such as good salary, improvement of their expert and management skills, prestige of their country and institution. One comment stated that they have geopolitical interest in stability in the region as well as economic interest to protect direct investment.

- *Experience sharing and comparing of best practices of different countries in specific fields, especially when Twinning cover tight and concrete themes; Twinning Management Costs compensation allows administration to additionally support particular project.*
- *Increased professional experience of the staff, long lasting cooperation with beneficiary*
- *profound cooperation*
- *TW is embedded (=cooperation) and not only consultancy (=delivering reports)*
- *la présence continue du CRJ-RTA est source de maintien de l'intérêt pour la partie bénéficiaire. concernant mon administration d'origine, l'intérêt n'est pas valorisé au retour...*
- *-*
- *External acquaintance of our good practices*

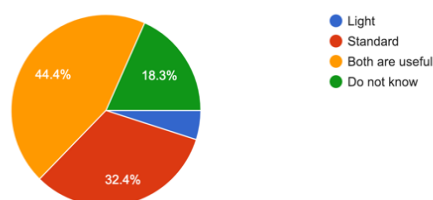
- *Building ownership and closer contacts with BC colleagues and with colleagues from the Consortium implementing the Project. Broadening horizons, sharing experience and expertise in both ways and not only from MS to BC.*
- *I could bring back knowledge and lessons learned to my employer in the MS.*
- *Practical experience exchange.*
- *TW extends through longer period of time and can tackle wider areas of work.*
- *Doing the things on the field is the more choice to prove that if you have really the know how required*
- *Pour bien construire la réponse d'un jumelage, il faut bien analyser l'apport de notre administration. ce travail profite aussi à l'administration et dans un consortium, le benchmark est très fort*
- *long term relation, and organization trust rather than service providing*
- *The key standard of the Twinning project is peer-to- peer cooperation approach. The flexibility of public sector servants expertise and public sector experience of member state experts offer greater level of sustainability compared to other EU technical assistance project where private consultants does not have any other engagement after the end of the project. Twinning is a powerful tool for cooperation between EU Member States and Beneficiary administrations and for building long-term inter-institutional European networking.*
- *For the MS it's a good instrument to work better outside and inside of your country*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *Sustainability*
- *I do not have an administration*
- *The personal links that are set up, and also to have the experience to work day-to-day for a long time that is very useful to understand how think and work the other part.*
- *their capacity to understand problems met by other countries (especially future MS), but this benefit mostly remains among units working on the international cooperation.*
- *see previous fiche*
- *expertise in an international approach of administrative tasks*
- *good international relations*
- *Je ne sais pas, je n'ai pas vu la suite.*
- *None*
- *shared experience*
- *MS officials have the opportunity to rethink the application and spirit of EU legislation on their daily routine to try to adapt it on a third country. Also widen their minds and their capacity of problem solving on issues related to their work.*
- *it enabled us to establish a long- term collaboration with partner institutions and professionals in this particular field*
- *budget, long-lasting approach*
- *A tool to establish cooperation with other EU countries Customs Laboratories*
- *Relationships, effectiveness*
- *The possibility to share the experience and promote the common values*
- *new experience and knowledge*
- *It is the possibility for the STEs to improve competence and know how.*
- *We have a geopolitical interest in stability in the region as well as economic interests to save direct investments of business side*
- *Flexibility, duration, possibility to involved a wide range of MS experts*
- *widening of the knowledge in over-arching topics*
- *Improved network and technical experience*
- *capacity building dimension in the BC*
- *In depth understanding of bc*
- *Twinning offers long time cooperation on key aspects, which results in better sustainability and cooperation with the member states. Also better connections are established.*
- *Sharing experiences with other colleagues of your professional field/area over a relative long period of time. This allows to do deeper analysis of particular topics than in ordinary technical meetings lasting one or two days.*
- *After TWL implementation period, both MS and new MS partners get in touch to share their expertise on real analytical problems.*
- *Expertise in international project management and cooperation within long-term development projects, transfer of knowledge of international education*
- *Twinning is a joint project in which each partner assumes responsibilities and underpin the credibility of their commitment by signing and implementing the twinning work plan.*
- *Projects are built around jointly agreed policy objectives deriving from the joint EU-Beneficiary country political agenda and the MS undertakes to transfer the requested public sector expertise available in its home administration.*
- *The personal delivery of our expertise in the World policing*
- *Twinning projects support and bring additional value both to the organization and experts by cultural understanding and experience which can be used in our own context, too.*
- *They cannot use the money for personal gain*
- *Capacity development of our staff, job satisfaction, cooperation with other EU MS since we have consortium partners*
- *A better understanding of institution building issues in non-EU (emerging) countries and the added value of the EU "acquis".*
- *L'accompagnement constant qui facilite la compréhension et améliore la relation*
- *Change of perspective, exchange of information and experience, broadening of horizons*
- *Experience of sharing the knowledge*
- *Establishing a network among regulators, working together on specific issues beyond the twinning project*
- *more experienced persons (not only experts) after the project*
- *sharing experience and peer to peer work*
- *It forces to think about own work (why is it done this or that way) and gives the opportunity to learn new Points of view*
- *Sharing experience of EU countries*
- *Le travail intensif des équipes sur une durée déterminée. L'obligation d'atteindre des résultats dans un laps de temps défini d'avance. Les échanges constructifs avec les partenaires et les bénéficiaires.*
- *Better possibility for using internal expertise*
- *Strengthened institutional relations with beneficiaries country*
- *It allows the administration to launch EU cooperation on a specific topic and to enforce closer ties between the sector professionals, exchange of good practices and maintain long term relations. It is thus a structural project.*

- *The experts gained valuable experience and work on comparative issues which could be implemented in Hellenic Parliament*
- *more possibilities to go in depth for example during pilot audits and internships*
- *au niveau Tunisien, l'intérêt est d'avoir un correspondant sur place, gage de la continuité et la persévérance dans les travaux*
- *L' enrichissement culturel et humain a été important.*
- *continuity on 2 years, financing on a focussed agenda and results*
- *une approche comparée des pratiques professionnelles avec la participation du partenaire junior. une nécessaire réflexion sur ses propres pratiques professionnelles, sa propre organisation, etc. pour pouvoir les expliquer à l'institution bénéficiaire, qui amène parfois à modifier sa façon de faire son métier et à mieux le maîtriser., grâce aussi aux questions posées par les participants*
- *No experience of other forms of assistance.*
- *bilateral cooperation*
- *prestige, image of institution and country, financial and non-financial benefits*
- *complicated question*
- *Close cooperation with the BC institution*
- *Economic improvement of the experts. Improvement in the use of languages by experts. Improvements in the professional development of experts.*
- *Development of contacts*
- *There are many advantages and disadvantages. On the one hand the permanent and close co-operation with the counterpart is very positive, on the other hand the procedures, structures and at least framework of the Twinning projects are very formal and pretty cumbersome. (I was evaluating all these aspects at different conferences).*
- *I'm not in the administration target*
- *The fact of executing the project in the country enables to work in close collaboration with national authorities.*
- *Building up of good working relations with counterparts from other countries*
- *Increased experience into consultancy and assistance*
- *I don't know*
- *Direct on-side work - daily basis - long-term involvement - direct action*
- *contacts with BC*
- *influencing our own policy in those areas*
- *influencing our own policy and giving incentives to the administration regards strategic management and openness for change management*
- *peer-to-peer cooperation*
- *Le projet existe et fonctionne The project exists and works*
- *I THINK THE MAIN VALUE IS FOR THE BC*
- *Value of partnership - working together towards common objectives with colleagues from BC. Still in contact and exchange of experience, continuation based on professional relations. But also we learned, too from our BC colleagues as learning is always two-line directions.*
- *As said before it is a way also to make up for those civil servants with better results. They have the chance to cooperate what is gratifying.*
- *Use of practical experience, transfer of lessons learnt.*
- *Use of practical experience, lessons learnt etc.*
- *These long term relationships; possibilities for partners to consider other perspectives*
- *gained experience, knowledge, practice*
- *Outcome focused objectives ,time limited and well defined which allow for recruitment of experts who are up to speed with current best practices and developments.*
- *Knowledge sharing; International cooperation capacity development Mutual learning and better understanding of the policy fields where project was implemented.*

Question 6.3

6.3. Which type of Twinning (standard/light) do you find more useful?

142 responses



A majority stated that both instruments are useful. Twinning Light is more easily managed and does not require many resources, while standard Twinning lasts longer and more work can be done. Also, the presence of RTA in standard is crucial.

If you have a preference (standard/light) please give a brief explanation.

- *There more time for the implementation of activities and follow up impact to the beneficiary performance. Easier to ensure continuity and sustainability of the results*
- *TW light is not Close enough to the BC to establish the necessary cooperation*
- *easy to pass messages and to have more permanent counterparts*
- *Cela dépend vraiment des objectifs des partenaires*

- *Twinning Light is a small scale project. It does not have an RTA and management from the MS country. Might be useful for small tasks.*
- *Because one year it's not enough time to do something seriously*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *Depending on the beneficiary involvement, TP do not need the effective presence full type of the RTA. Nonetheless, when the beneficiary is very much involved, the TP should easily switch from light to standard*
- *Consulting needs time*
- *I prefer standard because normally it's more time and I think that more time is more useful and meet and fix links with people of the other part.*
- *No direct knowledge of - involvement in - Twinning light*
- *I believe both tools can be useful*
- *Advise needs time*
- *We have no experience with Light projects. For the topics we are working on we need a longer period than 6 months.*
- *Standard TW lasts longer and that is why it is possible to achieve more sustainable results as in the period of 18 or 24 months the MS country has more time to get the information of what is the real status in the BC Administration and what are their expectations.*
- *Twinning light are too difficult / time consuming to work with as MS institution. The resident adviser is paramount to success*
- *The standard Twinning provide more presence and constant relations between MS and BC thanks to the presence of the RTA.*
- *Light is more easily managed from the side of MS, do not require so much resources.*
- *Depending strongly on the content*
- *More time for continuous cooperation between project partners*
- *Have only been involved in standard*
- *equal*
- *Light followed by standard seem to be optimal*
- *Time and the presence of a RTA is useful to build confidence and long-term relationships. You may understand the country only you have been living in for months / years.*
- *Standard Twinning are longer and you can do more real work. Also, the presence of a RTA is crucial*
- *Only the breadth of a standard project can address meaningfully strategic change issues.*
- *Le jumelage standard nécessite un effort de travail excessif pour le PB*
- *Instruments are more effective as the link between stakeholders is more intense*
- *In countries in which twinning are used, time is often necessary to create confidence and implement activities. In addition, the tempo of twinning is quite brutal for the beneficiaries (lots of missions to prepare, lots of doc to prepare, lots of training to participate to, lots of reports to read and approve).*
- *Twinning light should be extendable up to 1 year while normal twinning should be reduced down to one year for better adapting to existing needs*
- *Je pense que la présence du CRJ est un plus. Les administrations partenaires ont toutes beaucoup de travail et les experts ont besoin d'être guidés. La connaissance du CRJ des difficultés rencontrées de part et d'autre, permet de fluidifier les choses et d'atteindre les objectifs fixés dans les délais prévus.*
- *More flexible and possible to improve/modify activities;*
- *afin de mener à bien des réformes institutionnelles, il est nécessaires de disposer de temps, aussi le jumelage standard permet des jumelages jusque 36 mois.*
- *light is perhaps too light*
- *I have experience only on standard.*
- *It is required a RTA in order to guarantee sustainable and better results.*
- *The role of the RTA has changed and evolved over time. Now he is the main expert in my opinion and therefore standard twinning are more useful. The austerity, and the shutdown in administrative capacity in MS that is the outcome, have effects of the use and availability of STE.*
- *Standard is more long term, you can achieve more and you have an RTA which can Work (and push) BC on a daily basis*
- *I think the standards are long, but given the conditions and barriers with the large number of intervening agents shortening these times would harm the achievement of results.*
- *Standard provides more possibilities and flexibility for activities to be developed.*
- *Twinning light is not attractive for MS. To expensive and not really twinning due to lack of RTA.*
- *Depending on country, subject and stage of development*
- *it is more complete*
- *I do not know concretely the other types of twinning*
- *only work in standard TW*
- *Light TW in one PC (Eastern Europe) was easier to manage than in Kosovo*
- *good experience with TW light in Eastern Country*
- *without RTA it is difficult to advance*
- *Its complex. But it is necessary to plan carefully the fiche in terms of time, e.g. there are different traditions and if the project is for 24 months implementation, then in practical terms it is approx. 18-19 months of real work (1st & Last months are off/conferences - opening and closing setting RTA office, then holidays, summer time and lack of availability of key colleagues, etc.)*
- *It depends on the results to be achieved.*
- *Standard (more time and Resident Twinning Advisor)*
- *Being resident in country over a significant period of time allows strong professional relationships to be built (18-21 months) and a greater trust with the beneficiaries to be established. This also allows the RTA to gain a much deeper and clearer understanding of the key issues and challenges being faced by the host country. Certainly it would be my preferred option to achieve meaningful and lasting change!*
- *Two types of twinning project are valuable. Standard Twinning project can provide wider more comprehensive support to the BC institution while Twinning light project can have a same impact where intervention is more specific. Also Twinning light approach can be useful in case if Member State has lack of capacity (i.e. lack of experts for the long term missions) or previous experience in large scale project implementation.*

Question 6.4

Was there sufficient political commitment / support from the partner country administration side for Twinning?

Mainly yes but in several cases there was a strong negative comment.

- yes
- Yes
- Yes.
- no
- yes, due to the AA and EnC membership
- Yes, at the Ministry level
- I would say yes.
- oui
- yes, apparently
- Yes, although it was based on a limited number of dedicated individuals more than on the administration as a whole.
- The political commitment was sufficient.
- Yes, the Turkish Maritime Administration was sufficiently involved
- Oui, dans le contexte délicat de la révolution en Tunisie, le partenaire a été présent avec cependant la difficulté de mobiliser à chaque changement de gouvernement
- Yes in main beneficiary unit (EOS) not from its ministry
- yes.
- Not enough
- Yes, the beneficiary administration and the Government were committed and the proof is adoption of the Law and the National waste management plan.
- Yes the Minister even gave me some sort of a certificate :)
- Definitely not
- Yes. But personal commitment of stakeholders are by far more important.
- Yes, there was. Absolutely agree.
- Bof...
- Untill the project is finish is difficult to say
- the support of relative embassy
- Oui.
- Yes, BC PL very open and supportive
- Not really
- Yes, there was.
- there was a great commitment from the Judicial Academy of Croatia and JUDICIAL COOPERATION INTERNATIONAL (FR)
- Yes, undoubtedly
- No.
- Yes from the government side, but actual beneficiary was a NGO with uncertain future
- could have been more supportive
- Yes, the BF PL is politically very active.
- Yes, the Croatian Administration was highly interested in results of the Twinning project
- for the time being - yes
- This question should be reformulated.
- not from the start - but it developed over time
- Very complicated situation in Bosnia and Hercegovina
- Not at all!
- Yes, especially from former German Ministry of Food, Agriculture and Consumer Protection
- Disruption in BC civil service arise from Coup attempt in Turkey in July 2016
- I think so
- The political commitment for twinning depends on the topics of the project. "Anti-corruption" is a difficult topic
- Mo
- Definitely yes.
- Yes, from the first moment. BC authorities gave me all your support, particularly along the early steps of TW project starting process.
- Yes. From the first moment.
- As already mentioned earlier, the appointed staff members in the Ministry were overall committed however other key staff members were not and their involvement would have benefited from a political will from the Minister herself.
- Yes, the project and the development had political support from PC
- Projet en cours
- The project is still in process
- I did not notice and political commitment first hand other than the Gendarmerie localized commitment to the project
- Due to the turbulence and coup the partner country didn't at the end participate in the Project implementation
- YES, while not, individually, from some persons (RTA counterpart).
- Clearly no. But addressing vested interests is always a challenge.
- Non
- in most cases
- Political commitment could be better, support from the partner country administration - sufficient
- Absolutely
- Sufficient, but more at the end of the project due to the change of the Government and understanding the importance of the area of work.
- Yes there was, but the constantly changing political situation made it a little bit challenging as some of the partner country administration had changes...
- Yes

- *Exceptionnel ! L'administration partenaire a déployé tous les moyens à sa disposition pour la réussite du jumelage*
- *Yes, we had sufficient political support*
- *The twinning project was politically supported from the partner country administration.*
- *not in the beginning but later on yes*
- *YES*
- *oui, en particulier de la part du chef de projet français très impliqué et toujours à l'écoute*
- *L'Espagne allait en solitaire*
- *average*
- *Yes, but there was an overall Justice Reform going on, and bigger issues to discuss, and political situation and discussion was not easy in the country.*
- *Political commitment of BC for implementation of recommendations are sufficient but the speed of implementation of recommendations could be higher.*
- *Depends always on the political support of the BC PL*
- *In general , yes*
- *No*
- *yes and no - we worked in BiH - so you have to be aware of the really challenging political environment*
- *none*
- *absolutely*
- *Oui, le ministère et l'institut sont intéressés Yes, the ministry and the institute are interested*
- *I DO NOT UNDERSTAND WHO IS THE PARTNER COUNTRY. JUNIOR/SENIOR MS? BC?*
- *High-level commitment! And it helped a lot!*
- *as 3- 4 - average*
- *Sufficient but could be increase*
- *yes sure*
- *From the outset the Minister was fully committed to the TP's main objectives and as a result I was regularly invited to participate in Ministry Board meetings chaired by the Minister herself. This allowed for the TP to be formally endorsed by the King and by MoPIC*
- *N/A this was twinning light project – single MS country intervention. Support from the BC was provided.*

Question 6.5

In your opinion, which are the three main factors for a successful Twinning project? Which are the three main constraints that reduce the performance of projects?

According to the comments the main factors for success can be summarized as follows: a proactive RTA, commitment of the beneficiary and realistic and clear goals. On the other hand main constraints are: lack of flexibility of the twinning project and the RTA to adapt to the new development in the partner country; lack of political support to changes; lack of monetary incentives to the partner country's counterparts; excessive bureaucracy.

- *Main factors for success: political commitment of the partner country, willingness of the experts of the partner country to learn, project coordination capacity of the MS // Main constraints: lack of political commitment, unmotivated PC experts, overstrained MS organisation*
- *Clear Twinning Fiche allowing to understand the Final Beneficiaries concrete needs and defined achievable project goals; all project partners readiness and commitment; EC and Contracting Authority support. Constrains - opposite to the above mentioned.*
- *Main factors for the success: Respecting real needs of the beneficiary, proactivity of RTA, support and commitment of the beneficiary staff, direct communication with the end users of the results.*
- *success - cooperative approach, sufficient funding constraints - reluctance to change, over ambitious change, unrealistic expectations*
- *+ realistic goals/ + Milestones on the way to the Overall Goal/ + personal skills - 'teaching' the BC/ - lack of understanding of the Situation on spot/ - not enough flexibility by MS*
- *trois facteurs favorables : présence du CRJ sur place, mise en cohérence des différentes expertises (faire des liens entre les différents sujets), qualité et disponibilité des experts français trois difficultés : deux services concurrents cibles du contrat de jumelage, c'est à dire le niveau décisionnaire n'est pas le bon, il aurait fallu un pilotage au niveau du ministère directement; disponibilité réduite des experts allemands (nombreux remplacement des experts prévus par le contrat), ressources financières et matérielles de l'administration cible*
- *Mature receiving organisation, full commitment, flexibility in project approach*
- *proactive RTA. A Beneficiary Administration that considers the project as part of its regular commitments. Strong communication level between coordinators at both sides*
- *The following three factors are essential for successful Twinning Project implementation: 1. Strong engagement of RTA in all Project activities as institutional memory and agenda setter, as induction provider for new short-term experts, and as gate-keeper and watchdog of recommendations. 2. Building ownership inside Beneficiary Institution by creation of a working group and by constant coordination between RTA, BC Project Leader, RTA Counterpart and other key BC stakeholders. 3. Donor coordination.*
- *Success: Proper Timing; Need basis (these two are interlinked) and motivation of the partner organization. Constraints: Lack of time to dedicate to Project activities, Lack of necessary authority to implement changes/reforms, lack of flexibility when it comes to updating the fiche based on developments in the PC.*
- *International practise and experience generated and adopted in the BC according to it needs.*
- *Commitment of beneficiary, flexibility of planning to adapt to situation in BC, proximity of MS (legislative, historic, cultural) is of great advantage. Constraints: poor performance of RTA and not enough political support to implement changes in BC.*
- *Successful: Good RTA - Good Experts - Host country well involved Constraints: CFCU activities (unbelievable problems) - Continuous discussions with the host country RTA - No support from the political level*
- *les facteurs de succès : la réalité de l'objectif partagé entre partenaires/la déclinaison en résultats politiques et opérationnels réalistes/une équipe solide Contraintes Un calendrier trop court/ des objectifs trop figés /un pilotage trop politique*
- *tackle a real need, identify effective list of beneficiary entities in BC, real SMART objective*

- *Realistic mandatory results, committed MS and Beneficiary staff, competent and devoted RTA, active involvement of the stakeholders, cooperation among the competent authorities. The assumption for a commitment of the Government authorities and National Parliaments is crucial . Twinning outputs and mandatory results need to be integrated into national administrative and legislative process.*
- *Good communication/Good RTA/good expertise. Not implication for the PB;*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *Commitment, group dynamics between the two teams (EU and BC) and a well-structured contract, feasible and reasonable in time and scope*
- *Success factors : 1 Beneficiary involvement and political commitment 2 Time to meet and understand stakeholders, understand cultural gaps 3 Financial implication of the beneficiary in the project implementation Constraints: 1 Delay between the beneficiary request and the start of the project 2 impossibility to hire local experts and gratify local partners (most of the time the TP brings them additional work and does not reduce their daily duty) 3 Changes in the State's strategy and priorities.*
- *Success: RTA, MS&PC PLs and their cooperation, Backstopping of Mandated Body in regard to budget, side letters and reports Constraints: Availability of experts, Absorption capacity of PC administration, Lack of competence of EU Delegation*
- *Factors for a successful Twinning Project: 1) To choose a relevant field for the project that helps in an important matter or issue of the country (in my project energy and the integration of renewable energy sources in the electrical network and more... it was a real necessity); 2) A good definition of the activities and main objectives; 3) A good RTA. Constraints that reduce the performance of projects: 1) Don't define exactly and clearly the role of each stakeholder and the objectives of the project; 2) Any kind of ambiguities at any part of the project or framework of the project; 3) To define exactly the scope of the Twinning Project (sometimes in my project there was a risk to convert the Twinning Project in some kind of consultancy project... and it's not the same.*
- *Success factors 1. A prior information at all levels of the Beneficiary administration, not only the future Project Leader and RTA counterpart 2. Decision taken by BC to partially unload their staff of their usual tasks to better get benefit of the twinning's activities & outputs 3. a real commitment by Contracting authority, and capacity to urge a deeper involvement of BC if need be*
- *the political situation is obviously a major constraint*
- *1 The commitment from BC administration 2 A realistic definition of expected outputs 3 Flexibility from RTA and twinning project to adapt to non-planned situations*
- *Success: good team STE, BC RTA with good relation with stakeholder, BC with a real willpower to implement. Reduce: STE overestimated, weak of relation internal at BC, BC RTA considering his/her personal project....*
- *Préparation, partenariat, respect mutuel. Lenteur administrative/ politique du pays partenaire.*
- *In this case, MS PL, and Mandated Body-Task Manager managed the Project for 3 months after RTA was dismissed. MS PL (the godfather of PPP in Germany!) committed 1 week per months to conduct trainings and seminars in Moldova. The main constraint from beginning of the project was the lack of management skills and social incompetence of previous RTA. It might have been matched by MS RTA counterpart. PPP as an instrument for public procurement is not adequate for Moldova. Twinning results and concept not realistic at all*
- *1) flexibility in allowing adjustments in the workplan; 2) counterparts committed and enough available; 3) simplicity and clarity in goals design 1) rigidity and bureaucratic approach by contracting authority in addressing adjustments; 2) poor commitment by beneficiary countries' responsible in dealing with the issues to be addressed 3) vagueness of goals design*
- *Three factors for success are commitment of the BC Administration, good MS expert team and to select the MS country that has the best experience in the field. Three main constraints: lack of commitment of the BC counterparts, lack of support of the top management, legislation that is not fully recognized as the one that makes restrictions for the great success after the TW ends.*
- *success - BC is committed, PL is committed and have sufficient staff to support the project management and STE are available; the constraints - limited time to implement, the lack of HR at the BC institution*
- *1) the skill of the author of the fiche, who must be very acquainted with the matter addressed; 2) the high commitment of the beneficiary administration's counterpart; 3) the clearness and simplicity of the goals 1) the vagueness of the fiche and related goals; 2) the lack of economic incentives for the beneficiary administration's counterparts;*
- *political commitment, continuity, establishment of good personal relations*
- *1. sound political and project management support, 2. high quality pool of experts, 3. High performance of experts in producing deliverables, meeting deadlines and achieving results. 1. Changes in political and project management support; 2. Lack of expert's availability and BC capacities 3. lack of compliance*
- *comprehensive work plan, resources (management), good cooperation, committed staff;*
- *good cooperation between Administrations, good professionals and good project*
- *Success: Relationship between public administrations involved in the same sector; The public administrations of the MSs do not participate for profit Constraint: Turnover, Stability in the political priorities*
- *Main factors for successful Twinning project: Close cooperation between MS and BC, team of highly experienced experts, strong commitment and project ownership by BC. Constraints that reduce the performance of the project: Lack of commitment from BC to provide necessary human and technical resources, lack of access to relevant information, lack of adequate experts*
- *Success factors: full involvement of BC in the project activities from the very start; cooperation and shearing of information and knowledge between MS and BC counterparts; possibility to get needed information for MS experts in time. Constrains: lack of needed information from BC ; lack of interest in the project activities from BC side; changes in the strategic goals and legislation during the project implementation period*
- *The 3 main factors are: RTA motivation and capacity, good planning of the activities and constant monitoring of the project implementations according to deadlines and results foreseen. One more important factor is the role of RTAA and RTALA.*
- *honesty, keeping a good and respectful relationship with all beneficiaries, flexibility in adapting to the reality found in practice; constraints: budget of beneficiaries often overburdened or simply non existing for projects; staff changes; conflict of stakeholders*
- *Success - MS project leader, Short term experts, good communication Constraints - not enough time from the side of BC, BC think that experts will do all the work without any contribution from the side of BC, national legal acts in BC available only in BC language*
- *Competency of the experts, exact planning, support from top management no political commitment, not enough resources, changes in the content*
- *1) A good fiche with a precise and realistic description of the situation, the available ways and the expected results. 2) Two project leaders involved and competent 3) A real involvement of political personalities which are concerned*
- *1) Flexibility during project implementation; transparent cooperation of RTA, project leaders and experts; high intercultural competence 2) Unrealistic project objectives; unclear competencies between project participants; not working on a par with project partners*
- *Involvement of BC partners Knowledge of BC partners by RTA Knowledge of local language by RTA*

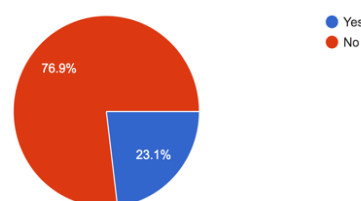
- *Factors for success: close cooperation between RTA and RTAC; involvement of a minimum number of same BC staff in the activities for the whole duration of the project; adoption of a practical know-how transferring approach, based on the combination of “tutorial” sessions (seminar-like formal presentations) and “interactive” sessions favouring the application of the best practices to the BC context*
Constraints: amount of paperwork, strong dependence on political support from the BC side, availability of a functioning office facility for RTA
- *Commitment, cooperation, support - if there are not mentioned aspects*
- *success factors: people involved, political will and commitment of BC, project management constraints: the opposite of points mentioned above; useless administrative burdens set by Twinning Manual and the Contracting Authorities / EUDs*
- *Flexibility and strong legal Support from the EC. More flexibility in results definition should be done in the implementation phase*
- *Precise proposal, full commitment from PC and MS, flexibility Too bureaucratic accomplishment of project, long contract preparation period, imprecise templates for various reports etc.*
- *success factors: political and managerial commitment, adequate skilled human resources, clear communication within the BC administration and key partners about the aim/ objectives of the twinning; constraints: lack of human resources, little information within the BC administration about the project's aims, lack of transparency in the involvement of internal resources*
- *Involving experts in the drafting of the fiche, having the project at the right (senior) level to effect change, follow up on recommendations at the bc country level*
- *Expertise, interest of beneficiaries, friendly and open communication between the partners. Constraints: lack of communication, bad planning of goals, too tight plan and schedule.*
- *For succeeding TW Project: 1.- Clear and measurable TWP mandatory results and benchmarks; 2.- High motivation of both MS and BC team experts; 3.- Permanent support of both MS and BC high responsible staff. Constraints reducing TWP performance: 1.- Lack of commitment of involved staff particularly from BC one; 2.- Unclear description of Short/Medium Term Expert Activities; 3.- Lack of procedure to check the time sustainability of TWP results.*
- *See my answer of the other questionnaire on first implemented TWP.*
- *For success: 1. officially appointed staff members in the Ministry (RTA counterpart and Component Leaders) should responsible be for the themes covered by the components and have enough hierarchical power to be able to make some decisions. 2. Adequate preparation for all the stakeholders, including the project team 3. Compulsory follow-up after the project. Constraints: 1. Complicated EU rules 2. Lack of involvement from the Ministry 3. Unrealistic number of mandatory results.*
- *Successful: 1. Recruitment and dedication of the RTA, 2. Experienced experts that are available for several missions - continuation of the subject and tasks within the project, 3. Efficient home office to support the administration side of the project Constraints: 1. Changes in the legislation, political environment or development goals in the Beneficiary Country. 2 Time & Fixed Contract - it is inevitable that there are changes taking place in the operational environment between the proposal and final report. At times the targeted results at the point of proposal are no longer relevant when the beneficiary country's operational changes during the project's lifetime. 3. Availability of experts - The best experts are also most asked for. At times BC expectations of the availability do not meet the reality of Experts' availability (24/7 versus Twinning missions).*
- *Projet en cours*
- *a. experience, flexibility, and communication b. not available staff, heavy work burden, uncertain job environment*
- *a. experience, flexibility, and communication b. lack of personnel, heavy work burden, uncertain job environment*
- *A. experience, flexibility, and communication. b. lack of personnel, heavy work burden, uncertain job environment*
- *Successful Agreement between the BC and MS of the course aims and content and the final trained persons Quality of the project Quality of the STEs Constraints Inflexibility of the CFCU in the project regulation Access to the STEs Who is allowed and who is not The costs of the STEs All of my project STEs were leading experts in the UK and Europe some of them coming from a Mandatory Body where their rates were normal expensive due to their experience but our contracted rates were limited.*
- *1. Political Ministry level commitment of MS and BC. 2. Strong and real will and capacities of the beneficiary organization and good co-operation with the Contracting Authority. 3. Co-creation and close and true co-operation and co-working between the MS and BC experts based on new knowledge creation principles. 1. Turbulence at the BC, 2. None real commitment of the beneficiary organization from top to down level. 3. Possible failures in MS expert recruitments.*
- *Commitment, resources, flexibility*
- *Clear Twinning Fiche and contract. Flexibility for the implementation, from all the parties. Administrative burden (counterproductive demands). Language issues (when very few people are able to work in the project language).*
- *Success: Joint ownership, teamwork and flexibility*
- *Success factors: 1) Available capacity in the beneficiary institution (BI) for the project; 2) Political support (inside and outside the BI); 3) Sufficient focus of project results and activities (not too many); Constraints: 1) Systemic nature of strategic issues (i. a. outside of beneficiary institution control); 2) Twinning is adapted to a change process when strategy is clarified from the onset and a CONSENSUS exists (because a consensus building process is not timely consistent with the twinning operational framework); 3) The project must rely on a pre-existing partnership between MS and BC (the project on its own will not build it).*
- *Une bonne conception qui répond aux besoins réels du pays partenaire, son engagement à atteindre les résultats souhaités et que les résultats soient clairs, réalistes et durables*
- *suitable and motivated STEs, RTAs, PL, Participants and Assistants Political backing Internal consistency (BC); financial and political problems (BC), scarcity of resources, administrative inertia*
- *For a successful - willingness to change things for better in own country; constraints - waiting until others will do the work instead (which in most cases is not even possible).*
- *Successful: common understanding of the targets, strong support and commitment of all involved partners and organisations, dissemination of the results Constraints: instability of the BC organisation, political influence, weak consortium*
- *comprehensive and ambitious workplan, good collaboration and understanding between partners*
- *Main factors: Good planning (project fiché, implementation plan) - Co-operation with the partner country must be excellent - Focus on right things. Constraints: The Project fiché etc. is not clear enough - Expectations are too high, thing don't change in a few months - Co-operation is weak*
- *1) A clear involvement of the administration (responsible ministry and not only the direct beneficiary), 2) a good adequation between to scope and the capacity of the beneficiary, 3) a minimum of time*
- *- political Support - sufficient and properly trained staff in place - a clear Goal with a streamlined set of Topics to handle any of These conditions missing will severely hamper any twinning project*
- *Les facteurs de succès : Le chef de projet doit être au plus haut rand de l'administration concernée. Les experts clés doivent avoir fait le choix d'intervenir (si on leur impose, ils s'investissent moins), le CRJ doit garder de bonnes relations avec le bénéficiaire quoiqu'il arrive et instaurer un climat de confiance. Les facteurs contraintes : la lourdeur administrative des lettres d'accompagnement qui peuvent décourager, les changements d'équipes projet en cours de jumelage pour des raisons indépendantes du jumelage, le manque d'outils de communication (internet, téléphone, imprimante et papier)*

- Factors for success: involvement from BC side; efficient RTA and RTA counterpart; EUD support. Constraints: lack of investment; budget constraints; political risk
- Factors for success: political support; sufficient funding from beneficiaries side; the readiness of employees to absorb knowledge. Constrains: excessive workload of staff; budgetary constraints; the absence of political will for institutional reforms
- successful twinning: - strong commitment and ownership of the beneficiary country thanks to the quality of the dialogue between the project leader and her counterparts and the quality and adaptability of experts, - realistic results, - appropriate persons constraints: - resistance to change, lack of commitment of one of the parties, unreachable results choose to "impress".
- motivated RTA on both sides, political Support in the BC, personal skills of the STE
- Main factors for successful Project: a) good cooperation with BC, b) experienced experts team, and c) clear-detailed description of objectives and activities. Constraints: a) not sufficient commitment on political level, b) not sufficient implementation time in relation to activities, c) cooperation of all stakeholders.
- good cooperation with BC, experienced experts, flexibility insufficient commitment on political level, not enough motivation on part of BC, ex post monitoring is not enough
- needs analysis, tailor-made approach, cooperation in practice time limit, political agendas, commitment from beneficiary
- facteurs de réussite : - équipe d'experts limitée en nombre, - organisation de groupe de travail entre experts français pour permettre de mutualiser les avances, -co construction et rédaction de toutes les activités et les documents entre les experts des deux parties, notamment au niveau des CRJ contraintes: - différences de culture et barrière de la langue - le temps d'appropriation par les experts tunisiens des objectifs et des enjeux - financière
- For success: good practise examples on the topic in own country, similarities with BC, flexibility
- Une bonne fiche qui cible les intérêts, la qualité des experts et un bon Chef de Projet (même s'il apparait que son rôle est secondaire).
- full involvement of the beneficiary, political support of the beneficiary administration, capacity to bring their own additional capacities to support the twinning/ lack of understanding between the RTA and his Ukrainian counterpart has been a constraint.
- il existe un besoin réel et bien identifié du bénéficiaire/ l'engagement du bénéficiaire est fort et durable/les institutions partenaires s'engagent à "libérer" du temps aux experts clé / un CRJ actif, flexible et orienté "solutions"
- Genuine co-operation between parties, real commitment and will to develop, the trust and also respect of the counterpart. Lack of the mentioned ones, also lack of resources.
- Success: cooperation-top management commitment-Objective of the project clearly stated
- Main factors for a successful Twinning project 1. Reachable and clear mandatory results 2. Sufficient cooperation of BC partners during implementation of project activities 3. Sufficient involvement of BC partners in implementation of recommendations constraints that reduce the performance of projects 1. Unstable political situation of BC 2. Insufficient involvement of BC partners in implementation of recommendations 3. bureaucracy of administration of BC
- Main factors for a successful twinning are: Experience of Twinning team in implementing similar project (you learn from your mistakes), political support and EU coordination between all stakeholders. Main factors that reduce the performance: absorption capacity and willingness of the BC, compliance oriented management in the frame of a non flexible legal framework, overlapping with more flexible donors (Swiss fund, UK, GIZ...)
- Success: Cooperation, team spirit and flexibility
- Offer sheet adjusted to the real needs of the beneficiary. Implication of MS administration. Implication of the administration of the beneficiary country. We can reduce it to one: bureaucracy
- The three most important: 1 the commitment of two partners. 2 the realistic useful and feasible project for the target administration. 3 Demonstrated experience and knowledge for the provider or provisioner
- Full involvement of the beneficiary country, recruitment of performant experts, monitoring of the implementation of recommendations.
- 1) Commitment to the project by BC, support from EU Del, flexibility of the Twinning rules 2) Lack of commitment to the Project by BC, language barrier, political barriers
- It is needed the interest of the representatives of the BC; the translation of the contract or the working plan from the beginning and to involve enough stakeholders in the activities
- Political commitment of the beneficiary Good understanding of the Twinning project at beneficiary level Good definition of the objectives and outputs

Question 6.6

6.6. Are you applying the new 2017 Twinning Manual?

143 responses



Less than a third of respondents applies the new Twinning Manual. Some comments stated that the new Twinning Manual has more administrative demands than the previous one. According to the comments the project budget structure should be simplified.

If yes, do you think it will facilitate the implementation of projects? Which innovation do you most welcome? Which innovation not introduced would you have welcomed?

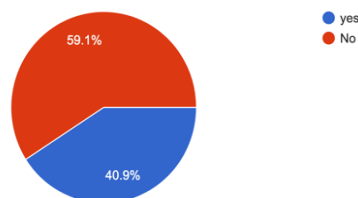
- yes
- At the moment we are not engaged in the Twinning projects for which the new 2017 Twinning Manual is applied. However, this new revision is welcomed as far as it allows more flexibility.

- + reduction of Administration - daily fees are crucial low and an obstacle for old MS
- no comments
- I would welcome speeding up of inclusion of the Budget for a requested Twinning in the EUD Budgets. At the moment, even if the project proposal phase is simplified, it is still slow to start the requested Twinning because the funds are not provided in the EUD budget for the year when the Twinning is requested.
- I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)
- 2007-2009
- N.A.
- The new TW Manual has more administrative demands than the previous one and it makes the job harder than it should be. Budgets should have been adapted to the real need from practice!
- Technically new manual is shortening the implementation period which is problematic. The financial aspects are troublesome. The cost for implementing MS have gone up. The use of flat rates for flights is highly problematic although easier for accounting.
- CSI is still in the process of evaluation of the new Twinning regulated by the New Manual.
- It will facilitate the implementation of projects. Good innovation is that Short term experts are allowed also to work (prepare for the missions) from the MS.
- Makes some administrative work easier
- I am sceptical. Some regulations will make the implementation somehow easier, other regulations will cause more work than nowadays. Overall, I do not see any simplification / reduction of work for the project management of the Member States. The shortening of the deadlines leading to a faster start of the project is very welcome. The project budget should be simplified much more radically. The aim should be to show only the personnel costs of the RTA and unit costs for STE days. The unit costs of the STE days could include all other previous cost items. It would also be helpful if the headquarters in Brussels ensures an identical interpretation and application of the Twinning Manual by all delegations and contracting authorities.
- yes, flexibility is improved
- I am not too familiar with the new TW Manual yet.
- I heard reports are now done on semester basis rather than on a quarterly basis. I welcome this innovation.
- I do not understand the question
- I personally cooperated with Euralius IV, trained in their trainings, worked shortly also as their STE (commenting the law drafting) and also participated in the Think Tanks of the Working Groups appointed by the Parliament (applying the old Manual). So I welcomed the RTA's possibility to "officially" work "out of the box" for the benefit of the BC and also of the Project.
- The RTA economic treatment should be reviewed. It was better with the old rules when an accommodation fee and an insurance fee was set. Increasing the allowance (75% per diem instead of 50%) to cover accommodation and insurance has not the same effect because in this way we have to pay taxes in our country also for the rent fee and insurance. In addition for the first month it is necessary to provide to RTA 1.5 per diem per day in order to provide enough time to find an accommodation as it was in the old manual. In addition the procedure to set unit costs for the travels is really not feasible. No agency can provide an average offer for a route without giving additional information.
- We will implement a project under new rules. But financially more difficult for us as MS. Use of lump sums is not attractive. Lack of pre contracting phase is taking time away for implementation
- I believe, the New Manual gives more flexibility within implementation phase
- In general yes, however, if EUO it's anxious about conformity with the regulations, all innovations are lost. Some task manager have not changed the procedure
- more simplification and change in the rates for fee of STEs - its equal for everyone
- It still needs to be simplified.
- It needs more simplification
- I hope so! However, I cannot over-emphasise the importance of clarity and precision relating to the role and responsibility of the "contact" person.
- N/A

Question 6.7

6.7. Are you aware of the SIGMA Principles of Public Administration?

137 responses

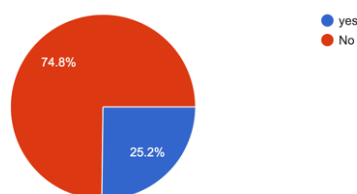


A majority of 60% of respondents is not aware of the SIGMA principles.

Question 6.8

6.8. Do you know how to take them into account when developing and implementing a project?

123 responses



A majority of almost 75% of respondents does not know how to take SIGMA-principles into account.

If yes, please explain how

- *involving stakeholders, publishing results, asking for opinions of stakeholders, organising roundtables, workshops and other visibility actions in order to ensure transparent work of the administration, impact assessment of regulatory decisions*
- *One can apply the SIGMA principles by facilitating a transparent, results oriented and participatory implementation process throughout the Project, but sometimes the organizational culture is not in favour and systematic improvements are challenging, if one only operates within a certain department.*
- *Manager autrement les projets de jumelage en évaluant et mesurant en continu avec le partenaire pour adapter si besoin la méthode pour atteindre les objectifs*
- *Key challenges are addressed, outcome targets are set and regularly monitored, functioning co-ordination structures to steer and manage the implementation process are set up, clear accountability and implementation capacity is ensured, quantitative and qualitative indicators are set up and monitored, regular monitoring of the project performance . The European integration procedures and institutional set-up are strictly followed as part of the policy development process and ensure systematic and timely transposition of the acquis. Policies and legislation are designed in a manner that enables the active participation of all stakeholders and the public and co-ordinating within the Governments. Legislation is consistent in structure, style, and language; legal drafting requirements are applied consistently across ministries; legislation is made publicly available. Public consultation is used in developing policies and legislation.*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *I am working on an EU TA in Morocco and a SIGMA team is very present here and we exchanges on all the instruments we can use for PAR*
- *After end of project 1 seminar and 1 study tour. During Twinning it is hard enough to implement all experts days in the budget...*
- *When preparing a project the MS country has to be aware of the governance and management Systems of the BC country, thus ensuring the smooth implementation of the project and involvement of the best possible expert team to do the job of improving the existing Systems.*
- *Accountability, transparency, good governance.*
- *using them as a general guideline for decision making*
- *see above*
- *being aware of the wider administrative/ institutional context; being aware and harnessing the inter/trans-sectorial dimensions of the specific sector; linking specific objectives with larger and more general ones that are prioritised by the BC; establishing links and coordination conditions with other projects and sectors; identifying synergies and harnessing them*
- *By skills for health*
- *Simply by following the six principles (the strategic framework for public administration reform, policy development and co-ordination, public service and human resource management, accountability, service delivery and public financial management).*
- *SIGMA principles are correct but too general.*
- *Ces principes généraux ont été pris en compte par l'UE lors de la phase de formulation du projet.*
- *By taking them into account...*
- *Sorry, but I am too busy in my court to be able to take more time to this. But coming from Finland I assure you I can.*
- *Project is mainly about managerial accountability. The concept of managerial accountability cuts across many of the Principles and is referred to explicitly in several. The development of managerial accountability is explicitly mentioned under Public Financial Management Principle 6, which states: "The operational framework for internal control defines responsibilities and powers, and its application by the budget organisations is consistent with the legislation governing public financial management and the public administration in general".*
- *Not applicable*
- *A professional civil service, efficient procedures for policy and legislative development, well-defined accountability arrangements between institutions and citizens as well as among institutions, ability of the administration to efficiently deliver services to citizens, etc. In Kosovo we had a strong connection with SIGM (Prime Minister's Office).*
- *a professional civil service, efficient procedures for policy and legislative development, well-defined accountability arrangements between institutions and citizens as well as among institutions, ability of the administration to efficiently deliver services to citizens ; strong collaboration with SIGMA Croatia*
- *I trust these specify the overall arrangements for the governance including risk-management, and administration of Projects? If so this is to be warmly welcomed!*
- *N/A*

Question 6.9

What suggestions would you make to improve Twinning projects in the future?

Comments stated that more flexibility, less ambitious results, reduction of the time gap between formulation and implementation of the project, less reporting, more local experts, provision of monetary incentives for partner country counterparts is important for improving Twinning projects in the future.

- *Twining projects are a very useful tool but it takes very long from the PC's idea until the project start therefore it cannot be used when fast support is needed.*
- *see above*
- *- It is very important to shorten the time period between the preparation of Twinning fiche and its circulation, since when it is too long, the changes in the Final Beneficiary administration regarding the matters which were actual during the Twinning fiche preparation stage sometimes occur and they become not actual but still remain in the circulated Twinning fiche. - State Agencies usually face the problem of starting the implementation of the projects immediately after signing the contracts, since finding alternative sources of the initial financing of the activities (before receiving the first pre-financing from the EU delegation) is complicated.*
- *Speed up selection of the implementing Authority*
- *More flexibility*
- *less ambitious*
- *(limited) possibility of Engagement of local experts (e.g. from University), if needed*
- *prévoir une gestion budgétaire plus souple permettant de prendre en charge certains frais que l'administration bénéficiaire n'a pas les moyens d'assurer*
- *-*
- *To allow more flexibility in Project implementation. For instance to introduce new activities on the spot.*
- *Checklist that verifies the motivation of the PC administration and the mandate of the implementation unit, i.e. to ensure that change is desired and Project operates in an enabling environment.*
- *Flexibility of planning is of great importance.*
- *To prepare a fiche that must be implemented in not more of two years*
- *EU would get a great benefit of using EFQM model, especially its RADAR tool, when setting up, writing down mandatory results and associated action plan (rather than current template and intervention logic)*
- *Ensure better acquaintance of the Beneficiaries with the instrument. Reduce the long time delays between formulation and implementation of the project. Even with the simplified procedures for project preparation phase under the new Twinning Manual 2017 it became clear that is still needed a lot of time for launching a Twinning. For example, in case a request of Twinning is made in 2018, the Project need to be budgeted in the EUD budget for 2019 in the best case, in the worst, for 2020. In this case, even with the simplified procedures under the new manual, the start of the project will be at earliest in 2020. This is still a big delay in respect of the needs for assistance. Often a problem is to include needed local experts which are supposed to be paid by the Beneficiary country. Usually the Beneficiary has no or does not want to have resources for this (note: twinning rules should become more flexible in allowing a limited amount of EU-funded inclusion of local experts). EUD to provide influence of the political context on project implementation, impact and sustainability.*
- *To explain correctly these goals of the twinning and the repercussions in*
- *I have already answered in the previous form for the Twinning project: Introduction of a management system of waste of electrical and electronic equipment (WEEE) in Ukraine (UA/13/ENP/EN/39, contract No. 370-415)*
- *Explain more to the MS administrations what are the benefits they can get from Twinning projects. Some administrations in France have refused to make a proposal even though the BC begged them to do so as they don't quite grasp the benefits of such a professional adventure which is also a marvellous human adventure -- which enriches the structure which accepts to expert its know-how and the experts*
- *Less reporting, more local experts, shorter delay between the Beneficiary expression of needs and the implementation*
- *1. Less Mandatory Results 2. More time for implementation 3. More flexibility in regard to budget changes and side letters*
- *To choose good and relevant field of implementation of Twinning Projects (to be selective) and to eliminate any kind of ambiguity in all the matters related to the Twinning definition and implementation of a project.*
- *my suggestions can be read throughout the comments above*
- *Condition study visits to the implementation of outputs by BC administration*
- *Many implementation are in the new 2017 manual. Flexibility and preliminary mission by RTE to prepare the effective start of the project can improve.*
- *Comme répondu à une question précédente, ne pas laisser le partenaire seul après la date de clôture.*
- *Achievable mandatory results, more time, less expert days*
- *1) to introduce more flexibility in the processes of goals achievements; 2) to provide some moneys for beneficiary countries' counterparts responsible for daily activities within Twinning*
- *To have more practical approach when drafting TW Manuals and to contact beforehand project managers with a years of experience who are able to provide a very useful approach and good and bad examples from practice.*
- *1) provide some economic incentives for counterparts; improve flexibility (I think that this matter has been properly addressed within the 2017 Manual)*
- *Reduce the bureaucracy*
- *make access to twinning project call for proposal more easy, it is advisable to establish proper channels for communication/dissemination /circulation of information*
- *less administration, less quarterly report, more flexibility*
- *BF willingness and readiness for Twinning needs to be checked from the EC in advance.*
- *Decrease of the bureaucracy*
- *Involve RTA (allow participation) into study visits that are organized for BC representatives*
- *I would like to suggest an increasing of number, hence the opportunities for all MSs and BCs, of the Twinning projects.*

- Potential beneficiaries have to be prepared for the Twinning reality - including budget and extra efforts necessary and working time for key staff - at least RTA-Counterparts
- More flexibility in changing content and activities since very often long time passed between fiche and activity
- Twinning tend to have a too high density of activities, less is more; flexibility of continuation of a Twinning limited to special activities and limited objectivities; resources for continuation of contacts between project partners after closing of project implementation
- Formalize BC involvement, Increase BC financial participation, Involve sector relevant private companies.
- more flexibility
- There should be a strict follow-up mechanism for all projects. TRM is good, but not enough. The EUDs should also monitor how the project results are dealt with beyond the end of the project.
- improve flexibility
- A flexible RTA i.e. the role should managed by two or three persons in turns
- fix a ceiling for Project Management Costs to favour the use of all available instruments of a Twinning (e.g. study visits, internships, input private sector, etc.) so as to diversify the mechanisms - too much focus on expert missions might not always be the best approach
- Involve experts in fact of fiche not just bc who may not understand requirements
- To persuade all actors involved of the critical importance of the full commitment with the TWP objectives. TWP development is a heavy task subject to constant pressure in terms of results, deadlines, financial audit, staff travels and accommodations, etc.
- See my answer of the other questionnaire on first implemented TWP.
- To make them lighter instruments. To involve local authorities and civil society in their design.
- Flexibility and changes allowed in the projects when there is a need from the beneficiary country - modification of the results during the project, removing ones that are no longer relevant due to other operational environment developments.
- RTA additional training more money available for Language Assistants. I had two full time LAs but on occasions I used four STEs in training workshops, each needing a LA. This demand soon caused me to hit my allocation of LA spending. Workshops are demanding in LA needs the % restriction should be removed. We seem to forget we are working in a foreign country and will always have language demands. More flexibility in the implementation of the rules and guidelines by the CFCU. These rules had no reflection on the delivery of quality training which is surly why we are in country, to deliver quality and meaningful training.
- A more results oriented approach (outputs are more important than means).
- - As I understand the new Twinning rules, project planning is now part of the implementation period. This reduces the time for implementation of activities. Also, MS expert are doing their regular job in their own institution and would often need time to plan for activities in Twinning - they might not be able to go on a mission soon after the project starts if they do not know well in advance - Payment of MS during study visits since we just time in this just like during missions
- Une plus grande flexibilité dans la phase d'exécution, en particulier dans les pays du voisinage méridional
- Contract people with important roles (ASS, PLs, RTAs from BC and MS) for a considerable period of time before start and after project end.
- As the BC not always is capable of technically supporting the implementation of the project, that would be advisable to foresee in the budget at least some technical support (funds for office equipment/ printing training and workshop materials as well as more funds for translation - as BC experts do not communicate in English but all materials must be translated to a national language etc.)
- The main actors must be aware of the project obligations before starting the project. Practical experiences are important to be shared.
- Feedback is clearly needed both from partner country and EC
- See 6.5 + the project fiche should at the same time be precise and let some space for various proposal from the MS. So that various implement strategies could be proposed by MS and choose buy the PC. I experimented that in a previous twinning in Poland in 2003, but it seems that know, things have changed
- Standard twinning are often too long and not properly streamlined. In my opinion the Focus should be more on twinning light. This would allow to have better manageable and better targeted portions of Knowledge transfer
- Laisser plus de liberté pour faire évoluer le jumelage en fonction des besoins qui apparaissent. Seule une validation du comité de pilotage devrait être suffisant. Prévoir une suite pour les jumelages qui ont bien fonctionné et qui le demandent. Etre plus exigeant sur l'atteinte des résultats et ne pas hésiter à stopper les jumelages dont les bénéficiaires ne s'engagent pas entièrement.
- In budgeting travels, would be better to have a total sum instead of a single line for each activity. Other constraints have been addressed in the 2017 manual
- launch common tools such as online work space, in the definition of the offer: adapt to the needs of the PC, check there is a real need from the stakeholders in the PC and their commitment in the twinning, due to the high involvement of the managing team in the MS, the financial part received could be improved, simplify the procedure between public structures to mandate (ease the administrative process). the 3 months base for the steering committee is fine, but the trimestral intermediate report could become semestrial.
- less time between proposal and start of the Project because Needs have to be satisfied not years later
- more flexibility for project changes; look for the best experts, not always the ones with most experience
- plus de flexibilité sur l'utilisation de fond sur des lignes d'hébergement et repas.
- be sure of the full involvement of the beneficiary - by beneficiary I mean not only the beneficiary administration but the Government and the Parliament when a law change is requested) and its capacity to implement the twinning recommendations
- plus de flexibilité dans le budget, moins de paperasserie et plus de temps pour bien conseiller les Chefs de projet sur le fond du projet
- As above, sorry. Just quicky; Twinning is operational as it is, it is the question how to get the actors to understand the purpose and to get the best possible use and benefit out of it.
- The manual should be prepared by persons that have been involved in twinning recently.
- As i told we could wrote a book. But at least we need flexibility. Visibility rules are good for exemple but implementation is impossible due to a 10.000 eur budget. ITs impossible to gain political support without organising seminars on high level and we cannot pay for venue, gathering ... A database of suitable experts/ certification process should exists after so many years. As SIGMA is leading the expertise, they should organise training for experts and RTA before the Twinning starts...
- Pay MS for working days during study visits since they are just as demanding as missions
- Reduce time in the phase prior to starting a project (I believe that currently and since 2017 have been reduced deadlines ...). Drastically reduce the bureaucracy of these projects. Generate SW tools to manage projects more automatically: at least the budget!
- Consider the possibility of some funding for equipment in case trainings for technical (e.g. laboratories or inspection bodies) institutions are planned in the fiche. Do not ask for approval of (primary) legal provisions during twinning implementation, particularly for countries not planning to join EU (e.g. North Africa and Middle East countries)
- More funding for MS preparation and more funding for short term activities in BC. Project should pay for preparation
- English language Courses for the staff of the BC should be eligible and part of Twinning. The Involvement of the experts not directly employed by the administration but having available the respective know-how should be eligible
- to allow flexibility in the appointments of the experts

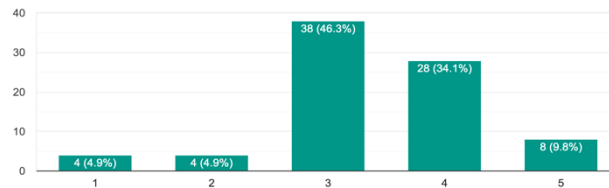
- - ensure the training of ATRs in Brussels at the start of the Twinning preparation phase; - check the correct preparation before the start of the Twinning; - Avoid that the same activity is carried out by several organizations or different countries - Verify that the recommendations are taken into account by the beneficiary country; - improve the material and living conditions of RTAs in the beneficiary country (company car and / or drivers as is the case in some beneficiary countries); - lighten the administrative rules whenever possible.
- A longer preparation and inception phase - also the possibility to opt out if clear no interest on BC side exists!
- difficult to say how you motivate a partner when the commitment is limited
- Sigma!
- Ma première expérience de CRJ me permettra d'être plus efficace en remplaçant le jumelage dans les grands enjeux du pays bénéficiaire.
- e.g. allow the use of other languages not English and French only, work further on simplifications
- Manual more focused on the success of the Project.
- Simplification
- More simplification
- To have a pool of ex-RTA that could help to revise it - include a training for RTA Counterpart
- Greater flexibility to be allowed at proposal development stage; Time allowed for follow -up perhaps 6 months after completion of the TP; reduce the amount of time between Fiche issue and project commencement, setting tighter timelines for all involved would help immensely;
- There should be strong improvements in the communication processes between Administrating institutions (CFCU), BC and MS partners. As some countries have prepared so called "Welcome pack" for the standard twinning projects such approach could be used also in Twinning light project especially for the MS partners who have capacity but have not huge Twinning project expertise/experience. In the future any updates in the TW manual shall not reflect such rules what can be interpreted differently in different BC countries. Seminars or specific training's free of charge can be also an option for the project teams (including for the Twinning light projects).

6) Projects related to revenue collection and administration

Question 7.1

7.1. Twinning has contributed to enhance the performance of revenue collection and administration.

82 responses

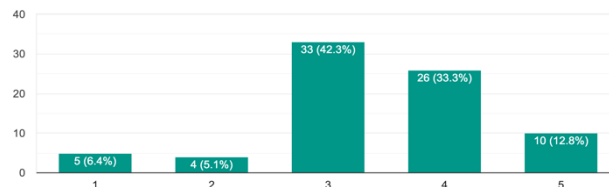


Less than 50 % of the respondents agreed or strongly agreed with the statement in question 7.1. The majority, over 45 %, remained neutral.

Question 7.2

7.2. Twinning has contributed to change external stakeholders' perceptions about the system of revenue administration and collection.

78 responses



Less than 50 % of the respondents agreed or strongly agreed with the statement in question 7.2. The majority, over 40 %, remained neutral.

Question 7.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Comments provided as example mainly new pieces of legislation.

- no
- DIMST, les données de l'enquête CARIPT permettront d'alimenter le dialogue social. ISST, le laboratoire est certifié
- modernizing Kosovo legislation to modernize public services
- Law on Budget planning and execution. Legal framework on financial and management control.
- La réforme de la formation professionnelle en Tunisie est issue du travail du jumelage, de même les accords sectoriels avec les principaux secteurs de l'économie tunisienne ont été construits au départ dans le jumelage
- Our project is not related to revenue collection and administration
- No, the law project although approved by the United Nations PWD Committee was not submitted to parliament
- the main partner of my Twin (as donor) will provide to Georgia the cost of analysis for a survey on Lead on children blood (MICS) and in the meantime beneficiaries are trained in QA/QC for laboratories
- patent and trademark procedures and laws
- quality and safety of blood components and human tissue grafts have been increased
- Different laws and ordinances have been adopted in the course of the Twinning project. A complete set of internal procedures has been prepared incl. a tool for the management of them.
- The project purpose was to further develop the internal control system through improvement of work methodology with particular emphasis on practical usage in public sector entities and the project contributed to successful management of public finances (including the rationalisation and improvement of expenditure control and public sector efficiency) The practical examples and good practices of developing and implementing of internal control system were promoted, the Manual on Internal Control system for state-owned and local/regional government -owned companies with practical examples prepared
- Citizens' Budget
- VAT law and future implementation of a customs transit system, development of an overall business strategy and sub strategies
- We have very few information despite many answers
- accreditation law in Moldova
- Newly designed laws, policies and resources will contribute to establishment of new services for both public and private organisations.
- Home Office organisation, Omnia, has benchmarked the Twinning procedures for STE missions. Similar procedure are in action also for Erasmus+ and bilateral teacher and expert exchanges. The overall procedures for international travel management is under development during the time of this survey.
- Methodologies, tools and audit techniques to be used by the tax auditors
- Numerous training courses have been developed as a result of the project training
- A number of new statistics
- Il a essentiellement permis de savoir comment les réformes organisationnelles que le pays bénéficiaire devrait appliquer s'appliquent aux pays européens.
- The project is in the middle, it is not possible to answer on this question
- There is no data because Twinning Review Mission (TRM) has not occurred
- The Moroccan law on audio-visual sector (77.03) has been revised and improved during the twinning, in line with the EU standards regarding audio-visual media services.
- intérêt des experts tunisiens à la conduite de réunion, conduite de projet. ce sont de nouvelles façons de travailler.
- Yes, indeed. There are many examples I could present.
- law on the victims' rights, offices for support the victims
- Project is still ongoing/ Moldova's preparation to accession to CCTP and CSFTEG conventions
- Please check the TRM report. Moreover, it would be more appropriate to address this question to the Partner Country.
- re-organisation of policies, laws, procedures and/or services and the corresponding (technical and financial) resources in the prison administration regarding work and employment of prisoners and keeping revenues for their training and workshops because of financial problems
- Reorganisation of Training Centre
- law on social services
- L'Observatoire qui n'existait pas avant existe et fonctionne The Observatory that didn't exist before now exists and works
- e.g. self-maintenance of social partners portals, projects developed through EU programmes, enhancing services of social partners and new partnership creation
- revision of the fees system

Question 7.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Mainly no examples cited.

- mode de travail entre les experts tunisiens.
- -
- les échanges n'ont pas été prévus mais ils auraient du l'être pour consolider les actions mises en place
- Our project is not related to revenue collection and administration
- Few exchanges with some independent NGOs. No exchange of expertise

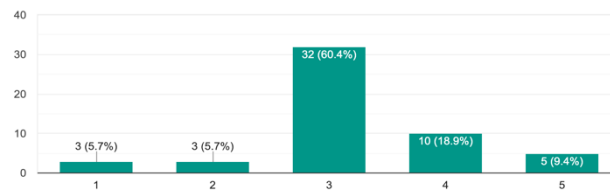
- *More flexibility on TAIEX study visit between MS and BC with a little budget for MS expenses to cover cost for training. a sort of ERASMUS for civil servant*
- *In this particular project in Albania, BC experts are in regular contacts with Austrian and French partners and are exchanging knowledge and expertise.*
- *implementation of good practise in tissue banking and transfusion medicine*
- *Fruitful and excellent cooperation is continued with BC and MS Project partner in financial management, fiscal responsibility, implementation of internal control system and internal audit area*
- *no, project is not finished*
- *No, I can't.*
- *No*
- *Six years after the last TW activity implementation both MS and new EU MS staffs keep in touch to solve technical issues of our field of activity, including sending samples to establish the right tariff code or framing within internal excise legislation.*
- *Skills Finland expert from Finland has been operating as consultant to organise the first Skills Egypt competition. This is a direct addition to the project results, and clear continuation to the project*
- *The program is still in progress. It is planned to establish a target group to implement transfer pricing mechanism.*
- *Some of the Gendarmerie had changed their individual capabilities required for certain disciplines. Especially in Blood Pattern Analysis experts*
- *Il est tôt pour le savoir*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *Yes in my case there is an ongoing Exchange of views and Knowledge transfer*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *forte implication et fort intérêt des experts tunisiens aux travaux du jumelage, en particulier au travail en commun.*
- *In the final report everything is detailed*
- *I can do it if desired.*
- *Project is still ongoing*
- *self-provided workshops and cooperation with public services outside*
- *see 7.3*
- *new twinning is ingoing*
- *Deux missions croisées entre la France et l'Algérie, échanges d'informations et de conseils entre les experts et les agents du projet. Two missions crossed between France and Algeria, exchange of information and advice between experts and project officers*
- *e.g. via specialized study visits/learning missions to further develop the capacity and exchange experience (after twinning ended)*
- *Further cooperation in other projects with PC administrations.*
- *Strengthening of the use of economic analysis*

7) Projects related to external audit

Question 8.1

8.1. Twinning has contributed to strengthen the independence of the Supreme Audit Institution (SAI).

53 responses

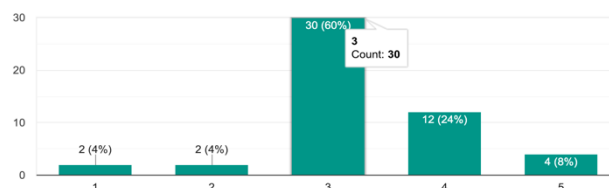


Less than 30 % of the respondents agreed or strongly agreed with the statement in question 8.1. The majority, over 60 %, remained neutral.

Question 8.2

8.2. Twinning has contributed to raise SAI's capacities in conducting effectively a full audit mandate, report...ons are being taken into consideration.

50 responses



Less than 35 % of the respondents agreed or strongly agreed with the statement in question 8.2. The majority, 60 %, remained neutral.

Question 8.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Several respondents did not understand that this question was only SAI related. Therefore, their comments are not relevant. One comment mentioned a policy paper and action plan for updating SAI systems of the partner country as example.

- *what is SAI???*
- *Our project was not related to external audit*
- *NONE*
- *Legislation on drinking water, etc.*
- *Manual for Financial inspection and Code of Ethics, and Training for external financial inspectors have provided the BC with knowledge that helps them in fighting anti-corruption and helps raising awareness of its importance.*
- *inspections' capacities in the SoHO field has been improved*
- *During the project the SAI (State Audit Institution) from Latvia and Croatia presented their experience, methodologies and recommendations during the conferences regarding the promotion of good practices in developing and implementing of internal control system*
- *No*
- *Articles 54, 80 and 81 of Croatian Customs Law actually in force.*
- *International recognized expertise in some Forensic subjects*
- *Ce n'est pas le cas. C'est un projet de renforcement des capacités*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *don't know*
- *La Cour des comptes contrôle la bonne utilisation des deniers publics et le bon recouvrement des sommes qui doivent être perçues. Un travail conséquent sur le rapport annuel sur les finances de l'Etat a eu lieu pendant le jumelage. Ce rapport est disponible sur le site internet de la Cour. Il a fait l'objet l'année dernière d'interviews par la télévision algérienne et de nombreux articles dans les journaux. Les citoyens ont été informés de l'état des finances de leur pays. Les procédures pour produire ce rapport seront encore améliorées cette année et les magistrats seront mieux organisés pour répondre de façon plus efficiente aux demandes du Parlement et du citoyen.*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *I don't know what you mean by SAI. (Put complete literals not acronyms)*
- *see above and new legislation and training management of staffs*
- *see 7.3*
- *Processus législatif complexe, mais des décisions réglkementaires ont été prises. Complex legislative process, but regulatory decisions have been taken.*
- *revision of the fees system*
- *Based on the provisions of the TWL project, the Twinning partner – State Audit Office, Republic of Latvia hereby proposed Policy Paper and Action Plan for updating the Audit QA and QC system of the SAI, Serbia. For the establishment of the QA&C system, the following types of documents was drafted and applied: 1) QA&C Manual, including: • Narrative part • QC (supervision) check-lists for 2 control layers and • QA check-lists for "cold" reviews. 2) Audit QA&C related business processes) depending on the management decision, - either as a part of the QA&C Manual or as separate documents. 3) Supplementary guidelines for further development of certain documents or processes, if appropriate. The QA&C Manual covers all the phases of the audit process, including: • Selecting audit topics • Planning audit timelines • Audit planning • Audit fieldwork • Audit closure and reporting the audit results and • Follow-up of audit recommendations.*
-

Question 8.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

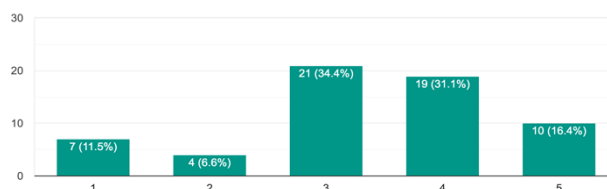
As example relevant comments showed exchange of knowledge.

- *Mise en place de la réforme de la formation professionnelle*
- *Our project was not related to external audit*
- *NONE*
- *4 persons employed for Environmental Health services*
- *Can't tell. Project is still running.*
- *expertise of the SoHo inspection, SoHO competent authority and SoHo institution (Blood and tissue establishment) have been improved*
- *No*
- *see answer 7.4*
- *Blood Pattern Analysis experts and Disaster Victim Identification experts*
- *Il est tôt pour savoir*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *Exchange of Knowledge concerning Interpretation of audit Details and rules*
- *Les magistrats de nos deux pays continuent d'échanger régulièrement sur les problématiques qui les ont rapprochés pendant le jumelage. De nouveaux projets sont en cours pour prolonger les échanges.*
- *Some of the Paying Agency employees permanently cooperate on various issues*
- *new structure of institutions and corporate identity and new strategies*
- *see 7.3*
- *Dit précédemment: Deux missions croisées entre la France et l'Algérie, échanges d'informations et de conseils entre les experts et les agents du projet Previously stated: Two missions crossed between France and Algeria, exchange of information and advice between experts and project agents.*
- *After the project implementation cooperation continues within EUROSAI network. Meanwhile Serbian SAI has shown initiative for possible Latvian expert involvement in UNDP co-financed project.*

8) Projects related to the fight against corruption

Question 9.1

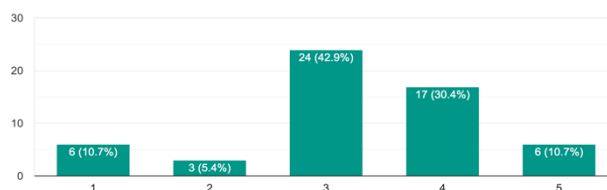
9.1. Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect ...s of interest in public administration.
61 responses



Less than 50 % of the respondents agreed or strongly agreed with the statement in question 9.1. More than a third remained neutral.

Question 9.2

9.2. This framework is effective, in terms of the actual incidence of corruption as well as perceived levels.
56 responses



Less than 50 % of the respondents agreed or strongly agreed with the statement in question 9.2. The majority, over 40 %, remained neutral.

Question 9.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Some example in the comments were provided but others stated plainly “no”. Examples included the preparation of relevant rules and guidelines.

- *les textes techniques relatifs à la santé et la sécurité au travail sont prêts à être présentés au conseil national, les travaux ne sont pas engagés du fait du blocage du dialogue social*
- *Guidelines were prepared on identification and management of conflict of interest situations and knowledge was shared also through relevant training that is being continued. Also corruption risk assessment with useful checklists were developed and disseminated, adaptable to public sector actors at various levels. The local administration continues to promote transparency and anti-corruption measures.*
- *Our project was not related to fight against corruption*
- *NONE*
- *the country implemented a road map for environmental legislation and are working on that implementation*
- *authorisation and inspection of the SoHO institutions have been implemented*
- *The introduction of OPEN DATA laws.*
- *ethic guidelines*
- *No*
- *It is included in the VET curricula and BA degree curriculum*
- *I'm afraid not. Appropriate proposals were developed by the project, the basis was laid but the implementation failed due to a lack of human and financial resources and the political will of the BC.*
- *The overall training has provided the Gendarmerie and the TNP with new forensic capabilities to detect corruption*
- *Des techniques modernes ont été fournies pour améliorer l'organisation et le fonctionnement de l'administration bénéficiaire.*
- *The project is in the middle, it is not possible to answer on this question*
- *No feedback from the partner country received.*
- *no*
- *no experience available*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *Implementation of project recommendations regarding development of forest supervision institutions and creation of economic efficient state forest management body would definitely lower the high level of illegal forest use in Georgia*
- *I can do it if desired*
- *The Twinning projects review mission was not organized yet. It is known that in the area of fighting corruption, the Anti-Corruption Program of the SFS for 2015-2017 was being implemented. In December 2016, by order of the Chairman of the SFS, the Rules for Ethical Behaviour and Prevention of Corruption in the SFS authorities were approved, developed with the support of the US Treasury and experts of the Twinning project. For all SFS employees, the training and appropriate testing for knowledge of the Rules of Ethical Behaviour have been conducted.*
- *Dit précédemment: Processus législatif complexe, mais des décisions réglementaires ont été prises Earlier: Complex Legislative Process, but Regulatory Decisions Made*
- *LIBERALISATION OF WAGON COMPONENT OF RAILWAYS TRANSPORT TARIFFS*

Question 9.4

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Some example in the comments were provided but others stated plainly “no”. Examples included the preparation of relevant rules and guidelines and website and online tutorial improvements.

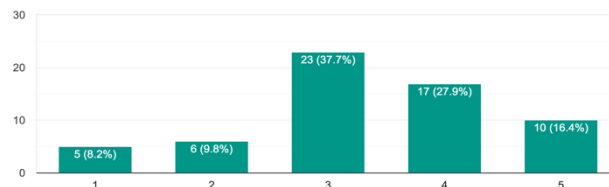
- *no*
- *Our project was not related to fight against corruption*
- *NONE*
- *not yet*
- *continuous exchange of expertise in the SoHO field*
- *No*
- *Not really exchanges of expertise but further support. Some months we supported our partners in improving their website and in developing an online tutorial.*
- *As previously mentioned. The training will allow the Crime Scene Investigators to support all corruption initiatives.*
- *Il est encore tôt pour savoir*
- *The project is in the middle, it is not possible to answer on this question*
- *No feedback from the partner country received.*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *I can do it if desired*
- *Dit précédemment: Deux missions croisées entre la France et l'Algérie, échanges d'informations et de conseils entre les experts et les agents du projet Previously stated: Two missions crossed between France and Algeria, exchange of information and advice between experts and project agents.*

9) Projects related to legislative assemblies

Question 10.1

10.1. Twinning support to legislative assemblies has strengthened the action of the legislature in the partner country.

61 responses



Less than 50 % of the respondents agreed or strongly agreed with the statement in question 10.1. Over a third remained neutral.

Question 10.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

The examples include new policies, laws and procedures and training programs.

- No
- *pas concerné par cette problématique, le jumelage est essentiellement technique*
- *Example 1: Twinning Project achieved tangible results as outcome of series of Activities of Component 1 aiming at assistance with optimization of the Rules of Procedure of the Parliament. The detail review of selected articles of the draft Code of Parliament revealed that all key elements of the amendments to the Rules of Procedure proposed by Twinning Project were reflected upon BC parliamentary experts and were included in the draft of Code of Parliament. Currently, it is being assessed by the political working group chaired by the Speaker of Parliament. Example 2: The Twinning Project aims to implement 114 contracted activities (64 activities plus 50 peer review missions) including various types of training-type activities at basic, advance and train-the-trainers levels. The General Training Programme has been successfully accomplished with average attendance of 45 participants from BC Parliament. Currently, the Project continues with implementation of Specialized Training Programme on EU acquis. Example 3: The Twinning Project developed for the BC Parliament the White Paper of good practices on how to revise legislative work in line with EU acquis and Association Agreement. The White Paper proposes solutions for workflow between relevant units of Parliament's Secretariat in the EU law approximation activity at different stages of legislative process in the Parliament. In addition, it describes in detail the methodology of compliance check of draft national laws and their amendments with the EU law based on the obligations set out in the EU-Moldova Association Agreement, and brings suggestions for potential structures of various reports to be developed by the Parliament while debating EU-related draft laws. This strategic document is closely linked with the activities conducted in relation to the modifications of the Parliament's Rules of Procedure proposed by the Twinning Project. Example 4: Since the beginning of the Twinning Project, 16 September 2017, within the framework of Activity 3.6.2, fifteen peer review missions have been conducted on nine draft laws connected with seven EU acquis chapters. Already in four cases, the recommendations of Twinning Project experts were reflected upon by the BC parliamentary experts and by the Parliamentary Committees, which chose to formulate amendments. These amendments were subsequently incorporated into respective draft laws and adopted by the Parliament.*
- *Our project was not related to legislative assemblies*
- *Policies, laws, procedures implementation depend on the will of the executive power. All projects' conclusion remained within the small circle of central administration*
- *some legislation on environmental issues like water, air and chemicals*
- *Blood, ART and tissue and cells legislative framework was improved and harmonised with EU Directives*
- *National Anti-Trafficking-Coordinator, Strategy THB*
- *Customs Laboratory Manual from WCO*
- *updated customs law*
- *One part of the project targeted the evaluation of the Egyptian legislation for vocational education and training (VET). The legislation was compared against similar EU legislation to find differences and similarities in order to make recommendation as changes to the then existing VET legislation*
- *Methodology, tools and audit techniques were adopted and implemented*
- *Ce n'est pas le cas. C'est un projet de renforcement des capacités*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *no experience available*
- *Project lasted only 3 month within asked period, so at this period there was no such activity*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *law on energy Efficiency, national action plan on energy efficiency*
- *The Project ended in May 2018.*
- *The projected ended in May 2018*
- *Turkey being part of the MARPOL Annex VI on atmospheric pollution from ship.*

- *New Forest Code of Georgia, prepared with the help of this twinning project, when it will be adopted*
- *several new laws*
- *preparation of new legislation, but that was not required by the project*
- *Décisions réglementaires portant création de l'observatoire au sein de l'institut. Pas au niveau législatif, trop complexe egulatory decisions establishing the observatory within the institute. Not at the legislative level, too complex*

Question 10.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Very rare examples. Only one example relevant, namely MoU.

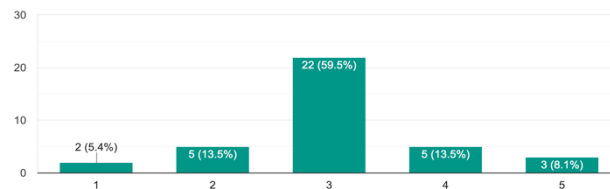
- *No*
- *dito*
- *Not applicable. The Project will finish on 15 September 2019.*
- *Our project was not related to legislative assemblies*
- *NONE*
- *a MoU*
- *As previously identified*
- *Pas encore*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *Project lasted only 3 month within asked period, so at this period there was no such activity*
- *Some of the Paying Agency employees permanently cooperate on various issues*
- *administrative regulations and bilateral seminars focused on further implementation of the results*
- *conferences and meetings in Europe*
- *Oui entre les experts Yes between experts*

10) Projects related to NHRIs/Ombudsmen

Question 11.1

11.1. Twinning support to NHRIs/Ombudsmen has enhanced the protection, monitoring and promotion of human rights in the partner country.

37 responses



Less than 25 % of the respondents agreed or strongly agreed with the statement in question 11.1. The majority, close to 60 %, remained neutral.

Question 11.2

11.2. Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Very few relevant comments were made. Examples included new draft laws, public awareness campaigns, trainings of the private sector in the field of personal data protection.

- *no*
- *les travaux du jumelage ont permis d'aider à préparer la rénovation des textes du code du travail, ces textes sont en attente de discussion au sein de la comission du travail décent*
- *Our project was not related to NHRIs/Ombudsmen*
- *NONE. The ombudswomen did not pay attention to the project, although appointment were asked.*
- *not related*
- *better access to transplantation and transfusion services*
- *No*
- *The project is in the middle, it is not possible to answer on this question*
- *no experience available*
- *New draft laws were elaborated, public awareness companies, trainings of the private sector were provided in the field of personal data protection.*
- *There is no data because Twimming Review Mission (TRM) has not occurred*

- *I can do it if desired*
- *Le droit à la sécurité alimentaire est très important pour l'Algérie, et le jumelage y a participé. The right to food security is very important for Algeria, and twinning has been involved.*

Question 11.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

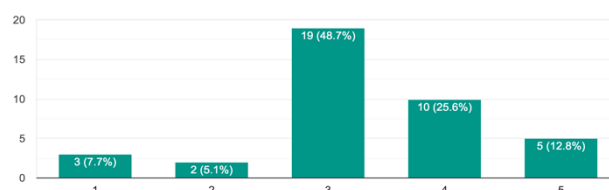
No relevant comments.

- *No*
- *prévention du risque chimique*
- *La place de la formation professionnelle dans la lutte contre le chômage*
- *Our project was not related to NHRIs/Ombudsmen*
- *NONE*
- *not yet concluded*
- *exchange of knowledge on tissue grafts quality assessment*
- *As previously mentioned*
- *The project is in the middle, it is not possible to answer on this question*
- *no*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *see above*
- *Echanges d'expertise Exchanges of expertise*

11) Projects related to agriculture and fisheries

Question 12.1

12.1. Twinning has contributed to strengthening the agricultural and fisheries sector in the partner country ...ents taken in this area towards the EU.
39 responses



Less than 40 % of the respondents agreed or strongly agreed with the statement in question 12.1. The majority, close to 50 %, remained neutral.

Question 12.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

A lot more examples provided than in the previous sectors. See below.

- *No*
- *legislation on animal welfare aligned with EU*
- *secteur pas du tout concerné par le jumelage*
- *Act on agriculture, IPARD decree.*
- *Our project was not related to agriculture and fisheries*
- *on use of pesticide in agriculture*
- *Farm Accountancy Data Network*
- *N/A*
- *42 inspection tools (procedures) were drafted that will be used by the field FOOD SAFETY inspectors to carry out their inspections in the food enterprises in compliance with the EU standards. Their implementation will require a change in the very approach of the inspection by BC services, switching from a quantitative approach (number of inspections carried out) to a qualitative one (in-depth inspections, allowing to improve the food safety performances in each food enterprise, and therefore at the national level).*
- *Progress in Food Safety regulatory framework implementation and improved collaboration with EU partners on EU research initiatives (H2020 and PRIMA)*
- *The project is in the middle, it is not possible to answer on this question*

- *Strengthening the Audit Service for EAGF, EAFRD and fisheries*
- *registration of pesticides according to mutual recognition rules; registration and certification of seed varieties; performing phytosanitary controls*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *La politique de renouveau agricole et rural de l'Algérie reste une priorité nationale, tant dans les lois de finances que dans l'effort d'assurer la sécurité alimentaire du pays. Algeria's agricultural and rural renewal policy remains a national priority, both in the budget laws and in the effort to ensure food security in the country.*

Question 12.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Several examples stated TAIEX initiatives.

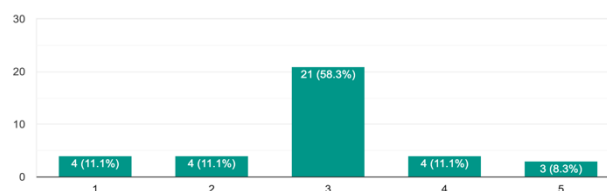
- *No*
- *Study visits, staying in touch with experts via e-mail.*
- *Our project was not related to agriculture and fisheries*
- *several future TAIEX planning*
- *N/A*
- *The project is finishing today... We have already seen that BC and MSs experts are keeping on discussing on technical questions by emails when the missions are over.*
- *Too early to be specific.*
- *The project is in the middle, it is not possible to answer on this question*
- *ongoing Exchange of views and expertise*
- *3 TAIEX visits; several contacts about phytosanitary controls of potato; several contacts on technical aspects for laboratory analyses and accreditation;*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *TAIEX study visits for staff of the technical institution involved in the project*

12) Projects related to energy

Question 13.1

13.1. Twinning has contributed to a better functioning of the energy market in the partner country in line with commitments taken in this area towards the EU.

36 responses



Less than 20 % of the respondents agreed or strongly agreed with the statement in question 13.1. The majority, close to 60 %, remained neutral.

Question 13.2

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the project?

Several examples provided laws, methodologies, protocols etc.

- *No*
- *Our project was not related to energy*
- *In my Twinning Project it wasn't a matter of change policies or laws, it was a matter of technical protocols and internal ways to do the electrical processes. The best example after the implementation of the project should be the new protocols defined in the Control Center of NEPCO that managed the whole high tension electrical network of Jordan and now it has a big amount of power from Renewable Energy sources. This is a big change a challenge that NEPCO had to implement after the Twinning and was directly related with our Project. Again I want to stress that the project was focused on technical matter and for this reason it wasn't any change in the functioning of the energy market in the financial or economic framework although the technical matters have direct impact in the efficiency of the electrical network and sure save money.*
- *not related*
- *The tariff methodology which was the result of the project was implemented 1 month after the project was concluded.*

- *market monitoring will be improved, internal and external monitoring rules are prepared, for cost audits internal organisation changes already implemented, cost audit rules are prepared*
- *N/A*
- *Law on Technical requirements for products, procedures for conformity assessment of electricity (and other utility) meters.*
- *no experience available*
- *There is no data because Twinning Review Mission (TRM) has not occurred*
- *law on energy efficiency, energy labelling, energy consulting*
- *our twinning was related to the audit authority*
- *Le jumelage dont j'étais chargé ne traite pas des questions d'énergie. The twinning I was in charge does not deal with energy issues*

Question 13.3

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

Very scarce comments with little relevance of exchanges of expertise.

- *No*
- *Our project was not related to energy*
- *I know that there were exchange of technical questions between NEPCO (TSO of Jordan) and Red Electrica de España (TSO of Spain). Also they have coincided in international meetings and they have shared experiences. Also I know about good personal relationships between Jordanian and Spanish engineers of NEPCO and Red Electrica de España.*
- *N/A*
- *There is no data because Twinning Review Mission (TRM) has not occurred*

Final remark regarding sectoral questions: Very low percentage highly agreed or agreed that twinning contributed to the overall strengthening of these sectors. Answers were mainly neutral.

3. Questionnaire for EUDs _ EU Offices

A. Summary

I) Open questions

A majority of respondents (close to 75 %) believed that the interest in Twinning among beneficiary administrations has either increased or remained the same over the last 5 years while comments reveal that beneficiary administrations might see a benefit from long term partnerships with Member State administrations. In addition, a majority of respondents believed that the interest in Twinning among Member States has increased, whereas almost a third does not know. Several comments stated that there were less applications from MS, also, interest in Turkey in particular diminished, due to political reasons.

Comments specify different sectors, but several stand out, such as: agriculture, fisheries, environment, justice and home affairs, i.e. sectors where standards are formally defined. Also, respondents stated that the beneficiaries have to have enough administrative capacities in order to absorb Twinning.

A majority of respondents indicated that there is no system in place for deciding whether to use Twinning whereas almost a third did not know. Comments suggest that apart from tailor made mechanism in Jordan, other comments stated only regular consultations with relevant authorities in order to make decisions.

A majority of respondents did not provide any training or presentation for beneficiary administrations on the 2017 Twinning Manual. Comments suggest mainly joint presentations for the EUD, CFCU and beneficiaries as possible examples. Comments show that a lot of respondents still did not have any experience with the new TW manual.

A majority of respondents stated that TAIEX is never used to prepare a Twinning Project whereas almost a third of respondents did not know. A majority of respondents stated that TAIEX is occasionally used to follow-up on a Twinning Project whereas a quarter indicated that TAIEX is often used.

SIGMA is seen mainly complementary to the TW project.

A majority of respondents stated that Twinning has not been used to accompany budget support whereas almost a third indicate that Twinning has been used for this accompanying budget support.

A majority of respondents stated that Twinning often leads to longer-term co-operations between the partner administrations in field of the project, whereas almost a quarter indicated an occasional longer-term co-operation. Main factors explaining this are good working relationships and contacts remaining after the implementation of the project, both formal and informal, sometimes some experts are engaged through TAIEX as a follow up.

A majority of respondents stated that they have never launched a Twinning Review Mission (TRM). Comments reveal that, when launched, TRMs mainly launched a year after a project ended, in order to review the sustainability of the results, whether the recommendations were implemented and to see what the future needs for assistance in the given sector are. Reasons for not launching TRM were various - from lack of time, already launched ROM missions, to simply 'no particular reason'.

As main added value direct contacts between peer institutions working on similar reforms in real time, establishing long term cooperation were mentioned.

Main success factors for Twinning were good RTA and other experts, cooperation and commitment of the beneficiary country, clear objectives. MS had very similar responses to this question.

Main constraints that reduced the performance of Twinning projects were a lack of political support, insufficient capacities on the beneficiary side, over-ambitious TW fiche, administrative burdens and inflexibility.

Twinning projects might be improved with incentives to increase interest of MS administrations to apply to the calls, to strengthen the role of RTA, to avoid duplication and overlapping with other projects, with more flexibility of the instrument needed, and with a more user-friendly Twinning Manual.

2) Sectoral questions

In general, responses to the sectoral questions were scarcer, with limited or no comments and relatively lower rate of agreement in comparison to the other questions.

3) Projects related to revenue collection and administration

A majority of respondents stated that they do not know if Twinning has been used in the field of revenue collection and administration, whereas over a third answered positively. Comments were mainly positive.

A majority of respondents stated that they did not know if the external stakeholder's perceptions about the system of revenue administration and collection improved in recent years. Various examples of policies, laws, procedures and services have been provided.

4) Projects related to external audit

An equal number of respondents stated that Twinning has been used in the field of external audit whereas the same number of respondents did not know. Comments were mainly positive.

Half of the respondents did not know if the Twinning project played a role in improving the quality and follow/up of audit reports. An additional quarter of respondents confirmed while another quarter denied.

Almost 60 % of the respondents did not know if there is a functioning mechanism which enables the legislature to receive and consider reports. Comments are mildly positive. However, still a lot of work has to be done in this field.

Almost 45 % of the respondents did not know if reports are being published in practice. Almost 38 % confirmed while around 17 % denied. Comments reveal that reports are mainly available, but most of the time they are too technical and not user friendly for the wider public. Subsequent exchanges of expertise occurred in the field cooperation and communication.

5) *Projects related to the fight against corruption*

A bit more than a third of the respondents did not know if Twinning has been used in the field of the fight against corruption while a bit less than third equally confirmed or denied. Comments are scarce stating limited success.

An equal number of respondents confirmed or did not know if there is an effective policy, legislative and institutional framework to deter, detect and correct corruption. Comments reveal that where such a framework exists it is not fully implemented. However, there were very limited comments with little evidence and scarce examples.

6) *Projects related to legislative assemblies*

Over 50% of the respondents did not know if Twinning has been used to support legislative assemblies in the partner country while a bit less than a third answered negatively. Only two comments were provided in this context, stating that long term effects are yet to be seen. Parliament twinning projects have mainly focused on EU integration aspects and oversight.

Almost two-thirds of respondents did not know if the experience and expertise of EU member states was relevant and easily adaptable to the context of the partner country while a bit more than a quarter answered positively. One comment stated that newer EU MS are more relevant twinning partners due to the similar geopolitical and cultural background. As logical progression of the projects manuals and expert group were created in some cases.

More than two-thirds of the respondents did not know if NHRIs/ Ombudsmen provide effective recourse and redress to public complaint. Comments however tend to argue for a positive picture with limited success.

7) *Projects related to NHRIs/Ombudsmen*

Almost 45 % of the respondents did not know if Twinning has been used to support to NHRIs/ Ombudsmen in the partner country while more than a third of respondents answered negatively. One comment mentions a successful Twinning light to the Ombudsman Office.

Almost two-thirds of the respondents did not know if it easy to access NHRIs/ Ombudsmen in the partner country while 20 % answered negatively.

Several examples provided in the comments included adoption of laws, strengthening of capacities, establishment of new bodies, improving standards in this area, etc.

8) *Projects related to agriculture and fisheries and energy*

A majority of more than half of the respondents confirmed that Twinning has been used in the field of agriculture and fisheries while a bit less than 30% did not know. Several examples of Twinning outcomes provided in the comments included adoption of laws, strengthening of capacities, establishment of new bodies, improving standards in this area.

9) *Projects related to energy*

More than half of the respondents did not know if Twining has been used in the field of energy while a bit less than 30 % answered positively. Comments provided several examples of twinning projects in the area of capacity building of energy related authorities and institutions.

Only two comments stated the following examples regarding a logical progression from the projects: The Electricity Market Rules, the transmission and distribution network codes, different electricity tariff methodologies, licensing conditions etc.

B. Detailed replies

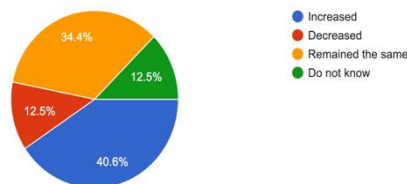
To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = Strongly agree, 4 = agree, 3 = Neither agree nor disagree, 2 = disagree, 1 = strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Open questions

Question 2.1

2.1. Have you noticed the interest in Twinning among the beneficiary administrations in your country incre...remain the same over the last 5 years?

32 responses



A majority of respondents (close to 75 %) believes that the interest in Twinning among beneficiary administrations has either increased or remained the same over the last 5 years while comments reveal that beneficiary administrations might see a benefit from long term partnerships with Member State administrations.

Explain what change (if any) you noticed in the interest in Twinning among the beneficiary administrations in your country.

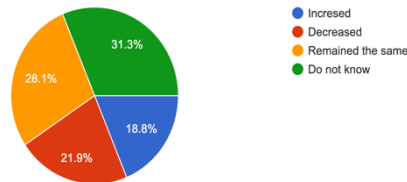
- The beneficiary administrations (statistics, customs and tax) have direct partner institutions in the MS. The increase in interest for the twinings in those area is because the BC institutions are now more used to have this kind of assistance, it is easier for the BS to work with MS experts as they work together, not that the experts for work for them. Even after the project, MS and BC expert often stay in contact and consult on some issues.
- More aware of the usefulness of this instrument
- The high staff turnover in Turkish administrations, and the downwards trend among Member States are the main reasons that the interest to Twinning does not increase.
- Twinning in Jordan is not very popular instrument in comparison to IPA countries or North Africa for obvious reasons. Extra efforts are need to promote the instrument beyond several institutions that already have direct experience with it.
- The institutions which benefitted from successful twinning projects are eager to repeat the experience. When it comes to difficult political reforms, institutional support form EU peers helps pushing the reforms through.
- The beneficiary administration sees benefit from long term partnership with administrations of Member States
- Better understanding of the Twinning instrument, good experience with the implementation of previous Tw projects; good cooperation with the Twinning Partners after the end of the project; sustainability of project results
- I have joined only 1 year ago, so cannot answer to this question. There is an interest for twinning project in the beneficiary administration.
- more twinings proposals are being submitted
- peer to peer implementation of assistance is only feasible in institutions with stronger institutional capacities and advanced in the reforms
- National Counterpart was frequently changed
- The interest for Turkey has diminished, I guess.
- Those institutions with positive experience are open to further Twinings, those with mediocre or bad experience refuse more Twinings. In principle, all express concerns regarding the high work load due to frequent expert missions.
- Commitments taken under Association Agreement and DCFTA
- The use of twinning instrument is impacted by two side, EUO and BC. In BC institutions we have always some institutions that ask for twinning, since they are very satisfied with MS assistance. Some other institutions that were using twinning, now decided that it is not good instrument for them. Maybe with the change of management in our office and their general knowledge/interest on twinning this was not the most preferable instrument to use.
- Twinings are understood more as a direct and quick help to the beneficiary institution. They see it as a rather immediate help comparing to framework contracts projects.

- Diversity of ministries interested
- Having been in this Delegation for two years I have not in my sectors perceived any variation. There has been a constant relatively high interest in this tool.
- l'intérêt a augmenté compte tenu du dynamisme des administrations par rapport aux objectifs stratégiques visant la diversification économique et l'amélioration de l'environnement des affaires.

Question 2.2

2.2. Have you noticed the interest in Twinning among Member States in call for proposals increase, decrease or remain the same over the last 5 years?

32 responses



A majority of respondents believed that the interest in Twinning among Member States has increased, whereas almost a third does not know. Several comments stated that there were less applications from MS, also, interest in Turkey in particular diminished, due to political reasons.

Explain what change (if any) you noticed in interest in Twinning among Member States in call for proposals.

- what we often hear from the MS when not applying to the call is that they are very busy in their home administration and they do not have time and resources for international projects.
- N/A
- Less proposals, usually one or two
- Some of the old Member States do no more provide proposals to Turkey Twinning. The reasons are more political than technical. However, also the administrative problems in Member States, experts unavailability and budgetary issues are among other reasons.
- The interest differs from one MS to another. In Moldova, Baltic countries have been expanding their participation in twinning projects because of the similarities of the administrative culture, common recent history and the language facility.
- No change
- I have joined only 1 year ago, so cannot answer to this question properly. In the past year, we have had high interest for one twinning project on prison/probation. We received less offers on the twinning light project.
- no change
- less applications
- For some calls only 1 EU MS applied.
- Less interested compared to previous years shown by the EU MS toward twinning Calls launched in Georgia; the reasons not clear
- The interest from neighbouring countries have increased.
- in my view the interest remains relatively high
- Le cas réel de notre projet sur l'innovation, plusieurs pays ont manifesté leur intérêt (Allemagne, France, Espagne, Finlande).
- We had more answers to our calls for proposals this year (2018). A possible explanation is the fact the Tunisia seems more secure in 2018 than in 2015 (we had a series of terrorists attacks in 2015).

Question 2.3

In your opinion, which sectors are the most suited for a Twinning intervention?

Comments specify different sectors, but several stand out, such as: agriculture, fisheries, environment, justice and home affairs, i.e. sectors where standards are formally defined. Also, respondents stated that the beneficiaries have to have enough administrative capacities in order to absorb Twinning.

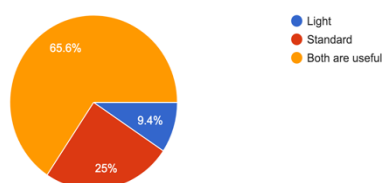
- Customs, taxation and statistics.
- Agriculture
- Agriculture, Civil Aviation or any other highly technical administration
- Agriculture, environment, justice and home affairs
- Public organisations with specific areas of expertise such as standardisation bodies or FDAs
- Home Affairs, Fundamental Rights, Judiciary, Agriculture, Environment, Employment
- Sector where standards are formally defined as this facilitates the identification of the support needed. In sectors where standards do not exist (or exist only at national but not international level), the type and the shape of support is more difficult to define.
- It very much depends on the country and the particular context of each sector. In general twinning projects give good results when the beneficiary is a solid institution able to steer the process.
- Sectors covered by the acquis are the most suited for twinning intervention e.g. food safety, Agri etc.
- ENV, AGR; Statistics; Customs; JHA; FI;

- to support a specific institution in various aspects
- justice
- all sectors, where capacity building is needed
- it is more linked with the institutional capacities rather than the sector itself
- Wherever there is a proper plan to implement reform by the host administration, and therefore also buy-in and receiving capacity
- Sectors having admin able to benefit and to absorb
- Justice, agriculture, fisheries, internal market
- I wouldn't see a limitation by sectors.
- Any sector which is not too narrow and is in line priorities of EU-Georgia cooperation agenda
- Rule of Law, Public Finance, Agriculture,
- No particular sector
- transport, SPS
- Any sector that need technical inputs at institutional levels
- PAR/PFM, Legal Approximation
- Good governance, Free access to information, Humana nd minority rights, Environment and protection of habitats
- Environment, Statistics, Transport, Energy, Health, Justice
- Education, labour and social protection, environment and agriculture
- it will depend on the country
- Tous les secteurs
- The ones where reforms leads to visible/concrete improvements for citizens on which we can communicate on the added-value of the Twinning instrument. "Invisible Twinning" or "Twinning in the shadow" could be replaced by more traditional TA projects.
- Governance, public administration reform, legal approximation to the EU acquis. Sectors which are either "civil service oriented" or where there is an interest to peg to European regulations.
- Energy, Transport, water, trade

Question 2.4

2.4 Which type of Twinning (standard/light) do you find more useful?

32 responses



A majority of respondents believed that both types of Twinning are useful, whereas a quarter believed that standard Twinning is more useful. Comments reveal that Twinning light is more flexible and practical for shorter interventions, while standard Twinning provides more time for establishing proper communication and cooperation and presence of RTA (similar reasoning like MS respondents).

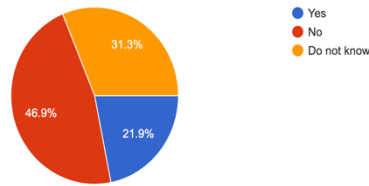
If you have a preference (standard/light) please give a brief explanation.

- 12 months will not be enough time to notice the usefulness of this instrument. Things go very slow in Lebanon
- N/A
- The size of the Kosovo administration cannot support implementation of large twinning projects
- Both, if well planned/designed could be very useful. TWL could be useful for limited interventions, but very much appreciated by BC Administration
- The presence of a RTA is very important to accompany the beneficiary institution on a daily basis.
- I never did twinning light
- it is more flexible approach as it capitalises and continues the established professional liaison between Cc and MS institutions
- TW Light Is more practical than normal twinning
- Standard Twinning are better fitting the needs of country public institutions
- fine tuning and adaptation as well as mobilisation of human resource in the beneficiary's administration often result in slow beginnings while as time goes by the partnership improves, motivation increases and good results are finally obtained
- une préférence pour des jumelages pas trop longs , de 6 à 12 mois.
- it is comparatively too costly to prepare twinning light, and the absence of a RTA weakens the interest of this methodology. For the same amount, a framework contract is easier and faster to prepare.

Question 2.5

2.5. In your country, do you have a system (e.g. criteria, checklist, grid, etc.) for deciding whether to use Twinning (i...nism to achieve sectorial objectives)?

32 responses



A majority of respondents indicated that there is no system in place for deciding whether to use Twinning whereas almost a third did not know. Comments suggest that apart from tailor made mechanism in Jordan, other comments stated only regular consultations with relevant authorities in order to make decisions.

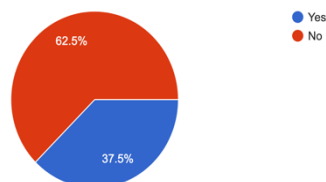
If yes, please describe the system briefly.

- In Serbia the lead position in programming exercise has Ministry for European Integration and they decide whether the twinning is the most appropriate tool
- Our SIPP programme is aimed at identifying and financing Twinning in Jordan based on a discussion with the Ministry of Planning and the identification of needs.
- During programming the project ideas are checked by the EU Delegation considering their relevance to Acquis alignment and other criterion
- A tailor-made mechanism established with PAO in Jordan. It measures the institutional preparedness and assess the quality of the proposal.
- Extensive consultations with EUD/ BC authorities / and also int. donors are regularly organised during the programming exercise of IPA funds ; Sector Working Groups (SWG) also are discussing the priorities in the sector/type of assistance/ projects/contract etc.
- na
- During the identification phase Twinning may be proposed as one option, which is further analysed during the formulation phase. There are no checklists or grids as such.
- Selection of Twinning/TA projects for possible assistance is made jointly with the Ministry of Foreign Affairs in which the PAO is located; the longlist of concepts submitted on regular basis by the beneficiaries to the PAO/MFA are assessed by the EUD and PAO ; the shortlisted concepts are invited to make presentations for fine decision-making
- Such a mechanism exists in UA but not in MA at least to my knowledge
- There is a "homemade" checklist to screen the requests for institutional support, and decide whether we should go for technical assistance or for twinning. Points to check are (among others) : existence of "twinmable" institutions on the EUMS side, level of emergency in view of the Tunisian transition, is the body asking for support a "regulatory body" (preferred) or an "implementing body" (less interesting, needs a case by case approach). We also check against our programming documents (single support framework EU-Tunisia 2017-2020).

Question 2.6

2.6. Have you provided any training, or organised presentations, for your beneficiary administrations on the 2017 Twinning Manual?

32 responses



A majority of respondents did not provide any training or presentation for beneficiary administrations on the 2017 Twinning Manual. Comments suggest mainly joint presentations for the EUD, CFCU and beneficiaries as possible examples.

If yes, please provide examples.

- On 22nd November 2017 the presentation had been organized for the Beneficiary administration and colleagues from the Delegation regarding New Twinning Manual that entered into force on July 2017. Colleagues from C.3- Institution Building, TAIEX and Twinning Unit from Brussels - Claus Lech (Team Leader at that moment), Stefania Lopedote and Sanja Milinovic had presentations with focus

- on the reform of the instrument, analyse good practice examples and related challenges and how to boost partnership and cooperation between the public institutions in the Member States, Beneficiary Country and the European Commission.
- Jointly with the TW team in HQ a V/C was organised for the beneficiaries, EU Delegation and CFCU on the novelties of the new 2017 TW manual.
- following the release of the new TW manual and the number of the circulated TW/TWL projects, several preparatory meetings/info sessions about the new Twinning manual and applicable procedures were organised by Twinning Coordinator with CFCU and BC institutions that have twinning projects in pipeline
- EUD Twinning coordinator and DG NEAR staff have provided one day training on the novelties to EUD staff, CFCU staff and SPO's (indirect management)
- Organised by HQ
- Session was organised for all twinning project counterparts
- Not that I am aware of.
- EU TA on regular basis conducting individual and group trainings to the Georgian beneficiaries; in mid-September 2017 a presentation to the Geo beneficiaries, EUD and EU Member States representatives in Georgia was conducted by Twinning Unit country desk
- 2-hour training by HQ, 2 hour training by the twinning coordinator of EUD
- Not yet, but under discussion
- presentations on visibility requirements and best practices, briefings on new TW manual
- I do not the details
- We had a mission from HQ in June, to introduce the new twinning manual to the EUD team, to the Program Administration Office staff (PAO - UGP3A) and also to EUMS representatives.

Question 2.7

What is your experience with the beneficiary administrations in moving to the new Twinning Manual including: a) using the 2017 Twinning fiche template

Comments show that a lot of respondents still did not have any experience with the new TW manual.

- I have experience from working on 2017 template. This is yet to come for the next projects we are having (IPA 2017).
- none at present
- No experience to share as Lebanon has not use this instrument since more than 10 years
- No problems encountered
- N/A
- The new fiche template is more user friendly and concrete
- This is the first year with the new manual and we do not have a lot of experience yet.
- Haven't had yet experience with the new Manual
- i did not have 2017 twinning
- TWF template is used when drafting projects; however most of the BC administration /institution still rely a lot on the support of EUD in this process.
- The beneficiary administration has been accompanied by the EU Delegation twinning coordinator in every aspect of the process.
- difficult to say
- I have used only old manual. my contract was completed in 2015
- no issues in using the template
- No experience with 2017 Twinning Manual
- No major changes
- I don't have any experience as such.
- No experience yet.
- It requires time to adapt to it, especially to the logframe
- We still do not have any twinning that is published under new 2017 Manual, therefore we lack the information.
- No problem found
- good experience (simplified format, no detailed activities and budget)
- No problem
- questionable
- They are a bit confused with the new manual as it was expected to be more detailed and clear, giving answers to some of the questions from the previous manual. The use of template is quite straightforward.
- No significant experience yet since the first twinning fiche using the new template is just now in the drafting stage.
- none specifically
- NA
- oui
- no experience yet
- The local PAO managed to deal with the new template. All the 5 new twinning contracts signed during the 2nd half of 2018 are following the template. But we don't really know how to prepare the working plans, examples are welcomed.
- So far there is no problem

b) results orientation, rather than focus on activities

Unfortunately nothing can be derived from the comments.

- N/A
- na
- n/a
- none
- the same as above
- In the beginning the new approach was confusing but now it is positive
- No information yet on this.
- result orientation
- YES, well defined TWF with clear results/indicators is very important for receiving good proposals and for full understanding of the needs of the beneficiary institution by all parties
- It took some explanation to explain this change.
- difficult to say
- difficulties to explain the activities to reach the results
- No experience with 2017 Twinning Manual
- would be better
- I don't have any experience as such.
- No experience yet.
- selection for of "smart" indicators" for legal approximation is not easy
- No problem found
- more streamlined
- Positive
- positive
- They do not have any issues with this aspect.
- Twinning experts have difficulty grasping that difference. They did tend to assimilate outputs to results so they don't always perceive the difference in the new focus.
- on commenting quarterly reports and during steering committee meetings
- NA
- un peu
- welcomed, of course
- Very relevant move, previously EUMS had the tendency to replicate the twinning fiches in their offers. Describing activities was definitely too stringent.
- Yes

c) the mainstreaming of public administration principles

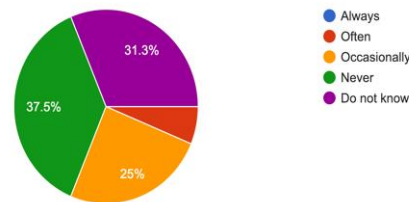
Unfortunately nothing can be derived from the comments.

- N/A
- na
- n/a
- none
- This has been underlined in all occasions: Institution Building Days, Training sessions regarding the new TwM in the EUD, etc.
- No negative feedback from beneficiaries.
- No information yet on this.
- i do not understand this question
- YES, very important TW Fiche to be fully in line with the entire PAR efforts made in the country, according to the strategic documents
- It was discussed with the Delegation and understood without any problem.
- difficult to say
- no issues
- No experience with 2017 Twinning Manual
- it was a twinning with the prison system
- I don't have any experience as such.
- No experience yet.
- This was the easiest part for adaptation
- No problem found
- not clearly defined as there is often a lack of experience in linking TWG with country PAR reform process
- Not yet fully digested
- neutral
- Find it relevant but sometimes hard to address
- No comment
- none specifically
- NA
- un peu
- no opinion yet
- Here in Tunisia, a perfect twinning project needs to mix PAR together with catching up on the *acquis communautaire* or at least legal approximation. Because twinning are good opportunities to reshuffle ministries and public administrations which are sometimes working with very obsolete systems and internal processes. For "pride" reasons, it is also easier to have colleagues from more or less equivalent administrations helping rather than technical experts. But mainstreaming PAR is at the same time a bit strange, since twinning operations are PAR operations by nature.
- Yes

Question 2.8

2.8. How often is TAIEX used to:
a) prepare a Twinning project?

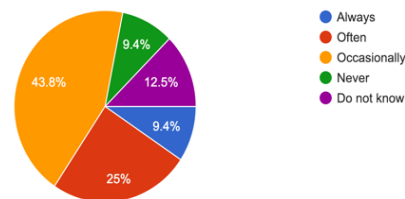
32 responses



A majority of respondents stated that TAIEX is never used to prepare a Twinning Project whereas almost a third of respondents did not know.

b) follow-up on a Twinning project?

32 responses



A majority of respondents stated that TAIEX is occasionally used to follow-up on a Twinning Project whereas a quarter indicated that TAIEX is often used.

How do you see the role of SIGMA in relation to Twinning projects?

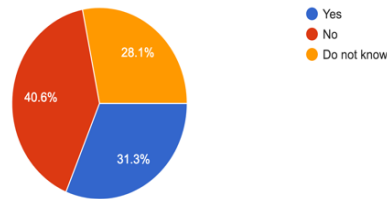
Mainly complementary to the TW project.

- No role
- Mainly in Public Administration
- Not directly / clearly
- Role of SIGMA is complimentary to twinning projects.
- SIGMA's support has been complementary to other type of support.
- SIGMA missions/reports/analysis could be a good basis before the relevant Twinning project is being designed/planned
- difficult to say
- no experience with Sigma
- no previous experience
- No experience
- I don't have any idea.
- This question is not clear. In view of mainstreaming PAR? In view of coordinating efforts/ support? The role is rather different and defined through the work plan (SIGMA) versus mandatory results (Twinning).
- complementary to Twinning operations; in some cases SIGMA was involved in quality check of draft fiches
- No idea
- no role except for PAR/PFM overarching principles
- Complementary
- SIGMA actions are usually complemented by the twinning projects, the communication and collaboration is present between STEs and SIGMA experts.
- No use of SIGMA in Israel
- good complementing and assessment tool
- sometimes has been complementary
- support to identification

Question 2.10

2.10. Has Twinning ever been used to accompany Budget Support?

32 responses



A majority of respondents stated that Twinning has not been used to accompany budget support whereas almost a third indicate that Twinning has been used for this accompanying budget support.

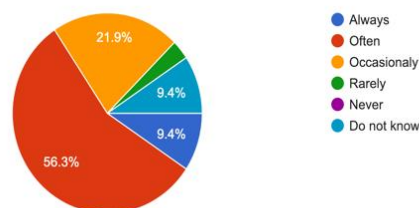
If yes, please provide information on the rationale behind this decision and provide an example.

- N/A - Lebanon is not eligible for budget support
- IBM
- N/A
- The decision was taken before my arrival to the Delegation. a twinning project with the Moldovan Court of Accounts accompanied the implementation of PFM budget support programme in 2015-2017
- North Macedonia doesn't use Budget support
- no budget support so far
- I would see this problematic as a potential double funding: Twinning helps the administration to achieve variable tranche indicators; budget support pays for the achievement of these variable tranche indicators.
- Budget support programmes are comprehensive in Georgia and apply all relevant modalities in complementary measure: services; Twinning, Calls for SCOs, etc.
- The BC for the TA under the Budget support is the National Audit Office, and they want to continue with twinning assistance, as they are among the institutions that make the best use of twinning instrument. Their request is very clear, they know what they want to achieve with very clear results and they are used to work in a way twinning experts do.
- one is planned in the area of PAR; but not yet implemented
- Yes, in DEL Armenia. to provide complementary institution building
- In Morocco, many Twinning are funded from the envelope RSA ("Réussir le Statut Avancé") - in essence a mix of Budget Support and TA/Twinning, designed to support the achievement of the BS conditions
- We have a budget support programme "modernisation de l'administration publique tunisienne" comprising supports measures under the form of twinning project. One is about to start, within the "ministère de la Fonction publique". The title of the twinning is "soutien à la mise en oeuvre de la stratégie de modernisation de la fonction publique tunisienne". We believe this kind of extremely sensitive issue is better addressed through a twinning than a TA.

Question 2.11

2.11. According to your knowledge, how often does Twinning lead to longer-term cooperation between the par...istrations in the field of the project?

32 responses



A majority of respondents stated that Twinning often leads to longer-term co-operations between the partner administrations in field of the project, whereas almost a quarter indicated an occasional longer-term co-operation. Main factors explaining this are good working relationships and contacts remain after the implementation of the project, both formal and informal, sometimes same experts are engaged through TAIEX as a follow up.

Please comment. What are the main factors explaining this?

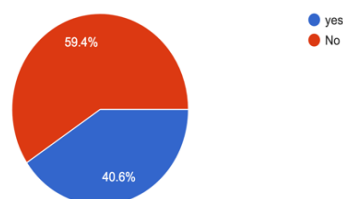
- The BC and MS experts often establish very good working relationship (sometimes friendship as well) and feel free to consult on certain issues even after completion of the project.
- No answer

- They continue to be in close contact with the MS Administration, feel free to ask for the opinion, advice and engage those experts in the future through TAIEX
- It depends on the positive/negative relations during TW implementation.
- Difficult to establish the exact reasons for that.
- The successful implementation of the project, similarities in the reform process, language facility
- After the end of the projects the cooperation between the partner institutions and experts has continued through TAIEX and/or other assistance; Cooperation on different projects/networking (formal and informal)
- the twinning is a high ownership project, the local beneficiaries are deeply involved at all stages of it, and unless there some problem with the implementation, they stay committed to change brought by the twinning, and to the partners they found in the twinning
- The twinning increase the capacities of the agencies/institutions receiving it. it helps to establish good governance in them
- interests of both sides
- During the project implementation period, a strong link is established between the member state institution acting as TW partner and the Turkish beneficiary institution.
- Established working relationships; contact points; at formal and informal level.
- Good understanding of Twinning advantages
- It is the quality of the STEs provided in the team, and also knowledgeable and flexible RTA, able to coordinate well between EUO and Beneficiary.
- Twinning introduces the culture of the Member State. It is easier, after this, to remain in that frame rather changing to another culture.
- The engagement at senior level by the MS administration is not very strong
- In the recent past, there has been number of twinning projects to be delivered by the neighbouring member state, and it has great impact on the beneficiary administration. On separate occasion same institutions are used as to provide additional expertise, participate at the regional conferences and in overall to continue helping the beneficiary administration.
- good partnership, mutual trust, beneficiary appreciation of MS's administration
- it is a really "opartenariat"
- Direct human contact between peers faced with the same responsibilities and challenges; more "trust" than with traditional TA project - in short, the knowledge shared is more valued because it was acquired through real work and not "from books" or on the internet
- We may have a lack of information on this. twinning are projects with their internal logic, when the job is done, it is supposed to be finished. So there is no real purpose for both sides to go on, once there is no funding left. This being said, we learn, from time to time, that on some projects experts do keep on seeing each other's.

Question 2.12

2.12. Have you ever launched a Twinning Review Mission?

32 responses



A majority of respondents stated that they have never launched a Twinning Review Mission. Comments reveal that TRMs mainly launched a year after project ended, in order to review the sustainability of the results, whether the recommendations were implemented and to see what the future needs for assistance in the given sector are. Reasons for not launching it were various - from lack of time, already launched ROM missions, to simply 'no particular reason'.

If you did not launch a Twinning Review Mission, can you briefly explain why? If you did, can you explain why and when?

- In my sectors (customs, tax and statistics) there is always a follow up twinning assistance and time gap between the projects is often very short and that's why we thought that review mission may not be necessary.
- It is a centralised exercise
- As mentioned, Lebanon did not use the Twinning instrument since more than 10 years
- - Enforcement of Intellectual Property Rights, SR 11 IB OT 02 - Preparation of Serbian Labour market institutions for European Employment Strategy, SR 11 IB SO 01 - Building Capacity in the areas of Food Safety and Animal Welfare, SR 11 IB AG 01 the Missions had been organized in 2015. The review missions were organized to assess what positive impact the Twinning project had on improving compliance of the Beneficiary country with the Union Acquis. Which chapters, list legislations to which the project contributed. Were the legislative documents or directives drafted with the support of the project finally adopted or are they likely to be adopted in the coming future.
- My Twinning is coming to an end in June 2019
- Turkey was the pilot for TRM. We conducted around 5 missions since 2013.
- Twinning review missions are not use but project final evaluations and ROM missions are widely used.

- n/A
- no particular reason
- *In the capacity of Twinning/TAIERX coordinator I always lunch the TRM after the end (mostly one year latter). The preparation of the TRM is the responsibility of the BC institution. EUD (PM in charge, Head of unit, Tw Coordinator) is involved in briefing//debriefing. TRM reports are very useful source of information for assessing the sustainability of the projects but also gives an overview to the future needs of the/assistance of the beneficiary institution.*
- *It was done to see the progress made after the twinning ended; it is very useful tool to push the authorities to ensure sustainability of the twinning and ensure that the recommendations made are implemented. Usually the TRM takes place one year after the end of the implementation.*
- difficult to say
- requested by the Twinning coordinator
- launched
- Political and implementation specificities
- There were specific problems with the prison directorate directors
- I didn't launch a TW Review Mission due to my position.
- *It was foreseen by my predecessor. Due to several reasons the TRM was only conducted 2 years and 4 months after the end of the Twinning. This timing turned out to be very good as the sustainability could be properly assessed. It is worth noting that several recommendations from the Twinning were only fully operational/ materialised about 1.5 - 2 years after the end of the Twinning; which is not too surprising when talking about operational and deep institutional change.*
- I did to all projects in my portfolio
- We have launched once TRM, it was for Statistics, and Denmark was interested to understand better the actual situation in Kosovo Agency of Statistics. It was in 2013. That was the only TRM launched.
- Some twinings were satisfactory; others had gone through ROM missions.
- n/a
- I used ROM to monitor twinings
- I am not aware of it
- I am Twinning coordinator for a DEU for 3 months
- Lack of time
- HQ is about to launch a TW review
- to better wkon the impact et results of a particular twinning action
- cela n'a pas été prévu
- Was not relevant in my previous functions in UA but will certainly be now in MA!
- No time to focus on the methodology and what it would bring.
- No I did not

Question 2.13

In your opinion, what is the main added value for both the partner country administration and the EU MSs of Twinning as compared to other forms of external assistance?

Direct contacts between peer institutions working on similar reforms in real time, establishing long term cooperation.

- *Similarity of work done by BC and MS administrations.*
- *witness of good practises*
- *public to public support without the assistance of private consultancy firms which mainly take account of their financial benefit rather than results*
- *Long term cooperation*
- *Direct capacity building*
- *Since both parties are working together, the impact of Twinning is higher on both administrations than the one party does all.*
- *Creating of a network and possible long-term relationships between both administrations.*
- *Direct links between peer institutions working on similar reforms in real time. Consultants often do not have or have outdated experience from public sector*
- *experience in the daily implementation of the acquis*
- *Twinning projects directly links "sister administrations", with similar system, procedures/culture. It enables direct contact with the colleagues form the same filed, opens possibility for future networking/ cooperation. It is a platform for establishing long-term cooperation in comparisons to the TA/private sector input/consultants. Private-sector expertise is more suitable for limited /specific intervention for something which is not usual a competence of the PA. Twinning is joint projects with joint responsibilities and thus provide long-term sustainability of the projects results/outputs;*
- *It is direct support from EU MS to help the beneficiary institution to reform to the EU standards; it includes peers in the same field, so the trust building is easier than with other forms of external assistance.*
- *the twinning is a high ownership project, the local beneficiaries are deeply involved at all stages of it, and unless there some problem with the implementation, they stay committed to change brought by the twinning, and to the partners they found in the twinning*
- *it is more practical and more sustainable assistance*
- *peer to peer between administration*
- *Dialogue and contacts*
- *Peer to peer*
- *Since there is direct contact between the TW partners, it helps develop better understanding and cooperation between the MS and Turkey.*
- *Experts from within the public administration talk to and visit their peers. They talk "the same language" rather than brining in external private consultants.*
- *This is the main idea of Twinning to assist beneficiary and EU MS to establish the long-term cooperation between the institutions*

- 1. It is cheaper that the contracts given to profit making organisations; 2. The assistance peer to peer from the same institutions is much more valuable that the other assistance; 3. The connections (professionals and friendly) that BC will have after finalisation of the twinning project.
- It brings together people of the same institutional background (civil servants), facing similar challenges in their daily professional life, sharing respect for their own and respective institutions.
- peer to peer experience
- cooperation among peers
- more ownership and responsibility of the beneficiary country
- Immediate help, concrete actions, simple templates to be filled in, better understanding of twinning mechanism.
- The direct tailored exchange of expertise is beneficial to both parties.
- mutual commitment to agreed results, emphasis on EU standards, extending bilateral cooperation beyond project terms
- It is a deep technical and political cooperation very strategic and very adapted to public administration to cooperate together in different fields
- échange d'expérience et prise de connaissance des bonnes pratiques
- Pretty much as in 2.10bis: getting real experience from real practitioners
- Experts do see each other on a equal footstep. It is much easier thus to address sensitive issues. Both sides are aware of the specificities of their missions, and side is proud to work with the other. There is a mutual reinforcement.
- The implementation of twinning is easier than other tools. Once the contract is sign, there is no complication

Question 2.14

In your opinion, which are the three main factors for a successful Twinning project?

Good RTA and other experts, cooperation and commitment of the beneficiary country, clear objectives. MS had very similar responses to this question.

- good definition of the benchmarks, knowledgeable experts and political support on BC side.
- good RTA, well identified scope of works, good experts
- 1) Eligibility of the public administration to a twinning (i.e. presence of homologous entity to which the support is given 2) commitment of the beneficiary country to perform as needed for a successful twinning 3) accountability of the member state vis a vis the beneficiary country and the results achieved from the twinning
- Well prepared TwF, good cooperation between Beneficiary Administration and MS Administration, administrative capacity and commitment on Beneficiary side
- Experienced RTA, clear objectives, regular assessment of outputs
- 1) readiness of the beneficiary to absorb the assistance, 2) openness and approach of the RTA on respecting local administrative culture, 3) the quality of the workplan and the available resources of all parties(delivery and recipient)
- Commitment of both administration, clearly defined objectives and expected deliverables and the ability of the team to overcome cultural differences and find a functioning relationship
- Strong beneficiary institution able to steer the process, deep knowledge of the sector by the EUD project manager ensuring the required quality of the twinning fiche and inclusiveness of the design of the project (ownership by the beneficiary institution), commitment and flexibility of the MSs team.
- cooperation, beneficiary commitment and MS RTA
- 1. Well drafted Twinning fiche with clear/precise results/indicators is a good basis for receiving good proposals and for successful project 2. Good understanding of the responsibilities of every part/ good communication between the parties from the beginning/ establishing formal and informal networks with other relevant projects/EUD/CA 3. High level support from both sides during the whole period of implementation 4. Ownership of the project
- Commitment from both twinning partners, sufficient time to dedicate to the project from both sides and flexibility/openness from the MS to propose various models to the beneficiary institutions that can be adapted to the particular situation of the beneficiary country.
- good action description, good RTA, good implementing partner
- good preparation; commitment from both parties and good monitoring
- Existing capacity to absorb the twinning expertise; appropriate and realistic twinning results are defined; good RTA and advance preparation of the twinning experts for their in-country missions (consideration of home days...)
- Dialogue and contacts
- good preparation, good cooperation btw the 2 administrations, result oriented
- Good communication, good intention, sustainability (dedication of the project staff and low circulation of staff from the beginning until the end of project)
- (a) Dedicated team on the beneficiary side; (b) limited staff turnover on the beneficiary side; (c) understanding by EU MS of local context - there might be cultural, social, economic differences which must be taken into account in the interactions with each other.
- See answers provided to other questions
- 1. Well advanced BC institution, with a clear vision of their targets to be achieved; 2. Key persons from BC and MS to be able to understand the objective and to be able to have a good communication, 3. RTA to be a good manager with good communication skills and to understanding of the subject
- 1) A well-established and complete team of civil servants in the receiving institution, with a dedicated and committed focal point, 2) Demand-driven project / ownership, 3) Committed RTA and programme manager from the Member State side.
- beneficiary ownership and commitment, clear objectives and relevant EUMS expertise
- leadership; political support; good identification phase
- sufficient allocation of resources by the beneficiary, mutual trust
- Understanding, clear result oriented project, successful and good selection of MS country which is to provide an expertise.
- 1/ Capacity of BC administration to mobilise all relevant stakeholders; 2/ a creative RTA; 3/ a MS administration ready to seek European expertise from other MS.
- beneficiary's commitment i.e. in terms of HR (availability and stability), physical proximity (i.e. MS premises) and continuous dialogue, sound leadership

- In the case of Algeria, i) knowing the context, ii) having the political support/engagement, selecting very well the entry point. The fact that Algeria, P3A is working in a decentralised way so far, helps to have these successful ingredients. With the current modification to centralize management I am not sure that it will work so smooth.
- la programmation bien étudiée; la compétence des Conseillers de Jumelage et les bonnes capacités d'absorption du pays bénéficiaire
- 1. Firm conviction in the BC that reforms can take place/that what works in the EU can be transposed, 2. Flexibility: not all the EU acquis can be copy-pasted in countries with different legal systems, traditions and context; flexibility as well during the implementation phase, 3. Visibility/communication: the Twinning should lead to clear improvements on which we should be able to communicate more clearly.
- 1st factor: the relevance of the project and its design. A good clue : if the title of the action is too long, or if you have difficulties explaining it to a third party, then the design is probably wrong ; 2nd factor : the buy-in from both sides - there must be a strong commitments for success, with a core team believing in the action (both team leaders, the RTA and its counterpart) ; 3rd factor (derivate from points 1 and 2) : the institutional setup : at the macro level, there is no need to support an institution if its mandate is not clarified. Sometimes there is competition between structures. At the micro level, the RTA should be close to decision makers, and the project should address capacity building of the whole structures. There is no need to reinforce department x or z of a ministry if the ministry remains the same. It will just create frustration. A twinning must be like a booster for the whole structure, not for one of its parts.
- Do not know

Question 2.15

In your opinion, which are the three main constraints that reduce the performance of Twinning projects?

Lack of political support, insufficient capacities on the beneficiary side, over-ambitious TW fiche, administrative burden and inflexibility.

- the opposite of the above
- lack of political support on BC side, insufficient expertise and lack of project management skills on both sides.
- lack of staff available from beneficiary, scope too wide, not good cooperation
- Lack of capacity on Beneficiary side, lack of understanding and cooperation between Twinning partners,
- Lack of defined objectives for long-term added value of the Twinning
- 1) RTA management, 2) workplan not considering the MS (resources) and BC (needs) , political environment thus high staff turnover on both sides.
- The opposite of the above - Not clear idea of what the twinning can provide, cultural differences at personal level (RTA - Host institutions) and weak commitment on both sides
- Weak beneficiary institution, poor design of the twinning fiche, lack of commitment of MSs Team, the working style of the MSs "work together toward solutions feasible in the country's context instead of imposing your own model".
- absorption capacities
- 1. Lack of communication between the partners 2. Lack of commitment from both sides (availability of the experts from both sides etc.) 3. Very ambitious TW Fiches with a lot of activities 4. RTA doesn't come from the MS administration submitting the proposal i.e. there is no direct link, but from another MB 5. Changes of the key experts (RTA/PL STEs) during the project implementation
- The twinning projects are highly administrative and should be more flexible during the implementation. The experts proposed by the MS are not always the best which can lead to inadequate advice to the beneficiary institution.
- difficult to say
- lack of political will; lack of right expertise coming from MS; bad preparation
- opposite of the above listed
- political buy-in of host administration, receiving capacity of host administration, relevance of project activities
- frequent changes of counterpart, training of staff that will not stay, lack of genuine professionalism
- Prejudice about Turkey, High circulation of staff, lack of dedication to the project
- see 2.14: lack of dedicated team; constant change of staff; clash of cultures
- Readiness and commitment to work jointly on mandatory results achievement; turn over in the beneficiary institutions administrations
- That would be the opposite of what I've indicated under 2.14
- 1) The length of the procedure and of the mobilization of the experts, 2) The squeezing of the civil service inside the Member States, which reduces the availability of experts for twinings.
- staff turnover in beneficiary administrations, unclear objectives, no interest by the beneficiary
- as above 2.14
- weak understanding of logic of twinning, insufficient allocation of time and other resources by the beneficiary
- Low quality of STEs, bad selection of MS institution, different desire for beneficiary institution and MS.
- Lack of time to digest and integrate information in between expert's missions.
- i) lack of political engagement, ii) not selecting well the entry points iii) be more theoretical than practical in the way we formulate the results
- la coordination; la qualité des experts; la langue
- 1. Twinning projects allow often preparing legal acts that can then be not adopted in national Parliaments or get very substantially modified, 2. RTA personality can be sometimes questioned to "motivate" beneficiaries: RTA pedagogical skills should be better checked.
- My answer will be a bit the reverse of previous point. But definitely, if a) there is no real buy-in from the beneficiary country side, b) the beneficiary institutions operate in a field where its perimeter and mandate are not clarified and c) the RTA and direct counterparts deal with the project in a bureaucratic manner, without really believing in it, then it's difficult to predict success. Extra suggestion: the focus should be put on law-making structures, not on public implementing bodies. Otherwise you may have "interesting" and localized progress, but that's all. In the past, we had a support to the "Institut national de la météorologie", I still question the relevance and the twinnability of this operation.
- Do not know

Question 2.16

What suggestions would you make to improve Twinning projects in the future?

Increase interest of MS administrations to apply to the calls, strengthen the role of RTA, avoid duplication and overlapping with other projects, more flexibility of the instrument needed, and manual should be more user-friendly. Overall, each respondent gave a bit different suggestion, so it was really challenging to summarize them and draw a conclusion.

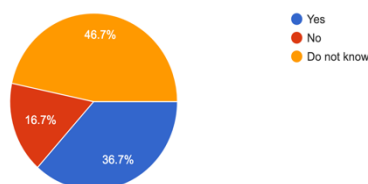
- 1. RTA role should be strengthened- technical involvement of the RTA in implementation of activities (not to have only coordination role); 2. MS administration should have good understanding of the Twinning Fiche/needs/culture/political context of the BC institution/country (prior information before the selection meeting/implementation/arrival of the RTA) 3. After finishing the Twinning project it would be a good idea to have some follow-up meetings with the BC beneficiary authorities (BAs) and European Union representatives regarding what has been established after the project, have the project suggestions, guidelines, trainings etc. been used etc. This would put some pressure on the BA stakeholders to continue the work instead of just "forgetting" it for one or another reason and provide sustainability. • The co-operation between different projects is always very important in order to avoid "double-working" on same topics and also to benefit from lessons learned. It is also important for any new twinning project (or any other new project) to familiarize with previous projects achievements.
- It should be a more flexible instrument to adapt the implementation in view of needs, instead of staying too close to the twinning fiche and twinning proposal (without any review possible).
- no
- better preparation and awareness to the Beneficiary
- include costs for workshop as eligible under the twinning budget; ex-post performance measurement framework for assessing the individual achievements of the twinning expert
- Better match with local plans and better prep-work to ensure political buy-in. Improved coordination with donor community
- To have indicators and targets
- The budget provisions in the new manual make a Twinning rather expensive vis a vis other options of support and thus making it potentially less attractive from a cost-benefit point of view.
- Make Manual more user friendly
- I would like to see that BC is having a critical opinion on what twinning is producing during the implementation of the project, not after. This is a very often scenario here. From MS i would expect more patience and more engagement in understanding the situation on the ground, and of course more communication, this is the key to success.
- No particular suggestions.
- better identification phase and enhanced involvement of senior management of MS administrations
- Further improvement of twinning manual, network of RTAs in country, base for knowledge sharing
- experts from at least 3 MS should take part to Twinning activities
- ensure technical skills of MS resources match needs, greater commitment of BC administration
- In the case of Algeria, continue working in a decentralised management.
- bien mûrir le projet avant son lancement par l'organisation de plusieurs réunions et rencontres entre les deux parties, s'assurer des capacités d'absorption et toujours favoriser la qualité des experts
- Communication is key (we launch Twinning to improve citizens' lives in BC), but is too often limited to launching and closing admin events, when the most interesting developments and actions takes place in between! RTA are quite often "bad communicators" (they are technicians...) and DEL support on promoting this communication should be made more systematic.
- Extend the duration: two years, it's too short. Extend the scope: twinings are interesting not only to transfer EU acquis, especially here in the ENI area, but as a method in itself. It's a sort of provision of "public technical assistance" which warrants that the proposed experts are fully up-to-date on the issues they are going to deal with.

2) Projects related to revenue collection and administration

Question 3.1

3.1. Has Twinning been used in the field of revenue collection and administration?

30 responses



A majority of respondents stated that they do not know if Twinning has been used in the field of revenue collection and administration, whereas over a third answered positively. Comments were mainly positive.

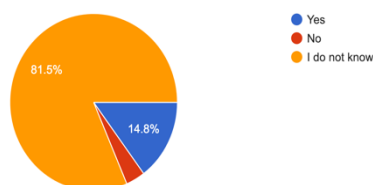
If yes, how would you assess the contribution of the TPs to the performance of revenue collection and administration in the partner country?

- *very well, as the twinning project worked with the administration in preparing legal acts that lead towards improvement of revenue collection, improvements in internal audit sector and has provided on the job training in various aspects of revenue collection.*
- *No answer*
- *Positive*
- *do not know*
- *Positively*
- *We did not have any twinning in the TAX Administration, but only in Customs, since they were collecting more taxes than the relevant institution. The twinning in Customs was very good, despite the challenging period in the Administration.*
- *Positive, although it is not the only factor that contributed to improve tax collection.*
- *marginal as beneficiary was not ready for a comprehensive reform and focused on small-scale activities*
- *not in my field of competence*
- *very positive*
- *n/a*
- *This TP ended its activities in 2010, shortly before the Revolution. A lot of parameters have changed since then. No impact assessment took place.*

Question 3.2

3.2. Have external the stakeholders' perceptions about the system of revenue administration and collection improved in recent years?

27 responses



A majority of respondents stated that they did not know if the external stakeholder's perceptions about the system of revenue administration and collection improved in recent years.

Please leave here any comment or suggestion regarding the question above.

- *In the last years, perception of twinning projects in the BC administrations has been improved as the results of assistance are getting more visible.*
- *No answer*
- *I am not the task manager to reply*
- *do not know*
- *na*
- *no relation to Twinning*
- *none*
- *I don't know*
- *n/a*

Question 3.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the TP(s), which represent a logical progression from the project(s)?

Various examples of policies, laws, procedures and services have been provided.

- *Our twinning projects have been providing assistance in preparations of many laws, implementing providing, manuals, strategies, etc.*
- *N/A*
- *- SR 13 IPA HE 02 17 TWL, Strengthening national institutional capacities in the field of Substance of Human Origins (SoHO) to improve the safety of blood in transfusion and transplantation - SR 11 IB OT 01, Strengthening Capacities of the National Assembly in the EU Integration Process - SR 13 IPA AG 02 16 TWL, Identification of necessary steps in the process of establishing a carcass classification system in accordance with EU requirements*
- *I am not the task manager to reply*
- *Adoption of a new law on Banks in Moldova in 2018*
- *accreditation of agency for agricultural development*

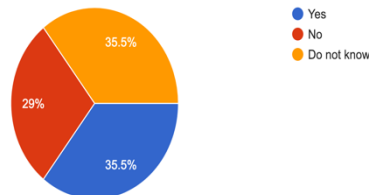
- rules, manuals and training carried out for the civil aviation authority
- yes - Twinning project MK 11-IB AG-01
- reform of the penitentiary and legislation
- NO
- provided in the Twinning projects final reports
- na
- Public Finance Internal Control and new Fiscal Forecast Tools have been introduced at the Ministry of Finance have been introduced after a twinning.
- Policy in the area of free access to information, policies in the area of counterfeiting own resources
- regulations concerning the administration of national cultural heritage
- I do not know
- Définition de la procédure et lancement d'une Pré-enquête sur l'état de l'innovation au sein des entreprises; Mise en place d'un pole de compétitivité
- n/a
- No.

3) Projects related to external audit

Question 4.1

4.1. Has Twinning been used in the field of external audit?

31 responses



An equal number of respondents stated that Twinning has been used in the field of external audit whereas the same number of respondents did not know. Comments were mainly positive.

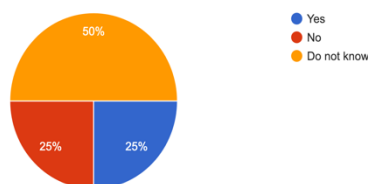
If yes, have TPs contributed to strengthen the independence of the SAI and raise SAI's capacities in conducting effectively a full audit mandate?

- *Twining was proposed for the Court of Audit in Lebanon but couldn't be used as the beneficiary was considered not ready for a twinning*
- *SR 13 IPA FI 02 17 TWL Audit Quality Control in the State Audit Institution SR 11 IB FI 01 Strengthening Capacities of the State Audit Institution of Serbia*
- *N/A*
- *Twining was provided to Audit Bureau Jordan. It was in support to strengthen the imitational capacity.*
- *Partially, there were deficiencies in the project's design and the choice of the consortium was not optimal*
- *do not know*
- *The independence was strengthened before the Twining started. The Twining focused on the capacities.*
- *yes*
- *Yes, the twinning projects helped in strengthening the audit capacities and also the independence of the office through new law.*
- *there was one project planned but it was not implemented due to staff changes in the Accounting chamber*
- *The capacity of SAI was increased and the methodology for the work was developed*
- *yes, it has supported the court of auditors*
- *n/a*
- *YES. Support to the preparation of a new audit law which was submitted to Parliament, but is still awaiting adoption. Also support to the adoption of more modern audit techniques (performance audits, system audits) and audit techniques (risk based sampling.).*
-

Question 4.2

4.2. Has the Twinning project played a role in improving the quality and follow-up of audit reports, including fe...strengthen the external audit process?

28 responses



Half of the respondents did not know if the Twinning project played a role in improving the quality and follow-up of audit reports. An additional quarter of respondents confirmed while another quarter denied.

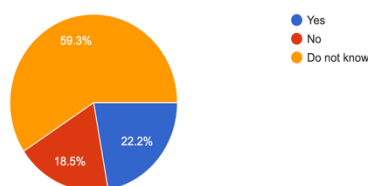
Comments

- *We had twinning light project on internal audit only.*
- *actually the answer is N/A*
- *Task Manager for this projects, Vladan Petrovic would be the right person to address this question.*
- *N/A*
- *Partially*
- *do not know*
- *More on the quality and reports and included audit recommendations. The follow-up e.g. through Parliament still needs to be strengthened; as well as by the Executive.*
- *With 4 consecutive twinning projects the quality of audit reports together with their number has considerably increased. Also their feedback in general terms towards the institutions and media has increased.*
- *n/a*
- *PARTIALLY. These elements are more strongly articulated in the proposed new audit law. In regard to audit implementation focus was on application of new audit techniques.*

Question 4.3

4.3. Is there a functioning mechanism which enables the legislature to receive and consider reports, and decid...ction for follow up by the executive?

27 responses



Almost 60 % of the respondents did not know if there is a functioning mechanism which enables the legislature to receive and consider reports. Comments are mildly positive. However, still a lot of work has to be done in this field.

Comments

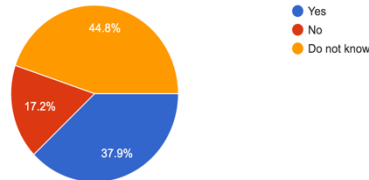
- *NO ANSWER*
- *N/A*
- *Yes but it is under developed, work is in progress on strengthening the system*
- *do not know*
- *It need to be followed up by all stakeholders to obtain results*
- *Yes and no. The mechanism is there but not fully used. The country would benefit from a dedicated committee to discuss audit reports.*
- *The mechanism is under elaboration under PAR reform programme*
- *We are still trying to address this issue in order to have a higher fulfilment of recommendations.*
- *The SAI report are discussed in the government sessions*
- *n/a*

- *New constitution strengthens role of CoA and interaction with Parliament. This still needs to be translated in a new audit law, for which the Twinning contributed to its conception, but which still needs to be adopted by Parliament.*

Question 4.4

4.4. Are the reports published in practice, so that the public and interested parties can see the findings and scrutinise the executive?

29 responses



Almost 45 % of the respondents did not know if the reports are being published in practice. Almost 38 % confirmed while around 17 % denied. Comments reveal that reports are mainly available, but most of the time they are too technical and not user friendly for the wider public.

Comments

- *NO ANSWER*
- *I do not think that the general public is interested in, but the reports are shared with the scientific public*
- *N/A*
- *the reports are public but are not user friendly*
- *web pages used to publish reports*
- *see the above answer*
- *Reports shared with main stakeholders*
- *However, the writing style is under review (also together with the Twinning) to make them more user-friendly.*
- *Auditor reports are very much used by journalists and politicians, they are opinion makers since the Auditor office is the most reliable institution.*
- *SAI report ca been found at their website*
- *It very much depends on the field. given the nature of the data some administrations prefer not to*
- *n/a*
- *Annual reports and audits linked to state budget are published, but with delays and in a format with low readability. Efforts to improve availability and style of reports are ongoing, but will also partially depend on the adoption of the new audit law.*

Question 4.5

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources that have been, or will be, introduced or improved after the TP, which represent a logical progression from the project?

- *N/A*
- *Law on customs policy, law on VAT, law on excise, strategy of statistics in BIH, etc.*
- *The twinning worked on enhancing the financial audit process, HR management, communication*
- *rules and manual prepared*
- *MK 11-IB AG-01*
- *Redrafting of prison legislation expected*
- *No*
- *A small follow-up technical assistance (e.g. Framework Contract) is envisaged to support the implementation of the Twinning recommendation with a view to stronger sustainability.*
- *See reports by Twinning projects implemented in Georgia*
- *It was a new Law on Auditor general, and also by laws*
- *Ministry of Culture is following the good work carried out during a recently concluded TW and is introducing legal measures regarding the management and preservation of cultural heritage*
- *Indeed, almost all the projets have this impact. An example can be the projet with the CREG (Commission de Régulation de l'Electricité et du Gaz)*
- *n/a*
- *The final version of the proposed new audit law which was submitted to Parliament, first implementation of the performance audits, gradual effort to improve and apply more modern audit technique*

Question 4.6

Can you provide any examples of subsequent exchanges of expertise after the project has concluded?

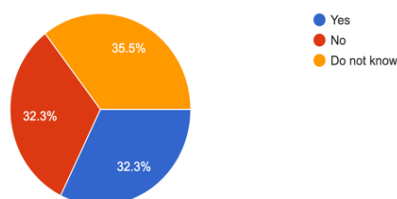
Subsequent exchanges of expertise occurred in the field cooperation and communication.

- The BC experts have improved their knowledge in the area of acquis and practices in the EU but have also improved their language skills (English) during their work with MS experts.
- No Answer
- I am not the task manager to reply
- No examples
- introduction of new laboratory tests with the support of TP
- training and study tours
- MK 11-IB AG-01
- EU country continued with a new, own funded project
- No
- Beneficiary was in contact before and still is after the Twinning with the EU MS.
- Cooperation by Social Service Agency and the Slovak Agency
- After finalisation of one twinning, RTA stayed in a very good relation with the staff, and i know he helped them, and he was engaged in the twinning light afterwards.
- AZ and IT ministries of culture
- Yes, many of them. for instance the project for "appellation d'origine et indication géographique" managed by Italy was followed by bilateral cooperation
- n/a
- There is ongoing support from French (CdC) experts (TP) through EU PFM support project and through bilateral cooperation between the TP and the Twinning Beneficiary.

4) Projects related to the fight against corruption

Question 5.1

5.1. Has Twinning been used in the field of the fight against corruption?
31 responses



A bit more than a third of the respondents did not know if Twinning has been used in the field of the fight against corruption while a bit less than third equally confirmed or denied. Comments are scarce stating limited success.

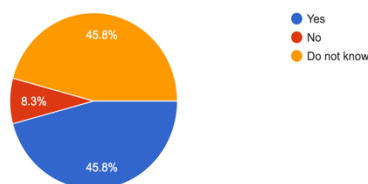
If yes, can the TPs provide evidence of success, at the institutional level (addressing corruption risk in individual public organisations), sector level (e.g. across police, customs, healthcare) or country level (e.g. introduction of laws and institutions resulting in reduced corruption, or better detection and enforcement)?

- N/A
- YES
- Not really, many results of the twinning have not been used.
- There was strong corruption in the prison admin hampering reforms
- Limited success. The Twinning was too broad and far-stretched across institutions. Moreover, several beneficiaries "disappeared" following a government restructuring, including the overall coordinating body. This led to quite some disruption.
- na
- not sure
- The TW is still ongoing and it focuses on the reform of the civil service (recruitment, appraisal, remuneration...). Progress has not been the easiest and its actual impact among state institutions remains a real challenge

Question 5.2

5.2. Is there an effective policy, legislative and institutional framework to deter, detect and correct corruption?

24 responses



An equal number of respondents confirmed or did not know if there is an effective policy, legislative and institutional framework to deter, detect and correct corruption. Comments reveal that where such a framework exists it is not fully implemented.

Comments

- *the policy exist but the control system is not followed and not applied*
- *I am not the task manager*
- *Jordan Anti-Corruption Commission*
- *N/A*
- *There is a framework; however it is not effectively used.*
- *Candidate country working on it*
- *More strict measures should be established to prevent corruption.*
- *Yes, on paper but it is not fully implemented.*
- *na*
- *it is not the central focus of the ongoing project*
- *un cadre législatif anti-corruption est mis en place en Algérie , notamment: -Loi n° 06-01 du 20 Février 2006, modifiée et complétée, relative à la prévention et à la lutte contre la corruption -La loi n°05-01 du 06 Février 2005, modifiée et complétée , relative à la prévention et à la lutte contre le blanchiment d'argent et le financement du terrorisme*

Question 5.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the TP(s), which represent a logical progression from the project(s)?

Very limited comments with little evidence and scarce examples.

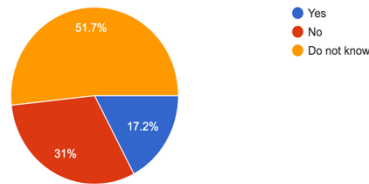
- *no answer*
- *I am not the task manager to reply*
- *N/A*
- *The twinning project ended in November 2016, until now most outputs have not been used. However, recently a new law on prevention of corruption and conflict of interests has been drafted and takes into account the twinning project recommendations. Other outputs are still relevant and can be used by the State Commission for Prevention of Corruption.*
- *Follow up project with EU partner and expected legislative reform to base prisons on a risk management system*
- *No*
- *na*
- *no*
- *not in this sector*

5) Projects related to legislative assemblies

Question 6.1

6.1. Has Twinning been used to support to legislative assemblies in the partner country?

29 responses



Over 50% of the respondents did not know if Twinning has been used to support legislative assemblies in the partner country while a bit less than a third answered negatively. Only two comments, stating only to “some extent” and that long term effects are yet to be seen.

If yes, have TPs strengthened the action of the legislature?

- no answer
- YES
- N/A
- Long-term effects remain to be seen. They have provided some initial steps that could lead to strengthening if used and pushed further
- I think so
- Yes, to some extent, taking into consideration the polarised political situation here in Kosovo.
- Difficult to say. What is 100% sure is that the project helped dramatically increase the capacities of the "Assemblée des représentants du peuple" staff. Having a "real" independent parliament is something relatively new in Tunisia, and a lot still remains to do in the building of this function.

Question 6.2

What has been the role of the Twinning in addressing the reform needs of these assemblies, in particular regarding professional ethical standards of Parliamentarians (if applicable)?

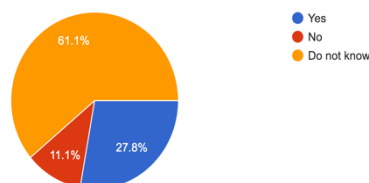
Same as the previous comment, Parliament twinning projects have mainly focused on EU integration aspects and oversight.

- N/A
- no answer
- Parliament twinning projects have mainly focused on EU integration aspects and oversight. Less on ethics given other actors were already involved. Twinning on anti-corruption efforts have somewhat also worked on ethics.
- I don't know.
- TP project has provide them with the examples on how they are dealing in 3 MSs. It was up to Parliamentarians to accept or adapt any of the proposal, but this is not happening.
- not my field
- There is a red line in this project : for sovereignty reasons, the project focuses on reforming the internal functioning of the "Assemblée des représentants du peuple". Addressing the members of the parliament themselves is a "no go" for political authorities.

Question 6.3

6.3. Was the experience and expertise of EU member states relevant and easily adaptable to the context of the partner country?

18 responses



Almost two-thirds of the respondents did not know if the experience and expertise of EU member states was relevant and easily adaptable to the context of the partner country while a bit more than a quarter answered positively. Limited relevant comments. One stated however that overall newer EU MS are more relevant twinning partners due to the similar geopolitical and cultural background.

Comments

- no answer
- I am not the task manager
- N/A
- Multiple differences remain, as regards capacity and political pressures. Overall, newer EU member states, which are mostly smaller and come from a somewhat shared communist period - are overall more relevant.
- RTA adapted to local situation
- In my view, being also the Task Manager of the project, the multiple examples were presented, particularly from Croatia that was more linked to Kosovo than the other countries, and their recent accession to EU.
- it really depends on the topic as far as I am concerned only the TW on culture represents a real success story
- The purpose of the twinning instrument is not really to project a EUMS system on a ENI country system. But overall, very good cooperation between partners, thanks also to the french-italian consortium with ad hoc participation of the parliaments from Germany, Hungary, Greece and Czeck Republic.

Question 6.4

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the TP(s), which represent a logical progression from the project(s)?

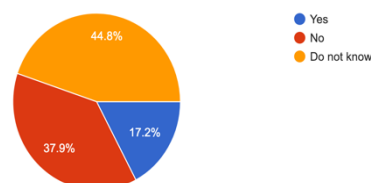
- no answer
- Manuals and expert group were created.
- I am not the task manager to reply
- N/A
- We are pushing for changes to rules of parliamentary procedure, the adoption of a new law on parliament's budgetary independence, as well as the use of a number of more advanced legal approximation, oversight and transparency tools.
- Establishment of an expert group to follow up on reforms Euralius to be involved
- No
- Among others, Manuals for: Strengthening the functioning of the Committee on EU Integration, Strengthening the administrative support to MPs related to the tasks of EU Integration, Strengthening the oversight functions of the Assembly, improving the legislation and enhancing the EU legal approximation, Financial and budgetary, HR management
- no
- Internal processes are being clarified thanks to project. Job description, organigram, manual of procedures and so have been delivered. A specific support has been provided to the development of "diplomatie parlementaire", with the relevant know how. The President of the ARP and its Head of Cabinet are closely following the implementation of the project, and the focus is now on dissemination and ownership of what has been produced. It is important to stress that this is a 3 years project.

6) Projects related to NHRIs/Ombudsmen

Question 7.1

7.1. Has Twinning been used to support to NHRIs/Ombudsmen in the partner country?

29 responses



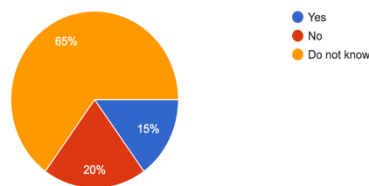
Almost 45 % of the respondents did not know if Twinning has been used to support to NHRIs/Ombudsmen in the partner country while more than a third of respondents answered negatively. One comment mentions a successful Twinning light to the Ombudsman Office.

If yes, are the institutions which benefited from Twinning better equipped to fulfil their missions compared to previously?

- n/a
- YES
- n/A
- *Yes, the Ombudsman Office received a twinning light which was successful.*
- yes
- na
- *But used for Equal Employment Opportunity Commission, and under discussion for Ombudsmen for Children.*

Question 7.2

7.2. Is it easy for citizens to access NHRIs/Ombudsmen in the partner country?
20 responses



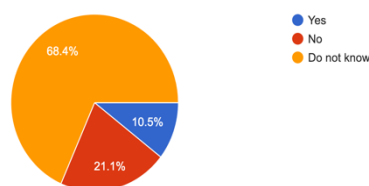
Almost two-thirds of the respondents did not know if it easy to access NHRIs/ Ombudsmen in the partner country while 20 % answered negatively.

Comments

- n/a
- *I am not the task manager to reply*
- *Simple citizens are not much aware*
- na
- *There are no NHRIs and Ombudsmen in the country.*
- *No single legitimate NHRI/ombudsmen institution*

Question 7.3

7.3. Do NHRIs/Ombudsmen provide effective recourse and redress to public complaint?
19 responses



More than two-thirds of the respondents did not know if NHRIs/ Ombudsmen provide effective recourse and redress to public complaint. Comments tend to argue for a positive picture with limited success.

Comments

- n/a
- *I am not the task manager to reply*
- *Yes, in the limits of its competence.*
- *Ombudsperson and Com for antidiscrimination make recommendations but many remain not implemented*
- na
- *Academics, civil society and government institutions are engaged in a closed-door process to discuss the opportunity of a NHRI and the potential institutional set up.*

Question 7.4

How well articulated was the support provided with the partner country's reforms in this area?

- n/a
- I am not the task manager to reply
- the support was aligned with the existing policy
- NA
- I don't know.
- na
- not well articulated at all

Question 7.5

Were there constraints that minimise the results and impact achieved?

- n/a
- I am not the task manager to reply
- It was a twinning light limited in scope. The Ombudsman Office has limited human and financial resources to accomplish its mission.
- no
- NA
- I don't know.
- na

Question 7.6

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the TP(s), which represent a logical progression from the project(s)?

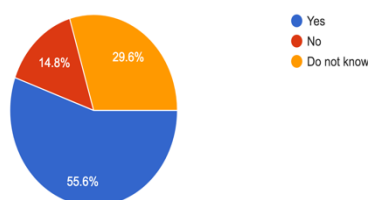
- n/a
- I am not the task manager to reply
- The twinning light enabled improvement of skills and capacities of the Ombudsman's regional offices, increasing visibility of the Ombudsman Institutions, improving skills of the NPM Unit for carrying out visits to places of deprivation of liberty, dealing with street children and Roma.
- Various laws: on ombudsperson's office functioning, on data protection, etc.
- Law of ombudsman was changed
- No
- na
- no

7) Projects related to agriculture and fisheries

Question 8.1

8.1. Has Twinning been used in the field of agriculture and fisheries?

27 responses



A majority of more than half of the respondents confirmed that Twinning has been used in the field of agriculture and fisheries while a bit less than 30% did not know. Several examples provided in the comments included adoption of laws, strengthening of capacities, establishment of new bodies, improving standards in this area, etc.

If yes, what has been the role of TP(s) in supporting partner countries' reforms and policies in this context?

- Turkey benefitted a lot. I am not the task manager to give concrete examples.
- Capacity building for the Ministry of Agriculture in the field of EU third country listing criteria for plants and their fresh products

- *Twinning supported both agriculture and food safety area through introduction of legislation and policies in line with the EU best practices*
- *establishment and strengthening of Paying Agency, preparation to implement rural development measures, improvement of quality systems and organic production alignment to the EU*
- *There have been useful outputs.*
- *na*
- *Improve testing standards of veterinary labs*
- *I am not the expert in this Del.*
- *Very appreciated*
- *Compliance with EU regulations applicable for sanitary control and exports to the EU – Policies and Strategies for agriculture and rural development.*

Question 8.2

Is there any evidence that TP contributed to strengthening the sector, in particular regarding institutional, legal and administrative frameworks, competitiveness of products and services, access to export markets and investment?

Several examples provided in the comments included adoption of laws, strengthening of capacities, establishment of new bodies, improving standards in this area, etc.

- *n/a*
- *YES. But I am not the task manager to give concrete examples.*
- *Establishment of Managing Authority and Paying Agency within MAFRD*
- *MK 11-IB AG-01*
- *Yes, but I don't know them in detail. Sector managers can better explain.*
- *I'm sure yes, but Task manager knows more about it.*
- *twinning project made a good contribution in the sector, which was part of a comprehensive reform, supported also by technical assistance provided to the government*
- *don't know*
- *Yes, par exemple, une mise à niveau des laboratoires de l'Institut national de la médecine vétérinaire aux standards européens et internationaux et sa capacité de contrôle des Services Vétérinaires a été réalisée*
- *There is evidence that capacities have been strengthened to comply with EU regulations with better access to export markets and investment. However the EU context being so different, institutional frameworks reforms is far beyond TP capacities and therefore TP recommendations may sometime not be relevant in the partner country social and political context.*

Question 8.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the Twinning project has concluded, which represent a logical progression from the project?

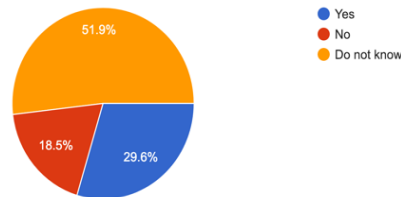
- *n/a*
- *I am not the task manager to give concrete examples.*
- *see 8.2*
- *MK 11-IB AG-01*
- *No*
- *na*
- *no*
- *Intents for legislation amendments usually fail as for policies and institutional reforms. The most valuable input of TP is the training on the spot on how to deliver public services to share a knowhow and experience in both partner context where same principles and values apply. The better when the stakeholders have the same background in training or professional statute, supporting confidence and equal respect for the constraints and performances reached by each party to the TP, still too often mistaken with Technical Assistance.*

8) Projects related to energy

Question 9.1

9.1. Has Twinning been used in the field of energy?

27 responses



More than half of the respondents did not know if Twinning has been used in the field of energy while a bit less than 30 % answered positively. Comments provided several examples of twinning projects in the area of capacity building of the energy related authorities and institutions.

If yes, how TP(s) contributed to supporting the partner countries' energy policies and reforms in line with the commitments taken towards the EU?

- no answer
- - SR 11 IB EY 01, Capacity Building for the Energy Agency of the Republic of Serbia
- YES. But I am not the task manager to give concrete examples.
- Institution Building for the National Electric Power Company (NEPCO) in Jordan
- Yes
- na
- The Electricity Twinning project's Workplan was directly linked to the implementation of 2017 Electricity Market law of Ukraine and the list of project outputs was aligned with the list of electricity secondary legislation approved by the Government's Road Map of the implementation of the Law.
- Le contrat de jumelage avec la CREG -Commission de Régulation de l'Electricité et du Gazo- a réalisé tous ses objectifs . Le programme de jumelage est organisé en six composantes visant chacune un résultat donné : 1. Protection du consommateur et qualité du service. R1: L'amélioration de la régulation de la qualité du service public et de la capacité de la CREG à protéger les consommateurs. 2. Surveillance des concessionnaires et politique de prix R2: Mise en place des méthodes de traitement et d'analyse et des outils pour la surveillance, l'évaluation et la supervision des opérateurs /concessionnaires dans le domaine de distribution de l'électricité et du gaz, avec les implications tarifaires. 3. Sources d'énergies renouvelables et cogénération. R3: Les outils et méthodes pour soutenir et promouvoir les sources d'énergies renouvelables et la cogénération sont transférés à la CREG en référence à la directive «tarifs d'achat garanti / Certificat vert». 4. Gestion des données. R4: Le système d'information est évalué pour la mise à niveau et permet un meilleur traitement de l'échange de données entre la CREG et les opérateurs. 5. Compensations entre GRT et tarifs transfrontaliers. R5 : Transfert à la CREG des outils et méthodes de gestion des interconnexions des réseaux de transport et plates-formes d'électricité pour l'échange de l'électricité. 6. Organisation Hautement Performante (HPO). R6: La CREG dispose des outils pour se développer vers une Organisation Hautement Performante.

Question 9.2

How would you assess the progress made in recent years with reforms in the sector, in particular regarding the regulatory framework and market liberalisation?

Only one comment stating that the electricity sector reform was launched in 2017 with adoption of the law and is now on-going. The introduction of new electricity market model is planned for July 2019 which will be followed by one-year transition period before full market liberalization. The project provided its valuable contribution in the development and adoption of necessary secondary legislation laying the ground for actual implementation of the electricity market reform. Assessment of the reform progress would be possible at later stage.

- no answer
- I am not the task manager to give concrete examples.
- I don't have any idea on this.
- positively
- na
- The electricity sector reform was launched in 2017 with adoption of the law and is now on-going. The introduction of new electricity market model is planned for July 2019 which will be followed by one-year transition period before full market liberalization. The project provided its valuable contribution in the development and adoption of necessary secondary legislation laying the ground for actual implementation of the electricity market reform. Assessment of the reform progress would be possible at later stage.
- cannot say
- i do not know

Question 9.3

Can you provide any examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the Twinning project has concluded, which represent a logical progression from the project?

Only two comments, which stated the following examples: The Electricity Market Rules, the transmission and distribution network codes, different electricity tariff methodologies, licencing conditions etc.

- *no answer*
- *I am not the task manager to give concrete examples.*
- *No*
- *Incentive Based Tariff Methodology and Benchmarking was updated*
- *na*
- *The Electricity Market Rules, the transmission and distribution network codes, different electricity tariff methodologies, licencing conditions – this is just part of the documents developed in the framework of this project and adopted by the National Energy and Utilities Regulatory Commission of Ukraine*
- *no*
- *i do not know*

4. Questionnaire for NCPs in Partner Countries

A. Summary

I) Open questions

A majority of more than 80 % of the respondents believed that interest in Twinning among their beneficiary administration increased or remained the same. Comments revealed that reasons for increase are a long lasting partnerships and cooperation even after the project is completed with concrete outputs and results. Reasons for decrease were the rigidity, non-flexibility and time consuming elements of the Twinning instrument modality.

A majority of almost two thirds of respondents believed that the interest in Twinning among Member States in call for proposal decreased or remained the same. Comments revealed that an increase or decrease in interest depended on the topic/sector. Some sectors witnessed an increase in proposals, others less. In Turkey in particular, the situation has further worsened in the last couple of years.

As most suited sectors for Twinning intervention Justice and Home Affairs, Environment, Agriculture, tax and customs, were singled out, however, some also stated that all the sectors which can be connected to the Acquis are eligible as well as all the administrations with enough capacities.

A majority of over two thirds of respondents believed that both standard and light Twinning are useful whereas a quarter of respondents believed standard Twinning to be more useful. Comments revealed that where standard Twinning is preferred, the reasons are longer time period to establish good mutual communication and cooperation and the presence of the RTA, which is not the case for the TW light. This coincides with the reasons stated in the questionnaires 1 and 2 for the same question.

A majority of over 80 % of respondents stated that they did not provide any training for their administrations on the 2017 Twinning Manual. Few respondents are using the new Manual, but those who do state that there haven't been too many complications in this aspect.

A majority of almost 44 % of respondents stated that TAIEX is used occasionally to prepare a Twinning project while a bit less than 20 % stated "often" and "never". Almost a third of respondents believed that TAIEX is often or occasionally used to follow/up on a Twinning project.

The role of SIGMA in relation to Twinning projects is mainly seen complementary, which coincides with the replies in the Questionnaires 1 and 2. However, the Twinning instrument is much more

focused on upgrading the institutional capacities in implementing and enforcing legislation rather than only management processes (which is the focus of SIGMA).

A majority of respondents stated that Twinning often leads to longer-term cooperation between partners in the field of the project. Respondents stated that professional relationships are established between BC and MS experts involved in Twinning projects, which results in further communication and cooperation. In case where the project was successful, BC institutions often continue to seek support from MS partner in the field of the project and beyond that. Sometimes, project recommendations already suggest further cooperation. Also, bilateral agreements and MoUs are signed in some cases.

Respondents stated that Twinning it is a rather efficient peer to peer learning instrument and brings concrete, long-term and tangible results in the field of transposition, implementation and enforcement of the EU legislation. It enables institutional cooperation and exchange of experiences by peers. This coincides with the replies in the Questionnaires 1 and 2 to the same question.

A good RTA, an efficient MS institution, BC commitment to absorb assistance and continue on the project outcomes, well defined, attainable objectives and results as well as clear measurable indicators of achievement were considered as main factors for a successful Twinning project. Over-ambitious projects, lack of capacity in the BC in terms of time and number of experts, excessive bureaucracy and RTA incompetence were cited as main constraints to a successful implementation.

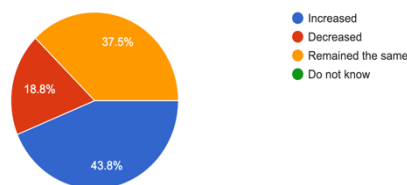
B. Detailed replies

To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = strongly agree, 4 = agree, 3 = neither agree nor disagree, 2 = disagree, 1 = strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Open questions

Question 2.1

2.1. Have you noticed the interest in Twinning among your beneficiary administrations increase, decrease or remain the same over the last 5 years?
16 responses



A majority of more than 80 % of the respondents believed that interest in Twinning among their beneficiary administration increased or remained the same. Comments revealed that reasons for increase are a long lasting partnerships and cooperation even after the project is completed; concrete outputs and results. Reasons for decrease - the rigidity, non-flexibility and time consuming elements of this modality.

Comments

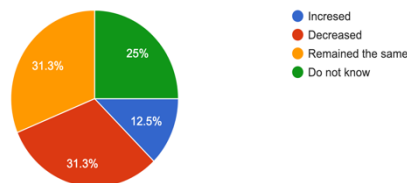
- *The concrete outputs of Twinning projects, which helped improve the capacities of the beneficiary institutions have led to increasing the requests on this instrument*
- *upon the success of the three phase of the program P3A/, with a concrete and valuable results of twining instrument and the need for European expertise for enhancing and strengthening capacities Algerian administration raise its twining demand and now with actual programme for 20 million euro we cannot satisfy the demand as we have more than 06 demands in line.*

- The interest in the Twinning Instrument among the beneficiary administrations has been increased significantly, because, 17 project proposals from 16 government administrations were received in the framework Twinning Programming procedure in 2014. Instead, 57 project proposals from 29 government administrations were received in 2018.
- It is important to inform and motivate high ranking officials to initiate Twinning projects in their sectors.
- Interest for Twinning projects are showing roll-off rate, as they are not handled in the programming phase, due to the Action Documents of last years.
- Interest in Twinning in Croatian public administration was always high and remained so until the end when Croatia became an EU MS.
- Several ministries and agencies which have implemented Twinning Projects over the years, have complained on the rigidity, non-flexibility and time consuming elements of this modality(especially Judiciary institutions)
- based on lessons learned and intensive experience based on learning by doing coordination meetings and trainings provided, twidders became more confident and can rely on the positive experience. TA consultants they come and go after realisation of the project. With twinings we create long lasting partnerships that go beyond the finalisation of the project.
- After the signature of the EU-Armenia CEPA the interest for having TWINNING projects in the priority sectors has increased. Currently the Armenian Government and EUD running parallel processes for identifying the main sectors, whereas in some of the already the works for drafting the TWINNING Fiche have been launched.

Question 2.2

2.2. Have you noticed the interest in Twinning among Member States in call for proposals increase, decrease or stay the same over the last 5 years?

16 responses



A majority of almost two thirds of respondents believe that the interest in Twinning among Member States in call for proposal decreased or remained the same. Comments revealed that an increase or decrease in interest depended on the topic/sector. Some sectors witnessed an increase in proposals, others less. The average number of proposals was 1-3 max. in the last 5 years. In Turkey in particular, the situation has further worsened in the last couple of years. Reasons for increase might be good working conditions for MS experts; possibility to bring actual changes in the BC; possibility to cooperate with BC staff who have high level of expertise in a certain field.

- As it is a tool directly managed by the EU Delegation, the information related to the interest of Member States in Twinning is not provided directly to us. Though according to EU Highlights on Taix and Twinning for 2017, out of 52 new Twinning projects awarded in 2017, 40% were supporting IPA while 60% were targeting ENI.
- According to the topic/sector. Some sectors witnessed an increase in proposals, others less. The average number of proposals was 1-3 max. in the last 5 years
- Recently we receive proposal for all proposal calls and also we assist a very competitive offer particularly during the selection committee.
- Depending on the subject and direction of the project, 2-3 EU member states or their consortia are attracted to the selection meeting of the partner country of the Twinning project. However, the initiative in the framework of engagement into the implementation of the Twinning project is observed among the same EU member states, in particular the leaders are the Federal Republic of Germany, the Republic of Lithuania, the Republic of Austria.
- Some of the factors: good working conditions for MS experts; possibility to bring actual changes in the BC; possibility to cooperate with BC staff who have high level of expertise in a certain field
- Twinning projects have successfully contributed to the institutional building of public institutions in Turkey in line with the European Union acquis. Despite the efforts of the Turkish public institutions, twinning actions of Turkish public institutions have been recently experiencing a sharp decrease in the number of proposals submitted by the Member States. We have received only 11 proposals within 21 circulation process. No proposals received for 4 twinning actions within their second circulation period which led to their cancellation in line with the decisions of the beneficiary institution or their transformation into another modality. The current reluctance of Member States to become partners with Turkish institutions clearly overshadows the success of Twinning mechanism.
- Croatia as a Member State is no longer beneficiary of Twinning projects, however in the last years of circulation of fiches, we have noticed slight decrease of Member State interest in Twinning.
- The flow of proposals and trend remains the same. On average we receive 2-3 proposals per Fiche.
- Per diems are higher in ENI Countries than in WB countries
- In majority of cases the interest of the MS depends on the sector. Previously Armenia didn't have many projects. But now we do hope that for the future projects the interest will be higher.

Question 2.3

In your opinion, which sectors are the most suited for a Twinning intervention?

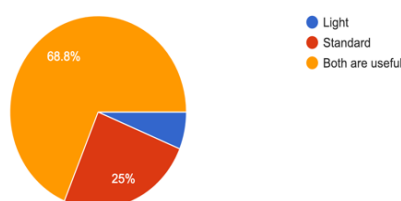
Justice and Home Affairs, Environment, Agriculture, tax and customs, were singled out, however, some also stated that all the sectors which can be connected to the Acquis are eligible as well as all the administrations with enough capacities.

- Justice and home affairs, Education and Research, Industry and Trade, Finance
- All sectors are suitable for a twinning intervention provided that it has a reference in the Acquis Communautaire
- All sectors are concerned even the previously sensitive sector.
- The Twinning Instruments is in demand among government authorities - the beneficiaries of projects, regardless of the sphere of implementation. However, the priority of the areas of engagement is determined by the strategic directions of attraction of international technical assistance for the medium-term period determined by the Government and the priorities of the beneficiary's activities; Focusing on those areas that are most often involved in the implementation of the Twinning instrument in Ukraine it is the sphere of transport, finance and justice.
- The best intervention through Twinning were trainings across all sectors. Other interventions (adapting legislation, developing procedures) were particularly suited in tax and customs administration. Other sectors are justice and home affairs, agriculture and environment.
- Justice and Home Affairs, Environment, Agriculture
- Sectors related to the Justice and Home Affairs, Finance and Public Administration Reform.
- Finance (Tax and Customs), Environment, Justice and home affairs.
- Sectors which are more advanced, have mature institutions with sufficient staff and can in reality implement projects as "partners". Agriculture sector is an example.
- JHA and PAR
- Trade, Security
- Diverse sectors but in Lebanon mostly related to Ministry of Finance and customs, Ministry of Economy and Trade, Statistics administration
- Twinning instrument is suitable for sectors that have public administration with sufficient number of employees and administration capacity which is important for a successful twinning intervention. In Bosnia and Herzegovina, for example, sector of statistics is the sector that prefers to use twinning.
- Statistics, justice, agriculture (food safety)
- Anticorruption, data protection, E-governance, civil service, civic protection, agriculture, environment, cyber security
- public administration

Question 2.4

2.2 Which type of Twinning (standard/light) do you find more useful?

16 responses



A majority of over two thirds of respondents believed that both standard and light Twinning are useful whereas a quarter of respondents believed standard Twinning to be more useful. Comments revealed that where standard Twinning is preferred, the reasons are: longer time period to establish good mutual communication and cooperation and the presence of the RTA, which is not the case for the TW light. This coincides with the reasons stated in the questionnaires 1 and 2 for the same question.

If you have a preference (standard/light) please give a brief explanation.

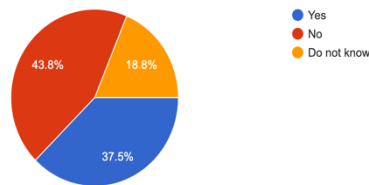
- The RTA in the standard enables better communication and coordination of the project activities due to his/her full time dedication and secondment in the beneficiary country. The duration of the standard allows to provide more components and in-depth assistance. The light is still useful to focus on one component and for certain beneficiaries which will not be able to host a standard twinning

- During the implementation of the standard Twinning project, its duration is substantially increased, which enables government authorities to broaden the scope of the instrument's engagement. In addition, the standard type of Twinning implementation allows to capture and obtain more information in the context of a wider European experience, and also fosters more effective collaboration and achievement of mandatory results by actively engaging a Resident Twinning Adviser (RTA) who is not involved into the Twinning Light projects.
- I do not have a preference, but I would like to highlight that it seems to me that Twinning light should be used more often than it currently is in the candidate countries.
- Both are useful if are planed properly without extra big expectations and with realistic mandatory result
- For TWINNING light the beneficiaries should be very well trained and have strong capacity to manage the project. In Armenia there are very few institutions who might have these capacities. Therefore we prefer to have standard TWINNING projects.

Question 2.5

2.5. In your country, do you have a system (e.g. criteria, checklist, grid, etc.) for deciding whether to use Twinning (i...nism to achieve sectorial objectives)?

16 responses



A majority of almost 44 % of the respondents stated that there is no system for deciding whether to use Twinning whereas almost 38 % stated that there is a system in place. Comments revealed that examples include specialized governmental working group for proposing ideas and selection of projects suitable for TW, others have FWC experts helping them in this process.

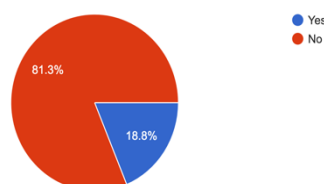
If yes, please describe the system briefly.

- The Twinning instrument is provided through annual action program of EU for the Republic of Moldova and it the process on national consultations on identifying the needs for the next period it is decided on the priority areas for Twinning necessities.
- The FWC experts with the close cooperation of PAO identify the needs and their suitability of the type of twinning
- Annually, National Agency of Ukraine on Civil Service (NAUCS), as a coordinator of the implementation of the EU Twinning Institutional Building Instrument in Ukraine, in accordance with the Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Procedure for the Initiation, Preparation and Implementation of Twinning Projects" as of October 11, 2016, No 700 (in edition of the Resolution of the Cabinet of Ministers of Ukraine "On Amendments to the Procedure for the Initiation, Preparation and Implementation of Twinning Projects" as of August 22, 2018, No 663), organized the Twinning Programme Coordination Group meeting. This working group includes representatives of the NAUCS, PAO, Ministry of Economic Development and Trade of Ukraine, the Delegation of the EU to Ukraine, with the involvement of the Ministry of Foreign Affairs of Ukraine, the Government Office for the Coordination of European and Euro-Atlantic Integration of the Secretariat of the Cabinet of Ministers of Ukraine, and other government authorities for the approval of Twinning project proposals. Thus, the decision on approval or rejection of project proposals, the identification of other EU projects and programmes that may be involved in the achievement of sectoral goals, are taken during the meetings of the abovementioned working group.
- The modalities to achieve sectorial objectives are decided by the NIPAC office during the programming phase. This is done according to the needs and targets of the sector as well as to the needs of beneficiary institutions.
- More of a practice, not written
- There are both checklists, criteria list, and used to have very strong PAO who together with the EUD decided how to complement the instruments and make the best use of them.

Question 2.6

2.6. Have you provided any training, or organised presentations, for your beneficiary administrations on the 2017 Twinning Manual?

16 responses



A majority of over 80 % of respondents stated that they did not provide any training for their administrations on the 2017 Twinning Manual.

If yes, please provide examples.

- *New project using the new Manual are still under preparation*
- *On December 07-08, 2017 at the premises of the National Agency of Ukraine on Civil Service (NAUCS) the Annual Regional Conference on Institution Building took place. The event was organized under support of the Panel on Public Administration Reform of the Thematic platform 1 "Democracy, Good Governance and Stability" within the framework of the EU initiative "Eastern Partnership" in joint cooperation with the NAUCS and Twinning Programme Administration Office in Ukraine. The goal of the Conference was to provide experience exchange on effective implementation of institution building instruments Twinning, TAIEX and SIGMA Programme, to discuss innovative approaches and legal background of Twinning projects realization as well as the main approaches of the Twinning Manual – 2017. In particular, representatives of the Unit C3 on Institution Building, TAIEX, Twinning, of the Directorate-General for Neighbourhood and Enlargement Negotiations of the European Commission familiarized the audience on the main results of twenty years of experience in implementing the Twinning instrument and key innovations in the Twinning reform. In addition, information on the involvement and use of the Twinning instrument is regularly published on the official website of the Center <http://www.center.gov.ua>.*
- *We should organize very soon*
- *Workshop organised in cooperation with EUD, NIPAC, CFCD and final beneficiaries*
- *Periodically I provided trainings both for all the beneficiaries, i.e. focal points, and targeted trainings for specific institutions. Average number per year for these trainings achieved to 20.*

Question 2.7

What is your experience with the beneficiary administrations in moving to the new Twinning Manual including: a) using the 2017 Twinning fiche template

Many respondents are not using the new Manual, but those who do state that there haven't been too many complications in this aspect.

- *as I am rather recent on the portfolio I have no experience with the beneficiary administrations on this*
- *The fiche template is clear, but the proposal template should consider including the CVs of enough number of STEs*
- *As the UGP monitor all the process , we did not encounter any difficulties to move to the new manual*
- *PAO, within the competence, provides the beneficiary administrations advisory and methodological support on the involvement and use of the Twinning instrument, including the verification of Twinning Projects fiche on the compliance with the main requirements of the Twinning Manual - 2017 and the Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Procedure for Initiation, Preparation and Implementation Twinning projects » as of October 11, 2016, No 700 (in edition of the Resolution of the Cabinet of Ministers of Ukraine "On Amendments to the Procedure for the Initiation, Preparation and Implementation of Twinning Projects" as of August 22, 2018, No 663);*
- *Beneficiary should have the possibility to say what they want/need.*
- *They easily complied with the new Twinning Manual.*
- *N/a, Croatia as the beneficiary country does not have any Twinning projects which fall under the Twinning Manual 2017.*
- *We have not used new template in our fiches as we are Member State, and have not circulated any fiches since moving to the new TW Manual. In my opinion, other countries/beneficiary administrations are using new template.*
- *No experience so far with the new manual*
- *at the beginning difficult but acceptable*
- *No project following 2017 twinning manual*
- *Development of two twinning fiche*
- *I am not able to comment on this since Bosnia and Herzegovina is still in direct management system.*
- *I'm not working at PAO so I cannot answer to this question*
- *For all the beneficiaries it is compulsory to follow the TWINNING manual, and during the drafting of the Fiche we together with external experts always use the template from the manual with some slight changes adapted to country specificities.*
- *more efficient*

b) results orientation, rather than focus on activities

Where the new Manual is used, mainly positive comments regarding this, however some beneficiary institutions were activity focused primarily, but they adapted to the results oriented view in time.

- *n/a*
- *the same as for a)*
- *Results should be carefully and efficiently formulated with clear and measurable performance indicators*
- *Little bit difficult. defining activities is important to achieve results*
- *Within the framework the Twinning project fiche review on the compliance with the main requirements of the Twinning Manual - 2017, as well as the monitoring of Twinning projects on the stage of implementation by checking the reporting documentation and*

participating in the Steering committee meeting, PAO emphasizes the importance and provides appropriate recommendations for ensuring the achievement of the mandatory results, in contradiction of focusing on activities in the process of project implementation.

- It is good that the new template does not include activities.
- Some beneficiary institutions were activity focused primarily, but they adapted to the results oriented view in time.
- N/a, Croatia as the beneficiary country does not have any Twinning projects which fall under the Twinning Manual 2017.
- n/a for Croatia. As for other countries, my view is that even though prepared according to new template, fiches tend to still focus on activities, and are not more result oriented than fiches prepared according to previous versions of TW Manual.
- positive
- No project following 2017 twinning manual
- Our projects have always been geared towards achieving mandatory results
- -
- results are prior, especially we are very strict in putting the mandatory results which should be achievable and realistic.
- yes

c) the mainstreaming of public administration principles

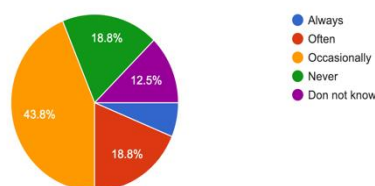
Mainly positive comments emphasizing relevance of these principles

- the same as for a)
- It is not acceptable for the beneficiary administrations to receive experts without prior agreement on them in the contract agreement. It is also not acceptable not to include a detailed workplan including activities in the contract.
- For some sector as DGFP(administration of public administration), Ministry of finances
- Integration of the principles of public administration helps the beneficiary administration to focus the tasks and objectives of the project on actual tasks in a specific area and focus on institutional development in general.
- This part depends on involvement of particular administration.
- The mainstreaming of PAR principles needs to be further elaborated.
- N/a, Croatia as the beneficiary country does not have any Twinning projects which fall under the Twinning Manual 2017.
- n/a for Croatia
- positive
- No project following 2017 twinning manual
- Always at the core of our approach
- --
- It's a new approach base on SIGMA PPA. From now and on they will be in the core.
- yes

Question 2.8

2.8. How often is TAIEX used to:
a) prepare a Twinning project?

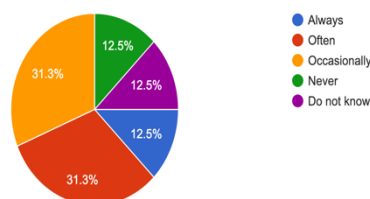
16 responses



A majority of almost 44 % of respondents stated that TAIEX is used occasionally to prepare a Twinning project while a bit less than 20 % stated “often” and “never”.

b) follow-up on a Twinning project?

16 responses



Almost a third of respondents believed that TAIEX is often or occasionally used to follow/up on a Twinning project.

Question 2.9

How do you see the role of SIGMA in relation to Twinning projects? Please provide a brief commentary.

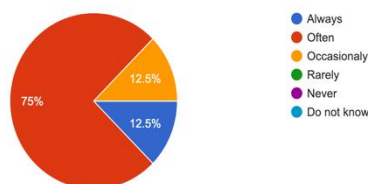
Mainly complementary, which coincides with the replies in the Questionnaires 1 and 2 to the same question. However, Twinning instrument is much more focused on upgrading the institutional capacities in implementing and enforcing legislation rather than only management processes (which is the focus of SIGMA).

- *SIGMA is more focused on strengthening public management in areas such as administrative reform, public procurement, public sector ethics, anti-corruption, and external and internal financial control and it may be complemented by Twinning in this regard on the dimension of institutional cooperation and peer learning. However, Twinning instrument is much focused on upgrading the institutional capacities in implementing and enforcing legislation rather than only management processes.*
- *The annual workplan of SIGMA is limited to a number of topics such as: public procurement guidelines, public finance, and administrative procedures for civil servants. However, SIGMA provided support in consolidating very few fiches, and it would be useful to use their expertise in the future*
- *Up to now, SIGMA is not really concerned by twinning project*
- *Due to the expert support of the SIGMA programme in the preparation and implementation of Twinning projects, there is an increase in the effectiveness of achieving the results of the implementation of the projects and strengthening the institutional capacity of the beneficiary authority in accordance with the SIGMA "Principles of Public Administration".*
- *It can contribute to improvements in the sector together with the Twinning instrument.*
- *.As I did not have any contact with SIGMA, I cannot provide much input in this matter, except that I heard that some beneficiaries which have made use of the Twinning instrument also at some point worked with SIGMA.*
- *I do not know.*
- *They complement each other*
- *supportive*
- *horizontal and feed into twinning intervention*
- *Complementary especially post Twinning*
- *SIGMA recommendations are of a great importance to all areas of Public Administration Reform, having in mind a number of projects that are are dealing with a PAR. It is also essential to mention annual SIGMA recommendations that are covering six pillars, while implementation of these recommendations could create necessary preconditions for smooth application of SWAP as well as efficient and improved implementation of IPA. As is was a case in Bosnia and Herzegovina, these recommendations are rarely met.*
- *The role of SIGMA was crucial before and after the implementation some Twinning projects in Armenia, such as at the Ministry of Finance, Civil Service Council etc. SIGMA also supported for conducting the PAR analysis. In my opinion, Sigma instrument is very useful before, during and after the implementation of Twinning projects.*
- *I have always used SIGMA if the sector was relevant, to complement the instruments, as well as to have the SIGMA experts views on the TWINNING activities. It has so far been a very useful and successful exercise.*
- *Useless*

Question 2.10

2.10. According to your knowledge, how often does Twinning lead to longer-term cooperation between the par...strations in the field of the project?

16 responses



A majority of respondents stated that Twinning often leads to longer-term cooperation between partners in the field of the project. Respondents stated that professional relationships are established between BC and MS experts involved in Twinning projects, which results in further communication and cooperation. In case where project was successful, BC institution often continues to seek support from MS partner in the field of the project and beyond that. Sometimes, project recommendations already suggest further cooperation. Also, bilateral agreements and MoUs are signed in some cases.

Please comment. What are the main factors explaining this?

- *Establishing a long-term relation with the expert providing the support will determine the beneficiary to request further assistance and guidance to the already known and experienced expert*
- *Bilateral agreements signed after the projects between the MS and the BC institutions*
- *We complete some activities not covered during the implementation of the project by some activities under the technical assistance (Action punctually) or with TAIEX*
- *First of all, experts from the EU Member States during the implementation of the Twinning project make an assessment of the sphere of implementation and are knowledgeable about information on specific issues as well as legislation, therefore, the beneficiary appreciate their support in further work. Upon completion of the project, the cooperation between the partners is actively continued, which ensures the continuity of the achieved mandatory results.*
- *Similarity of systems in the BC and the MS*
- *Study on the field, cooperation, expert missions, working environment, similarity in organisation, new perceptions on ongoing issues, know-how exchange among partners on newly introduced EU legislation after implementation of the project.*
- *For example, since Croatia is now an EU Member State and Croatian public administration has recent and first-hand experience with Twinning projects as the recipient of the Action, there is interest to continue institutional cooperation between Public Administrations of EU Member States in other beneficiary or partner countries as well as in other forms of cooperation.*
- *Professional relationships are established between BC and MS experts involved in Twinning project which result in further communication and cooperation. In case the project was successful, BC institution often continues to seek support from MS partner in the field of the project and beyond that. Sometimes, project recommendations already suggest further cooperation.*
- *It depends how driven the institution is, and if they had good experience with their partners. Several times cooperation went beyond the Twinning and even signed Memorandums of understanding. Several times beneficiaries chose partners from the same mandated body on different projects, this means they were happy with the experience and wanted to cooperate further.*
- *approximation, mutual interest*
- *Firstly this is the good understanding of needs and possible ways of support. Then it is the human factor that matters.*

Question 2.11

In your opinion, what is the main added value of Twinning for your administration as compared to other forms of external assistance?

Respondents stated that it is a rather efficient peer to peer learning instrument and brings concrete, long-term and tangible results in the transposition, implementation and enforcement of the EU legislation. It enables institutional cooperation and exchange of experiences by peers. This coincides with the replies in the Questionnaires 1 and 2 to the same question.

- *It is a rather efficient peer to peer learning instrument and brings concrete, long-term and tangible results in the transposition, implementation and enforcement of the EU legislation.*
- *Approximation of legislations/laws are done by peers, institutional cooperation and exchange of experiences by peers who share almost the same mandate*
- *real expertise transfer between senior officials, contribution for legislation adaptation and organisation and often contribute for sectoral strategy elaboration.*

- *Twinning is a special form of technical assistance, within the cooperation between government authorities and similar EU member states institutions, aimed at the achieving joint efforts of mandatory results. Among the benefits of the instrument, in comparison with other forms of external assistance, is support for institutional and structural reform by providing expert assessment and consultations in the relevant area of public administration, training staff on effective methods and procedures, assistance in drafting legislation and its approximation to the *acquis communautaire*. At the same time, the systems of the EU member states are not copied, but adapted in such a way as to function effectively in Ukraine.*
- *Improvements in legislative framework and procedures, capacity building of staff through trainings*
- *- Cooperation on same level for a long term base - Public administrative view on similar issues - Reaching the experience of Member State administrations*
- *I would say that combination of the peer to peer approach and bringing together public sector expertise together with formal institutional support provided by the EU Member States for implementation of a Twinning project is an added value compared to other forms of external assistance. In my opinion, it gives more strength in the beneficiary countries for the transposition, implementation and enforcement of the EU legislation (the *Union acquis*).*
- *The above mentioned professional relationships established between Croatian and Member State institutions and individuals after which result in cooperation after the Twinning project.*
- *Twinning brings expertise directly from public administrations of EU countries. It brings people together to work day-to day and share best practices from the ground.*
- *sustainability and ownership of the results achieved*
- *civil sector experience access, technically tailored*
- *Peer to peer activities and transfer of knowledge as well as fostering long term relationships between public administrations*
- *- builds cooperation between beneficiary and member state administration*
- *Twinning provides long term support to Beneficiaries and compared to other TAs Twinning has the ownership component where the experts do not just go to the country and do the job for beneficiary institutions but rather support them in completing their tasks and also day-to -day work with EU specialists and civil servants.*
- *This is peer to peer cooperation between partners, state institutions, and this is a direct transfer of know-how and experience.*
- *specific assistance for specific sector*

Question 2.12

In your opinion, which are the three main factors for a successful Twinning project?

A good RTA, an efficient MS institution, BC commitment to absorb assistance and continue on the project outcomes, well defined, attainable objectives and results and clear measurable indicators of achievement.

- *Targeted Twinning necessities, efficient cooperation between the RTA and its counterpart, sufficient capacity of the staff to ensure the sustainability of the results achieved*
- *A good RTA, An efficient MS institution, BC commitment to absorb assistance and continue on the project outcomes, well defined, attainable objectives and results and clear measurable indicators of achievement*
- *1. Commitment of the beneficiary and the member state 2. A good definition of beneficiary priorities and 3.a good and coordinated management of the project (PL, PAO, DUE and CRJ).*
- *1) Clearly formulated goal and objectives before the project is launched; 2) Close cooperation between the beneficiary and the Twinning project partner during implementation; 3) The focus on achieving mandatory results, rather than focusing on the activities in the project implementation process;*
- *High level support in the BC; MS experts with sufficient level of expertise;*
- *- Coherence - Communication - Dedication - High level political support*
- *Good cooperation of all parties involved in a Twinning project, commitment to achieving results as well as adequate political support (by e.g. ensuring availability of stakeholders and participants to the trainings or in the process of the revision of the legal framework which may be one of the envisaged project results). I would say that these are the three key factors for a successful Twinning project.*
- *High quality experts, political support and good financial/administrative support of the project.*
- *1.To have excellent synergies between Partners, since sometimes in paper a proposal looks great and CV's are promising however in reality they cannot cooperate that good. 2.RTA is an important factor which can bring a project to strive or fail. 3. Understanding what twinning can/can't do.*
- *ownership, partnership and mutual understanding of clear procedures*
- *need, ownership, dedication*
- *Well defined project Easily implementable Avoid including too many mandatory results and too many missions that would go beyond the absorption capacity of the beneficiary administration Good relation between the RTA and the RTA counterpart*
- *- sufficient resources in terms of quality and quantity on both sides (beneficiary and member state, - adequate cooperation between twinning partners and beneficiary country counterparts - the reform processes that continues after the projects is completed and the beneficiaries demonstrate ownership of the outputs obtained.*
- *1) Political will of decision makers to implement Twinning project 2)The ownership for the Project 3) RTA and RTA counterpart good relationship*
- *Commitment from the beneficiary side, good understanding of the MS what to do and why to do, previous experience of EU projects and at least average capacity of the beneficiary to run the project.*
- *don't know*

Question 2.13

In your opinion, which are the three main constraints that reduce the performance of Twinning projects?

Over-ambitious projects, Lack of capacity in the BC in terms of time and number of experts, excessive bureaucracy, RTA incompetence

- *the long preparation of the Twinning fiche and the approval of the Twinning call, as well as the duration of the selection process*
- *RTA, Willingness of MS to provide proposals, selection of the right personnel at the BC to engage in the suitable activities, projects are sometimes over ambitious*
- *1. long preparation period*
- *1) Misunderstanding of the final results of the project implementation; 2) Lack of effective, open and transparent communication between the beneficiary and partner (s) of the Twinning project; 3) The bureaucratic views of the beneficiary on the implementation of new European standards and approaches in the relevant field, the low activity of the beneficiary and involvement of non-competent staff to the project implementation process.*
- *Lack of capacity in the BC in terms of time and number of experts; too detailed programming documents; producing recommendations which could not be implemented due to budgetary restraints or changes in policy or because the recommendations are not tailored to the BC needs*
- *- Inconsistency - Lack of attention to the needs of Beneficiary Institution - Lack of commitment*
- *I think that all of the abovementioned factors which contribute to successful Twinning project, if absent, can affect its successfulness and realising its full potential. I.e. if all project parties are not fully involved and committed to the successfulness of the project as well as if there is lack in the political support to achieving results of particular Twinning project.*
- *Bureaucracy, inconsistency in interpreting and applying twinning rules between countries, lack of experienced and quality public sector experts in BC and MS countries*
- *Communication, expectations and commitment. If both parties are not communicating properly or differ in their expectations then a project is at risk. • Problems with the project design and planning phase (example: a lot of activities were foreseen for a very limited target group, time-boundaries, over-exhaustion, absorption capacities, etc.).Language barrier (Main partners speak English, however it can become problematic if the message does not go through equally to all beneficiaries because of language/interpretation).Confusion and misunderstanding from the BC partners, on their role and procedures of the Twinning, especially in collaborative projects with more than one institution benefiting (example: who is responsible to bring forward the recommendations from the Twinning project ?).No interest from the political cabinets/Ministers on projects. Limited political commitment (example: Quarterly reports sent, and invitation for Steering Committees, no feed-back ever received).Implementation of the project is left entirely to the technical level, if there is not a cabinet inters than. Problems on the information sharing and forwarding messages to all level of hierarchy. (Example: If the cabinet is not interested, a certain message will never be reported high up.).Problems with sustainability. After projects end, no plan or follow-up interest is shown.*
- *no political commitment, not enough staff dedicated to work hand in hand with MS administration and lack of enforcement*
- *RTA competences, backstopping services, different expectations*
- *Identifying reforms that are easily implementable (for example changes to legislation often take time in Lebanon, can reform be made via decrees or the like) Lack of coordination among various stakeholders*
- *- capacity constrains - inadequate cooperation - twinning partners are not meeting the expectations (the activities and project scope provided by the twinning experts are not clear and satisfactory to beneficiary) of a beneficiary*
- *-*
- *Political will, wrong design of the project, weak/unprepared beneficiary*
- *don't know*

Question 2.14

What suggestions would you make to improve Twinning projects in the future?

All the comments provide different suggestions, hence it is not possible to draw a conclusion.

- *Projects should focus on two or three components, the pool of experts should be included again in the proposal as in Manual 2014, the detailed agreed upon workplan should be discussed and agreed upon in the contracting phase*
- *• Training and professional development of PAO representatives authorized to provide advisory and methodological support to Twinning project initiators and beneficiaries in the framework of involvement and implementation of the Twinning Instrument, which will enhance the beneficiary's awareness of the principles and mechanisms for the implementation of the instrument. • Evaluation of the effectiveness of the implementation of Twinning projects after its completion*
- *Benefits of the Twinning instruments should be communicated to the BC staff on all levels; high level officials in the BC should support Twinning projects; MS should designate the best experts to participate in projects*
- *Shortening bureaucratically processes on programming phase might shorten the period of answering beneficiary institution needs.*
- *Project fiches with clearer and more achievable results, further simplification of procedures - e.g. electronic submission of reports, more consistent interpretation of rules etc.*
- *To be more flexible, to take into account that IPA projects take time from planning until they start implementing and administrations are generally slow. • To have a better planning and design of the Fiches. To have a Bigger target group. Appoint permanent responsible people from each institutions benefiting, not only Component Leader and BC RTA/BC PL. Make them understand their responsibilities. Besides the General Informative Twinning Sessions, have preparatory meetings and seminars with all hierarchy counterpart level*

benefiting from Twinning projects, MEI and EUO to explain to them their role and detailed Twinning rules/methodology, etc. To have more support and involvement from the upper political level. New Projects in the similar field should built-on the previous experience .BC counterparts to bring their own ideas and recommendations while developing contract and work-plan, not just agree with everything presented to them. Main Counterparts from Beneficiaries to be exempt from some load of work, or reimbursed. A mechanism how to ensure sustainability of projects, wither from Kosovo side or EUO. To invite BC counterparts and get their views on challenges.

- *communication vertical and horizontal*
- *empower PAO role similar to 2014 manual, RTA focuses more on technical than administrative aspects*
- *Improve awareness around engagement needed for Twinning Projects Develop a system for officially deciding whether to use Twinning Consider the possibility of hiring local experts for certain of projects (for specific legal issues related to compatibility with Lebanese legislation)*
- *- the twinning experts and the entire twinning team should be in a constant communication with the beneficiary side so that they can provide clear and quality outputs satisfactory to the beneficiary*
- *Always use the human resources as consultancy who have already been in the sector and in practice know what to do and how to do. In addition never start TWINNING with newly established institutions.*

5. Questionnaire for NCPs in Member States

A. Summary

1) Open questions

A majority of more than 70 % of the respondents believed that interest in Twinning among their administrations increased or remained the same, while almost a quarter believed that interest has decreased.

Half of the respondents stated that standard Twinning is more useful whereas another half found that both are useful. Comments stated that depending on the beneficiary institution and subject of the twinning, sometimes it is better and more useful to implement standard twinning and sometimes light twinning. Standard Twinning ensures more impact and better sustainability of the results, while Light Twinning is more suitable for specific, targeted and short interventions.

A majority of over 70 % stated that there were no trainings provided for the beneficiary administrations on the 2017 Twinning Manual.

Mainly positive experience with the administrative administrations prevails in moving to the 2017 Twinning Manual, however still some constrains are identified, such as eligibility of travel expenses, proposal template needs further improvement, etc. Comments stated mainly limited or no experience in the aspect of results orientation. However, one respondent stated that results orientation rather than focus on activities gives the twinning partners freedom to decide about the best way how to achieve results. However, projects are mainly in the beginning phases and there is not enough experience to provide additional comments. However, those who provided comments, were mainly positive about the changes in the new Manual.

Over 80 % of respondents stated that often or occasionally Twinning leads to longer-term cooperation between the partners in the field of the project.

As main added value of Twinning respondents stated that it is a rather efficient peer to peer learning instrument and brings concrete, long-term and tangible results in the transposition, implementation and enforcement of the EU legislation. It enables institutional cooperation and exchange of experiences by peers.

As main factors for success a good RTA, an efficient MS institution, BC commitment to absorb assistance and continue on the project outcomes, well defined, attainable objectives and results as well as clear measurable indicators of achievement were identified. On the contrary, over-ambitious projects, lack of capacity in the BC in terms of time and number of experts, excessive bureaucracy, RTA incompetence, language barrier were named as main constraints to a successful performance of the Twinning Project.

It was suggested to introduce more flexibility to the instrument. The manual should be more user-friendly, targets should be more realistic, the provision of more financial incentives for experts in the public administration were also mentioned.

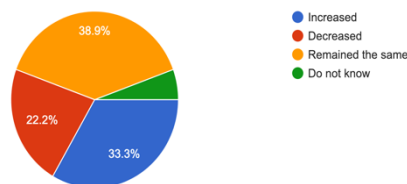
B. Detailed replies

To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = Strongly agree, 4 = agree, 3 = Neither agree nor disagree, 2 = disagree, 1 = strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Open questions

Question 2.1

2.1. Have you noticed the interest in Twinning among your administrations in call for proposals increase, decrease...remain the same over the last 5 years?
18 responses



A majority of more than 70 % of the respondents believed that interest in Twinning among their administrations increased or remained the same, while almost a quarter believed that interest has decreased.

Explain what change (if any) you noticed in the interest in Twinning among your administrations in call for proposals.

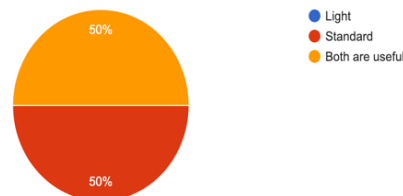
- NA
- Overall increased. Except the last year when amount of fiches has decreased.
- Less proposals as senior partner, relatively more as provider of expertise
- The institutions that are active in Twinning continue to be the same ones that have been involved for many years. It is difficult to get new actors interested in Twinning. Some increase lately among the educational institutions. Furthermore, the demand and supply does not always match. There are no projects for some of the institutions that would like to be more involved and then again many projects for those institutions that are not interested in Twinning. This is partly a consequence of the sector-based approach.
- Due to a lack of human resources Federal Ministries are very restrictive to second or provide their staff during office hours as no special leave is granted for these kind of activities. Although compensated by flat rates but due to administrative burdens and taxes the absence from duty of experts is not considered cost covering.
- Less knowledge about the Instrument in the line ministries, therefore less human resources for Twinning coordination in the ministries, due to lower number of Twinning Projects circulated. Partially arbitrary Interpretation - and different Interpretation from Country to Country (Contracting Authorities) - of Twinning rules leads to insecurity in implementation and therefore dissatisfaction. The MS Administrations often have to accept the decision of contracting authorities, since there is no single/central Interpretation.
- Less proposals as senior member state, mainly delivering expertise instead
- increased communication with NCP and other EU MS Administration related to Twinning projects
- The interest among Spanish public bodies has increased in the last years, as a result of, inter alia, the positive results achieved in past programmes and FIIAPP's awareness-raising efforts, including a regular dialogue with traditional cooperation actors and others, influenced also by the demand of beneficiary countries wishing to establish technical cooperation with specific institutions.
- Successful bidding for the ongoing project in Serbia boosted interest in future TW engagements.
- As from 2013 Croatian institutions are in a position to provide expert assistance in the framework of Twinning out instrument. Interest for twinning instrument in Croatian administration has been increased over the past years due to establishment of contact points in every institution who spread information about twinning. Also, as NCP for twinning we organize bilateral meetings with interested institutions willing to participate in twinning, support them in preparation of project proposals and system of implementation of projects. Over the years, because of extensive practice in providing twinning as a beneficiary country, our institutions managed to establish and build their capacities and administration procedures for implementation of twinning out.
- More short term experts interested
- -

- *Lack of participation due to limited number of staff; many times there is one expert in a particular field and hence government administration does not afford releasing the person for a long-term Twinning experience*
- *There is adequate interest for Twinning among the administrations. We acknowledge that from our side the twinning instrument should be more promoted.*

Question 2.2

2.2. Which type of Twinning (standard/light) do you find more useful?

18 responses



Half of the respondents stated that standard Twinning is more useful whereas another half found that both are useful. Comments stated that depending on the beneficiary institution and subject of the twinning, sometimes it is better and more useful to implement standard twinning and sometimes light twinning. Standard Twinning ensures more impact and better sustainability of the results, while light is more suitable for specific, targeted and short interventions.

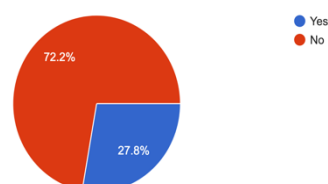
If you have a preference (standard/light) please give a brief explanation.

- *Standard has more impact*
- *NA*
- *The rules and requirements for TW and TWL are the same. TWL often are very intensive and demands more effort to prepare proposal / covenant without a cooperation with the beneficiary administration and the administration of TWL projects is very tight.*
- *Czech administrations can cooperate with stronger partners within consortium*
- *Better results could maybe be achieved through sequenced TW Lights as it enables the partner country to absorb the changes in "small doses".*
- *Both Options can be successful, given a good Project design and Integration in overarching strategy. Sustainability should in any case be ensured.*
- *In my opinion standard Twinning projects enable the establishment of more sustainable results relating to the administrative and structural change of a certain beneficiary administration.*
- *Light is sufficient for a particular task but to achieve comprehensive results at least 12-18 months, however 24 months seems a bit too long.*
- *Depending on beneficiary institution and subject of the twinning, sometimes is better and more useful to implement standard twinning and sometimes light twinning. In some cases is good instrument to screen situation in specific field, and make solid ground for standard twinning where real reform could be implemented.*
- *It is rather straight forward procedure*
- *Our organization prefers standard twinning project because we have the opportunity to cooperate with other EU member state*
- *Standard – it gives more time to establish strong partnerships and for stakeholders to understand the long-term value of the activities*

Question 2.3

2.3. Have you provided any training, or organised presentations, for your beneficiary administrations on the 2017 Twinning Manual?

18 responses



A majority of over 70 % stated that there were no trainings provided for the beneficiary administrations on the 2017 Twinning Manual. Several examples provided in the comments include

individual meetings, tele - conferences, presentations, yearly twinning meetings, Q and A sessions etc.

If yes, please provide examples.

- *In 2017 I was organizing a training with colleagues from the EC. It was a tele-conference. Additionally, there was another training session organized by me for the Polish administration.*
- *NA*
- *Individual meetings with the institutions. National recommendation updated based on the new Manual 2017.*
- *VC with Twinning Unit Brussels; Q & A- session*
- *If you are referring to our German administrations: Yes, e.g. at our annual German Twinning Meeting and further continuous advising activities.*
- *We have practice in organizing yearly meetings for our institutions where we have more than 50 participants on each meeting. Last time we organized event in January 2018, and one of the topics were 2017 Twinning manual. We presented changes that new manual brings, and described how it will reflect on implementation of the projects. Also, in April 2018 we organized international conference "Knowledge sharing for building stronger partnerships in the process of European integration" where we hosted more than 70 participants. One of the topics were twinning instrument and new twinning manual.*
- *No. It is responsibility of National Twinning Contact Point.*
- *We are planning to organise a seminar on twinning, incl. the 2017 Twinning Manual, during the first quarter of 2019.*

Question 2.4

What is your experience with the beneficiary administrations in moving to the new Twinning Manual including:

a) using the 2017 Twinning fiche template

Mainly positive experience, however still some constrains are identified, such as eligibility of travel expenses, proposal template needs further improvement, etc.

- *positive*
- *with the new template of the fiche, the beneficiary administration are able to provide more information about the project and their expectations, which are very useful*
- *No experience the beneficiary administrations*
- *positive experience*
- *No experience yet*
- *Positive feedback received from the institutions. Projects can start more quickly and reimbursement is much simpler. Proposal template needs further improvements. RTAs moving with family are not in the same position as RTAs moving without family as the per diem is the same and rental costs can vary a lot depending on the size of the family.*
- *partly used*
- *We recognised a Transition period, where fiches are still designed following the former Standards of including already all activities - while MS had to write proposals following the new Standards. It appears fiches are increasingly following new Manual Approach now.*
- *We don't have much experience yet with the new template for the fiche. However the experience we do have shown not much difference between the old fiche and the new fiche. The fiche is still quite extensive and the mandatory results aren't realistic, the same accounts for the support which is requested in the fiche.*
- *there is no experience*
- *There are still constraints with regards to interpretation of certain issues (e.g. eligibility of travel expenses). In general, more intuitive and simplified.*
- *Hungarian beneficiary administrations of Twinning Grants find changes of the new manual useful relating to the provisions for the use of the Twinning Fiche template.*
- *n.a.*
- *I'm talking from the perspective of NCP for twinning out. Croatian institutions are not beneficiary institutions anymore, so we don't have experience in using the 2017 twinning fiche template. If the question is how MS administration responds in preparation of project proposals on 2017 twinning fiche template, we have not seen any problems. With new methodology we see improvement in obligation of partner country and partner institutions in better participation in project, and more responsibility from their side.*
- *Nothing special changed as it is more simple*
- *We have no experience*
- *no experience*
- *As we haven't had many recently implemented twinning projects, there is not enough information to give an opinion.*

b) results orientation, rather than focus on activities

- *positive*
- *some of beneficiary administrations are more detailed in description of the results than others and in this kind of situation the member state input/touch is limited*

ents stated mainly limited or no experience in this aspect. However, one respondent stated that results orientation rather than focus on activities gives the twinning partners freedom to decide about the best way to achieve results.

- *No experience the beneficiary administrations*
- *results orientation rather than focus on activities gives the twinning partners freedom to decide about the best way how to achieve results*
- *No experience*
- *This has not been noticed by our institutions.*
- *some fiches are still too elaborated including detailed profiles of the stakeholders: PL, RTA, STE*
- *see above*
- *The new template for the fiche is more result orientated. The format is also more SMART formulated.*
- *there is no experience*
- *Further trainings on the part of the EU would still be useful. It constitutes a change of paradigm that requires time and effort to duly apply in the conception of TW programmes.*
- *Hungarian beneficiary administrations of Twinning Grants are ahead of project implementations based on the new Twinning Manual thus we cannot provide any comment in this regard.*
- *n.a.*
- *The same as mentioned above*
- *It is tangible*
- *As junior partner we have not experience in this matter*
- *As we haven't had many recently implemented twinning projects, there is not enough information to give an opinion.*

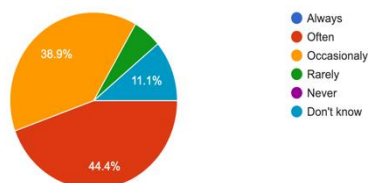
Please provide a short commentary on the question above

Projects mainly in the beginning phases, thus not enough experience to provide comments on this matter. However, those who did, were mainly positive about the changes in the new Manual.

- *It gives you more flexibility in presenting the proposal and also more flexibility in creating the contract. What is more , it allows you to have less changes in the contact while the implementation period.*
- *overall the new format is more complete and friendly*
- *no comment*
- *see above*
- *As the new Manual has been in force only since one year, we cannot assess the implementation of the new Manual comprehensively, as all involved institutions are still gathering their first experiences (currently first Projects implemented by German institutions under the new manual are only starting). So far, we can say e.g. that a stronger Focus on ongoing reforms, methodological Approach and the release of duty to provide all STE CVs at proposal stage are appreciated positively.*
- *we did not provide any training*
- *As participating administrations of Hungary have just started implementing Twinning projects according to the new Twinning Manual, we could not gather detailed experience on this issue.*
- *The same as mentioned above*
- *-*
- *Malta had no Twinning experience during the period under review*
- *Although we cannot give an opinion based on current twinning undertakings and the usage of the 2017 Twinning Manual, from previous endeavours, it has been clear that the beneficiary administrations have been very well prepared.*

Question 2.5

2.5. According to your knowledge, how often does Twinning lead to longer-term cooperation between the partner administrations in the field of the project?
18 responses



Over 80 % of respondents stated that often or occasionally Twinning leads to longer-term cooperation between the partner in the field of the project. Good communication and cooperation during the project implementation.

Please comment. What are the main factors explaining this?

- *I would name 2 levels: First, the political factors – for instance very close cooperation in the given subject between two counties/institutions. Second, personal factors – friendly relations between MS and beneficiary experts/ project leaders*
- *Main factors are the good experience of the beneficiary administration in cooperation with the member state and also the results gained within twinning projects*
- *Depends on the subject, personnel and successfulness of the project.*
- *No feed-back, difficult to measure*
- *High staff turnover especially in partner Country Administrations; necessary commitment to extend cooperation bilaterally after the EU funded Project; beneficial if e.g. specific international platforms or Networks are already existing in order to further intensify cooperation and meet regularly.*
- *long term cooperation always is strengthen - experts get to know well each other and their expertise is acknowledged by both sides*
- *It favours the creation of technical and trust-based relationships, that are the basis for future collaborations. The achievement of positive results within TW is a reinvigorating factor.*
- *In terms of Hungary's presence in the Twinning Program standard Twinning projects are more preferred by Hungarian administrations than Twinning Light projects. It is because participants of project implementations are looking for longer-term, fruitful work with the partner countries, they are always seeking for new potential fields of cooperation following a successful execution of a project ending with a remarkable result.*
- *Capacity issues on both sides may limit the interest in long-term cooperation. TW parties rarely can think out of the box and use synergies between the field of TW and other fields that are within the competences of the parties.*
- *How relations between partners will develop and if it stops with end of the project or extend after, depends on personalities of the experts who participated in twinning projects. Also, it depends of the relation between institutions, common interest in some other fields, geographic area, fluctuation of the experts in the institutions etc. But, according to our practice twinning is always good base for establishing professional (even friendship) relations between experts and triggers new projects and cooperation in future.*
- *It depends on the partner country administration*
- *building of professional relationships*
- *Partnerships are established occasionally, however, for sustainable cooperation, there should be more possibilities of follow-up projects.*

Question 2.6

In your opinion, what is the main added value of Twinning for your administration as compared to other forms of external assistance?

Respondents stated that it is a rather efficient peer to peer learning instrument and brings concrete, long-term and tangible results in the transposition, implementation and enforcement of the EU legislation. It enables institutional cooperation and exchange of experiences by peers. This coincides with the replies in the Questionnaires 1 and 2 to the same question.

- *It gives you the opportunity to really integrate people from both sides. Because, what features twinning is a very close cooperation from both sides.*
- *the RTA's availability in assisting the beneficiary administration during the project life to achieve its goal, international level of cooperation, practical experience based on the MS experts lesson learnt*
- *TW is cooperation. MS does not provide a solution, a manual or other documents. It is common achievement.*
- *possibility of longer-term partnership; forward own experience to other countries; motivation for people to be employees of an administration that is often involved in twinning projects*
- *Peer to peer character*
- *Added value of Twinning is that it is available only for the public administration. Cooperation with colleague organizations has been considered very beneficial by the public institutions. Having an impact or influence in the operational environment or legal framework of the PCs is appreciated by the institutions. Through Twinning the civil servants can enhance their professional skills and also capacities in training, negotiation and communication. The call for proposals process is light compared to many other forms of assistance.*
- *cooperation tool on different levels of government; development/reinforcement of relationships, expanding the professional network and creating future cooperation opportunities; better understanding of administrative cultures and use of knowledge gained through participation*
- *Not sure how to understand this question. An essential difference for the MS administration between engagements in a Twinning Project compared to bilateral cooperation is of course the source of funds. In General, the need for and interest in cooperation from the Partner Country Administration is given, meaning that ownership and commitment from both sides normally exist.*
- *Peer to peer assistance*
- *It offers a unique experience of exchanging ideas and practices between civil servants from MS and BC.*
- *The TW methodology should be likewise applied within other cooperation instruments and with a broader geographical scope (e.g. Latin America). It is the perfect setup for knowledge and capacity sharing among partner public institutions. In fact, FIIAPP is already working with similar structures on regional programmes (EUROSociAL, PAcCTO, COPOLAD) successfully.*

- *Collaboration of special expertise in those fields which affect living standards, welfare and security of the public, establishment of friendly relations between countries of the same or similar public administration profile, learning to channel invaluable knowledge, ideas and know-how during project implementations to the countries in need.*
- *Wide range of expertise can be involved, flexibility.*
- *Peer to peer relations with experts in other countries (from other MS countries and partner countries), that is always good opportunity for exchange ideas and practice, learn and transfer some new ideas in institution of origin.*
- *Experience, knowledge, motivation of officials, bilateral cooperation, exchange of know-how*
- *Twinning has added value both on experts and member state administrations as offers TPSC for the institution and expert fees*
- *exchange of expertise within the government sector across the EU and beyond*
- *For our administration it has been an added value to gain new knowledge through the implementation of our expertise in other country contexts. In this sense it has been an invaluable bi-directional learning process. Currently, we are working on ways to make the instrument more appealing to out administrations.*

Question 2.7

In your opinion, which are the three main factors for a successful Twinning project?

A good RTA, an efficient MS institution, BC commitment to absorb assistance and continue on the project outcomes, well defined, attainable objectives and results and clear measurable indicators of achievement.

- *Political will of the beneficiary to really implement reforms that twinning provides. The will of the beneficiary to cooperate with the MS institution in the project. The determination of the MS partner to provide the best assistance possible to the beneficiary.*
- *good institutional cooperation between twinning partners (MS&BF), achievable objectives/results, realistic work plan*
- *Competent MS experts and support from MS administration. Political willingness to make reforms in BC. Willingness to work together - both MS and BC.*
- *well written twinning fiche, communication between the partners*
- *1 good match between organisations involved, 2 realistic objectives in the fiche, 3 realistic duration of the project*
- *Ownership of the PC, open communication between all the stakeholders and trust between the partners.*
- *communication, team work, similar institutional structure*
- *Good Project design (including healthy relation of Budget and Duration); ownership; committed institutions. Assessing Twinning as an Instrument, it is successful because of its peer to peer character which strengthens the cooperation between exclusively public Administrations.*
- *1. Good match between organisations involved 2. Realistic mandatory results 3. realistic duration of the project*
- *Proper Leadership from both sides, capable experts and x-ray approach in training and expertise missions. Best practice is to always try to "see" things through their own BC perspective.*
- *Mutual involvement and ownership of parties, including RTA fully embedded in beneficiary body; human capital (correct selection of RTA and TL); management capacity of implementing organization, which complements technical specialization of MS Administration with a broader perspective based on thorough knowledge of, inter alia, the development agenda and the SDGs.*
- *Mutually beneficial cooperation of a high magnitude between the Member State country and the Partner country, building up a special working atmosphere between countries holding the same core values and ideals, reinforcing a process of cultivating a deep sense collegiality between participants of a Twinning project.*
- *Commitment of the BC side, sufficient human capacity on both sides, meaningful, realistic and sustainable mandatory results that go beyond the activity based approach*
- *High quality experts of EU MS institutions, interest for cooperation from partner country and good timing for implementation of the project (real need of partner country), partnership relations between institutions*
- *Patience, cultural exchange and understanding, flexibility*
- *High level professional knowledge of experts, adequate selection of EU member state as partner, willingness of cooperation from side of Beneficiary Country*
- *planning, communication, accountability of the experts*
- *1) Communication and coordination between stakeholders. 2) Coherence of subsequent projects. 3) Individual commitment of involved personnel and awareness of the senior officials about twinning.*

Question 2.8

In your opinion, which are the three main constraints that reduce the performance of Twinning projects?

Over-ambitious projects, Lack of capacity in the BC in terms of time and number of experts, excessive bureaucracy, RTA incompetence, language barrier.

- *The opposite ones to the above mentioned.*
- *political influence, bureaucracy procedures in implementation, the external factors influencing the project*
- *Lack of necessity to implement a project.*
- *Czech legislation*

- 1 Lack of flexibility, 2 Absorption capacity beneficiary organisation, 3 lack of ownership in partner country
- Lack of trust, interest and motivation, too ambitious mandatory results, lack of political will.
- little relevance for the national reform agenda, missing political will and commitment for change
- Actual demand of Partner Administration must be clearly identified and remain valid from Project design to actual start of implementation; reality of high staff turnover in Twinning Partner countries; too many or too high formal requirements on expert profiles.
- 1. Lack of flexibility 2. Absorption capacity beneficiary organisation 3. lack of ownership in partnership country
- Indifferent Leadership, language barriers, lack of commitment
- Lack of interest on the part of beneficiary institution; lack of absorption and appropriation capacity and complex action definition process, often lacking involvement of MSOs in the identification and formulation phase.
- Inefficient volume of capacity of the staff responsible for administrative and financial management, Experts providing expertise cannot be or can slightly be excused/dispensed from the Member State country's administration.
- Lack of motivation of BC staff, insufficient human resources, wrongly defined TW objectives and outcomes, limited access to information and limited involvement in domestic activities (so called isolation paradox).
- The opposite what I mentioned above – experts of EU MS are not relevant, for partner country it is not good timing for implementation (political reasons, capacities of institution...), partnership relations are not functioning
- Miscommunication among partners, no transparency, a large pool of experts
- Lack of appropriate level of English (at the Beneficiary Country)
- lack of communication, lack of availability of experts, language barriers
- As we haven't had many recently implemented twinning projects, the factors below describe primarily the experience before using the 2017 Twinning Manual. 1) Personnel changes. 2) Insufficient institutional capacities to implement results. 3) Knowledge of managing allocated resources.

Question 2.9

What suggestions would you make to improve Twinning projects in the future?

More flexibility of the instrument needed, manual should be more user-friendly, more realistic targets, more financial incentives for experts in the public administration.

- Improve flexibility, more realistic targets
- I do want to answer this question now. First, I would like to see how the current reforms (TM 2017) will work.
- increase flexibility in the implementation of projects, more clear regulation without any interpretation in the manual
- -
- Realism in results - Twinning is one step in the long-term development process. Improved stakeholder cooperation in the PC by means of better communication. Focus on quality instead of quantity.
- Better structured projects as elections, government's changes have direct impact on the sustainability of the results. Mandatory results /reforms could be implemented in sequenced projects based on the outcome of the previous. This requires swifter programming and actions but would also enable EU MS administrations to provide and detach experts due to shorter project implementation
- Further simplification of the implementing rules, which should further facilitate implementation for MS. Adequate Twinning rules that take into account that Twinning Projects are no typical grants, but are implemented by public MS Administrations. A strategic use of the Twinning Instrument, in relation to other forms of EU external assistance; including stronger Promotion of the Instrument and its added value (compared to Technical assistance etc.) within the EU institutions and towards Partner countries.
- 1) Electronic platform for communication + project site, 2) Same level Leadership from both sides, 3) Involvement of political personnel and strong political support, 4) Training for all MS experts about Twinning, 5) certified training of PL and RTA in management, 6) PL must delegate more duties to RTA, 7) All reports must be translated to BC language, 8) more than 3 days per month for PL, 9) PL must be STE and CL
- We should reflect on how the Twinning tool is currently under stress, as other types of public sector peer cooperation are being developed by different Commission services. In this light we may have to consider that to maintain a single relevant Twinning instrument in EU external and internal action this instrument a reform may be needed. It should consist in a substantial simplification of the instrument, concentrating on its core elements, namely, problem driven approach and integration of long-term experts into the partner administrations.
- BC staff should be made interested to perform extra work and not to see the enemy in MS experts (lack of financial motivation). TW fiches should be more realistic and thoroughly elaborated. COM should conduct deeper investigation whether the objectives and activities foreseen in the TW fiche and the TW contract are necessary and have added value.
- Make preparation of projects fiches faster, more flexible, include more horizontal area in possible subjects of twinning, like upgrading of general knowledge of EU in partner countries, building capacities for specific sectors like communication of EU topics, education on EU for public administration etc.
- More simple and non-bureaucratic rules
- Creation of a website for quick searching partner institution on-line (like H2020 programme). As finding partners through National Contact Points takes too much time even to find the most appropriate institution.
- reduction in bureaucratic processes, perhaps more financial incentives for the experts and the public administration

- *Better preparation could be done on the identification of needs/constraints of beneficiaries. Subsequent projects need to be coherent with the previous projects while adjusting to the priorities of the beneficiaries. Long-term feasibility of results should be better evaluated*

6. Questionnaire for CFCEs

A. Summary

1) Open questions

One respondent believed that interest in Twinning among their administrations remained the same, while another respondent believed that it has decreased. It is believed, that Twinning projects have some administrative burdens like exclusion of NGOs and very limited participation of the private sector. Besides, the interest of Member States for Twinning projects drastically decreased in recent years. Hence, Beneficiary Administrations tend to apply Technical Assistance rather than Twinning.

One of the respondents believed that interest in Twinning among Member States remained the same, while another believed that it has decreased.

The first respondent stated that training on the 2017 Twinning Manual were provided, while the second respondent answered negatively.

It was stated that the 2017 Twinning Manual changed a lot of procedure of which some of them are really good and some of them are really challenging. For instance, Beneficiaries were complaining about receiving very poor proposals since the information given in the fiche is not enough for MSs to cover the expectations of the Beneficiary.

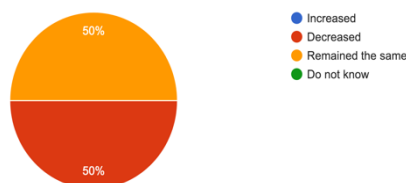
B. Detailed replies

To which extent do you agree with the following statements? Select a score in the 5-point likert scale and leave comments as appropriate (5 = Strongly agree, 4 = agree, 3 = Neither agree nor disagree, 2 = disagree, 1 = strongly disagree). If not applicable, skip the question. If you don't know, please tick 'don't know'.

1) Open questions

Question 2.1

2.1. Have you noticed the interest in Twinning among your beneficiary administrations increase, decrease or remain the same over the last 5 years?
2 responses



50 % of the respondents believed that interest in Twinning among their administrations remained the same, while another 50% believed that it has decreased.

Explain what change (if any) you noticed in the interest in Twinning among your beneficiary administrations.

- *Twinning projects have some administrative burdens like exclusion of NGOs and private sector (very limited) as well as it means a lot of work for BC Administrations since it is not a one way transfer of know-how, it is a partnership. Besides, MSs' interest to Twinning*

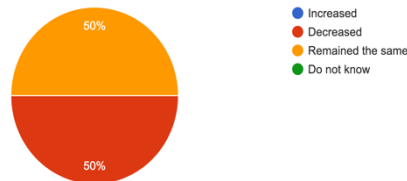
projects drastically decreased in recent years. Hence, Beneficiary Administrations tend to apply Technical Assistance rather than Twinning.

- More specific areas to be targeted by the project; Beneficiary institutions knew exactly what they needed

Question 2.2

2.2. Have you noticed the interest in Twinning among Member States in call for proposals increase, decrease or stay the same over the last 5 years?

2 responses



50 % of the respondents believed that interest in Twinning among Member States remained the same, while another 50% believed that it has decreased.

Explain what change (if any) you noticed in the interest in Twinning among Member States in call for proposals.

- Twinning rules are little challenging and 2017 Twinning manual even has more administrative burdens like unit costs (especially travel cost and 3 offer requirement for every route (there are hundreds of combinations from different cities of MSs to different cities of Beneficiary))
- New Member States started to participate in Twinning projects more often than before; it seems that their administration took some time to recognise the benefits of twinning, however when it they started to participate, they were very satisfied with it and applied also to other projects

Question 2.3

2.3. Which type of Twinning (standard/light) do you find more useful?

2 responses



50 % of the respondents believed that standard twinning is more useful, while another 50% believed that both are useful.

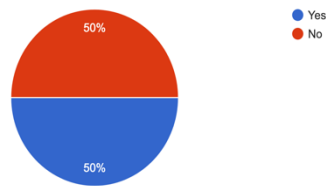
If you have a preference (standard/light) please give a brief explanation

- I prefer Twinning since it has a real impact on Beneficiary Institution but even preparation of Twinning Light contracts and implementation duration take almost same time with standard Twinning (which last at least 12 months), it has a very little impact and actually difficult to manage in the absence of a RTA.
- I do not have preference. However, I think that TW light should be used more often than it currently is in other Beneficiary Countries

Question 2.4

2.4. Have you provided any training, or organised presentations, for your beneficiary administrations on the 2017 Twinning Manual?

2 responses



50 % of the respondents stated that training on the 2017 Twinning Manual were provided, while another 50% answered negatively.

If yes, please provide examples.

- *Presentations and trainings*

Question 2.5

What is your experience with the beneficiary administrations in moving to the new Twinning Manual including:

a) Using the 2017 Twinning fiche template

- *2017 Twinning Manual changed lots of procedure of which some of them are really good and some of them are really challenging. For instance, Beneficiaries are always complaining about to receive very poor proposals since the information given in the fiche is not enough for MSs to cover the expectations of the Beneficiary. Sometimes, there are only two results and two benchmarks which cannot give a clear idea to the MSs about the expectations of the Beneficiary. This leads lots of conflicts between the partners in implementation period.*
- *The circulated Twinning fiches are almost the same as before, I noticed no simplification. In principle, indicators stated under a particular result are very detailed and ambitious and thus, the MS must formulate corresponding activities with no much possibilities to differ from indicators. Also, MS cannot formulate additional activities since the project indicators are already very ambitious and there are no funds for additional activities. (E.g. Indicator: To conduct at least 1 two day workshop for at least 50 participants on...; corresponding Activity must be: Conducting at least 1 two day workshop for at least 50 participants...). Therefore, it is the same as if the activities are still stated in the fiche (they are just formulated as indicators).*

b) results orientation, rather than focus on activities

- *Results are not that much clear for a MS Institution who cannot know the real expectations of the Beneficiary. It could be better to cover at least the specific areas of which the beneficiary wants to improve.*
- *I think that the projects were result oriented also under the old Twinning Manual. The focus was on achieving mandatory results. I would recommend to have less detailed programming documents.*

c) the mainstreaming of public administration principles

- *It is key to ensure adaption of EU Acquis*
- *The same as before.*

Question 2.6

In your opinion, what is the main added value of Twinning for your administration as compared to other forms of external assistance?

- *It is the first hand information from a MS who is applying the EU Acquis successfully and helps Beneficiary to establish new networks in MSs.*
- *Twinning provided support in harmonization of legislation with the EU acquis, developing procedures and enhancing capacities through trainings in public administration. It is very beneficial for public administration since only working with their counterparts in other countries can generate changes on the path to the EU.*

Question 2.7

In your opinion, which are the three main factors for a successful Twinning project?

- *A good RTA, Capacity of MS to implement the project (human resources, back stopping...), ownership of the Beneficiary*
- *Political support*
Clear vision (BC must be dedicated to changes)
MS experts (PL, RTA, STEs) with adequate expertise

Question 2.8

In your opinion, which are the three main constraints that reduce the performance of Twinning projects?

- *so bureaucratic, rules are not clear time to time, there is no clear action in the Manual for the failure of activities/results committed*
- *Lack of political support to changes*
High demand on capacities of both MS and BC (experts usually do their regular job and also participate in the project) - this could be overcome through adequate political support to the project (e.g. senior officials designed project team and the priority for the members is the Twinning project, not their regular job)
-

Question 2.9

What suggestions would you make to improve Twinning projects in the future?

- *-There should be a more solid contractual base (which has a clear log frame)*
- In recent years, it is understood that Twinning mechanism is tend to be implemented as Grant Contracts but MS are not Grant Beneficiaries and the nature of Twinning is not totally same with the Grants. For instance, Unit cost is not suitable for the nature of Twinning (MSs always complaining about travel requirements, 3 offers requested from 3 travel agencies for 2 year period!)
- Rules should be more clear as it will give the same message to all parties
- *Less detailed programming documents*
Less detailed budget / workplans (in some cases, they are requested to be prepared as under the old Manual)
To involve senior officials in Beneficiary countries in Twinning and ensure political commitment

Annex 7. CASE STUDIES

CASE STUDY 1. TWINNING AND REVENUE COLLECTION AND ADMINISTRATION IN CROATIA

1. INTRODUCTION

This case study covers one Twinning light and one standard Twinning project with the Ministry of Finance's Croatian Tax Administration (CTA):

- '*HR 11 IB FI 01 TWL Strengthening the administrative capacity of Croatian Tax Administration concerning investigation of criminal tax acts (CRO CRIMTAX)*', which was implemented from March to October 2015 with the Bavarian State Tax Office (Germany), and a budget of EUR 188,889; and
- '*HR 14 IB FI 01 Croatian Tax Administration information system applications development supervision (CRO TAXIT)*', which was implemented from October 2016 to July 2018 with Austria's Agency for European Integration and Economic Development (AEI) as the lead partner and Lithuania's Ministry of Finance as the junior partner, and a budget of EUR 700,000.

The aim of the case study is to understand the contribution of Twinning to improving revenue collection and administration in Croatia as a basis for replying to the EQ3 on the sector of public finance management¹²⁰. In particular, the case study focuses on the indicators to assess the judgement criteria about the contribution of Twinning to promoting sound collection and administration of revenue from tax and/or excise:

- **3.1.1** Extent to which Twinning has contributed to enhancing the performance of revenue collection and administration (analysis of partner country data on revenue out-turn against budgeted revenue, the stock of revenue arrears, and long-term revenue arrears i.e. more than 12 months).
- **3.1.2** Extent to which Twinning has contributed to changing external stakeholders' perceptions about the system of revenue administration and collection.
- **3.3.1** Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
- **3.3.2** Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.

The information gathered through the case study has also informed the replies to the transversal EQs related to the regulatory framework institutional set-up, programming and other conditions of implementation (EQ1) and Twinning's added value, complementarity and coherence (EQ2).

¹²⁰ EQ3: To what extent has the use of Twinning contributed to the improvement of sound public financial management in line with candidate countries, potential candidates and neighbourhood countries' public financial management strategies?

The case study is based on the desk review of the project documentation and other background materials related to revenue collection and administration in Croatia, as well as interviews carried out with the key stakeholders during a field trip to Croatia organised in November 2018.

2. CONTEXT

2.1. Rationale for the Twinning

The CTA was founded in 1994 as an administrative organisation within the Ministry of Finance. The two Twinning projects form part of a wider portfolio of Twinning assistance that dates back to the mid-2000s, but which coalesces around several themes, including cooperation across the EU, strengthening tax audit, development of information systems (IS) and human resources management (HRM). In the 2010-2017 period alone, the CTA has also benefitted from five other Twinning projects covering:

- Enhancement of the CTA’s administrative and institutional capacity in the field of application of the EU’s common VAT system, with the Netherlands;
- Strengthening the CTA’s administrative capacity on mutual cooperation in the field of taxation, with Austria;
- Supporting the CTA’s capacity for further development of EU information exchange systems, with Austria;
- Implementation and development of monitoring and auditing e-commerce function within the CTA (CRO E-COM), with France; and
- System connecting and recommendations for further development of human resources management according to best EU practices (CRO HRM), with Austria.

The framework for CRO CRIMTAX was set by the CTA’s Strategy of the Tax Administration for the period 2011-2015, along with the Supervision Strategy of Tax Administration for the period 2013-2017, and its Action Plan. The overarching strategic document defined CTA’s mission as “the best possible collection of public revenues through a simple tax procedure, appropriate implementation of tax legislation, cost effective tax compliance and good cooperation with the taxpayers. By doing so, we will ensure the collection of budgetary revenues needed to satisfy all social needs planned for in the state budget”. For the period covered by CRO CRIMTAX, the strategy’s vision for the CTA was “the leading professional public sector organization that operates in line with European and global best practices, disposes of developed administrative capacities and provides taxpayers with high quality service standards”.

According to the strategy, “the Tax Administration discovers ever greater number of taxpayers who evade taxes or who participate in designed tax frauds. Due to its frequency, fraudulent behaviour represents a great challenge for the Tax Administration and imposes a need for continuous training of tax inspectors and exchange of information with other tax administrations. Significant administrative capacities are used for enhanced tax audit”. The Twinning fiche defined tax fraud as “the wilful and intentional avoidance of paying true tax liability, while criminal tax acts encompasses all intentional and unintentional actions”. The Twinning fiche highlighted the importance of inter-agency collaboration within Croatia, but also international cooperation as a “single Member State cannot successfully fight against tax fraud on its own” as a cross-country and global phenomenon.

The genesis of CRO CRIMTAX lies with the project ‘ILECUs’ (International Law Enforcement Coordination Units) which was launched by EUROPOL and INTERPOL and ran from mid-2009 to March 2011. The European Commission assigned the contract to establish ILECUS to the Austrian Ministry of Interior / Criminal Intelligence Service, to optimise international and inter-agency

cooperation, to coordinate information exchange and improve existing work processes in line with the EU acquis, best practices in MS and relevant international regulations and standards. The CTA's Criminal Tax Investigations Department (CTID) was one of the contact points in Croatia under the ILECU's project. The idea for CRO CRIMTAX emerged from CTID's study visits to Austria and the Netherlands to look at the theory and practice of criminal tax act investigation; CTA wanted to achieve something similar.

The overall objective of CRO CRIMTAX was to increase the efficiency of criminal tax acts investigations. The project purpose was to enhance capacity of the CTA and other stakeholders in the area of anti-money laundering, fight against tax fraud and organised crime, by providing training and improving business processes and procedures concerning investigation of criminal tax acts.

CRO CRIMTAX consisted of four mandatory results:

1. Recommendations for improvement of legal framework and operational capacities in the area of criminal tax acts investigation prepared.
2. Recommendations for improving processes of collecting data from internal and external sources with the aim of preventing criminal tax acts and improving criminal tax acts investigations prepared.
3. Manual on methods and techniques for discovering, investigating and reporting of different types of criminal tax acts prepared.
4. Capacity of the employees from the CTA and other stakeholders involved in criminal tax acts investigation enhanced through targeted trainings.

With CRO TAXIT, the Strategy of the Tax Administration for the period 2016-2020 set out CTA's mission to provide "effective and impartial collection of public revenues accompanied by good cooperation with taxpayers in order to protect society, the financial interests of Republic of Croatia and the European Union and to ensure equal conditions for all entrepreneurs and citizens in accordance with constitutional principles". The strategy emphasised the enabling role of e-government, and especially the already successful introduction of the Personal Identification Number (PIN) as the unique identifier of each legal and natural person in the Croatian system, and the precondition for data exchange between different public authorities, including CTA, also linked to property information.

The strategy also highlighted the importance of communication with taxpayers, and within the CTA, for "helping taxpayers to understand their tax obligations and to promote voluntary, timely and accurate reporting of tax obligations while reducing costs borne by the taxpayer". Electronic communications was achieved through the CTA's website, its Intranet, and the 'ePorezna' system of electronic services, which allowed taxpayers (at the time, legal entities only) to submit tax forms electronically and to monitor their obligations and debts. "By improving electronic services to taxpayers, we will facilitate accounting and payment of taxes and encourage taxpayers to voluntary compliance - that is our strategic orientation. We will continue to expand and enhance electronic business activity and communication with taxpayers as well as the internal horizontal and vertical communication on the basis of this Strategy". In performing their daily duties, CTA employees use applications in the Information System of Tax Administration (ISTA), which was 16 years old at the time of the Twinning launch and in need of upgrading.

The Twinning was designed to modernise eight ISTA applications with new functionalities, and fully connect them with other parts of ISTA and the CTA IT system as a whole, given their deficiencies:

- Document management: This was done manually with a paper-based system, so the existing ISTA application could only track documents by number and named official.

- Tax violations: ISTA could only access documents at the beginning of their lifecycle, other processing had to be done manually using MS Windows Office applications, with no joint registry or ability to manage, view or track documents.
- Risk analysis: This had to be performed by manually searching through ISTA applications, and conducting data analysis using excel tables
- Unique taxpayer database: The existing registry application within ISTA enabled CTA officials to view and change information on taxpayers, but its connection to other CTA applications and external systems was inadequate, causing unnecessary workload.
- Tax certificate issuing module: The existing ISTA application for issuing tax certificates required the physical presence of the taxpayer at the local tax office.
- Database of resident and non-resident VAT taxpayers: the VAT refund system application and database includes information on both resident and non-resident VAT taxpayers, but is mainly a communication application and has limited monitoring and statistical capabilities.
- Taxpayer accounting application module: This ISTA module enabled tax officials to review all due obligations and payments of particular taxpayers with automatic annual interest rate calculation, and was also available to the taxpayers through ePorezna, but would benefit from additional functionalities and interconnectivity to increase its usefulness, as well as a new visual identity.
- Tax enforcement: Alerts for tax payments were being sent manually by tax officials (MS Office applications) with limited statistical and search capabilities.

In this context, the overall objective of CRO TAXIT was to strengthen capacity of the CTA in relation to functioning of the IT services and control systems and ensure further enforcement of EU legislation in the field of taxation. The project purpose was to produce recommendations for further development of CTA's IT system, including e-services for taxpayers, and perform supervision of the development of new CTA IT system applications.

CRO TAXIT comprised nine mandatory results:

1. Recommendations for development of CTA IT system applications prepared.
2. Supervision of development of Application for Document Management performed.
3. Supervision of development of Application for Tax Violations Department performed.
4. Supervision of development of Application for Risk Analysis performed.
5. Supervision of development of Application for Unique Taxpayer Database performed.
6. Supervision of development of Tax Certificate Issuing Module performed.
7. Supervision of development of Database of Resident and Non-Resident VAT Taxpayers performed.
8. Supervision of development of Taxpayer Accounting Application Module performed.
9. Supervision of development of Application for Tax Enforcement performed.

2.2. Intervention logic and theory of change

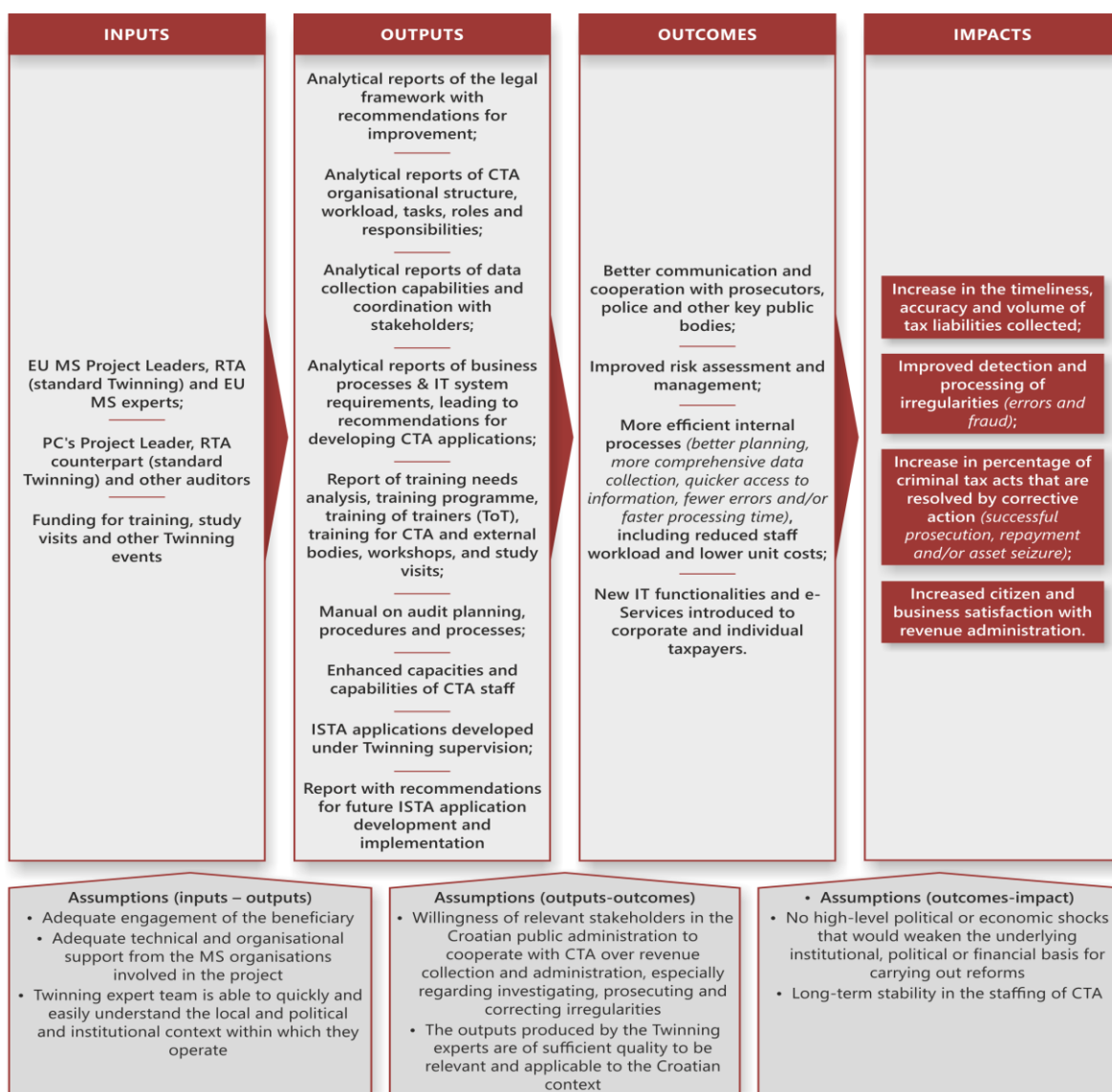
The Twinning Project Fiche does not include a formal theory of change (ToC) *per se*. However, the latter can be derived from the project documentation, and interviews held during the field phase. The ToC attempts to outline the desired process of change that the project will engender, by mapping out the intended chain of events, starting from the project's inputs that are employed in the Twinning project to produce immediate outputs, which result in positive effects in the intermediate period (outcomes) which in turn contribute to longer-term benefits at the sector level (impacts).

The expected results of the two Twinning projects related to the performance of the CTA, which had the stated ambition in 2011-2015 to join the best European tax administrations based on quality

taxpayer services, efficiency and quality of revenue collection within its scope of authority, and combatting tax evasion. While CRO CRIMTAX is specifically focused on tackling criminal tax acts, this should also increase revenue collection through both deterrence and detection, if followed up by successful corrective action, including prosecution, all of which depend on effective arrangements with relevant bodies, especially the police and state attorney’s office.

The development of IT applications through CRO TAXIT fits the CTA’s vision for 2020, which remained to be “one of the most successful tax administrations in the European Union”, which “provides quality services and performs efficient collection of budget revenues. We are a reliable partner to the citizens and entrepreneurs”. *Ceteris paribus*, CRO TAXIT should increase the efficiency and quality of revenue collection by enhancing internal processes, but also external relations with other stakeholders and especially taxpayers. The level of customer service should improve if the CTA becomes more accessible online to corporate and individual taxpayers, so they can find information, submit declarations and make payments at a time and place of their convenience.

FIGURE 26: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE REVENUE COLLECTION AND ADMINISTRATION SECTOR IN CROATIA



3. IMPLEMENTATION AND RESULTS

3.1. Achievement of mandatory results

Under the first mandatory result of CRO CRIMTAX, “Recommendations for improvement of legal framework and operational capacities in the area of criminal tax acts investigation prepared”, the Twinning team produced an analytical report on the legal framework and operational capacities with conclusions and recommendations, and a comparison table describing the approach to criminal tax acts investigations in Germany and Latvia as good practice examples.

Under the second mandatory result, “Recommendations for improving processes of collecting data from internal and external sources with the aim of preventing criminal tax acts and improving criminal tax acts investigations prepared”, the team conducted the required analysis and organised two workshops with a combined total of 28 participants on data collection and coordination among stakeholders.

The third mandatory result, “Manual on methods and techniques for discovering, investigating and reporting of different types of criminal tax acts prepared”, was achieved by preparing a manual with investigation methods and case studies.

Under the final mandatory result, “Capacity of the employees from the CTA and other stakeholders involved in criminal tax acts investigation enhanced through targeted trainings”, a TNA of CTID staff and other stakeholders was performed and report produced, a training programme, plan and materials were developed, and ToT and training was delivered in four locations, and a five-day study visit organised to Germany for eight employees involved in investigating criminal tax acts, as required by the contract.

Under the first mandatory result of CRO TAXIT, “Recommendations for development of CTA IT system applications prepared”, the recommendation reports were produced and two study visits organised (Austria and Lithuania). The second to ninth mandatory results were all achieved through actual supervision and a set of recommendation reports covering each ISTA application.

3.2. Features of project implementation

CRO CRIMTAX was originally designed as a standard Twinning with a budget of EUR 800,000. Unfortunately, there were insufficient funds and hence it was scaled down to a Twinning light with a budget of just under EUR 190,000 from remaining IPA 2011 allocation. The project’s scope was ambitious for a Twinning light, as there was minimal reduction in project activities, increasing the workload on the counterparts in CTA.

The call for proposals resulted in two offers being received from Germany and from Austria. They were considered by CTA to be very close in quality, with the winning bid scoring slightly more highly, and the CVs being particularly impressive for their expertise and experience in tax audits.

The project ran for seven months and eight days, against the original plan of six months. The prolongation was necessary because of an increase in CTA workload due to additional audit activities, and because it was decided to invite external stakeholders to participate in the training, to encourage inter-agency cooperation, but there was limited staff availability when the events were originally scheduled for month 6.

As with other Twinning projects, the team were flexible in meeting the CTA's needs and 'over-delivered', completing all the activities and achieve the mandatory results, while providing two workshops for a combined total of 28 participants (15+13), rather than one workshop for "at least 10" under the 2nd mandatory result as envisaged in the contract, and an additional workshop under the 4th mandatory result on financial investigation and cooperation between state agencies.

"The Bavarian State Tax Office performed very well. We were very satisfied, especially with the study visit - to see how it works, meeting the prosecutors, how cases go and how they work by cooperation between tax inspectors and prosecutors. We learned procedures there under the 4th component. There were eight people on the study visit, but much more were trained, because they could train others" (Interview, CTA)

CRO TAXIT ran for 22 months. The Twinning was designed and implemented in parallel with a complementary component - a service contract / technical assistance (TA) project. According to the Twinning project fiche, the Twinning component was envisaged to start one month before the TA component, given the former's analysis and recommendation would provide the basis for the latter to design, develop and upgrade the ISTA applications.

The Twinning call for proposals received only one response. While the MS Project Leader was Austrian, the RTA was provided by the junior partner, Lithuania. In accordance with Austrian law and practice, they must work on Twinning during holidays or unpaid leave. In line with the project design, the Twinning team analysed CTA's system requirements from the business and technical side, which was critical to the components that followed.

"It was very important that the initial specifications were accurate, given they were the basis of the contractor's work and could have been challenged if they were vague or unclear, left room for interpretation or left key details out. Every application should reach the required standards technically and regarding interoperability and security issues". (Interview, MS)

For the TA, the call for proposals attracted four bids, all from Croatian companies. Under Croatian procurement law, the tender was awarded to the bid with the lowest price, which was less than 40% of the allocated budget.

The CTA coordinated and sequenced the Twinning and the TA, so that they would work together. This presented challenges, as delays to the TA meaning the Twinning project had to be held up and then extended by three months to July 2018. There was also a change of CTA's Project Leader, but this does not appear to have disrupted implementation.

"The Twinning worked very well. We had a perspective and vision of what we had to do. The Austrians know our applications and all our systems, not just the EU ones. We know they are capable to go deeply into them. It is much easier to explain to them". On coordinating Twinning and TA: *"It was not easy, but we managed"*. (Interview, CTA)

However, the TA project was not completed until September 2018, meaning there was no involvement from the Twinning team in the final months of IT application development.

"Two years of preparation from the first idea to the kick-off meeting and less than two years for implementation. There were a lot of things happening in between – changes in law and business processes. To change business processes involves a lot of educational activities and a large number of people. The IT industry changes very fast. The project was very structured from beginning to end. Unfortunately, there is no flexibility to extend the Twinning project further. You have to know

everything at the beginning, the rules are very strict. You don't have space if you need more activities". (Interview, CTA)

4. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

CRO CRIMTAX followed an earlier Twinning project under IPA 2009 that was implemented from May 2012 to March 2014, with Germany as the lead partner and UK as the junior partner, to strengthen the CTA functions of tax auditing and battling tax fraud. The results of the IPA 2009 TP included a strategy and action plan for auditing taxpayers, a procedures manual for planning and reporting on audit, methodological guidelines and techniques for auditing major groups of taxpayers, manuals on e-audit and VAT audit / combating tax fraud.

Given the specific remit of the CRO CRIMTAX Twinning light, there were few points of contact with other technical cooperation projects, with the exception of the Revenue Administration Modernisation Project (RAMP), which was co-funded by a World Bank loan agreement, which ran from 2008 to 2016. Between the design of the Twinning project and the submission of proposals, some aspects of consulting and training were already being covered by RAMP.

"In the 1½ years before the formal application was submitted, the areas of consulting and training were being covered by the World Bank. These areas were [in effect] being tendered two times. There should be an update of the Twinning project to avoid double-tendering". (Interview, MS)

The CTA also benefited from a TAIEX expert mission from two UK tax experts, which looked at the Internet and specifically the 'dark web' as a source of intelligence for their investigations.

Complementarity was clearly a central aspect of CRO TAXIT, and not just limited to the coordination with the TA component. Interoperability is key to the success of IT projects, especially in the public administration. In the Twinning fiche, it was emphasised that the upgrading of ISTA applications should be done in relation to two linked projects.

- The first was the IPA 2013 TA project 'Strengthening of the CTA's Government-to-Business (G2B) capacities through consolidation of IT systems', which foresaw the establishment of a one-stop shop Internet portal covering a wide range of services that CTA provides for companies in Croatia. It was expected that all eight ISTA applications should go through the G2B Single Tax Administration Portal that was developed through the IPA 2013 project.
- The second was World Bank's RAMP, which was developing a compliance risk management system (CRMS), and hence was highly relevant to the application for risk analysis (mandatory result 3).

In the cases of both CRIMTAX and TAXIT, there seems to be a strong *prima facie* case for Twinning type of assistance, as the knowledge of the working environment of a tax administration adds value that a private provider would struggle to replicate, even with ex-officials. The CTA was very positive about Twinning's contribution to improving administrative capacity, both staff and systems. They chose Twinning for this project based on "very good" previous experience.

"With Twinning, we get best practices from other countries, they know what we want to achieve. We get the RTA, the Project Leader, the experts already on other Twinning projects, they have experience". It is very, very helpful. This cooperation with other tax administrations and finance ministries is very fruitful for us. The study visits contribute to learning, making better connections

with other Member States. [For aspiring accession countries], it's a very good entry to membership of the EU". (Interview, CTA)

5. IMPACT AND SUSTAINABILITY

While CRO CRIMTAX has helped to build capacity, one of the key issues identified in both the Twinning Fiche and the Final Report was the fact that responsibility for detecting and investigating criminal tax acts was dispersed across public bodies. As well as CTA, the key stakeholders were the State Attorney, the Office for Suppression of Corruption and Organised Crime, the Anti-Money Laundering Office, the Customs Administration and the Ministry of Interior. In designing and implementing Twinning, a strong focus was placed on improving communication and cooperation, particularly with the police and prosecutors, sharing and exchanging information to achieve a uniform approach.

The German experts proposed establishing a working group or regular workshops where officials could submit actual cases for joint discussion, which would then identify what they need for each other and who should be contacted. Two workshops were held with delegates from external bodies early in the project (April 2015), and they were also invited to participate in the training under the 4th mandatory result.

"We involved these other parties in training, and the building of teams for work that should be done with tax inspectors, the State Attorney's office and the Anti-Money Laundering Office" (Interview, CTA)

The Final Report identified the relationship with the police and the public prosecutors as particularly critical. The CTA has signed an agreement with the State Attorney and the police, and say they are now working very closely.

Data collection and analysis enables CTA to look for patterns of behaviour, including any unexpected variances.

"Data gives an early warning of fraud, with EUROFISC¹²¹. We track taxpayers on a daily basis". (Interview, CTA)

Since the Twinning, the CTA has a new and large IT project underway – the General Audit System (GAS) – which is based on both the IPA 2009 standard Twinning project and the IPA 2011 Twinning light. GAS will help the CTA to meet its risk management needs, providing analysis of data for fraud audits, which presumably will help the CTA to implement the 2nd mandatory result.

Since the Twinning, the CTA and the Bavarian State Tax Office have concluded an agreement and have performed joint tax audits of corporate tax, "working very closely together on inspections". This reflects the multinational nature of business – companies have establishments in both Germany and Croatia. The BSTO performs joint audits with Italy, Austria and Croatia, which would not have happened with the CTA if it had not been for the TP. These joint audits are encouraged by the European Commission and the OECD and are still going on. Alongside this official arrangement, the CTA and BSTO has maintained informal relationships.

¹²¹ <https://www.eurosai.org/en/databases/audits/EUROFISC-A-multilateral-warning-system-of-the-Member-States-for-combating-VAT-fraud/>

“I have colleagues who visited the Croatian Tax Administration three or four times. Information is the central value good of a tax administration ... It is always an advantage to know persons in another administration. They now have a framework of information exchange. But Twinning is not just about administrative capacity, it is also a political issue. Croatia’s Finance Minister met our Finance Minister. They made a connection and discussed issues [that would not have happened otherwise].”
(Interview, MS)

In principle, CRO TAXIT should improve the efficiency of the CTA, and its ‘offer’ to taxpayers, as each component of the ISTA modernisation proposed a step-change in performance.

For example, the digitalisation of documents should not just improve archiving, but speed up business processes, with knock-on benefits for other applications, especially tax violations and tax enforcement. Similarly, the risk analysis application, the unique taxpayer database, the VAT taxpayer database should play central roles in strengthening internal capabilities, and lay the foundation for a better external interface. The applications on issuing tax certificate and taxpayer accounting are most obviously beneficial to the customer.

The final report recommended connecting applications, for example the database of resident and non-resident VAT taxpayers with the unique taxpayer database. The key issue then becomes interoperability, in essence the ability of different systems developed by the TA to ‘talk to each other’ - exchange and use data. From the customer’s perspective, the test over time is whether the various applications can be integrated in a way that satisfies their expectations for a seamless interaction with the CTA.

The eight applications are now operational. However, as they were only completed in September 2018, it is too early to assess impact or sustainability.

CASE STUDY 2. TWINNING AND EXTERNAL AUDIT IN SERBIA

1. INTRODUCTION

This case study considers two Twinning projects with Serbia's State Audit Institution:

- ‘*SR 11 IB FI 01 Strengthening Capacities of the State Audit Institution of Serbia*’, a standard Twinning project, which was implemented from October 2012 to March 2015 with the Netherlands Court of Audit (NCA) as the lead partner and the United Kingdom's National Audit Office (UK NAO) as junior partner and a budget of EUR 1.4 million; and
- ‘*SR 13 IPA FI 02 17 TWL Audit Quality Control in the State Audit Institution*’, a Twinning light project, which was implemented with Latvia's State Audit Office (SAO) from September 2017 to May 2018 and a budget of EUR 250,000.

The aim of the case study is to understand the contribution of Twinning to strengthening external audit in Serbia as a basis for replying to the EQ3 on the sector of public finance management¹²². In particular, the case study focuses on two indicators to assess the judgement criterion 3.2 about the contribution of Twinning to promoting functionally, operationally and financially independent Supreme Audit Institutions (SAIs), which are able to fulfil their audit mandate and implement financial and performance audits in partner countries:

- **3.2.1** Extent to which Twinning has contributed to strengthen the independence of the SAI.
- **3.2.2** Extent to which Twinning has contributed to raising the SAI's capacities to conducting effectively a full audit mandate, reporting its results to the national parliament, and its recommendations being taken into consideration.
- **3.3.1** Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
- **3.3.2** Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.

The information gathered through the case study informed the replies to the transversal EQs related to the regulatory framework institutional set-up, programming and other conditions of implementation (EQ1) and Twinning's added value, complementarity and coherence (EQ2).

The case study is based on the desk review of the project documentation and other background materials related to external audit in Serbia, as well as interviews carried out with the key stakeholders during a field trip to Serbia organised in November 2018.

2. CONTEXT

2.1. Rationale for the Twinning

At the time of the first Twinning, the State Audit Institution of Serbia - Državnoj revizorskoj instituciji (DRI) - was a relatively young organisation, having been established by the Law on the State Audit Institution in 2005 as an independent body accountable to the National Assembly of the Republic of Serbia (NARS). During its first formative years prior to Twinning, DRI began to build up its structures and resources, and had started to perform financial audits on a small but growing portion of the State

¹²² EQ3: To what extent has the use of Twinning contributed to the improvement of sound public financial management in line with candidate countries, potential candidates and neighbourhood countries' public financial management strategies?

budget. It became a full member of the International Organisation of Supreme Audit Institutions (INTOSAI) in November 2008, and its European equivalent (EUROSAI) in June 2009.

Initially, DRI faced difficulties in carrying out its audit mandate, mostly due to inadequate premises (five different offices in Belgrade and four regional offices) and a lack of human resources, as noted in the Commission's Progress Reports, OECD-SIGMA missions and Council of Europe reports. By 2009, DRI had no more than 10 auditors. However, a May 2010 amendment to the Law on SAI had made recruitment easier and salary conditions better, and the SAI expanded to around 100 staff by the time of the first Twinning. SIGMA's March 2012 assessment noted that external audit was "still at an early stage of development" and, comparing filled with planned posts, "remains under-resourced", but also highlighted the progress made, especially with the support of the Government of Norway and Norway's Office of the Auditor General. This included: adopting a strategic development plan for 2011-2015; elaborating and adopting rules of procedure, a code of ethics, and a staff certification programme; and developing a financial audit methodology and financial audit manual.

Furthermore, SIGMA noted that 40 auditors had been certified, a new systematisation had been adopted allowing for 201 posts (previously 159). It had been agreed to hire up to 51 additional staff in 2012, and additional premises had already been found in Belgrade to host the additional staff. The ROM report on the Twinning project later referred to the "prudent" decision to delay it until the DRI was sufficiently mature. According to SIGMA in 2012, the SAI was on a good trajectory in relation to "a significant increase in audit capacity, which has translated into a three-fold increase in audit coverage.... These audits covered around 71% of the budget". However: "Although the Finance Committee of the National Assembly has started discussing [audit] reports, the parliament's capacity to fulfil its budgetary oversight role remains very weak".

The Twinning Project Fiche set out the basis for the first Twinning project: "In general terms, Twinning is supposed to support the Serbian SAI in the critical times of the expansion of its interventions, at the point where this institution will operate with almost full human capacity and will be expected to start with regular and reliable audits other than that of the state budget. Such categories of operations refer notably to audits of the financial statements of territorial autonomies and local self-governments ..., audits in the organizations of the mandatory social insurance and in the public enterprises which are, for the time being, performed for the very first time. Furthermore, it is estimated that the Twinning-type of assistance provides for a suitable kind of consistency and institutional-strengthening, which is required in order to concert the introduction of the International Standards of Supreme Audit Institutions (ISSAI) in various parts of the SAI's organizational structure and in order to prepare the Serbian institution as a whole for the challenges of performance auditing". However, "progress in these areas will need to continue together with a review of the legal framework, to ensure that the framework is sufficiently robust, to ensure the constitutional independence of the SAI in practice, and is effective in all respects". DRI's responsibility include compliance audits which identify irregularities leading to potential sanctions for misdemeanours.

The strengthening of the SAI's capacity is clearly vital to the accession process, in ensuring a comprehensive system of public finance management and control, based on transparency, accountability and efficiency in the use of public funds, which also contributes to the fight against corruption at all levels. The TPs were fully in line with the enlargement agenda, laid out in 2011's Stabilisation and Association Agreement, obliging Serbia to ensure "independent external audit systems ... in accordance with internationally accepted standards and methodologies and EU best practices. Cooperation shall also focus on capacity building of the Supreme Audit Institution in Serbia".

The two Twinning projects shared a common objective to enhance the effective management of public funds in Serbia and strengthening audit capacity of the SAI (the standard Twinning also referred to enhancing accountability, and to EU funds specifically). The purpose of the standard Twinning was to align its organisational structure, procedures, practice and performance, while the Twinning light

focused on audit quality control, both in line with the international auditing standards and audit practice

The first Twinning project consisted of four mandatory results:

1. Comprehensive review of the SAI-related legal framework (laws, bylaws and regulations) completed with clear targets for further alignment with EU and international standards
2. SAI introduces an appropriate organisational structure in accordance with good international practice
3. SAI staff is capable of performing all types of audit in accordance with the Law on SAI and international auditing standards
4. External communication and visibility of SAI improved on national and international level.

The second Twinning project comprised just two mandatory results:

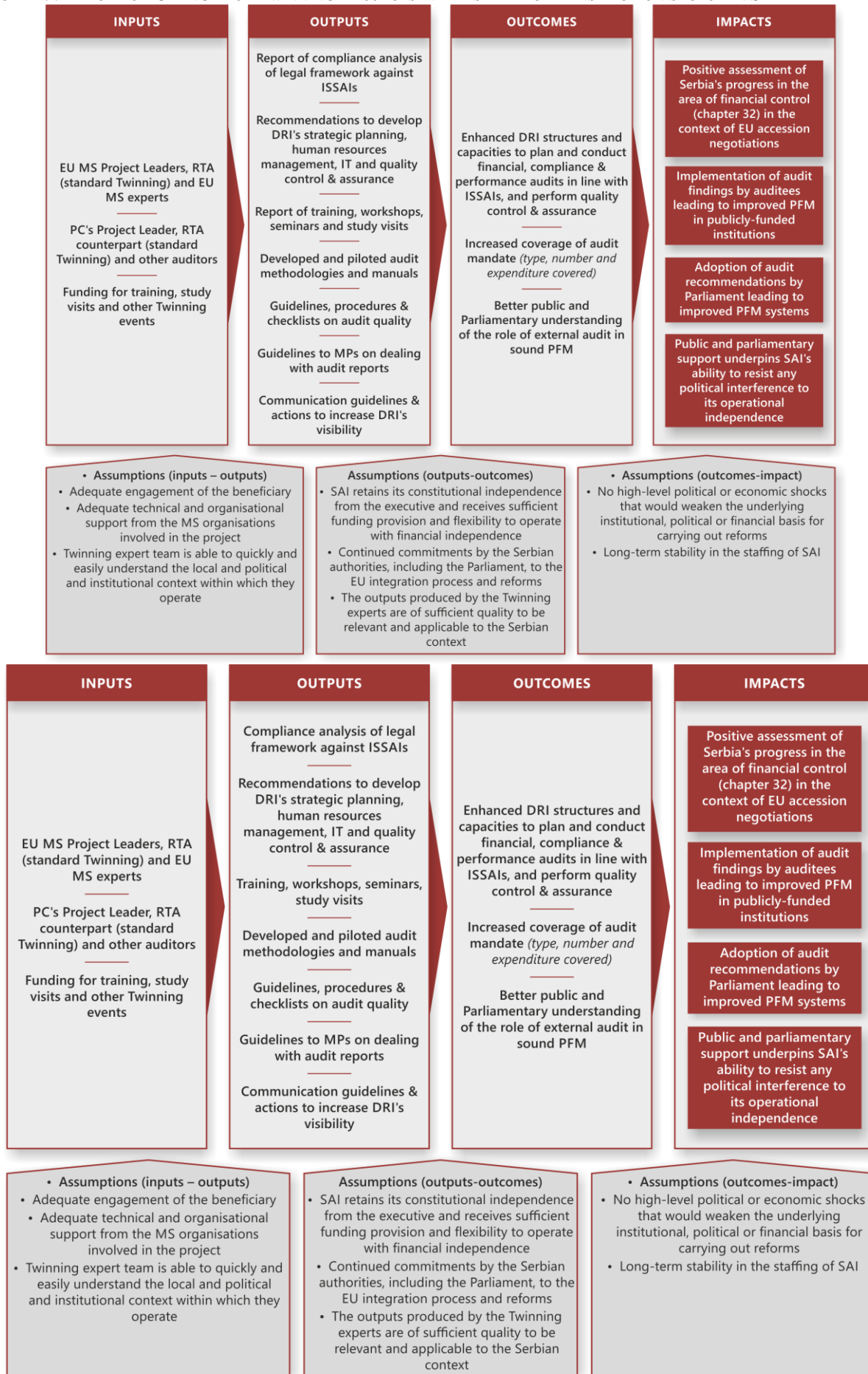
1. SAI introduced an appropriate audit quality control system aligned with EU and international auditing standards
2. SAI standardised its audit practice in the State Audit Institution in accordance with good practice

2.2. Intervention logic and theory of change

The Twinning Project Fiche does not include a formal theory of change (ToC) *per se*. However, the latter can be derived from the project documentation, and interviews held during the field phase. The ToC attempts to outline the desired process of change that the project will engender, by mapping out the intended chain of events, starting from the project's inputs that are employed in the Twinning project to produce immediate outputs, which result in positive effects in the intermediate period (outcomes) which in turn contribute to longer-term benefits at the sector level (impacts).

The expected results of the two Twinning projects related to the performance of DRI as an effective, independent State body tasked with improving public financial management through financial, compliance and performance audits. This required DRI: to operate within the global auditing standards set by INTOSAI; to develop the strategies, structures, systems and capacities that would enable it to move towards achieving full coverage of its audit mandate and to achieve quality levels that ensure its audits are rigorous and reliable; to educate NARS so that it is equipped to utilise DRI's audit findings effectively; and to raise public awareness of DRI's role and importance to help safeguard its independence through civic pressure.

FIGURE 27: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE STATE AUDIT INSTITUTION SECTOR IN SERBIA



3. IMPLEMENTATION AND RESULTS

3.1. Achievement of mandatory results

Regarding the first mandatory result of the standard Twinning, “comprehensive review of the SAI-related legal framework (laws, bylaws and regulations) completed with clear targets for further alignment with EU and international standards”, the review found an already high level of compliance with ISSAIs, but made recommendations for further improvements through future revision or amendments of the Law on the State Audit Institution.

Under the second mandatory result, “SAI introduces an appropriate organisational structure in accordance with good international practice”, the standard Twinning did not envisage specific activities or proposals regarding reorganisation per se. Instead, the Twinning team prepared guidelines and recommendations on strategic development planning, human resources management and IT, supported by workshops and training, covering 80% of the staff. Under this result,

For the third mandatory result, “SAI staff is capable of performing all types of audit in accordance with the Law on SAI and international auditing standards”, the standard Twinning was able to build on DRI’s existing practice of annual audit plans by introducing risk-based planning and to update the audit methodologies in line with the comprehensive set of new standards adopted by the 2011 INTOSAI Congress, making DRI at the time “one of the few SAIs in the world” (Twinning final report) with full ISSAI compliant manuals for financial, compliance and performance audit, according to the Final Report. The Twinning also practised ‘learning by doing’. Given the more than two year duration, the Twinning team was able to perform two annual cycles of auditing, with the Member State experts guiding and mentoring DRI’s auditors in executing nine financial audits involving 50 DRI auditors (from sectors for state budget, local government budget, mandatory social insurance funds and public sectors), alongside DRI’s first ever performance audits - the first pilot on government car fleet management, and the second on real estate management - accompanied by a performance audit manual. Some 95% of audit staff were involved in training and other events. Alongside quality control procedures in the audit methodologies, the Twinning included a workshop and report on quality assurance.

Under the final mandatory result, “external communication and visibility of SAI improved on national and international level”, the standard Twinning focused on relations with NARS and the media, as DRI was already an active member of EUROSAI and regular participant in European Court of Auditors’ meetings. The Twinning team organised three workshops on communication and prepared a report with guidelines and recommendations, held a roundtable with the relevant NARs Committee, produced a booklet for Parliamentarians how to deal with DRI’s audit reports, and arranged study visits to the Netherlands and the UK to present communication policies and instruments.

Under the first mandatory result of the Twinning light, “SAI introduced an appropriate audit quality control system aligned with EU and international auditing standards”, the team presented the standards to 74 DRI auditors at a 5-day workshop, mapped current practices, and produced an assessment report with recommendations using the internationally recognised SAI Performance Management Framework, held consultative meetings with DRI top management (Auditor-General and Council), and prepared a policy and action plan on introducing and implementing audit quality standards.

Under the second mandatory result of the Twinning light, “SAI standardised its audit practice in the State Audit Institution in accordance with good practice”, the team developed a quality control and quality assurance system that complies with international auditing standards in two manuals - one for policies, one for procedures - and tested them through four pilot audits, organised study visits to Latvia and Sweden for 16 participants, and trained 70 audit staff including middle and top management in implementing audit quality procedures.

3.2. Features of project implementation

The standard Twinning project was originally envisaged as a 24-month project, but implemented over a period of 29 months, including a 5-month extension, agreed in August 2014. This was primarily to complete the second set of pilot audits, given the annual audit cycle, in line with the Law on SAI and DRI's rules of procedures. Some adjustments were made to the project plan to finance the extra duration and stay within the original budget. Savings arose from changes in the EU's per diem policy and reducing activities to avoid duplication with other technical cooperation projects. For example, IT audit training activities were removed from the project plan as they were provided instead by a separate UNDP project. The Twinning light project was conceived and implemented within an 8 month period. The first project was subject to centralised management by the EUD, the second to decentralised management by the Central Finance and Contracting Office of the Ministry of Finance.

Both projects showed flexibility in using resources to achieve their objectives. The ROM report noted that some project activities in the first Twinning were intentionally delayed in order to fit with the annual work pattern of the DRI. For example, the project launch "coincided with the preparation of the 2013 Audit Annual Report which prevented the auditors from full participation in the project activities". The nine pilot financial audits in the standard Twinning included the National Bank, which was not part of the mandate of either the NCA or UK NAO at the time, and hence budget was reallocated to enable the SAI of Sweden, which had the necessary expertise, to fill this gap.

Both projects performed additional activities beyond the original plan. The first Twinning organised an extra study visit on performance audit and provided extra consultancy on materiality, risk assessment and sampling procedures. The second Twinning exceeded its expected outputs in that 144 auditors were trained compared with "at least 100" in the original plan, and five consultative meetings were held with management rather than the two originally conceived. Furthermore, the first Twinning had delivered a methodology for regulatory audits (combining financial and compliance audits), but the compliance aspect was underdeveloped, which is unsurprising as each SAI has to find its own way to interpret the audit standards. As compliance audits tend to be characteristic of new Member State systems, the second Twinning helped DRI to develop it further.

The first Twinning used 17 short-term experts (10 Dutch, 3 British, 2 Swedish and 2 Slovenian) through 82 expert missions. The second Twinning involved 228 expert days, the equivalent of one full-time person year. In both cases, the relationship between the Member State teams and the DRI appears to be excellent, leading to smooth and timely implementation, which is testament to the quality of the audit officials involved, as expressed in the ROM report on the first Twinning ("very experienced contractors with reputable experts") and the field phase interviews. The NCA and UK NAO had previously worked together on eight Twinning projects and had developed a good understanding of Twinning and a joint approach based on theory-piloting-practice.

"DRI was ready for the project and they wanted it. There were capacity constraints, but they didn't affect the Twinning. The partners were available when they were needed. We had a precise schedule and met DRI's Auditor-General during every mission. He found time to mobilise people. There was a culture of public service". (Interview, MS)

There were two changes to the Member State Project Leader in the first Twinning project, and one to DRI's Project Leader towards the end of the second Twinning, but this did not materially affect implementation. In the case of the second project, the new PL had been involved in the project previously as the Supreme State Auditor - Audit Department Director.

4. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

The Twinning support is perhaps best understood in the context of extensive support to DRI over the period 2008-2012 by the Government of Norway and, particularly, a strategic partnership with the

Office of the Auditor General of Norway (OAG), which enabled the DRI to reach “a reasonable stage of maturity” in the words of the ROM report. "Support was provided in the area of development of audit methodologies for financial audit, including initial training for newly hired auditors, quality control procedures during the audit, use of ICT tools for audit, adoption of the first Strategic Plan and Code of Ethics and establishing a professional public relations and media contacts activity". As a consequence, DRI was “better prepared to cope with the level of commitment and involvement required by this project. The project design took into consideration the prior support and development, so the project is tailored to the real needs of the SAI”.

Once the first Twinning project started in 2012, the DRI ended the Norwegian assistance early (it was originally slated to run until 2013), to avoid overlap and duplication. The ROM report found that: "The transition from Norwegian assistance to IPA assistance was done in a planned and synchronized way. The Twinning RTA participated at the Norwegian Assistance Closing Event, where several outputs and recommendations for continuing the assistance were appropriately handed over". The ROM report found the role and involvement of other donors and stakeholders to be “properly addressed” in the first Twinning project. DRI’s 2011-2015 Strategic Development Plan (SDP) provided the framework for coordination. As the final report notes, the “SDP has been realized to a great extent. Several activities were also done, not in the course of the Twinning, but supported by other external partners such as UNDP and USAID” with whom the project team maintained contact to avoid duplication of effort, also with SIGMA. DRI also benefitted from a GIZ public finance reform project in 2016-2017, although there appears to be no overlap with the second Twinning project, given the former’s focus on human resources management.

This coherence can be seen with regards to USAID sharing information with the first Twinning project about performance audit training and methodology, the development of performance indicators, and relations with the Parliament, and UNDP, whose technical assistance to the DRI spans 2010-2020. The Twinning included activities to introduce computer-assisted audit techniques (CAATs) for data analytics and risk assessment. As noted in section 3.2, activities related to the IT software called Interactive Data Extraction and Analysis (IDEA) were taken on by UNDP, which bought an additional nine to licences to the IDEA software that had proved to be successful in the early months following its introduction, and financed 16 more auditors to have IDEA training including certification, building on the initial 12 (eight of which were formally certified). The RTA complemented this intervention by detailing his experience with the software in an additional methodological document alongside the financial audit manual, and participating as a lecturer in a workshop to introduce the software. UNDP also funded translation of some comprehensive documents such as the full performance audit report.

The ROM report on the first Twinning also highlighted the “complementary actions” of OECD-SIGMA in funding a joint Working Group between the DRI (in its roles as SAI and audit authority) and the Central Harmonization Unit (CHU) for internal audit within the Ministry of Finance, which aims to enhance bilateral cooperation in the areas of common interests, and second to increase the cooperation between DRI and the Parliamentary Finance Committee “related to the budget discharge”. The RTA and one STE participated in two working group meetings with the DRI, CHU and internal auditors, including presentations on audit sampling.

The role of UNDP in supporting DRI (including training, certification, communication strategies and PR), and the fact that the first Twinning was accompanied by a service contract to build capacity for DRI’s audit authority role for IPA, suggests that technical assistance was an option for SAI capacity-building. Given the specialist nature of external audits in the public sector, however, other SAIs would seem best placed to deliver the mandatory results relating to organisational structure and capacity-building of staff to perform all types of audit, and to develop and embed quality control and assurance systems, although less obviously legislative gap analysis and improved visibility & communications.

“Compared with consultancies like the ‘big four’, with your peers there are similarities of mandates and the wider arena through EUROSAI and INTOSAI. Twinning is a very good method for transfer of knowledge. It is our favourite kind of support, which is why we dedicated more of our time”
(Interview, DRI).

5. IMPACT AND SUSTAINABILITY

Together, the two Twinning projects have helped the DRI to:

- Fulfil its audit mandate by extending its financial audit coverage from state institutions into local government, mandatory insurance funds and the central bank, and by introducing performance audits for the first time;
- Increase financial audit coverage - between fiscal year 2012 (audited in 2013) and 2013 (audited in 2014), the number of audits increased almost two-fold (from 68 to 135 reports), but the audited amount rose more than five-fold (from RSD 2,684 million to RSD 15,395 million);
- Improve its quality control and assurance, thereby increasing the credibility of its audit reports and enhancing its reputation; and
- Raise its profile with the parliament and the public, thereby increasing the transparency and accountability of the public administration.

In this way, Twinning has contributed to strengthening DRI’s functional and operational independence, and the regular (lawful), compliant, effective and efficient use of public finance.

All audit reports are submitted to the NARS for adoption, including the recommendations. Coinciding with the end of the first Twinning, SIGMA's April 2015 report found that: "In Serbia, there is a good legal framework for the key functions of external audit, including European integration, and the qualitative indicator for the legal framework has a value of 5. All audit reports are published on the SAI website in a timely manner. The indicators for the execution of the SAI budget in 2014 give no cause for concern. There is no data available for a comparison of resources devoted to mandatory audits and audits selected independently by the SAI, but the SAI does not audit all the institutions included in its mandate every year. Furthermore, of the audit recommendations that the SAI made in its 2013 reports for those public institutions it audits, the institutions implemented only 63% by the end of the following year".

The Commission's 2016 Progress Report found that: "External audit is well established and the State Audit Institution has continued to expand audit coverage". It also notes that "the SAI has trained all auditors in the use of financial and performance audit manuals adopted in 2015. Performance audit work is gradually expanding. The sector for audit methodology and quality control has been strengthened".

“Performance audits were carried out two per year on average. From next year there will be 12”.
(Interview, DRI)

DRI is able to systematically track the acceptance and implementation of audit findings, and has seen a striking increase in performance over time.

“The reputation and importance of DRI has earned us respect. There is now 100% acceptance of audit findings. In 2017, there was 75% implementation of our recommendations. It is not possible to

compare directly year-on-year, as there are different bodies audited each year but you can see the improvement in both compliance and financial audits. For example, the accounts of the mandatory social insurance funds received qualified audit opinions – now they are unqualified opinions. We also increased the scope of auditees and shortened the process, therefore we can include more auditees”. (Interview, DRI)

There is little doubt that, despite the 2½ year time difference between the completion and start of the two projects, the second Twinning built upon the first, which recommended to "evaluate the working and enforcement of the internal control paragraphs into the methodology and install a quality assurance (QA) function on the central level. Quality assurance independently should provide the President and Auditor General with the outcome of QA systematically".

“The Twinning light added to the Twinning project. The Latvian partners implemented an evaluation of practice in quality control, and checked compliance of the manual with audit standards using the performance measurement framework developed by INTOSAI. There are differences between quality control, which is part of the audit process, and quality assurance, which involves subsequent checks. The work of all team members has to be overseen. The Sector Leaders are responsible for checking format and process, the State Supreme Auditors for checking content” (Interview, DRI).

As a result of the Twinning light, DRI has separated compliance audits from financial audits, instead of the previous practice of combining them as ‘regularity audits’, which has enabled DRI to extract more from its existing resources. Risk-based auditing was emphasised in the first Twinning, supported by the introduction of CAATs using the IDEA software.

“The separation of financial and compliance audits has increased efficiency, so financial audits are done on a more timely basis before financial statements are adopted and they decide on the budget for the next year. Before, the volume of compliance audit was too great, it took time. Now we do risk assessments first and only do compliance audits in the riskiest areas. It is part of the methodology” (Interview, DRI).

As the ROM report highlighted: “The strengthening of the SAI has a positive impact in the EU negotiation process for Chapter 32 - Public Financial Control". However, sound PFM cannot be achieved by the SAI alone. As the first Twinning’s Final Report notes: "The development of the DRI is an incremental and long term process, which has to be properly fostered by the Government, and also supported by EU and other donors. For achieving optimal results in state audit operations, a more enabling environment through further public finance modernization is needed ... For financial audit, the wider use of accrual accounting and recent accounting standards. For performance audit, program-based budgeting and a national results oriented performance indicators system should exist." Furthermore, "SAIs have to develop themselves on a continuous basis, since the environment changes rapidly, for instance, because of more advanced use of IT by governments. Ideally DRI should become self-sustainable by exchange of experience by other SAIs and the International Working groups".

This finding was reinforced by the Commission's 2016 Progress Report chapter on financial control: "Some progress was made in external audit ... The State Audit Institution’s audit findings confirm continued weaknesses in internal control throughout the public administration. This also has an impact on external audit, which focuses mainly on compliance and detection of irregularities. Significant efforts are needed to implement managerial accountability and internal control at all levels of the administration and in state-owned enterprises. In the coming year, Serbia should in particular adopt and start implementing the overdue PIFC¹²³ strategy and set up a formal coordination, monitoring and reporting mechanism for the strategy; refocus activities of the Central Harmonisation Unit (CHU) so that it becomes more proactive in providing methodological guidance and reviewing the quality of PIFC implementation; ensure that the overall findings of the State Audit Institution are

¹²³ Public internal financial control

reflected in the annual report on implementation of PIFC and systematically ensure implementation of the government's recommendations from this report".

"It is important to strengthen other parts of the PFM system and to use more PIFC. In some countries, there are very large Ministry of Finance inspectorates, doing something like an 'auditor for Government' role, compared with the SAI's 'auditor for Parliament' remit, with an element of duplication". (Interview, MS)

The progress made by DRI over the last five or more years suggests the benefits of Twinning are sustainable and being built upon. Over the period of the two Twinning projects, DRI continued to grow, which presents its own challenges, as new staff have to be introduced to the methodologies and techniques established in the SAI through 'learning by doing'.

Furthermore, DRI is currently undergoing re-organisation. When it was established, the structure was based on conducting regulatory audits in "sectors of government" (budget & budget funds, local authorities, mandatory social security organisations, public enterprises, NBS), plus one sector dedicated to performance audit and one sector for methodology and quality control. Now all units perform all three types of audit, and hence the new Auditor-General has instigated a restructuring to reflect this reality. It will be important to minimise the disruptive effect on audit activity in the short term.

What is also essential to sustainability is to recognise that standards never stand still. As the first Twinning's Final Report noted, DRI's manuals "are strategic documents. However, the standards they are based on are updated on a regular basis. New ISSAIs often are published as an exposure draft with a term to react to the committee that is responsible for the standard. The INTOSAI Congress every three years is in most cases the moment when new or revised standards are formally adopted. From now on, DRI has its own responsibility to take care of updates. Further, SAIs have to develop themselves on a continue basis, since the environment changes rapidly, for instance, because of more advanced use of IT by governments. Ideally DRI should become self-sustainable by exchange of experience with other SAIs and the International Working Groups".

CASE STUDY 3. TWINNING AND ANTI-CORRUPTION POLICIES IN JORDAN

1. INTRODUCTION

This case study is looking into the Twinning project “*JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan*”, which was implemented between the Jordanian Anti-Corruption Commission and HAUS Finnish Institute of Public Management from November 2011 to November 2013 with a budget of EUR 1.5m. The aim of the case study is to understand the contribution of Twinning to anti-corruption policies in Jordan as a basis for replying to the EQ4 on the sector of rule of law¹²⁴. In particular, the case study focuses on indicators assessing judgement criteria about the contribution of Twinning to the effective prevention and reduction of corruption in partner countries:

- **4.1.1** Extent to which Twinning has contributed to introducing a robust policy, legislative and institutional framework to deter, detect and correct corruption and to clarify potential conflicts of interest in public administration.
- **4.1.2** Extent to which this framework is effective, in terms of the actual incidence of corruption as well as perceived levels.
- **4.3.1** Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
- **4.3.2** Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.

The information gathered through the case study informed the replies to the transversal EQs related to the regulatory framework institutional set-up, programming and other conditions of implementation (EQ1) and the Twinning added value, complementarity and coherence (EQ2).

The case study is based on the desk review of the project documentation, strategy papers and other background materials related to the fight against anti-corruption in Jordan, as well as interviews carried out with the key stakeholders during a field trip to Jordan organised in November 2018.

2. CONTEXT

2.1. Rationale for the Twinning

Jordan was one of the first countries to sign an Association Agreement (AA) with the EU in 1997¹²⁵. The AA created the framework for developing EU-Jordan relationships through political dialogue, the progressive liberalisation of trade and support for balanced economic and social development and regional cooperation. Article 2 of the AA provides that EU-Jordan relationships shall be based on the respect of democratic principles and fundamental rights. Jordan participates in the European Neighbourhood Policy since 2005. Among the four main priority objectives defined with the Jordanian authorities for this first Country Strategy Paper under the Neighbourhood Policy (2007-2013), was political reform and good governance.

¹²⁴ EQ4: To what extent has the use of Twinning in the area of rule of law contributed to strengthening the institutional setting in line with good governance principles and the effective functioning of the institutions guaranteeing democracy and rule of law in candidate countries, potential candidates and neighbourhood countries?

¹²⁵ Entering into force in 2002

Transparency International defines corruption as the misuse of entrusted power for private benefit. Corruption thrives on governance failures both in the private and public sectors. It is a multi-faceted and complex phenomenon, which takes many forms (grand and petty, isolated or endemic), including bribery, inducements, extortion, trading favours, nepotism, patronage, state capture and obstruction of justice. There is a wide consensus that corruption undermines democracy and rule of law as it favours the interests of the few rather than the many and subverts the normal functioning of institutions. It harms the economy by allowing resources to be diverted to non-productive areas. Combating corruption is therefore crucial to ensure sustainable and equitable development. Anti-corruption policies are closely connected to good governance reforms to promote the rule of law, transparent and accountable public administration, institutional checks and balances, and effective and impartial judiciary.

The ratification of the UN Convention against Corruption (UNCAC) in 2005 gave a new impetus to anti-corruption policies in Jordan. As a signatory country, Jordan is required to implement several anti-corruption measures that focus on five main areas: prevention, law enforcement, international cooperation, asset recovery, and technical assistance and information exchange. In 2006, the parliament adopted an anti-corruption law, thereby strengthening the legal framework to prevent and prosecute corruption¹²⁶. The government set up an Anti-Corruption Commission (ACC) replacing the Anti-Corruption Department within the Jordanian Intelligence Agency that existed since 1996. Endowed with broader competencies and greater authority, the new body developed a five-year anti-corruption strategy (2008-2012) with the help of the EU and formulated amendments to the law to strengthen the remit of the ACC in international cooperation and protection of whistle-blowing¹²⁷. These developments contributed to increase transparency and accountability in the administration¹²⁸. Jordan's rank in the 2006 Transparency International Index was 40, the best performance in the region.

In this context, a Twinning project was programmed under the SAAP¹²⁹ 2008 to support Jordan's further efforts to combat corruption. The project's overall objective was to enhance the fight against corruption to improve the political and economic stability in Jordan in line with the priorities of the EU-Jordan ENP Action Plan¹³⁰. The project purpose was to support the Jordanian Anti-Corruption Commission (ACC) to implement the Anti-Corruption Strategy in line with the International and EU best practices.

The project consisted of four mandatory results:

- Strengthen the capacity of the ACC.
- Enhancing the Corruption prevention mechanism
- Developing education and public awareness in relation to corruption.
- Strengthening the capacity of Law Enforcement.

Since the merge with the Ombudsman Office in 2016, the ACC's has been rebranded the Jordanian Integrity and Anti-Corruption Commission (JIACC).

2.2. Intervention logic and theory of change

¹²⁶ Other key legislations included the Penal Code, the Anti-Money Laundering Law, the Right to Access Information Law, the Economic Crimes Law, the Ombudsman Law and the Financial Disclosure Law

¹²⁷ These amendments were adopted in 2016

¹²⁸ Jordan ENP Country Strategy Paper 2007-2013, which also acknowledged progress with the capacities of the audit bureau.

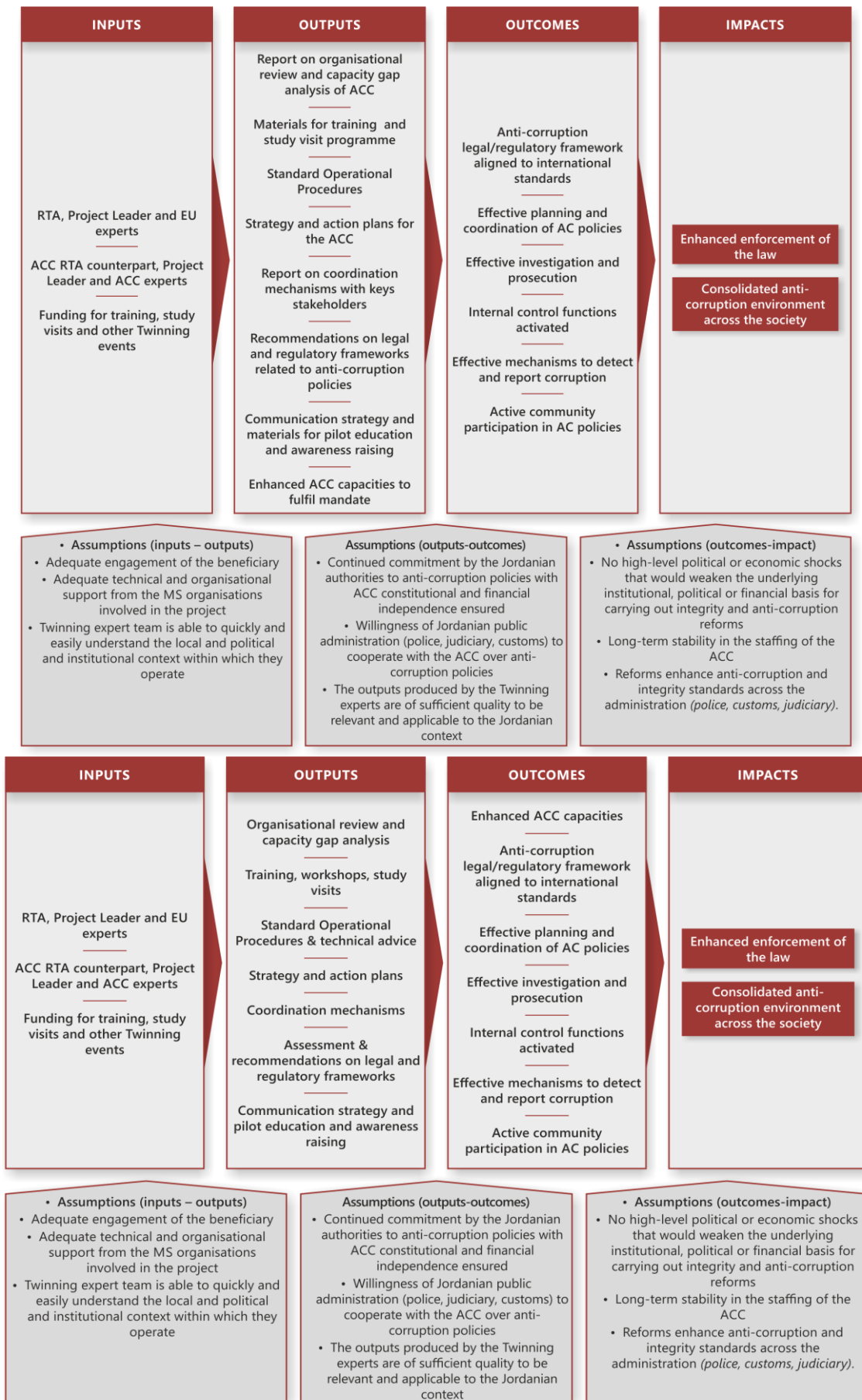
¹²⁹ Support to the Implementation of the EU Jordan Association Agreement

¹³⁰ "Cooperation on the implementation of the UN Convention against Corruption. Strengthen and implement national policies aimed at fighting corruption in line with international standards in particular through the Anti-Corruption Commission"

The Twinning Project Fiche does not include a formal Theory of Change (ToC). However, the latter was derived from the project documentation, EU and Jordan strategy papers and interviews held during the field phase. The ToC attempts to outline the process of change underlying the project by mapping out the causal linkages of the intended project's shorter-term, intermediate, and longer-term outcomes to the impact at sector level as expected by stakeholders prior to the project.

The outcomes of the project related to the performance of ACC as an institution in charge of preventing, detecting, investigating and prosecuting corruption in cooperation with other stakeholders. Enhancing the performance of the ACC should in the long-term contribute to better enforcement of the law (provided other conditions are fulfilled e.g. independent judiciary, adequate capacities of courts, police, audit office, etc.) while ACC's awareness-raising and prevention efforts will promote an environment that prevents and rejects corruption across the society. Ultimately, this will have an impact on corruption levels in the country but since this impact is depending on so many different factors, it is not possible to link it directly to a project supporting the ACC.

FIGURE 28: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE FIELD OF ANTI-CORRUPTION POLICIES IN JORDAN



3. IMPLEMENTATION AND RESULTS

3.1. Achievement of mandatory results

Under the first mandatory result “Strengthening the capacity of the ACC”, the project was instrumental in consolidating the ACC as an organisation. This support was extremely opportune as ACC strove to fulfil its extended mandate resulting from the adoption of the new Anti-Corruption law.

“The Twinning project helped us at a critical point of our existence. It broadened our knowledge of anti-corruption policies and equipped us with the tools we needed to take up new responsibilities” (Interview JIACC)

The Twinning experts reviewed the ACC’s internal structure and identified organisational and human resources gaps, which the project helped address by developing capacity development and IT plans, implementing training and mentoring courses and study visits to raise staff qualifications in key areas (with emphasis on investigation) and drafting standard operational procedures to ensure the effective functioning of the ACC’s departments e.g. complaint, intelligence and investigation processes, whistle-blower handling, witness protection. The project clarified the role of the ACC in coordinating anti-corruption policies across the administration, defining inter-agency cooperation mechanisms, in particular to facilitate investigations, which were adopted by decree.

The second mandatory result “Enhancing the Corruption prevention mechanism” was indirectly addressed through the development of the National Anti-Corruption Strategy and Action Plan 2013-2017. The strategy was adopted by the Jordanian Government in the lifetime of the project. It contributed to clarify the priorities for the sector and gave a firmer basis for the ACC’s activities.

“The adoption of the 2013-2017 strategy was a landmark for the promotion of anti-corruption policies in Jordan. It gave the clear directions to the stakeholders and enhanced the visibility of the ACC” (interview with UNDP/TI)

The strategy consisted of eight priorities, which included measures to strengthen the prevention of corruption detailed in the Action Plan. While the topic of prevention was covered during training and study visit, no prevention mechanism (such as codes of conduct for public institutions or risk assessments indicated in the project fiche) was developed by the project nor was any activity implemented to apply specific prevention mechanisms across the administration as indicated in the project fiche.

Awareness seminars and workshops were organised in the context of the National Strategy (covering such topics as risk assessment and internal controls), targeting not only the staff of ACC but also other key stakeholders such as the police, customs, prosecutors, judges, tax authority and the Audit Bureau.

Under the third mandatory result “Developing education and public awareness in relation to corruption”, the project built the capacities of the ACC in raising awareness of the public about the costs of corruption and the means to prevent it. An outreach strategy was designed and promoted involving the government, schools, the civil society and the media. Drawing on the experience from the EU researched during the study tours, the project conducted several pilot training and awareness-raising workshops on integrity and prevention of corruption, which paved the way for future ACC activities in this area.

“It was invaluable to get first-hand exposure to strategies and initiatives from EU member states to design our own awareness policy and campaigns. The possibility to contrast experiences from Finland with those from Latvia and Estonia was particularly enriching” (Interview JIACC)

“The Twinning project was instrumental in opening up the ACC to the civil society creating the conditions for a more effective cooperation. Since the project ended, the ACC has been maintaining a dialogue with NGOs involved in the sector, which is crucial for the success of anti-corruption policies. However, there is a lot of scope for cooperation”. (Interview UNDP/TI)

The activities implemented under the last mandatory result “Strengthening the capacity of law enforcement” focused on the review of legislative and operational aspects related to key ACC functions, including asset tracing, management of frozen and seized assets, whistle blowing, witness protection, investigation and mutual assistance on criminal matters. Most of the outputs of the project consisted in analyses and recommendations to the ACC with additional training and study tours to EU countries, in particular to build up capacities for investigation, anti-money laundry and asset tracing.

“The project helped us comply with commitments taken under the UNCAC regarding the freezing, seizure and confiscation of illegal assets as well as whistle blowing system and witness protection” (Interview JIACC)

3.2. Features of project implementation

The project was implemented over a period of 21 months with a no-cost extension of three months. The project was timely implemented addressing well-identified needs arising from Jordan’s renewed commitments to combat corruption after the signature and ratification of the UNCAC.

The implementation of activities benefited from the excellent relationship, which rapidly developed between the Twinning partners.

“We did not know our EU Twinning partner before the project started. The Finnish made a convincing bid which won over the other four proposals, including countries with which we had much more contacts. We do not regret our decision as the project opened up our horizons, but it was good to have a choice” (JIACC interview)

Another factor of success stressed by the MS partners was the fact that the Jordanian Project Leader, being also the ACC chairman, was invested with sufficient authority to take decisions and mobilise the necessary staff for project activities. There was also an unusually high degree of involvement from the Finnish Project Leader, who took part in the implementation of some project activities. The RTA was a seasoned project manager with previous experience in Jordan and the middle-east. This also contributed to the high level of trust and understanding, which the project enjoyed. Both experts had a background in police investigation, which may also explain, why investigative processes received more attention than preventive mechanisms during the project.

The project was implemented during the Arab Spring. While the events had no incidence on the implementation of activities, it made anti-corruption policies more topical adding new momentum to the reform process already engaged and contributing further to the conducive environment which prevailed during the project.

While the project duration was sufficient to achieve the mandatory results, the pace of project activities was often hectic, leaving little breathing space for the beneficiary institution to absorb the expertise received, let alone to adopt and adapt to new organisational structures, working procedures and approaches recommended by the project.

“The tempo of the project was very demanding. We had to implement 36 activities across 21 components involving 700 expert days. This was excessive. Less activities would have allowed more focus and time to delve into some important issues and consolidate the results achieved” (Interview RTA)

According to the ROM report issued shortly before the end of the project, the internal monitoring/reporting system was not effective while design flaws in the performance framework made it difficult to measure project achievements with accuracy. The ROM report also mentions communication problems between the Project Team and the EUD, which prevented remedial measures to be taken in the course of implementation, although this was challenged by the Twinning partners in the Final Report. In any case, shortcomings with the performance framework are evident, both in the Twinning Project Fiche (lack of OVIs) and the Final Report, which does not quantify the outputs (e.g. number of training workshops, number of participants, etc.) and lacks any benchmark to measure the extent to which the results have been achieved.

4. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

Both Twinning partners acknowledged that Twinning was the best mechanism to provide the assistance requested by Jordan. From the point of view of the EU partners, it was important to be able to lean on the networks and backing from the Finnish authorities, usually denied to more traditional TA projects, lending credibility and legitimacy to the advice and guidance provided. The Jordanian experts, on the other hand, valued the access to foreign professionals working in the same field of activities as theirs and with whom they could easily relate, facilitating the exchange of information and expertise.

The issue of corruption is featuring high in the Jordanian government agenda and the fight against corruption has been receiving considerable support from international donors before and after the Twinning project. The project built on previous assistance granted by the EU, including a TAIEX seminar and a framework contract¹³¹. It also linked to previous UNDP and USAID funded projects in the field of anti-corruption. The EU project prepared the ground for a major USAID programme to strengthen the rule of law in Jordan, including further support to the Anti-Corruption Commission although there was a gap of three years¹³². In recent years and unconnected to the TP, SIGMA carried out a corruption risk assessment of the Jordanian public procurement system, helping to fulfil one of the key recommendations from the TP.

Apart from occasional contacts with USAID and a few donor coordination meetings organised by the EUD/EU embassies, the project did not cooperate with any other projects. Informal contacts during project implementation took place between RTAs of other Twinning projects to discuss common implementation issues.

Little attention was paid to PA principles during project design and implementation. According to interviewed stakeholders, no comprehensive consultation process was organised during the design of the national anti-corruption strategy which the project helped to develop. The strategy was not costed, and no regulatory and fiscal impact assessment were realised.

5. IMPACT AND SUSTAINABILITY

The Twinning project has helped the ACC fulfil its mandate with stronger expertise, addressing the needs of the institution as it rapidly developed. While the project was particularly strong on building the capacities of the investigation department, project activities also enabled the ACC to plan and undertake organisational changes in line with the new legal framework: a section for the protection

¹³¹ TAIEX 'Workshop on Anti-Corruption' – held in October 2007. FWC 'Short-Term Technical Assistance for the Anti-Corruption Commission' – end date: April 2008

¹³² The USAID Rule of law and accountability programme provides technical assistance to strengthen democratic accountability and effective rule of law in Jordan. Starting from 2016, the programme supported JIACC in particular with the development of the national strategy 2017-2025 and the updating of Standard Operation Procedures (SOP) developed by the EU Twinning Partner.

of witnesses and informants and a complaint section were established in 2012. The legal review identified gaps still to be plugged¹³³ while the project activities contributed to enhance cooperation with other key institutions (in particular, the police, the judiciary and the customs) with which the ACC has signed Memoranda of Understanding. By supporting education and awareness-raising activities, the project also contributed to enhance the visibility of the ACC and initiated a dialogue with the civil society.

“As an institution building tool, the TP fulfilled its mission of strengthening the cadres working in ACC. After the project, the staff had a better understanding of their duties and scope of work becoming more realistic about what the ACC can achieve. Thanks to standard operational procedures, the work of technical people became more organised and systematic and the efficiency of activities were enhanced. The TP also helped the management clarify priorities and actions for developing and strengthening the ACC”. (Interview UNDP/USAID)

However, as stated in the Final Report, further efforts and resources were required from the Jordanian State to make ACC an effective anti-corruption body and establish a tighter anti-corruption framework in Jordan. The National Strategy developed by the project provided a clear blueprint for the country to tackle corruption. The accompanying Action Plan identified the most urgent courses of action not only for the ACC but also regarding the rest of the administration. It was not possible in the framework of this evaluation to perform the detailed research and analyses, which would be necessary to assess the extent to which the plan was implemented¹³⁴. Moreover, rather than concrete initiatives with well-identified timeframe and indicators of achievement, the Action Plan formulates general courses of action which in fact remain valid to this day¹³⁵.

“When Twinning started in 2011, we were still a relatively young institution. It was the right approach for the assistance to be broad and general, as it helped us to plug many knowledge and expertise gaps. At present, we are a much more experienced organisation, with more and better equipped staff. Our needs are more focused. Improving prevention through comprehensive risk assessments and vigorous awareness-raising is among our priorities. (Interview JIACC)

The support received from the Twinning project certainly helped strengthen the expertise and establish the reputation of the ACC. The institution continued to build on those achievements: since the project ended, capacities in all departments have expanded while new departments have been created to fulfil the organisation’s mandate. The staff of the ACC more than doubled: from 130 in 2013, it reached 270 in the end of 2018 – also as a consequence of the merger with the Ombudsman Office¹³⁶. This rapid growth has caused problems with the rise in payroll expenditures reducing the budget available for operational costs and constraining JIACC in some of its activities (e.g. hiring experts during investigation).

The partnership established between Twinning partners from the EU and Jordan ended with the project. There was no Twinning Review Mission and no evaluation conducted to assess the project’s impact and draw lessons for the future.

“We lost contact with our partners in Jordan as soon as the project ended (apart from a few informal communications). As a result, we are not aware how they managed to apply the knowledge and expertise we provided over two years” (Interview RTA)

¹³³ The law on ACC was amended in 2014 adding three more crimes to those deemed as corruption (money laundering, illicit enrichment and failure to declare or disclose investments or properties or benefits that may lead to conflict of interest)

¹³⁴ For example, a substantial survey of stakeholders would be required to understand whether Action 2.2 has been properly implemented (“Establish internal control functions in the public sector institutions and especially in the municipalities”).

¹³⁵ E.g. Action 1.2 “Develop and implement integrity, transparency and anticorruption awareness events in schools and universities” or Action 4.2 “Promote the participation of society in anti-corruption activities by involving them in drafting, implementing and monitoring the anticorruption strategy”

¹³⁶ The latter took place after the adoption of the 2016 Law on the Integrity and Anti-Corruption Commission

While the institution has managed to retain many outcomes from the Twinning project, the fact that the entire Board of Management was replaced in 2017 means that there was a significant loss of capacity¹³⁷. Moreover, several outputs developed with the help of the project (e.g. standard operational procedures) became outdated as the legal framework continued to evolve.

Corruption is a complex phenomenon, which an effective anti-corruption body cannot solve on its own. It is therefore unlikely that the project made a noticeable dent in Jordanian corruption levels. It is however interesting to examine the impact of ongoing reforms to which the project contributed. While its Annual Report (only in Arabic) provides key statistics about the organisation's activities, JIACC does not carry out any analysis of corruption at country level. This is unfortunate given the importance of such research for evidence-based policy making.

According to Transparency International's 2016 Corruption Perceptions Index, Jordan's score in the index (45) dropped in 2016 by 5 points compared to the year before, pushing Jordan 12 places down the ranking list. 75% of Jordanian respondents to a regional survey conducted in 2016 said that they think corruption rose in the last 12 months¹³⁸. However, the same survey also found that the country had the lowest level of bribery in the region with its citizens more likely to report corruption or refuse the use of bribery considering that they have an important role to play to curb corruption. While this seems to indicate that awareness-raising campaigns initiated by the Twinning Project have been effective, it should be noted that the use of personal connections and/or influence, or "*wasta*", to access public services and to get things done quickly, is usually not viewed as corruption in Jordan (as it is the case in other countries of the region) despite the fact that this behaviour, which is deeply ingrained across the whole population, undermines good governance and contributes to opaque and unaccountable decision-making processes.

Nevertheless, the fight against corruption has remained at the top of Jordan's reform agenda in recent years. The country adopted an Integrity and Anti-Corruption Strategy (2017-2025) which seeks to connect better anti-corruption efforts with other aspects of the rule of law and good governance. In a discussion paper published on the subject in 2016, the Head of State, King Abdullah II, noted however that the performance of existing oversight bodies was disappointing (including the JIACC but also audit units within ministries, the Audit Bureau and the Parliament)¹³⁹.

A major weakness of current anti-corruption reforms in Jordan is that the process follows a top-down approach. Experience from other countries, however, shows that successful reforms require "building up the demand for change, through broad stakeholder participation and systematic monitoring and reporting, and a balanced prevention and law enforcement agenda¹⁴⁰". As a government body, JIACC is not fully independent: its chairman is appointed by the Prime Minister. The organisation, which depends on the government for its budget, has a very top-down bureaucratic culture. While JIACC has a good record in identifying petty and medium corruption, many irregularities and frauds detected by the Audit Bureau are not followed up.

"It is worth supporting JIACC targeting the institution weaknesses, in particular applying mechanisms for preventing corruption with a focus on risk sectors such as state-owned enterprises"

¹³⁷ The reasons behind this change are not entirely clear. Contrary to the previous Board which included former military judges, the new one is made up of civilians with less clout and weaker links to the administration, in particular when it comes to prosecution. The decision from the executive to change the Chairman and the Board might have been motivated by a desire to weaken JIACC.

¹³⁸ People and corruption: middle east & north Africa, Transparency International, Survey 2016

¹³⁹ "During recent years, however, the level of performance and achievement in administrative agencies has not met our expectations and has not been up to what the public deserves. All state institutions must, therefore, join efforts to improve administration processes and cement the rule of law" [Sixth Discussion Paper on Rule of Law and Civil State](#), King Abdullah II, October 2016

¹⁴⁰ Jordan Rule of Law and Anti-Corruption Assessment, USAID, June 2013

(where major corruption cases occurred in the last five years but with little response from the JIACC), public procurement and customs” (Interview USAID)

There are several lessons for future EU support to the sector. While institutional building assistance to central bodies such as JIACC remains highly relevant for achieving progress in the fight against corruption, more emphasis should be put on prevention, starting with risk assessments¹⁴¹ to take actions in the most sensitive sectors, engaging with other key players across the administration. In this context, more attention should be paid to the adoption of new technologies to reduce the risk of corruption in specific sectors by means of e-government drawing on best practices from EU and non-EU countries.

Capacity building activities should not only consist of training, reviews and assessments, legal advice or study visits but involve mentoring and coaching to ensure that the staff is capable of applying the knowledge and expertise gained thanks to the TP in the daily execution of their duties.

Awareness-raising and prevention activities should be reinforced with better tailored measures and campaigns targeting the different stakeholders in the public and private sectors, the civil society and the citizens at large.

Support should be better articulated with efforts led by the civil society to mobilise and engage with citizens and social partners on fighting corruption. Cooperation with the civil society should be encouraged during project design and implementation to broaden the support for reforms.

EU projects – Twinning or otherwise - should also be better embedded in the strategic framework defined at the international level to which Jordan has committed (UNCAC and SGD Goal 16¹⁴²) but also to objectives and targets of the National Integrity System enacted by the government. Concretely, this means linking performance frameworks of projects to indicators and targets agreed at national and international levels, paying also more attention to gender mainstreaming, which was neglected under the Twinning project.

¹⁴¹ SIGMA performed a risk assessment of the public procurement system in 2016

¹⁴² SDG 16: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”

CASE STUDY 4. TWINNING AND STRENGTHENING OF DEMOCRATIC INSTITUTIONS IN ALBANIA

1. INTRODUCTION

This case study is looking into two Twinning projects with the Albanian national assembly:

- “*AL 10 IB OT 01 Strengthening the Assembly of Albania*” (hereafter “IPA 2010 TP”), implemented by the Hungarian National Assembly (lead partner) and the French National Assembly and the French Senate (Junior partner) from January 2012 to July 2013 for an overall duration of 18 months and a budget of €1.5m
- “*AL 14 IPA JH 01 16 Further strengthening the Assembly of Albania in the context of EU Accession*” (hereafter “IPA 2014 TP”), implemented by the Greek national assembly (lead partner) and the Italian Parliament (Junior partner) from May 2017 to May 2018 for an overall duration of 12 months and a budget of €0.5m.

The aim of the case study is to understand the contribution of Twinning to the strengthening of democratic institutions in Albania as a basis for replying to the EQ4 on the sector of rule of law¹⁴³. In particular, the case study focuses on the indicators assessing judgement criteria about the contribution of Twinning to the effective functioning of institutions guaranteeing democracy:

- **4.2.2** Extent to which Twinning support to legislative assemblies has strengthened the action of the legislature.
- **4.3.1** Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light
- **4.3.2** Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.

The information gathered through the case study informed the replies to the transversal EQs related to the regulatory framework institutional set-up, programming and other conditions of implementation (EQ1) and the Twinning added value, complementarity and coherence (EQ2).

The case study is based on the desk review of the project documentation, EC Progress Reports and other background materials related to the strengthening of democratic institutions in Albania as well as interviews carried out with the key stakeholders during a field trip to Albania organised in December 2018.

2. CONTEXT

2.1. Rationale for the Twinning projects

Albania has embarked in the EU integration process for more than a decade. Albania participates in the Western Balkans Stabilisation and Association Process since 2004. The Stabilisation and Association Agreement (SAA) with the EU entered into force in 2009 and in the same year Albania

¹⁴³ EQ4: To what extent has the use of Twinning in the area of rule of law contributed to strengthening the institutional setting in line with good governance principles and the effective functioning of the institutions guaranteeing democracy and rule of law in candidate countries, potential candidates and neighbourhood countries?

applied for EU membership. As a candidate country, Albania is committed to reforming its institutional and legislative frameworks, in particular to meet the political criteria of EU accession¹⁴⁴.

Taking into consideration recommendations from the EC Progress Report in 2008 and 2009 concerning the need for strengthening the legislative functions of the Albanian Parliament in the accession process and reinforcing democracy through better law-making and more effective executive oversight, the Albanian Assembly applied for a first Twinning project in 2010. The project was in line with the objectives of 2010-2014 National Plan for the Implementation of the SAA to strengthen the operational and human resources capacities of the European Integration Committee and to train members of Parliaments and parliamentary staff on EU legislation and EU approximation process.

Programmed under the IPA National Programme 2010, the objective of the project was to improve the regulatory and oversight functions of the Parliament in order to strengthen the efficient fulfilment of SAA obligations during the pre-accession process. The project purpose was to strengthen the capacities of the parliamentary administration for more efficient approximation of legislation, improved oversight functions and communication activities as well as better management of parliamentary budget and human resources.

The IPA 2014 Twinning Project was linked to the previous one and was intended to follow up and consolidate the results as well as to ensure the proper and effective implementation of the new law no 15/2015. Furthermore, in consideration of the EU integration process developments, which foresaw the possibility of the opening of the EU negotiations, the project aimed at providing further support to the Assembly to respond to this new challenge. The project was programmed under the IPA National Programme 2014 for Albania under a decentralised management. The overall objective was to improve the regulatory and oversight functions of the Parliament in order to strengthen the efficient fulfilment of the obligations stemming from EU-Albania Stabilisation and Association Agreement and the EU accession process. The project purpose was to further strengthen the capacities of the Parliament for a more efficient approximation of legislation; to improve oversight functions of the Parliament in relation to the work of the Government and the independent institutions; to strengthen the financial and budgetary autonomy of the Parliament; to enhance transparency and the administrative capacities of the Parliament.

The IPA Twinning Project 2010 project consisted of five mandatory results:

1. *Improved legislative procedure for the approximation process.*
2. *Strengthened legislative, coordinating and awareness raising capacities for committee members and staff.*
3. *Strengthened parliamentary oversight capacities of all standing committees.*
4. *Improved communication activities for the Parliament.*
5. *Improved management of parliamentary budget and human resources, in accordance with the EU standards.*

The IPA 2014 Twinning Project consisted of four mandatory results:

1. *Improved legislative procedure and working methods of the Assembly for a more effective EU law approximation process.*
2. *Strengthened parliamentary oversight capacities in relation to the activity of government and independent institutions*
3. *Strengthened financial and budgetary independence of the Assembly from the government, in line with the European best practices.*
4. *Strengthened transparency and administrative capacities of the Assembly.*

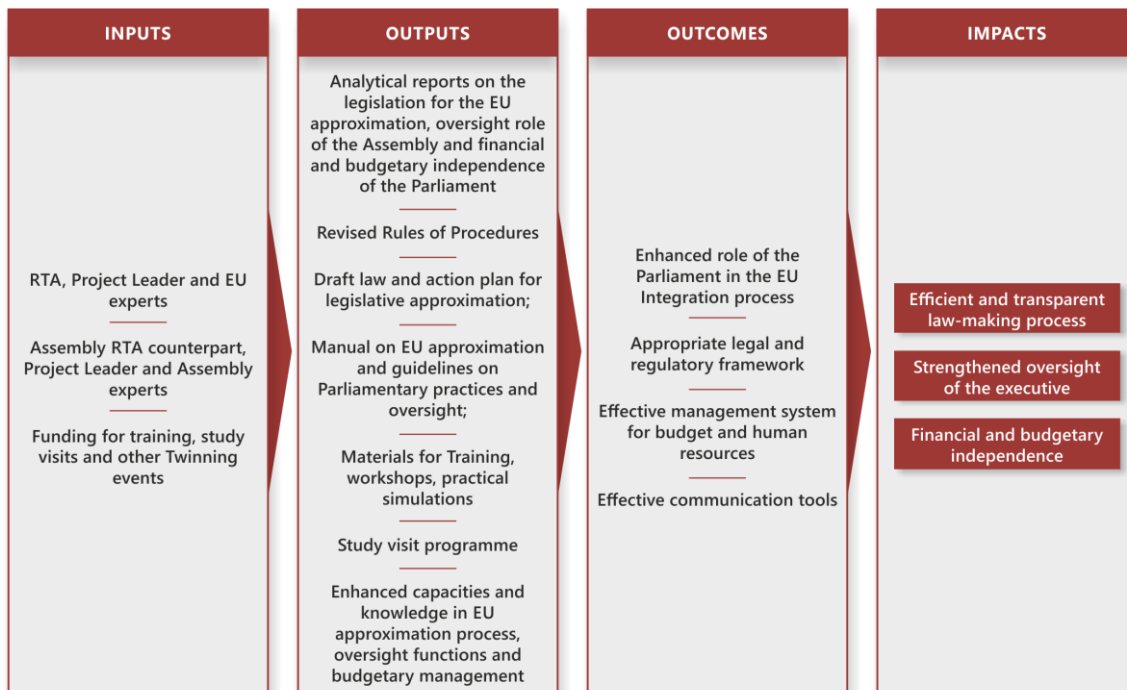
¹⁴⁴ stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities

2.2. Intervention logic and theory of change

Neither Twinning project fiches included a formal Theory of Change (ToC). However, it is possible to reconstruct the change process and accompanying assumptions which guided the stakeholders on the basis of the project documentation, strategy papers and interviews held during the field phase. The ToC presents the intended chain of events, starting from the project's inputs that are employed in the Twinning project to produce immediate outputs, which result in positive effects in the intermediate period (outcomes) which in turn contribute to longer-term benefits at the sector level (impacts).

The objective of the project were intended to enhance the capacities to improve law-making in Albania and to make the government more accountable in the context of EU accession. The successful implementation of the project was intended to bring about a more efficient and qualitative approximation of Albanian legislation to the EU acquis. All these improvements would promote better governance in Albania in conformity with EU standards and in the prospect of the country joining the EU in the medium term.

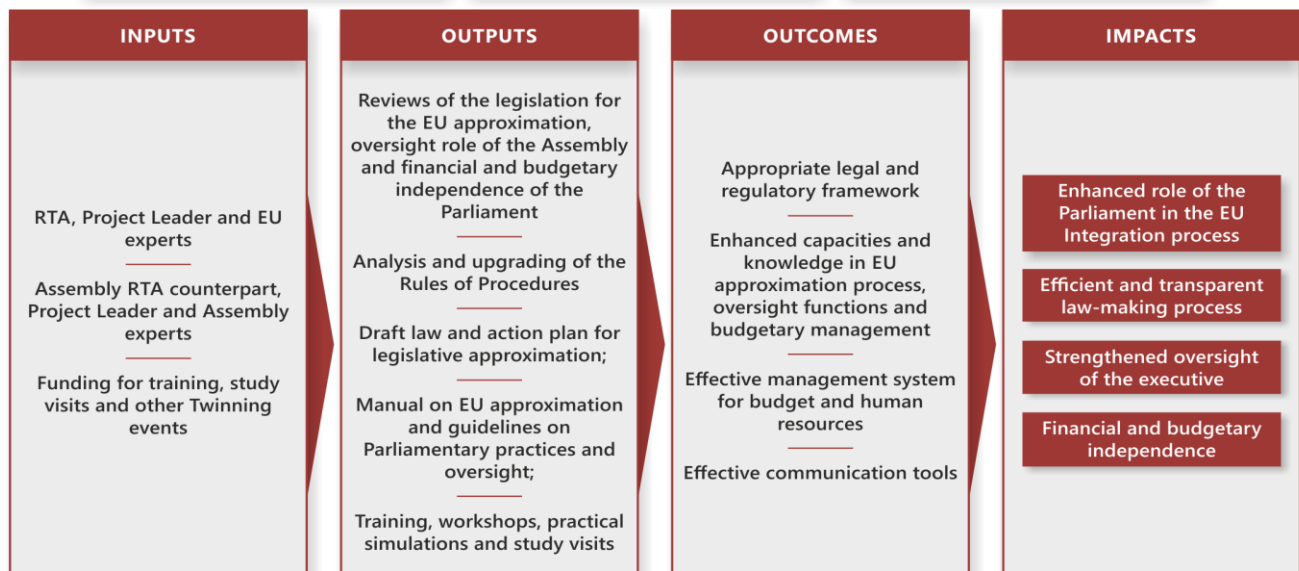
FIGURE 29: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE FIELD OF PARLIAMENT IN ALBANIA



- Assumptions (inputs – outputs)
- Adequate engagement of the beneficiary
- Adequate technical and organisational support from the MS organisations involved in the project
- Twinning expert team is able to quickly and easily understand the local and political and institutional context within which they operate

- Assumptions (outputs-outcomes)
- A political environment that is sufficiently stable to allow beneficiaries to act upon the outputs produced by Twinning experts
- Continued commitment by Albanian authorities to EU integration process and parliamentary reforms
- The outputs produced by the Twinning experts are of sufficient quality to be relevant and applicable to the Albanian context

- Assumptions (outcomes-impact)
- Long-term stability in the staffing of the Parliament
- MPs have sufficient understanding of EU approximation and parliamentary procedures



- Assumptions (inputs – outputs)
- Adequate engagement of the beneficiary
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- A political environment that is sufficiently stable to allow beneficiaries to act upon the outputs produced by Twinning experts
- Continued commitment by Albanian authorities to EU integration process and parliamentary reforms
- The outputs produced by the Twinning experts are of sufficient quality to be relevant and applicable to the Albanian context

- Assumptions (outcomes-impact)
- Long-term stability in the staffing of the Parliament
- MPs have sufficient understanding of EU approximation and parliamentary procedures

3. IMPLEMENTATION AND RESULTS

3.1. Achievement of mandatory results

The mandatory results of both projects related to building the Assembly's capacities with the EU law approximation process, the oversight of the executive, financial and budgetary management (to enhance the Parliament's autonomy) and communication and transparency activities. The first project addressed the Parliament's needs at an early stage of the accession process, when the experience of the Assembly in EU matters was relatively small. The second project took place in a different context after Albania became a candidate country in 2014, with some of the activities already geared towards preparing the Assembly for EU accession negotiations.

The project with Hungary and France helped introduce legislative techniques and revise the Assembly's Rules of Procedures with proposals for amending the legal framework to adapt the Assembly's work to EU accession requirements, ensuring in particular that it could deal with the expected workload increase by planning and prioritising the approximation process. The project strengthened the capacities of the eight Standing Committees in the transposition of EU acts and oversight activities, with a focus on the Committee of European Integration, giving recommendations regarding the monitoring of government's EU related activities and information and communication activities in European affairs within the Parliament and towards the citizens. Finally, the project proposed legal amendments to bolster the autonomy and independence of the Parliament's budget and made recommendations to strengthen its HR service.

In line with the recommendations of IPA 2010 TP, Albania adopted a new law on regulating the role of the Parliament and set up a National Council for European Integration in 2015. These developments motivated the second project, implemented with Greece and Italy, which continued to build the capacities of the Parliament's Standing Committees in approximating EU legislation and overseeing the executive, adapting the existing Rules of Procedures to the new law and fulfilling one of the recommendations of the first project concerning the need to establish a parliamentary database to plan and track the approximation process. The project also developed a manual to perform compatibility check with the EU acquis, completed a draft law on the budget of the Assembly and designed a Newsletter to promote the Assembly's activities in EU related matters.

"The drafting of the wording of the amendments proposed was the outcome of a mutual effort and understanding by the working team and their counterparts in order to provide customised solutions for the effectiveness of the approximation process taking into account Albanian Assembly needs and EU requirements". (Final report IPA 2014 Twinning Project)

The IPA 2014 Twinning project prepared a Manual on the system of verification of the compatibility of the Albanian legislation with the EU acquis, which was discussed at parliamentary level and tailor to the needs of the Albanian counterparts (MPs and parliamentary clerks). The outcome is a concise and comprehensive manual on the process of EU approximation, the requirements and the functioning of the EU legal order to produce a series of practical steps for the MPs and the legal experts of Parliament to follow in order to effectively verify the compatibility of the draft legislation with EU acquis. The Manual was translated in Albanian and widely disseminated.

The second mandatory result of the IPA 2014 TP aimed at strengthening the oversight capacities of all standing committees. The project focused on the implementation of national budget and discharge procedure, offering ad hoc recommendations to improve the oversight practices of the parliament as well as a complex training programme on parliamentary oversight in Parliaments of EU Member States, practical simulations for members of standing committees, further workshops dedicated to the members and staff of the National Security Committee on parliamentary oversight of security and

defence service and on the oversight activities of implementation of national budget and discharge procedure. A Study Visit to the Italian Parliament was finally organized to learn and share experiences with the relevant parliamentary services of the Italian Parliament, competent for oversight functions.

“The EU relations of the Italian Parliament were also an important part of the study visit, because they provided a comprehensive picture of the role of the national parliaments on EU issues, especially as regards the safeguarding of proportionality and subsidiarity principles. A lot of working papers, presentations, existing legislation, analyses, various types and templates of documentation and publications were provided during the visit”. (Interview of Twinning beneficiaries)

Under the third mandatory result “Strengthened financial and budgetary independence of the Assembly from the government, in line with the European best practices”, the project completed a draft law to strengthen the financial and budgetary independence of the Assembly from the government. The Draft Law was based on thorough examination of the European best practices/models and a basic impact assessment. Filling the administrative and legislation gaps as regards the budgetary autonomy of the Assembly was the rule of thumb for outlining the legislative provisions drafted according to Albanian legislation rules. In order to ensure the full coherence with the draft law, the project supported the preparation of amendments to the Rules of Procedure and to the Internal Regulation on the Organization and Functioning of the Assembly Services. A Study Visit to the Greek Parliament was organized in order for Albanian representatives to learn and share experiences with the relevant parliamentary services on practical issues related to the financial autonomy of the Greek Parliament.

The activities implemented under the fourth mandatory result focused on intensive capacity building activities on relevant topics such as traditional/new methodologies of legal research, academic legal writing, case-law and legal reasoning; the transcription and preparation of minutes of the meetings of the Parliament bodies and plenary sittings as well as the materials for publication; on the best practices of parliamentary research; as well as on project design and implementation. A final study visit to the European Implementation Service of the Hellenic Parliament was organised to reinforce the beneficiary capacities in terms of the design, implementation and financing of European projects.

“In order to successfully perform this task, this Component concentrated on all legislative aspects since this part of the parliamentary administration has direct linkage with the core parliamentary work. The work of the MPs and other staff members has to be supported by the Finance and Budget Service and the Service for Human Resources and Deputy Treatment”. (BC representatives’ interview)

3.2. Features of project implementation

The projects were implemented respectively over a period of 18 months (IPA 2010 TP) and 12 months (IPA 2014 TP). The second Twinning project was extended at no cost for a period of 20 days. Both projects were timely implemented addressing well-identified needs arising from Albania’s renewed commitments to enhance the EU integration process and implement the recommendations of the EC Progress Report.

“The partnership among MS and BC sides worked well, the mutual commitment was realized in a smooth and efficient cooperation. A constant and valuable cooperation was ensured by the EU Delegation as well”. (Project Final Report)

Both projects involved a significant number of activities and EU expert missions. According to the feedback from the beneficiaries themselves, the pace of implementation was very demanding, and while there was general satisfaction with the performance of Twinning partners, the lack of time for applying and following through on advice and recommendations was identified as a weakness for both projects, with insufficient on-the-job mentoring and coaching activities. Study tours were very much appreciated as they gave participants first-hand insights into the functioning of EU Parliaments and provided concrete examples how the work of Standing Committees could be improved.

“Future Twinning projects should involve more mentoring and coaching activities to ensure that our staff is capable of using the knowledge and expertise gained thanks to the TP” (Interview project beneficiaries)

The IPA 2010 project implemented 51 trainings activities, organised 7 study visits and issued 17 publications. The project facilitated the transfer of the findings and recommendations by translating them into Albanian and distributed them to the stakeholders at the closing event.

The IPA 2014 TP encountered two major issues that impacted on the overall project implementation. The first one concerned the parliamentary election of 25 June 2017 and the consequent dissolution of the Assembly, which implicated a period without project activities. The second concerned the replacement of the Albanian national assembly Project Leader that was the Secretary General of the Assembly. The project was broken down through more than 90 project activities, which was considerable considering the extremely short period of implementation.

“Following the first Twinning Project, we wanted to receive the experience of other EU Member States, other than Hungary and France. Greece and Italy provided a high-quality proposal which was extremely convincing in consideration of our needs to advance in the EU integration process and to implement the EU approximation recommendations of the EC Progress Report. The study visit to Italy was extremely useful in order to understand in practice the work of the Italian Parliament. This was also a fantastic opportunity to learn about their methodologies and procedures. Overall, we are very happy about the outcomes of the Twinning Project.” (Interview of Twinning beneficiary)

While the IPA 2010 TP was implemented under direct management, the IPA 2014 TP was implemented under indirect management. Due to their lack of experience, CFCU had to consult often the EUD and this caused some delays in project implementation. However, Twinning beneficiaries overall praised the cooperation with CFCU stressing that these teething problems were overcome with time.

4. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

Project beneficiaries considered that the Twinning instrument was particularly well-suited to build parliamentary capacities, enabling direct contacts with counterparts in EU parliaments involved in similar EU approximation and oversight activities.

The Albanian project beneficiaries underlined that their choice was not directly linked to the cultural similarities of any country that expressed interest and their choice was based on the proposed technical approach. They valued the possibility to contrast the experience from different EU countries.

There was little interaction with other projects with the exception of the OSCE project “Albanian Parliamentary Support Project”, which supported the modernisation of the Albanian Assembly with activities related to the improvement of the general working practices and staff skills, equipment, technology and physical infrastructure.

5. IMPACT AND SUSTAINABILITY

The projects provided much-needed support to the Albanian Parliament in fulfilling effectively its functions and supporting the country's efforts towards EU accession. It is undeniable that the work of the Albanian legislature has improved in recent years despite the continuing polarisation of Albanian political life.

Progress is evident from the assessment realised by the EC. While the EC Progress Report 2009 remarked that *“Parliament only partially exercised its oversight over the executive. To progress on approximation of legislation, parliament will have to strengthen administrative capacities to perform its control functions over the legislative process”*, the EU progress report 2018 noted that: *“Overall, the role of the Parliament in initiating and amending legislative proposals, as well as consultations in parliamentary committees, has increased. The number of laws and amendments put forward by MPs and the regularity of hearings with government and interest groups at committee level has increased. The EU Integration Committee held a number of oversight hearings during the reporting period. The capacity of the National Council for European Integration has been strengthened by a dedicated support unit. The Council has held a number of consultations and training sessions but is yet to fully assume its role as a forum for broad involvement and consultation on EU integration issues. As regards transparency and accountability, Parliament has overall ensured access to documents and activities”*.

However, the insufficient involvement of MPs and decision-makers in the projects was noted as a major weakness for the sustainability of project results. Both TFRs included a long list of recommendations requiring political decision to consolidate outcomes and achieve long-term impact.

“A weakness of the project was represented by the lack of involvement of the Members of the Parliament or the decision makers. Project beneficiaries on the Albanian side were parliamentary clerks and other administrative staff. In order to guarantee the fulfilment of project results, a strong political awareness and commitment as well as a rapid follow up should have been ensured”. (MS Project Leader interview)

“Project design should involve high level officials who are capable to ensure and guarantee timely decision making and commitment”. *“RTA counterpart should have a full-time role and should be able to take decisions”* (RTA interview)

5.1. IPA 2010

In consideration of its relatively short timeframe, the project is considered a success as it prepared the Albanian assembly for a more active involvement in EU integration matters. The project provided more than 100 recommendations whose implementation could not be ensured during the project lifetime in the absence of appropriate political decision and legislative measures. However, there is evidence of follow-up in subsequent years such as the adoption of a new law on the role of the Parliament in EU affairs or the creation of the National Council for European integration, which the Twinning project helped prepare. There has also been an intensification of cooperation with EU MS national parliaments thanks to the project, with staff of the Assembly of Albania strengthening ties and developing professional networks across EU legislatures¹⁴⁵.

“In most of the components the implementation of the most important proposals also needs time: in order to implement the key project proposals (like revision of the special law on the Parliament

¹⁴⁵ Links were established among others with the following countries: Hungary, France, Belgium, Croatia, Denmark, Estonia, Latvia, Lithuania, Poland, Portugal, Romania, Sweden and the European Parliament

Government cooperation in EU affairs, design and implementation the EU awareness raising campaign or reshaping administrative structures and make them operational) several months, if not years, are needed”. (MS RTA interview)

The partnerships established between Twinning partners from the EU and Albania ended with the project. There was no Twinning Review Mission and no evaluation conducted to assess the project’s impact and draw lessons for the future.

“After the end of the project there was no follow-up. There should be the possibility for the EU experts to come back in a consultative role after the end of the project”. (Interview with MS PL)

5.2. IPA 2014 TP

The project provided crucial support to adapt Parliamentary rules of procedure in line with the new law on the role of Parliament in the EU integration process adopted in March 2015. However, many key recommendations will require political commitment and time for legislative decision (e.g. amendments of the Rules of Procedure, decisions, internal regulations, amendments of relevant laws, the introduction of a new law on the budget of the Assembly, etc.). Furthermore, the reshaping of specific administrative structures and the need for additional specialized staff in specific services of the Assembly necessitate resources. The same is true for the tools created in collaboration with the MS expertise which will must be effectively adopted by the assembly in its day-to-day operations. According to project partner themselves, it is too early to measure the impact of the project which was completed in September 2018.

“All project activities were carried out successfully and the mandatory results were achieved but the administration must now follow up on our recommendations, otherwise the impact is not going to materialise”. (Partner PL interview)

CASE STUDY 5. TWINNING AND THE AGRICULTURE SECTOR IN BOSNIA-HERZEGVINA

1. INTRODUCTION

This case study examines the institutional building impact of the Twinning projects - ‘*Support to enhancing export potential of agricultural and food products to the EU*’ (BA 11 IB AG 01 TWL) and ‘*Further strengthening of capacities of phytosanitary sector in the fields of plant protection products, plant health and seeds and seedlings, including phytosanitary laboratories and phytosanitary inspections*’ (BA 12 IB AG 01) specifically on the BiH agriculture sector. The case study is informed by a review of relevant twinning and sector reports and a series of interviews carried out with key stakeholders in BiH during November 2018.

The case study will serve as a basis for replying to the EQ5 on the sector of economic governance and competitiveness¹⁴⁶. In particular, the case study focuses on the indicators to assess the judgement criteria about the contribution of Twinning to strengthening the governance and competitiveness of the energy sector taking advantage of the cooperation foreseen in these two sectors under the EU-PC agreements:

- *5.1.2 Extent to which Twinning has contributed to strengthening the agricultural and fisheries sector in partner countries in line with commitments taken in this area towards the EU including through greater compliance of partner countries with EU food safety, veterinary and phytosanitary standards and related monitoring and surveillance mechanisms*
- *5.2.1 Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light*
- *5.2.2 Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.*

2. CONTEXT

2.1. Rationale

The agriculture sector is a key component of the BiH economy, offering significant potential, due to quality of land and climatic conditions, as a source of sustainable employment growth and agri-food exports. This potential has not been realized due to the legacy of the 1990s Balkans conflict and the BIH complex political/administrative structures. Meeting international quality production and sanitary standards have proved major challenges facing the sector. EU twinning resources has been directed to supporting BiH to overcome these challenges.

BiH has a total land area of over 5 million hectares with 2.5 million hectares agricultural land. BiH has the potential of being a significant exporter of horticulture and dairy products due to BiH’s favourable climatic conditions. Crops and vegetables are the main agriculture products, with orchards and vineyards covering 100,000 hectares. Only 10% of the land is suitable for intensive agriculture but this is impeded by the very small farm sizes averaging between 1 and 2 hectares. The agriculture

¹⁴⁶ EQ5: To what extent has the use of Twinning in the area of trade and competitiveness contributed to the improvement of the relevant institutional frameworks and structures and therefore contributed to socio-economic development of candidate, potential candidate and neighbourhood countries by inter alia an improvement of the business climate, an increased competitiveness of the economy and a better economic integration with the EU?

sector generates almost 9 percent of GDP and provides employment for about 20 percent of the national labour force.

The BiH agriculture sector must increase its export competitiveness by reforming the legislative and regulatory environment to comply with the requirements of EU accession. BiH has enjoyed autonomous trade measures (ATMs) with the EU since 2000 within the overall regulatory framework afforded by the Stabilisation and Association Agreement (SAA). BiH joined the Central European Free Trade Agreement in September 2007. The main export markets for BiH agri-products are Serbia, North Macedonia and Montenegro. Croatia was a major export market prior to Croatia joining the EU in 2013. To recapture the Croatian market BiH has to raise production and phytosanitary standards in order to overcome technical barriers to trade, not only for Croatia, but also EU wide markets.

The agriculture sector provides livelihood and employment opportunities that can contribute to both economic and political stability. Moreover, it can be argued that modernisation of the sector offers the greatest opportunities to address the on-going policy problems of national de-population, de-ruralisation and unemployment in BiH. Reform has to address low productivity, weak standards and take-up of modern farming techniques, lack of investment, insufficient farm advisory/farm extension services and inefficient farm sizes. Due to these reasons, BiH is a net importer of food and agricultural products. While utilising intensive agriculture methods is a policy option to maximise the economic impact of BiH's agricultural resources (employment generation) this has not occurred. Policy change and allocation of the necessary institutional resources to develop the regulatory frameworks in line with EU standards, the set up and staffing of laboratories and testing centres as well as field monitoring capabilities is also required. While BiH is committed politically to EU integration and full harmonisation with Common Agriculture Policy requirements this has not resulted in necessary institutional changes.

As with other economic sectors, the complex nature of BiH's public administration framework and processes makes overall agricultural reform challenging. BiH consists of three political entities – the Federation of BiH (FBiH) Republika Srpska (RS) and District Brčko (DB). The entities have administrative competence over economics, including the agriculture sector, tax and social policy. The main agriculture institutions at entity levels are the Ministry of Agriculture, Forestry and Water Management of RS, the Federal Ministry of Agriculture, Water Management and Forestry and the Department of Agriculture, Forestry and Water Management of the Brčko District of BiH. In the Federation of BiH administrations all 10 administrative cantons are responsible for agriculture, veterinary, forestry and water management.

BiH does not have an overall national agriculture development strategy and the Ministry of Foreign Trade and Economic Relations (MoFTER) is responsible for the sector at the national level. Also located in the MoFTER are the Veterinary Office of Bosnia and Herzegovina, the Plant Health Protection Administration of Bosnia and Herzegovina and the Office for Harmonization and Coordination of Payment System. The Food Safety Agency of Bosnia and Herzegovina is an independent organisation responsible to the Council of Ministers of Bosnia and Herzegovina (CM BiH). The FBiH has an agriculture development strategy 2015 -2019 and the RS has a strategic development strategy for the period 2016-2020.

However, in January 2018 a BiH Strategic Plan for Rural Development 2018-2021 was adopted by the Council of Ministers, the Entities, and Brčko District's governments. The Ministry of Foreign Trade and Economic Relations (MoFTER), coordinated the development of plan in cooperation with Federal Ministry of agriculture, water managements and forestry (FMAWMF), Ministry of agriculture, forestry and water management of Republic of Srpska (MAFWM RS) and the Department for agriculture, forestry and water management of the Brčko District BiH Government (DAFWM BD BiH). Within the MoFTER, the "Sector for Agriculture, Food, Forestry and Rural

Development” is responsible for sector strategies, policies, programmes and measures, and overall coordination with entities. The sector also plans and coordinates international donor assistance in agriculture, food and rural development. The strategy was prepared with donor support from USAID and SIDA and referenced the FBiH Midterm agricultural sector development strategy 2015-2020 period as well as the RS Strategic plan for the development of agriculture 2016-2020.

This strategy is important to draw down EU funding under IPA II (2018-2020) particularly direct payments to farmers as well as increased investment in production standards. While multiple EU and other donor project have supported the agriculture and rural development in BiH, the authorities have not successively utilised direct payment to farmers offered by the Instrument for Pre-Accession Assistance in Rural Development (IPARD) and agricultural extension services, providing vital support to farmers and agri-food producers.

The plan provides an overall framework to align BiH agriculture with EU standards and to guide donor support as well as inward investment. The plan identifies the need to improve sector coordination and management, the regulatory system and improvement of food safety, veterinary and phytosanitary issues, legislative as well as institutional alignment at all levels of administration. The strategy also identifies the need for specialisation and support to added value production chains in the dairy sector/milk products, fruits/vegetables, wine and river fish sectors. The plan recognises that new levels of increased cooperation are required to realise the agricultural and rural development objectives and to efficiently utilise EU support funding. The Ministries of Agriculture in the Entities are mainly responsible for plan implementation but in FBiH responsibilities are further delegated to Cantonal levels. The MoFTER has the overall coordination role to facilitate plan implementation. This role will prove a major challenge to ensure the benefits of BiH agricultural resources are effectively exploited and strategy plan objectives are achieved.

“The Strategic Plan aims to address this challenge through a middle-up, entity-led approach that seeks to fully respect entity, BD BiH and state competencies, whilst promoting practical solutions that will ensure that real and measurable progress can be made in the interests of all main agriculture and rural stakeholders in the sector who need practical support and assistance to be able to develop their businesses and rural communities over the next four years and beyond.”¹⁴⁷

However, BiH remains at an early stage of public administration reform with limited progress during the past years. The country wide public administration reform strategy has not been adapted. The public administration sector and civil service remains highly politicised.¹⁴⁸

In addressing the political nature of public administration reform continued international intervention in BiH is critical. Despite political and public reform challenges, the EU and wider donor community have been very active in supporting the BiH agriculture sector. The main donors are the EU, USA, Germany, Netherlands and Sweden. As well as Twinning and TAIEX support and area based rural development activities in the sector, the EU has also funded an important ongoing change project “Our Fields without Borders” under the Office of the Special Representative of the EU in BiH. The project facilitates communication within rural areas between stakeholders (farmers, veterinarians, food businesses, cooperatives) regarding EU accession and EU standards.

The first project “Support to enhancing export potential of agricultural and food products to the EU” (BA 11 IB AG 01 TWL) was a Twinning light implemented between the Bosnian Food Safety Agency/State Veterinary Office and the Lithuanian State Food and Veterinary Service (SFVS) from

¹⁴⁷ Strategic Plan for Rural Development of Bosnia And Herzegovina (2018-2021) Framework Document Pp 3-4

¹⁴⁸ Commission Staff Working Document Bosnia And Herzegovina 2018 Report

August 2014 to March 2015. The project was endowed with a budget of €0.2625m and rested on two mandatory results:

- Result 1: Competent Authorities of BiH, Republic of Srpska, Federation BiH and Brcko district BiH including Inspectors and other control authorities trained to carry out official controls in line with the EU acquis.
- Result 2 Increased number of the Food Business Operators capable to meet the safety and quality requirements prescribed by the EU acquis which are qualified for the export of agricultural and food products in the EU.

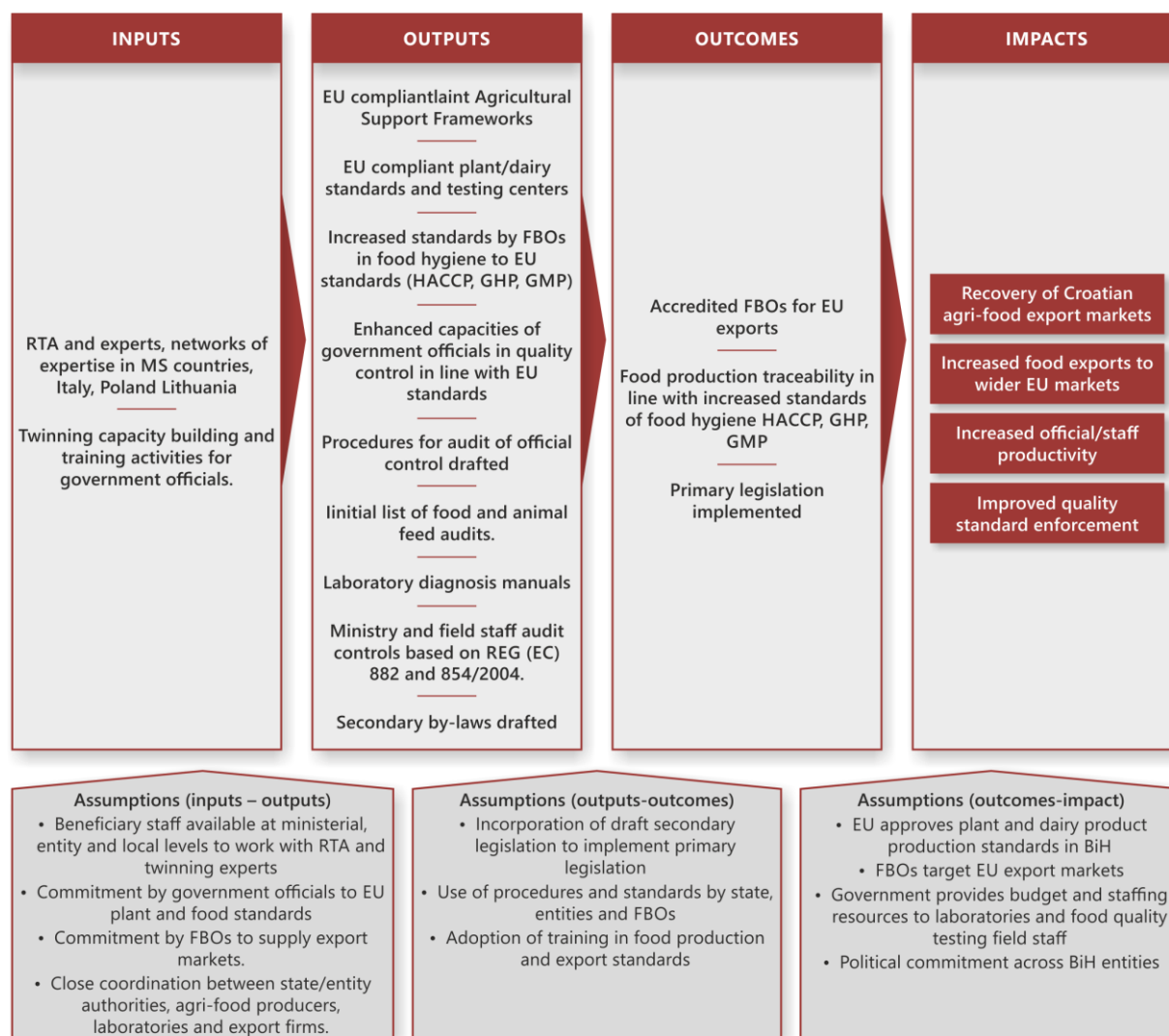
The second Twinning (BA 12 IB AG 01) “*Further strengthening of capacities of phytosanitary sector in the fields of plant protection products, plant health and seeds and seedlings, including phytosanitary laboratories and phytosanitary inspections*” was implemented between Administration of Bosnia and Herzegovina for Plant Health Protection and the Italian Ministry of Agriculture, Food and Forestry Policies (MiPAAF) as lead partner from January 2015 to April 2017 with Poland as a junior partner. The project budget amounted to €1.5m and was organised around seven mandatory results:

- Result 1. Legal and regulatory framework is fully compliant with legislation and good practice of the EU for plant health regime, seed and seedling material of agricultural plants, vegetable, vine fruits, ornamental and forest plants, placing of plant protection products protection products (PPP) on the market and sustainable use of pesticides.
- Result 2. Register of operators (phytoregister) and rules of issuing plant passports are established, and capacity is in place for effective coordination and management of the registration process within the competent authority in accordance with BIH legislation harmonized with EU acquis.
- Result 3. System for surveillance and monitoring over harmful organisms under implementation.
- Result 4. Cooperation and coordination procedures established between the Administration of BIH for Plant Health Protection and the phytosanitary inspections of entities and Brcko district.
- Result 5. System for recognition and registration of varieties into the variety list of BIH, including a register for seed and seedling material and forest reproductive material established and operational, and a system to protect the breeders' rights in line with UPOV established and operational.
- Result 6. System for certification of seed and seedling material established and operational, including the delivery of master certificate for the forest reproductive material.
- Result 7. System for the effective evaluation of PPPs and management of the processes of their registration in line with EU legislation in the field of PPPs strengthened.
- Result 8. System for the control of use of PPPs and quality control of PPPs established.

2.2. Intervention logic and theory of change

The Twinning Project Fiche does not include a formal Theory of Change (ToC). However, the latter was derived from the project documentation, EU and BiH strategy papers and interviews held during the field phase. The ToC attempts to outline the process of change underlying the project by mapping out the causal linkages of the intended project’s shorter-term, intermediate, and longer-term outcomes to the impact at sector level as expected by stakeholders prior to the project. The intervention focus is improvement of institutions and regulatory bodies for EU standard plant and health food safety to remove trade barriers for agri-food exports.

FIGURE 30: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE FIELD OF AGRICULTURE AND FISHERIES IN BiH



3. IMPLEMENTATION AND RESULTS

3.1. Achievements of mandatory results

Both Twinning projects were designed to increase standards in agriculture production, public health and to remove barriers for export to EU markets.

In 2017, the implementation of the IPA 2012 Twinning Project "Further strengthening the phytosanitary sector capacities in the field of plant protection products, plant health, seeds and planting material" was completed with the beneficiaries being the Plant Health Protection Administration of Bosnia and Herzegovina, phytosanitary laboratories and phytosanitary inspections. The final twinning report stated that most mandatory results were realised and this was confirmed during interviews with the beneficiaries. Result 4. "Cooperation and coordination procedures established between the Administration of BIH for Plant Health Protection and the phytosanitary inspections of entities and Brcko district" was not achieved due to institutional difficulties. Moreover, the question of sustainability was raised by interviewees regarding other mandatory results namely - Result 3. System for surveillance and monitoring over harmful organisms under implementation, Result 6. System for certification of seed and seedling material established and operational, including the delivery of master certificate for the forest reproductive material and Result 8. System for the control and use of Plant Protection Products (PPPs), due to required investment in equipment and staffing.

“The Twinning support from Italy and Poland was excellent. The main problems with implementation of the project were political. The twinning partners also facilitated testing equipment to be supplied to laboratories through Italian bi-lateral funding support worth Euro 80,000 in Sarajevo, Mostar and Sarajevo.”¹⁴⁹

The project has had a direct impact on agri-food exports by introducing the required EU and ISO standards (bacteria, GMO, fungus) allowing Bosnian potatoes to enter EU markets. In 2015, BiH received approval from the EU’s Food and Veterinary Office which has opened up high value EU markets for producers in South BiH that produce early spring potatoes.

The twinning light project ‘Support to enhancing export potential of agricultural and food products to the EU (09/2014 - 03/2015) was designed to introduce EU standards and controls on food and feed safety animal health and public health to improve the competitiveness of food business operators (FBO) to export agricultural and food products to EU markets. The project provided training to safety and quality assurance institutions as well as FBOs. The Twinning Final Report stated that all mandatory results were achieved and assisted in removing EU trade barriers to the EU. Interviewees confirmed that the project contributed to increasing BiH exports from 160 MEUR in 2014 to 203 MEUR in 2017. As with the phytosanitary plant twinning project there are concerns regarding the sustainability of project outputs due to budgetary shortfalls and lack of coordination between national State and Entity levels.

For the main beneficiary institutions – The Food Safety Agency of Bosnia and Herzegovina and Veterinary Office of BiH – the Twinning instrument was more suitable for their needs compared to a service contract due to previous experience of service contractors not being able to identify suitable experts. Both bodies had used TAIEX services on several occasions in the past, which provided a good working basis for the Twinning project. The project provided very relevant training to FBOs to access EU export opportunities. Training focused on food production and food hygiene to ensure traceability (farm to fork) and meeting HACCP, GHP and GMP hygiene standards. The project also provided training to health and safety bodies at State and Entities and Brcko District levels to ensure food and feed quality standards including the project partners on the side of the Beneficiary country (Food Safety Agency of BiH and, State Veterinary Office of BiH as well as other competent authorities at the entities and Brcko District levels, like line ministries, inspectorates, FBiH Inspection Administration and RS Inspection Administration).

3.2. Features of project implementation

In general, feedback from documentation review and stakeholder interviews (November 2018) does indicate that the Twinning instrument in BiH is successful despite the complex policy environment. The main aspects of this positive perspective from Twinning beneficiary institutions interviewed were as follows: 1. ownership by the beneficiary 2. peer to peer relations with fellow civil servants 3. focus on mandatory results and 4. sustained cooperation working relations between beneficiary and Twinning Experts post project.

Twinning projects in BiH offered added value (in contrast to service contracts) by bringing state and entity actors together to determine the twinning objectives and project implementation by participating in the steering committee. This is particularly important due to complex institutional situation in BiH as described above.

‘...the programming and implementation of twinning projects bring entities and cantons together to communicate on common problems and develop solutions with the Resident Twinning Advisors acting as mediators.’¹⁵⁰

¹⁴⁹ Interview Administration of BiH for Plant Health Protection, November 2018

¹⁵⁰ Interview EC Delegation BiH November 2018

Critical to Twinning success in BiH is the necessity of adequate capacities and capabilities within the target beneficiary institution. The ECD has discouraged the user of twinning instruments for potential beneficiary institutions known to have limited capacities and management capabilities. The experience in BiH also indicates that successful twinning projects do not begin from zero and build on existing strategies, action plans or institutional building interventions. For example, the TWL project "Support to enhancing export potential of agricultural and food products to the EU" would not have been successful without a bilateral Czech funded project having first prepared the foundation.¹⁵¹

The Twinning instrument is for institutions that know what they want therefore there are repeat Twinning projects with the same institutions such as the Institute of Statistics. The majority of results have been achieved by twinning projects in BiH and failure to fulfil results is not normally due to RTA performance but lack of capability with the beneficiary institutions or political reasons.¹⁵²

Clearly, the quality of RTAs is key to success particularly their abilities to develop close working relations with beneficiary project managers. Pro-active RTAs that spend considerable time in field communicating with local actors is a hallmark of success in BiH. RTAs that can identify and quickly mobilize experts on demand for specific needs as they emerge during project implementation is also a distinguishing feature of successful RTAs. In the case of IPA 2012 (BA 12 IB AG 01) Further strengthening the phytosanitary sector capacities in the field of plant protection products...’ over 50 short-term experts were mobilized by the twinning partners.

Further feedback from BiH interviews suggest that Twinning projects are best for regulatory alignment and meeting EU standards. Beneficiary institutions requiring policy, strategic planning or primary legislation should first utilize a service contract and then consider twinning support for roll out and implementation. The number of mandatory results should be focused, and the number of project components limited at the programming design stage.

“The twinning project design had too many components and some to them were repetitive. The project was trying to please as many beneficiaries as possible which made implementation difficult. Some of the target beneficiary needs could have been solved by TAIEX”¹⁵³

Key lessons captured from the review of BiH Twinning projects and beneficiary interviews are as follows:

- Twinning is recommended only for institutions with capacities and capabilities and experience of TAIEX. If there are limited capacities or the need for new policies, strategies or regulations, service contracts should be used.
- Repeat Twinning projects are the most successful Twinning projects building on lessons learned (e.g. Statistical Agency of BiH)
- Financial and technical factors not decisive in choice of Twinning partners by beneficiaries – compatibility is the decisive factor. The principles of Twinning are the most attractive features for beneficiary institutions specifically peer on peer relations, networking and transfer of knowledge between colleagues in different jurisdictions.
- Successful implementation is highly dependent on performance of RTA and relationship with beneficiary institution as peer to peer partners and not as technical consultant.
- Capable RTAs can mobilise required experts e.g. Italy/Poland Twinning project (phytosanitary) mobilized 52 experts in total which was highly appreciated by the beneficiary

¹⁵¹ Interview Food Safety Agency of Bosnia and Herzegovina, November 2018. The project with the Czech Development Agency was “Institutional support of certification and control of plant material” (November 2013 – November 2016). The main purpose of this project was to establish a system of official control and certification including the procedures in accordance with EU certificated standards.

¹⁵² Interview National Contact Point, November 2018

¹⁵³ Interview The Ministry of Security of Bosnia and Herzegovina, November 2018

- Twinning has been most successful in BiH with supporting accreditation of standards/regulatory alignment
- The EUD plays an important supportive role particularly at the programming stage but the role of the project Steering Committee is the most important for implementation and ensuring mandatory results are realised. The EUD or beneficiary institution do not have the levers to hold RTAs to account in comparison with service contract. Rather than the six-month reporting schedule, brief monthly reports results may prove more effective to track implementation. The Steering Committees also provide an opportunity for civil servants from the State and Entities to meet and discuss policy issues regularly.
- The new Twinning Manual has made the twinning process easier for MSs especially with RTA costs and rates. Changes to the use of reserves under Twinning would be helpful. This is one of the main implementation complaints from twinning beneficiaries interviewed. Timescale was a major issue for MSs and beneficiaries with the preparation of twinning contracts – this has changed now with new manual. Before these changes the EUD had to could launch the call for proposals before the financial agreement was signed. Preparation of work programme was the major time factor (12 months).

4. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

The main added value of Twinning in BiH is that the programming and implementation processes brings all administrative entities together to communicate on common issues and to create solutions with RTAs acting as mediators.

However, in both cases, the impact of the projects is at risk due to the complex and fragmented public administration framework in BiH and the lack of institutional investment in human resources and equipment. The twinning projects were designed and implemented in the absence of an overall national agriculture strategy.

An example of this lack of institutional coordination are the weak links and lack of coordination between the phytosanitary and support to exports of agricultural and food products to the EU, Twinning projects reviewed even though they were both involved in addressing similar objectives.

5. IMPACT, ADDED VALUE AND SUSTAINABILITY

The main impact of the projects was setting up the systems, procedures and trained personnel to achieve EU standards.

Beneficiaries of the Twinning light (BA 11 IB AG 01 TWL) agreed that the project help set up the BiH regulatory framework for plant health, seed/seedlings and plant health and the organizational structure to carry out phytosanitary inspections and monitoring. The major problem is implementation as the entities do not coordinate well and the same regulations by separate entities are not used despite the outputs of the projects.

The impact is more significant with Twinning project (BA 12 IB AG 01), which supported exports to the EU by contributing to the EC decision to put BiH on the A and B list of countries allowed to export all milk and dairy products to EU markets. The B list is very important for BiH allowing an increase of higher value processed dairy products. This will contribute to reversing the trade imbalance as processed dairy imports exceed exports.

Access to EU dairy markets is a direct result of the Twinning project. BiH can also export liquid milk which has more demanding standards than processed dairy products.

“We want to repeat this success with other sectors and the expansion of poultry sector exports is our next target by repeating the same quality system for the dairy sector. We will use twinning again for other sectors.”¹⁵⁴

The Food Safety Agency of BiH confirmed conclusions of the Final Twinning report with regard to sustainability of the project results. The quality system at State and Entity levels require increased and sustained investment in equipment and human resources.

The major risk is the public administration system in BiH as jobs are allocated on a political basis and not on a need basis. Failure to invest in the system and continue modernization will have a negative impact on public health as well food exports¹⁵⁵.

¹⁵⁴Interview Food Safety Agency of Bosnia and Herzegovina, November 2018

¹⁵⁵ Interview Food Safety Agency of Bosnia and Herzegovina, November 2018

CASE STUDY 6. TWINNING AND ENERGY SECTOR IN UKRAINE

1. INTRODUCTION

This case study examines the contribution that selected Twinning projects have made to institutional and regulatory reform in the energy sector in Ukraine. Specifically, it seeks to understand the factors that have affected the success or failure of Twinning projects in the energy sector and the lessons that can be learned for the design of future programming exercises.

The study is based on a desk review of relevant policy documents, Twinning project reports and other independent studies of the energy sector. It also draws on the findings of a field visit to Ukraine in the period November 19-23, 2018 in which stakeholders from project beneficiaries, the EUD, the PAO and the participating Member States were interviewed. In the energy sector¹⁵⁶, two projects were specifically examined:

- UA10/ENP-PCA/EY/29: Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation
- UA14/ENP/EY/44b: Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform

The case study will serve as a basis for replying to the EQ5 on the sector of economic governance and competitiveness¹⁵⁷. In particular, the case study focuses on the indicators to assess the judgement criteria about the contribution of Twinning to strengthening the governance and competitiveness of the energy sector taking advantage of the cooperation foreseen in these two sectors under the EU-PC agreements:

- *5.1.1 Extent to which Twinning has contributed to a better functioning of the energy market in partner countries in line with commitments taken in this area towards the EU*
- *5.2.1 Extent to which Partner countries can provide examples of policies, laws, procedures and/or services and the corresponding (technical and financial) resources, that have been, or will be, introduced or improved after the funding has concluded, which represent a logical progression from the Twinning / Twinning Light*
- *5.2.2 Extent to which EU MS and the partner countries can provide examples of subsequent exchanges of expertise after the Twinning / Twinning Light has concluded.*

The information gathered through the case study informed the replies to the transversal EQs related to the regulatory framework institutional set-up, programming and other conditions of implementation (EQ1) and Twinning's added value, complementarity and coherence (EQ2).

¹⁵⁶ In addition to these two energy-related projects, we reviewed the experiences of 3 projects in the non-energy sector to ensure that the conclusions that we are making in this report reflect the broader experience of the Twinning Programme as a whole. These projects were (i) UA/50: Support to Improving the Safety of Multimodal Dangerous Goods Transport in Ukraine; (ii) UA/52: Support to the Ministry of Infrastructure in Establishing Conditions for Application of the European Model of Rail Transport Service Market in Ukraine; and (iii) UA/51: Enhancement of the State Border Guard Service of Ukraine' capacity in detecting forged documents and stolen vehicles, further development of the IT system and improvement of the training capacities

¹⁵⁷ EQ5: *To what extent has the use of Twinning in the area of trade and competitiveness contributed to the improvement of the relevant institutional frameworks and structures and therefore contributed to socio-economic development of candidate, potential candidate and neighbourhood countries by inter alia an improvement of the business climate, an increased competitiveness of the economy and a better economic integration with the EU?*

2. CONTEXT

2.1. Key Issues for the Energy Sector in Ukraine

The reform of the energy sector has been one of the primary pillars of EU support to Ukraine since the 1990s. In recent years, the “*key objective of the EU support in the energy sector is to facilitate swift implementation of reforms in line with Ukraine's Energy Community and Association Agreement commitments and build competitive and transparent energy markets*”¹⁵⁸.

The energy sector has been a focus of EU support to Ukraine both because of the importance of the sector to the long-term economic prosperity of Ukraine – the energy sector currently accounts for about 12.6 percent of its GDP¹⁵⁹ – but also because it leaves the country vulnerable to political pressure from energy suppliers. In the words of Carnegie Europe: “*Energy is at the heart of every country's economic well-being, and thus its social and political health. A well-functioning energy sector, which enables all other economic activity, is essential to economic and national security*”¹⁶⁰. Some of the key issues affecting the energy sector in Ukraine at present are:

1) *Reliability of supply*

Ukraine has been reliant on natural gas imports from Russia for many years. Since 2009, Ukraine has been consistently paying some of the highest gas prices in Europe and this left Naftogaz, the Ukrainian national oil and gas company, financially crippled and heavily dependent on state support. In March, 2018, Naftogaz won an arbitration decision in Stockholm which found that Russian gas company Gazprom was overcharging for gas to its Ukrainian counterpart and underpaying for gas transit through Ukraine to its Western customers. In response, Gazprom not only refused to pay the compensation (over EUR 2 bln.) but threatened to break its supply and transit agreement with Ukraine¹⁶¹.

Ukraine has been living with threats of supply outages from Russia for many years. The EU helped to launch reverse gas flows for Ukraine from EU countries to improve its bargaining position with Russia but, in any case, Ukraine's security of supply position remains vulnerable. From a policy perspective, this points to the long-term strategic importance of reducing dependency on Russian gas and developing alternative (renewable) energy sources in the coming decades.

2) *Energy Efficiency and the Energy Intensity of the Economy*

The World Bank has estimated that Ukraine is among the ten most energy-intensive economies in the world¹⁶². The energy intensity of the economy fell by 35.2% between 2001 and 2011 but still remains 10 times higher than the OECD average. The high energy intensity level is directly related to a lack of investment in the country's production facilities and in its municipal and utilities companies. Outdated residential and energy infrastructure in particular leads to heavy transmission and heat losses, which cost billions in lost energy. Accounting for around ¾ of the total housing stock, residential buildings built before 1970s did not follow any energy efficiency building regulations and were very energy inefficient. At the same time, households have little incentive to invest in insulation or other energy saving measures since energy prices are subsidized by the government. According to the World Bank, residential buildings account for 40% of total heat consumption and 25% of total power consumption.

158 http://europa.eu/rapid/press-release_MEMO-15-5035_en.htm

159 www.ukrstat.gov.ua/druk/publicat/kat_u/2017/zb/02/zb_nru2015x1.zip

160 <https://carnegieeurope.eu/2018/02/06/reforming-ukraine-s-energy-sector-critical-unfinished-business-pub-75449>

161 <http://www.intellinews.com/interview-naftogaz-s-fragile-success-137808/>

162 web.worldbank.org/external/default/main?pagePK=34370&piPK=34424&theSitePK=4607&menuPK=34463&contentMDK=22917024

Ukraine's high demand for energy is also, of course, connected to the fact that the country is heavily reliant on energy-intensive industries such as steel, petrochemicals and fertilizers.

The improvement of energy efficiency has long been recognised as a strategic priority in Ukraine. Improved energy efficiency is a *sine qua non* if Ukraine is to retain economic competitiveness when energy prices begin to approximate market rates. Of course the dilapidation of the residential infrastructure in particular makes any transition to more market-based pricing more difficult and proposed hikes in energy costs for households have already led to protests¹⁶³.

Strategically, therefore, the Ukraine is aiming to reduce the total energy needed to power economic and social life. This involves a whole series of interventions in the regulatory environment and corresponding investments in the energy infrastructure and the production facilities of enterprises. It also involves a significant rehabilitation of the housing stock and a significant change in the energy usage of households.

3) *Affordability and systemic mismanagement*

The subsidization of gas supply has removed incentives for energy savings for the majority of the population. At the same time, however, low gas prices for households remain a key lever in the management of political and civil unrest. In part, industrial customers cross-subsidise residential users and the tariff paid by industry is estimated to 22% higher than it would pay if there were no cross-subsidy. However, industrial prices in Ukraine are still lower than the OECD average. Despite this, the competitiveness of Ukrainian firms, especially in energy-intensive sectors, is gradually being eroded.

In addition to pricing distortions, there has been a long record of corruption in the sector with well-connected regional distribution companies taking advantage of the lack of transparency in the sector to siphon gas off large industrial clients¹⁶⁴.

As already noted, reforms that bring sudden price hikes and/or the eradication of corrupt schemes that benefit powerful figures in the energy sector, come with significant political risk. For example, Prime Minister Volodymyr Groysman's announcement that household gas prices would be raised by 23.5 percent from November 1 was met with savage criticism: former Prime Minister Yulia Tymoshenko, who is expected to contest next year's presidential election, called the price hike a "genocide against the Ukrainian people". Nonetheless, such reforms are a precondition for the disbursement of critical IMF assistance and for the continued delivery of EU support¹⁶⁵.

4) *Construction of the Nord Stream 2 Pipeline*

One of the most contentious issues in EU-Ukraine energy relations is the Nord Stream 2 pipeline project. The Nord Stream 2 Pipeline will transport natural gas into the European Union from Russia via a pipeline that runs from North Russia through the Baltic Sea and directly into Germany. Should the Nord Stream 2 and the Turkish Stream pipelines be built, Ukraine could lose its status as a critical gas transporter and lose almost all of its transit revenues (up to \$2 billion per year).

5) *A Poor Track Record of Implementing Energy Strategies*

Ukraine produced an important energy strategy in 2006 in response to international pressure to reduce energy consumption. The 2006 strategy was never fully implemented, mostly because unrealistic goals and objectives were specified, without consideration for the existing economic conditions.

¹⁶³ www.bti-project.org/en/reports/country-reports/detail/itc/UKR/

¹⁶⁴ <https://www.csce.gov/international-impact/press-and-media/press-releases/corruption-ukraines-energy-sector-focus-upcoming?page=2>

¹⁶⁵ Centre for the Study of Democracy (2017): Ukraine – National Energy Security Indicators and Policy Challenges: Country Factsheet.

The new strategy (2017) faces similar challenges. Moreover, it has a non-binding character, which further complicates implementation. In terms of Ukrainian legislation, the energy strategy has been adopted by the Cabinet of Ministers of Ukraine, but this does not ensure mandatory implementation. During discussions in parliament, some deputies proposed that this strategy be adopted as law. This would have increased its importance and made it legally binding. However, this idea gained no traction in the parliament. Nevertheless, it is generally agreed that the new strategy has a better chance of being implemented due to ongoing significant market-based energy reforms and the continuous supervision of the process by Western partners¹⁶⁶.

6) *Energy security and the annexation of Crimea and antiterrorist operation in the East of the country*

The crisis in Ukraine has further undermined its energy security. Significant energy resources are situated on the occupied territory, which is not currently under control of the Ukrainian government. The supply of coal from the mines of the Donetsk and Luhansk regions has become unreliable and power stations' output has consequently become unreliable. Although coal imports have increased to some extent to offset these deficits, energy production costs to Ukraine have increased as a result¹⁶⁷.

7) *Rapprochement with the EU*

Against this complex background in the energy sector, Ukraine has signed an Association Agreement with the EU which sets out specific areas of collaboration between the parties. In the energy sector, the Agreement covers 13 specific areas of cooperation, addressing many of the key challenges facing the sector as outlined above. Specific commitments were given on:

- Establishing effective mechanisms to address potential energy crisis situations in a spirit of solidarity;
- Modernisation and enhancement of existing energy infrastructures of common interest and progressive integration of the Ukrainian electricity network into the European electricity network;
- Development of competitive, transparent and non-discriminatory energy markets in convergence with EU rules and standards through regulatory reforms;
- Progress towards an attractive and stable investment climate by addressing institutional, legal, fiscal and other conditions, and encouraging mutual investments in the energy field on a non-discriminatory basis;
- Promotion of energy efficiency and energy savings, including through the establishment of energy efficiency policies and legal and regulatory frameworks;
- Development of, and support for, renewable energies in an economic and environmentally sound manner, as well as alternative fuels, including sustainable biofuel production, and cooperation on regulatory issues, certification and standardisation as well as on technological and commercial development;

Several of these specific areas of cooperation have been addressed by the energy projects in our Case Study sample.

2.2. Relevance - the Rationale for Twinning in the Energy Sector in Ukraine

The Twinning programme was expected to offer an important mechanism for supporting reforms in the energy sector in Ukraine. Twinning projects were seen as important for supporting the capacity building efforts of institutions that are responsible for the management and reform of the sector. The

166 <https://journals.sagepub.com/doi/full/10.1177/1781685818766449>

167 Semenenko, I. (2016). Energy Security of Ukraine in the Context of Its Sustainable Development. *Equilibrium. Quarterly Journal of Economics and Economic Policy*, 11(3), 537-555. DOI: <http://dx.doi.org/10.12775/EQUIL.2016.024>

development of strong institutions was considered to be particularly important given the complex political, institutional and economic environment that has been shaping the development of the energy market since Ukraine's independence in 1991.

Twinning was designed so as to have particular advantages for beneficiary organisations that were engaged in various types of institutional capacity building and regulatory reform. In particular, the fact that the advisory services were to be provided by public servants from Member State countries meant that beneficiaries could benefit from the practical experiences of operating within the EU regulatory frameworks on energy. In this way, costly mistakes could be avoided and management tools and secondary legislation from Member States could be shared with Ukrainian partners, thus speeding up the reform process in Ukraine.

The specific projects selected for our Case Study were launched within this general environment. The first of these, Support the National Energy and Utilities Regulatory Commission (NEURC) of Ukraine in the Process of Electricity Market Reform, was designed to “strengthen the capacity of NEURC in order to drive the electricity market reform process in the direction of full compliance with the Energy Community Treaty acquis”¹⁶⁸.

The National Commission for State Energy and Public Utilities Regulation (NEURC) of Ukraine is responsible for the protection of customer rights, licensing, tariff regulation and pricing in the energy sector in Ukraine. In order to provide the framework for electricity market liberalisation, the Parliament of Ukraine adopted the Law of Ukraine No 663-VII “On Basic Principles of the Electricity Market Functioning” (dated 24 October 2013 (the “Law”). The Law is a part of the so-called “European package”, being one of the legislative tools to facilitate Ukraine's implementation of (i) EU Directive № 2003/54 EC concerning common rules for the internal electricity market and (ii) EC Regulation No 1228/2003 26 June 2003 on the conditions for accessing networks for cross-border exchanges of electricity (both dated 26 June 2003). The primary goal of the Law is a step-by step liberalisation of the internal electricity market.

While this law was considered a major step on the road to market liberalization, it was recognised that NEURC would need considerable support as one of the key players in this new electricity market model. As such, the project was to focus on “*some of the most significant regulatory areas of the forthcoming market reform, namely: third party access to networks and capacity allocation of interconnectors, switching/replacement of electricity suppliers and appointment of default/last resort supplier, rules for establishment and operation of default/last resort supplier, establishment of day-ahead market rules and compliance of unbundling of distribution and supply*”¹⁶⁹.

The EU's Twinning programme was expected to be a good vehicle to provide advice on the practical interpretation of EU Directives and on the secondary legislation and other administrative instruments that would be necessary for their implementation. This project was implemented over a 2-year period by the Slovak Regulatory Office for Network Industries' (RONI). Its final report was submitted in April 2018 and it had a budget of EUR 1.6 million (of which EUR 1.34 was utilized).

The second project in our Case Study is the “Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation”. This project aimed to support the Ukrainian State Agency for Energy Efficiency (SAEE) to “harmonize selected national legislation in the field of energy efficiency with the relevant EU Acquis/standards and to prepare the basis for its implementation”. In addition to supporting legislative

168 Twinning Project Fiche UA/44 Support the National Commission for State Energy and Public Utilities Regulation (NEURC) of Ukraine in the Process of Electricity Market Reform

169 Op. cit.

reform, the project aimed “to maximize the impact of the new legislative framework” through the introduction of “incentive schemes boosting energy efficiency, energy audits, introducing energy management practices and partly awareness-raising on energy efficiency, efficient monitoring of energy efficiency and application of the energy efficiency standards on energy-efficient equipment”¹⁷⁰.

At the global level, this project essentially aimed at contributing to a reduction of the energy intensity of Ukraine’s GDP. At the time the project was conceived, the main piece of Ukrainian legislation on energy efficiency was the 1994 Law of Ukraine “On Energy Saving”. This Law proved to be quite incompatible with Ukraine’s policy aims in this area which focused on reducing energy losses and increasing the share of renewable and local energy in the national energy balance. Similarly, “interactions and linkages between different pieces of legislation in the areas of environmental protection, energy, energy saving and energy efficiency are weak and sometimes incompatible”¹⁷¹.

For these reasons, the Ukrainian government recognised the need to improve legislation in the field of energy efficiency and, in particular, to bring it more closely into line with the following European Directives:

- DIRECTIVE 2006/32/EC – “on energy end-use efficiency and energy services and repealing Council Directive 93/76/EEC”
- DIRECTIVE 2010/31/EU – “on the energy performance of buildings”
- DIRECTIVE 2010/30/EU – “on the indication by labelling and standard product information of the consumption of energy and other resources by energy-related products”
- DIRECTIVE 2009/125/EC – “establishing a framework for the setting of Eco design requirements for energy-related products”

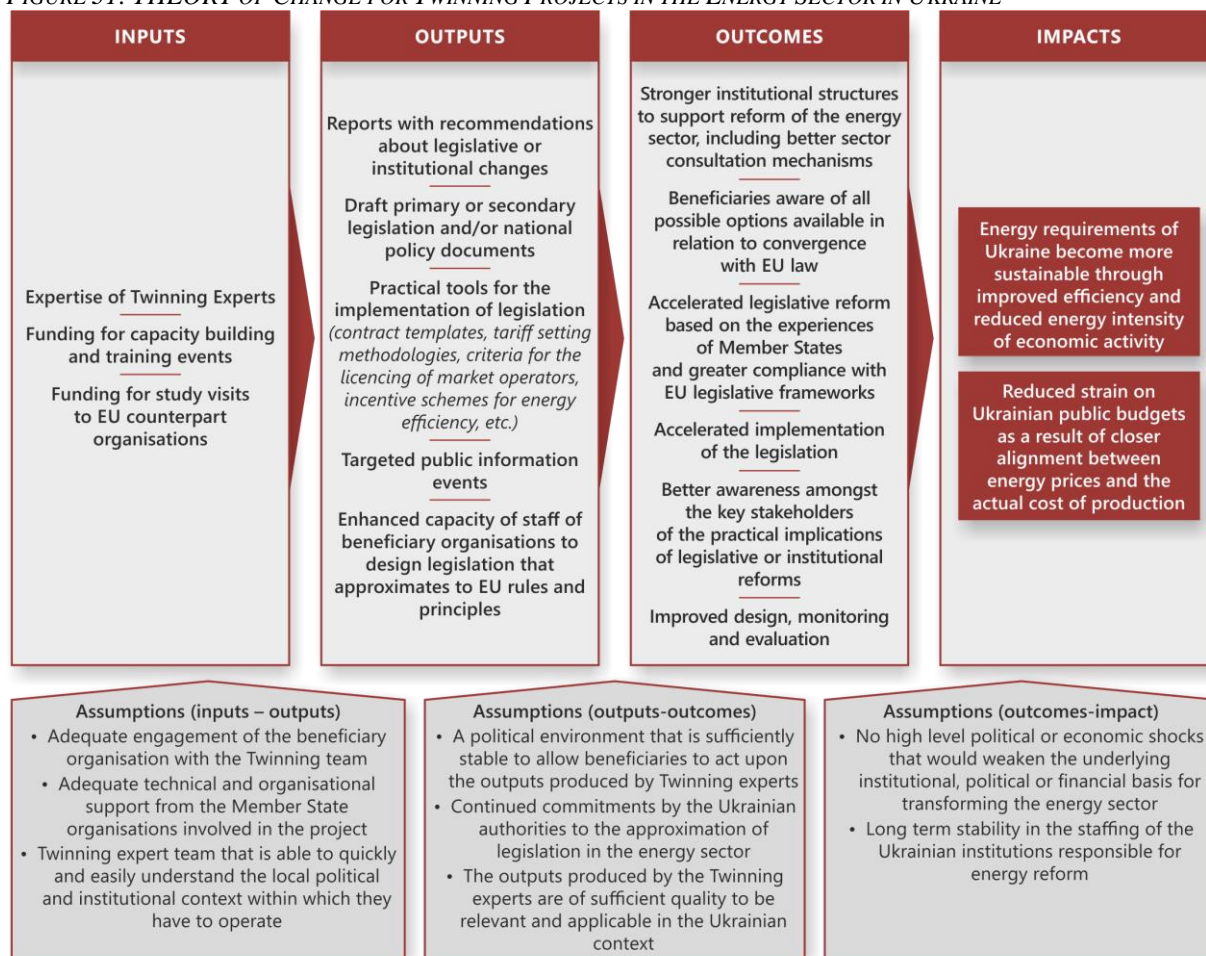
For the reasons outlined earlier, Twinning was expected to be a good vehicle to support the reform of Ukrainian legislation in line with these EU Directives. The project was awarded to a consortium made up of the German Federal Ministry of Economics and Technology (BMWi) and the French Ministry of Ecology, Sustainable Development and Energy. The project ran for a period of 25 months, ending in December 2013. The project budget was EUR 1.1 million.

2.3. Intervention Logic and Theory of Change

A formal Theory of Change (ToC) was not developed for any of the projects selected for our Case Study, although many of the elements of a ToC were contained in the project fiches. Our presentation of the projects’ Theory of Change (Figure 1) is reconstructed on the basis of the overall Association Agreements that pertained at the time the projects were designed, the project fiches and the interviews carried out during the field phase. It represents the expectations of the project planners and managers before implementation began. Our presentation below is not specific to either of our Case Study projects but attempts to represent the general pathways through which project impacts are converted to broader level impacts for our selected energy sector projects.

¹⁷⁰ Twinning Project Fiche, Improvement of the Policy Framework in the Sphere of Energy Efficiency and its Approximation to the Requirements of the EU Legislation
¹⁷¹ Op. cit.

FIGURE 31: THEORY OF CHANGE FOR TWINNING PROJECTS IN THE ENERGY SECTOR IN UKRAINE



3. IMPLEMENTATION AND RESULTS

3.1. Effectiveness – the Achievement of Mandatory Results

One of the key features of Twinning projects is their obligation to achieve so-called “mandatory results”. Both of the projects in our sample had a well-defined list of such mandatory results, which ranged from the adoption of particular primary and/or secondary legislation to the delivery of English language courses for staff of the beneficiary institution.

The projects in our sample achieved mixed results with regard to the mandatory results defined in the project fiches. An illustrative sample of the project’s work in the achievement of mandatory results is presented in the following paragraphs¹⁷²:

1) Support to NEURC in the process of Electricity Market Reform

At the beginning of 2017, NEURC presented to Slovak Twinners (RONI) a draft *methodology for calculating fees for connecting Distribution System Operators (DSO) to the grid*. RONI was asked to draft a detailed position on the suggested methodology. RONI’s position, which was delivered to NEURC (and to DEU) in April 2017, was that the proposed methodology was weak in some respects. In particular, it led to significant price increases for non-standard connections. As a result, the NEURC’s proposals were dropped and an alternative approach to the methodology considered. This new approach was presented again in November 2017 alongside a proposal for a new DSO code. The

¹⁷² A detailed narrative on the achievement of mandatory results by each project is presented in the Final Reports of the respective projects. We do not repeat this detailed narrative here but rather provide some illustrative examples of the process of achieving these results.

new draft took into account the approach suggested by RONI and used the real historical (incurred) costs as a basis for calculating the connection fee. The end result is that the price for non-standard connections is set much more objectively than previously. The new Methodology (Методика формирования платы за присоединение к системе передачи и системам распределения) was adopted by NEURC on 23.03.2018 alongside the new DSO Code and TSO Code (see below). This was a very good example of how a bad policy decision was avoided following the advice and experience of the Twinners. It should be noted however that the Twinning experts recognised some potential negative political implications arising out of these developments: “*Since application of RAB will lead to some end-user price increases in any way, involvement of some international partners in the process might be advisable (to address the political sensitivities of such price increases)*”. At the time of writing, the pricing methodologies developed by the project have not been implemented in fact.

One of the most important mandatory results of this project was to design a ***contractual system through which market participants would gain non-discriminatory and transparent access*** to the transmission and distribution network. During the first months of the project, RONI provided NEURC with translated examples of contracts that were used by Slovak Distribution System Operators. Based on these documents and further suggestions from RONI, NEURC drafted the DSO code and other rules related to the access and utilisation of the networks. RONI provided detailed comments to these documents, which were eventually adopted in March 2018.

RONI prepared a detailed concept document describing procedures for **market monitoring in the energy sector**. RONI documents were used by NEURC during the drafting of its 2017 Decree ‘On approval of the NEURC Rules for monitoring of markets in the energy and utilities’¹⁷³. Based on this framework document, Project Partners held discussions on indicators and reporting forms. RONI provided a detailed table of indicators needed for the reporting obligations of electricity market participants. Reporting forms that were jointly developed were sent in December 2017 to selected market participants and in January 2018, during the final mission of RONI experts to NEURC, the feedback from market participants was evaluated.

2) Improvement of the Policy Framework in the Sphere of Energy Efficiency

One of the key mandatory results on this project was the **review of Ukrainian primary legislation on the energy efficiency of buildings**. Specifically, this included an analysis of the “*Law of Ukraine – On energy efficiency of residential and public buildings*”. The analysis of this law, against the energy performance of buildings (Directive 2010/31/EU) (EPBD) and the EU-Directive 2010/30/EC on energy labelling, revealed that the SAEE did not actually have responsibility for overseeing the energy performance of buildings. Instead, that responsibility lay with the Ministry of Regional Construction. As a result, the planned working days for *Sub-Component 1.4 – Energy performance of buildings* were reduced.

The SAEE was supported by the Twinning experts in regard to the finalization of the **first Ukrainian National Energy Efficiency Action Plan (NEEAP)**. The SAEE, with the approval of the Council of Ministers of Ukraine, was made the coordinating authority for the preparation of the NEEAP. Although the work was to be finished by June 2012, the draft of NEEAP was approved and submitted to the Council of Ministers of Ukraine for adoption only in September of that year. Delays in the adoption of the NEEAP and, indeed, in its subsequent implementation made the work of the Twinning team more difficult.

The successful implementation of an energy labelling scheme in Ukraine, in line with relevant EU legislation, was a direct outcome of a collaborative effort between SAEE, Twinning experts, members

¹⁷³ <http://www.nerc.gov.ua/index.php?id=27609>

of the “Labelling Working Group” and other stakeholders. As an example of such collaboration, Twinning experts regularly advised SAEI on technical regulations in order to effectively implement the EU Energy Labelling Directive 2010/30/EU and Commission Delegated Regulations for energy labelling on energy-related products. For instance, the following **Technical Regulations** were drafted over the lifetime of the project:

- Technical Regulation on energy labelling of energy related products;
- Technical Regulation on energy labelling of household electric refrigerating appliances;
- Technical Regulation on energy labelling of household washing machines.

These were discussed and were eventually ratified as **Resolution no. 702** of the Cabinet of Ministers on 7 August 2013 "*On approval of technical regulations on energy labelling*", and came into effect on 9 April 2014.

The projects in our Case Study succeeded in achieving most of the key mandatory results that were specified in their contracts. Some of these mandatory results were rather ambitious, which made their accomplishment all the more impressive.

In general terms, the greatest difficulty was encountered in the achievement of mandatory results related to legislative change. In some cases, such legislative changes were met with political objection or were not adopted because they were damaging to the privileges enjoyed by particular vested interest groups. In other cases, the regulatory change was actually achieved some time after the project ended when conditions became more amenable. Regulations that aim to liberalise various markets (thereby eroding the position of existing market players) are particularly prone to delay or rejection.

It is recommended that mandatory results on future twinning projects give careful consideration to the practical challenges/risks that might be faced in their accomplishment. In particular, the feasibility of achieving some legislative changes within the timeframe of Twinning projects, especially those that aim to liberalise markets or otherwise have negative implications for the position of powerful vested interest groups, need to be given special attention and in some cases may require longer-term courses of action.

3.2. Factors Affecting the Efficiency and Management of Twinning Projects

Our research has revealed a number of interesting factors affecting the implementation of the Case Study projects (and, indeed the other projects visited). These features are summarised in the following paragraphs:

Timing of the intervention: As already noted, the project on energy efficiency was completed in December 2013, just months before the Maidan revolution in Ukraine. Although Ukraine had consistently signed up to *acquis* approximation in the energy sector prior to the Revolution, its practical commitment to the necessary reforms sometimes appeared to be less than unequivocal. After the Russian annexation of Crimea, however, there was a clear and perceptible change in the level of Ukrainian commitment to EU rapprochement.

This increased commitment is reflected both at the level of the programme as a whole and at the level of the individual projects. In contrast to the experience of most countries, Ukraine has seen an increase in the interest of its institutions in Twinning over the last number of years. At the last count, there were over 60 new applications from Ukrainian institutions to Twinning.

This difference in the general political commitment could be observed during the implementation of the two energy projects. Whereas the energy efficiency project (completed a few months before the revolution) found it quite difficult to make progress on legislation that, at least on the surface, was

not particularly contentious from a political point of view¹⁷⁴, the later project on energy regulation, which was addressing some of the most politically sensitive questions on the government's agenda, seemed to make significant technical progress within NEURC. Of course these differences may be explained by variations in the personal attitudes of beneficiaries but similar levels of positive commitment to the Twinning aims could be observed amongst all of the later projects visited during the field visit to Ukraine.

The level of political commitment by the Ukrainian authorities to EU rapprochement seems to have increased substantially after the revolution. This change in attitude to the reform agenda demonstrates the importance of contextual factors on the ultimate success of reform interventions in the country.

It is clear that projects are most successful in cases where the pressure for reform is coming from within. It is recommended that the wider political atmosphere be tested in advance of funding Twinning projects. In particular, an assessment should be made of the extent to which beneficiary organisations: (a) are the subject of internal political pressure to drive the reform process and (b) have already demonstrated their commitment to implementing these reforms. Beneficiaries that have already demonstrated successes, either through Twinning or other aid modalities, should be prioritised where appropriate.

Greater consideration should be given to the temporal location of Twinning projects in the overall reform process. Specifically, Twinning projects should be seen as just one part of a multi-part series of interventions aimed at achieving explicit reform outcomes. Twinning projects should build on (and learn from) interventions that have gone before in a particular sector and they should prepare the ground for interventions that are to be made in the future. Without this longer-term perspective, Twinning projects are more likely to remain as small islands of change that are poorly connected and do not accumulate impact over time.

Project Administration and flexibility of the Twinning Instrument: The projects in our sample were implemented largely under the previous Twinning manual. This meant that there was relatively little scope for any substantial redesign of the project or in the (re)specification of mandatory results in cases where the context of the project had changed. However, there were many examples of mission rescheduling or similar changes that did not require budgetary adjustments. We found a quite interesting divergence of opinion in relation to the perceived difficulties associated with the application of the Twinning Manual. On the whole, the Member States in particular found the lack of flexibility to be rather difficult, obliging them to deliver results that were, in some cases, extremely difficult to achieve. Similarly, some EU Sector Managers found it difficult to engineer responses to changing political or institutional circumstances due to the constraints of the Twinning manual. On the other hand, it was interesting that the lack of administrative flexibility was not an issue for most beneficiaries. On the contrary, beneficiaries found the clarity and certainty of the work plan to be one of the appealing features of the Twinning programme. In any case, we note that some additional flexibilities have been built into the new twinning manual.

The important role of the EUD and PAO: All interviews with beneficiaries revealed the important roles played by the PAO and the EUD in particular. This role was evident at various stages of the project cycle. During the project preparation stages, the PAO and EUD played an important role in filtering projects that are poorly conceived or not appropriate to the Twinning modality for various reasons. The factors that they take into account during this filtering process include the size of the intervention (small projects are not suitable for twinning for example), the relevance of peer support

¹⁷⁴ Indeed, the project's Mandatory Result No. 1 – "Adaptation of the Ukrainian legislation to the required energy efficiency EU Acquis and the review of selected primary and secondary legislation in the field of energy efficiency, including the analysis, preparation of the legislation consolidation plan and its drafting" – was amended in September 2013 when it became clear that progress in the development of the legislations was proving to be difficult.

to the issue being addressed, whether the purchase of equipment is a necessary component, whether the project has a profound reform impact, etc.

The EUD participates in a Working Group, comprising the PAO, the Ministry of Foreign Affairs and the Ministry of Economy, which has been set up to build consensus on Twinning priorities. This Group takes a proactive role in trying to improve project design. We encountered several examples of projects whose design was heavily influenced by the EUD (both in the energy sector and elsewhere). Broadly, the suggestions made by the EUD in relation to the scope or design of the project appeared to make a meaningful difference to the projects' eventual impact, an opinion that was shared by most of the key project beneficiaries.

The EUD has also played an important role during the implementation of Twinning projects. The EUD were often the first point of contact for dealing with questions about programme management and administration. Sector Managers within the Delegation, with the support of headquarters in Brussels, provided considerable support to the management of most Twinning projects and this support was recognised and appreciated by both the Twinning teams and the beneficiaries. There were also examples of significant added value provided by the EUD's Sector Manager during the implementation of the project. In one project that we reviewed, the beneficiary attributed much of the success of the project to the contribution made by the sector manager who monitored the implementation of the project very carefully and continually challenged the ministry and the expert team to produce the mandatory results expected in the project.

EUD Sector Managers generally have a very good understanding of the reform context and the potential difficulties that may be encountered in the course of the reform process. Overall, they have played a very positive role in steering our reviewed projects to a successful conclusion and they have built on the outcomes of Twinning projects in subsequent support efforts.

Given the positive contribution that they can make to the eventual success of Twinning projects, it is recommended that EUD sector managers are given regular opportunities to share experiences with colleagues from other Delegations, especially those that work in similar sectors. This could include the organisation of virtual or face-to-face networking events or the revitalisation of information-sharing platforms.

The PAO has also played an important role in the Twinning program in Ukraine. The PAO works to raise the profile of the Twinning program amongst Ukrainian institutions and provides information and methodological support should they wish to participate. The PAO also provides training for various ministries on the preparation of twinning project applications. Indeed, the high level of interest in Twinning currently observed amongst Ukrainian institutions is partly a reflection of the work that the PAO has been doing in this regard. Like the EUD, the PAO's Sector Manager also participates in the Steering Committees of each Twinning project. In carrying out their role in support of Ukrainian counterparts, the PAO draws heavily on the knowledge and expertise of the EUD and Commission headquarters in Brussels. This support that is provided to the PAO on an ongoing basis is recognised and appreciated.

The time period for project preparation and launch: On average, about a year is needed to prepare and launch a Twinning project in Ukraine¹⁷⁵. Although it is quite common for key people to leave their positions in Ukrainian Ministries in that period, it was surprising that none of our interviewees identified the one year preparation time as a significant negative factor in the performance of the Twinning program. This may be explained by the fact that the reform agenda in most areas is quite

¹⁷⁵ For example, the timetable for the preparation of the State Border Guard project was roughly as follows. In July 2015, a draft fiche was prepared. In September 2015, this fiche was submitted to the PAO for Working Group discussion and approval. In January 2016, the project was published by the EU. In September 2016, the contract was signed.

clear and does not depend on the involvement of specific individuals in various Ministries. The long-term nature of the reform effort, and the imperatives to implement the reform that are communicated from the highest political levels in Ukraine, means that the reform pathways are unlikely to change in a meaningful way in the period that it takes to launch projects.

The experience of the beneficiary institution: There was broad agreement that beneficiary institutions with long experience of cooperation with international donors are most likely to have a successful Twinning project. New institutions, or institutions with an unstable policy agenda, are less likely to be successful. Certainly, the evidence of the projects visited suggested that this observation is well-founded¹⁷⁶. Because previous experience appears to be quite important, the TAIEX modality is seen to be an important precursor in many cases to full Twinning projects and can have a positive impact on their design and implementation. Although precise data are not available, it is recognised that TAIEX interventions have regularly led, either directly or indirectly, to full Twinning proposals.

The experience of the Member State Twinning Partner: Many beneficiaries highlighted the importance of the specific experiences that the Member State institution (and its RTA) could bring to Ukraine. There was no evidence that the experience of new Member States was more valuable than that provided by the older Member States. There was a general feeling that applications from consortiums including several Member States were generally favourable because they offered access to a much wider range of experiences that can be useful in a practical way. On the other hand, it was also pointed out that RTAs may sometimes find it very difficult to coordinate the inputs of consortium members that are located in a different Member State. In this context, the internal management arrangements of the consortia are especially important.

Stimulation of Member States interest: There has been a general decline in interest amongst Member State institutions in the Twinning program as a whole. This is reflected in a gradual reduction in the number of applications received for individual Twinning projects, a trend that can also be observed in Ukraine. It was proposed that the organization of annual events in Partner Countries, to which Member State institutions or their embassies might be invited, could be a useful way to promote interest in particular Twinning project opportunities. This would involve the organization of public events at which beneficiary institutions would present upcoming Twinning projects to Member State representatives and provide some advance information on the specific types of support that they would need. Representatives of the Member States (through embassies or otherwise) would attend these events and be encouraged to promote the project amongst the relevant institutions at home. In any case, it would seem that more could be done by the Partner Countries to encourage applications from Member States.

The choice of RTA: All Twinning beneficiaries emphasised the importance of the RTA and the relationship that he/she can establish with the beneficiary organisation. Although no “ideal” RTA profile could be established from our project sample, there was general agreement that the Resident Advisor should: (i) have a flexible and positive demeanour and a general willingness to support wherever possible; (ii) be a good manager and coordinator of expertise especially when the RTA is proposed by a consortium; (iii) be sufficiently senior as to be able to identify and mobilise appropriate experts for specific project tasks; (iv) have the active support and involvement of all consortium partners; (v) an ability to speak Russian or Ukrainian was also considered an advantage (although not critical). Interestingly, these features were generally considered to be of greater importance than the level of technical expertise of the Twinning Advisor himself/herself.

¹⁷⁶ For example, the State Border Guard has 12-15 years’ experience in the implementation of international donor projects. It has been involved in projects since the time of Tacis and has much experience in the implementation of UNDP and IOM projects. This experience has been an important contributory factor in the success of their most recent Twinning project.

The practice of interviewing RTAs as part of the selection process was considered to be important, especially for beneficiaries, to get a sense of the personal and professional attributes of the proposed expert.

The speed of legislative reform: All of the recent project beneficiaries that we visited were under substantial pressure from their own administration to press forward with the legislative approximation process. The timescales for the achievement of this reform were often very short indeed and these timescales were reflected in the project fiches. In many cases, these timelines did not take account of the political difficulties that were likely to be faced and in other cases they simply underestimated that volume of work involved in the transposition of various regulations (sometimes involving thousands of pages of text). Even when the Twinning project managed to produce the draft legislation on time, there were often delays in its adoption, sometimes for genuine political reasons (e.g. a concern about the implications of the law for vulnerable groups) and sometimes because they undermined the favourable position of various local elites.

In many of the areas where Twinning projects intervene – for example in the liberalisation of markets or in improving the transparency of public administration – there are systemic obstacles to reform that go much deeper than the simple transposition of law. Without careful assessment of the impact of proposed regulatory reform on the various stakeholder groups (and particularly on those with strong vested interests), it will always be difficult to maintain progress in the implementation of the reform agenda.

It was against this background that most of the beneficiaries felt that the implementation period was too short and the budget too small to achieve the huge work plan that was foreseen in the project fiche. The fact that so many documents had to be translated (see below) slowed the process further.

In broad terms, Twinning projects generally seem to underestimate the time needed to complete legislative or institutional reforms. We recommend that longer timeframes are foreseen, especially for complex or politically sensitive project areas like market liberalisation or energy pricing. The setting of realistic timeframes seems especially important in the context of Ukraine's fragile political circumstances. ***The value of Twinning experts during consultation processes:*** One of the most interesting features of projects visited was how the Twinning experts were used to clarify or justify particular policy positions during public consultation activities or during presentations of legislation and other policy documents to senior politicians. Several of the beneficiaries found the technical support of Twinning experts to be extremely valuable during such (often fraught) interactions with stakeholders. We recommend the greater flexibility be allowed for the use of local experts in Twinning projects, either to free up the time of officials in fulfilling their normal duties in the ministry/agency or to directly support the technical work of the project experts.

Language issues: The issue of translation was raised by several of the beneficiaries and by the European project leaders. Apart from the advantages arising from using RTAs with local language skills (discussed above), most projects involved significant volumes of document translation. This usually involved the translation of documents in two directions – at the beginning of the project, Ukrainian policy and legal documents were regularly translated for the perusal of the project experts. As the project proceeded, there was often a need for significant amounts of translation of documentation from the Member State institutions (e.g. legislation or other tools like licencing conditions, contracts, tariff-setting methodologies, etc.).

The amount of time needed for this translation work takes is, in itself, a constraint to achieving mandatory results within the time period foreseen. This is especially so when legislation is complex or when its meaning is not clear to local institutions. In such cases, good quality translations are especially important for the accurate transposition of the law. In the most successful instances, the

experts and translators worked closely together and translations were accompanied by annotations to ensure that the actual meaning/application of the law could be properly understood.

In this context, it is interesting to note that the issue of translation does not seem to have been given any special significance in the project fiches or project work plans. It is our view that these language issues should be carefully considered, especially in the design of projects that contain a large element of legislative transposition.

We recommend that all future Twinning projects be required to have convincing translation facilities in place, especially in projects that involve significant legal or technical work.

A preference for two-way exchanges: Several of the beneficiary institutions and, indeed, the PAO mentioned that the Twinning instrument could become a more attractive modality if the flow of experience exchange between the Member State and the beneficiary country could be bi-directional. Given that the aim of the instrument is to support the reform process in partner countries, it is not immediately clear how this would be achieved. Nevertheless, the future preparation of twinning fiches might give some consideration to whether there may be some room for the partner country to share their own experiences in various forums over the course of the project.

Generally speaking, it seems that consortia comprising several Member States are favoured by beneficiaries because of the breadth of relevant experiences that they can bring. However, the adequate involvement of all consortium members in Twinning projects brings its own management challenges.

4. We recommend the future rounds of Twinning prioritise submissions made by consortia comprising different Member States. However, all consortia that submit proposals should be required to submit a clear presentation of the management arrangements that will allow the active involvement of all partners and, in particular, how the RTA will be enabled to access the expertise of the various consortium partners as and when required.

5. ADDED VALUE, COMPLEMENTARITY AND COHERENCE

The evidence of the projects in our sample brings to light a number of issues relating to the coherence of the Twinning modality with other instruments or projects.

We review this evidence under the following headings:

Attention to coherence during the programming process: Although the Twinning manual explicitly recommends a sector-based approach to programming (i.e. it recognises that Twinning projects support the strategic development of particular sectors in the context of much wider aid envelopes), there was little evidence of such sector-based programming in any of the projects reviewed. It was noted that the sector-based approach was made more difficult by the fact that Twinning was programmed in a way that was separated from other aid modalities, both in terms of timing and administration.

Coherence between parallel projects: Although there did not seem to be systematic efforts to identify linkages between projects at programming stages, the level of coordination between projects seemed to improve during the implementation phases. For example, the EU Delegation and the PAO organised regular meetings of RTAs to ensure exchange of information and good practice between projects. These regular meetings certainly helped Twinning advisors to settle into their new surroundings more quickly and acted as a useful forum for discussing particular implementation problems that were common to all projects.

In a few cases, most notably with the Energy Regulator, the Twinning project coincided with other support interventions that provided important synergies with the work of the Twinning team. The Energy Community, which promotes the harmonisation of energy regulations with EU standards in several countries including Ukraine, had been providing significant advisory support to the Ukrainian regulator prior to the arrival of the Twinners. Once they arrived, the Twinners reviewed the advice that had been provided by the Energy Community and added further to it (for example by indicating the practical arrangements that needed to be put in place for the effective implementation of the law or by indicating where derogations to the law might be possible). This cooperation between projects was formalized through the creation of a special Working Group which involved the Member States, the Energy Community Secretariat and the Technical Assistance project EU4Energy. Overall, it did appear that the Twinning experts were more effective in this circumstance because the beneficiary had already received considerable support in laying the groundwork for the work that the Twinners were expected to carry out.

Coherence with previous projects: We also found some interesting examples of coherence between Twinning projects and interventions that had been implemented previously through other modalities. One particularly vivid example could be observed in the State Border Guard, which had previously been involved in a CBC project that had built border infrastructures and supplied equipment but which had paid little attention to the legislative or procedural context within which these infrastructures were to operate. The twinning project at least partially addressed this lacuna by developing regulations and procedures relating to the identification of stolen vehicles and, to a lesser extent, passport verification. Although there was no explicit plan to link the Twinning project with the previous CBC intervention, it nevertheless provides an interesting example of how Twinning can add value to quite large infrastructural development projects funded from other sources.

Coherence with follow on projects: There were a number of occasions where either the beneficiary institution or the EU Delegation's sector manager decided to follow up on a Twinning project with further interventions. Usually, this involved either an application for a new Twinning project or a follow-on TA project from the EU or another donor. For example, given that liberalized energy markets are to be introduced in Ukraine in 2019 with the help of the Twinning project, the Ukrainian regulator is planning to apply for a new project to help it to monitor this new electricity market. Similarly, one of the EU Delegation's sector managers launched a smaller TA project after a Twinning project was over so as to ensure that the full value of the work of the Twinning experts was properly extracted. In this case, the sector manager used the TA solution as a means of dealing with the perceived contractual inflexibilities of the twinning contracts. In any case, it does seem that follow-up activities can sometimes add considerable value to the work of a Twinning project.

Coordination amongst beneficiaries: A number of beneficiary institutions suggested that one important issue that sometimes limited the impact of Twinning projects was the lack of coordination amongst the relevant Ukrainian institutions. For example, the Ministry of Infrastructure highlighted the fact that coordination with the Ukrainian Ministry of Finance, Ministry of Justice, and Ministry of Antimonopoly was very important in the development of markets in the railway sector. In the course of its work, the Ministry of infrastructure found such coordination to be difficult to achieve for reasons that were mostly linked to the culture of public administration in Ukraine. Similarly, in the project on energy efficiency, some activities were cancelled because the beneficiary agency did not have the mandate to deal with those activities and could not, apparently, manage to establish a sufficient level of internal cooperation with the relevant Ukrainian organisation. All of this this raises some questions about the level of consideration that is given to the coordination of partner country institutions during the preparation of project fiches.

Institutional capacity to engage in Twinning: A lack of institutional capacity within beneficiary institutions is one of the most significant obstacles to Twinning project design and implementation.

These shortcomings in the institutional capacity of beneficiaries may have impacts both during project design and during project implementation:

Institutional capacity during project design: None of the beneficiaries interviewed considered that a lack of institutional capacity had any negative impact on project preparation. This contention was based on the fact that consultancy support for project design seemed to be available in many cases and also because beneficiaries had received significant support from the EUD and the PAO during the project design process. However, the relatively narrow involvement of the beneficiary institutions themselves during project design may, in fact, have led to a lack of attention to important design issues like institutional coordination, or even to a failure to identify the correct institutions with the necessary mandates to address particular technical issues (e.g. in the case of the energy efficiency project).

Institutional capacity and project implementation: A lack of institutional capacity clearly had significant implications also during the implementation phase of projects. One beneficiary explained that the department responsible for the implementation of the Twinning project had a total staff of 21 people. Amongst those staff, only 2 had the basic competence to engage with the Twinners on legal or administrative reform issues (and one of those had been on maternity leave during the project). Since these two staff members also had their own personal work responsibilities outside of the project, the amount of time available for the project was inevitably limited. In particular, staff generally found it very difficult to leave work for extended periods to focus exclusively on project activities.

It was in this context that several beneficiaries highlighted the potential role that could be played by local experts in Twinning projects, either to free up the time of officials in fulfilling their normal duties in the Ministry/Agency or to directly support the technical work of the project experts. Although the Twinning Manual allows for the possibility to hire local experts, this facility did not seem to be used amongst most projects visited. While it was acknowledged that there are very few local experts with knowledge or skills in the transposition of EU law or administrative practices, it was nevertheless considered that cooperation between Twinning experts and local lawyers or other specialists might help to increase project effectiveness in the future.

Overall, our Case Study suggests that there is considerable scope to improve the synergistic benefits of Twinning projects.

At the programming stage, we recommend that Twinning should more explicitly adopt a sector-based approach in which Twinning forms one part of a larger jigsaw of EU (and other donor) supports in a particular sector.

We also recommend the Twinning fiches pay greater attention to the potential need for coordination amongst beneficiary institutions. In many cases, such beneficiary coordination is extremely important but in Ukraine the culture of inter-agency collaboration is not strong. Beneficiary institutions should be required to show how such inter-agency collaboration will be provided over the course of project implementation.

6. IMPACT AND SUSTAINABILITY

We tentatively conclude that the impact of twinning projects is a function of (i) the strength and stability of the beneficiary partner in the overall government system; (ii) the level of commitment of senior officials in the beneficiary institution; (iii) the priority that is given to the project theme by government leadership; (iv) the capacity of the institution to absorb the project intervention.

As such, we recommend that EU officials tasked with the prioritisation of Twinning projects pay particular attention to each of these factors. While it is recognised that “commitment” and

“institutional capacity” are not easy to measure accurately, beneficiaries who failed to convince in these respects should be given a lower funding priority than those that do.

The capacity building impact of twinning projects: It is not easy to draw general conclusions about the impact that Twinning projects have on the capacity of partner institutions to manage complicated reform processes. We found a mix of experiences from the projects reviewed. On the one hand, for example, we found that most of the key staff that had been working on the energy efficiency project in 2012-2013 had already left the agency and there was little evidence left of any capacity building impact at that institution¹⁷⁷.

Although solid conclusions are hard to make on the basis of our sample, it would seem that there may be a number of factors that affect the capacity building impact of projects. These may include: (i) the strength and stability of the beneficiary partner in the overall government system – those that start from a stronger institutional base are likely to benefit most from the assistance; (ii) the level of commitment of senior officials in the beneficiary institution; (iii) the priority that is given to the project theme by government leadership – i.e. in areas where the leadership apply greatest pressure (for whatever reason) on its own staff and administrative machinery; (iv) the capacity of the institution to absorb the project intervention.

Sustainability and long-term relations: Most of the projects examined were able to provide evidence that Twinning relationships extended beyond the lifetime of the project. This included agreements to cooperate in areas that were not formally part of the Twinning project (such as maritime border controls, etc.).

While most other projects did not formalize their post project cooperation in this way, there were many examples of continued cooperation on a personal basis.

Similarly, there were some examples of experts who were introduced to Ukraine through a Twinning project and who continued to cooperate with the beneficiary institution through some other aid program after the end of the Twinning project. For example, one German expert who worked on the energy efficiency project in 2012-2013 continues to advise the agency on World Bank and other projects more than five years later. This long-term continuity may help to embed messages and allow follow-up on issues that could not be resolved through the original Twinning project.

Longer-term impacts: We described above how the pace of reform can be slowed down considerably by objections raised by various vested interests. On the other hand, there is evidence that the work of Twinning projects can have a long-term positive influence on the direction of the reform process. For example, the project on Energy Efficiency which ended in 2013 achieved modest success during the project period – it successfully developed regulations on the energy labelling of 3 home appliances. However, another seven regulations were developed after the end of the project, using the original work of the Twinners as a template. Moreover, the original work of the project on the labelling of domestic appliances was later used by the beneficiary as a guide to the energy labelling of manufacturing equipment. Similarly, a later EBRD project on the transposition of the Directive 125 built on the results of the twinning project to a large extent. In this sense, some Twinning projects may have an impact well beyond their original remit or their original “mandatory results”.

In a number of cases, the legislative reform process might have benefited from more robust Regulatory Impact Assessment. This might have been especially useful to anticipate more accurately

¹⁷⁷ Even in that case, however, it is worth noting that one staff member who was involved in the project at that time as a junior officer, credits the Twinning project playing an important role in his own personal development. He is now in a senior position in the agency.

who might be the “winners” and “losers” of particular regulatory changes and how to deal with the political sensitivities that might emerge from those changes.

Since Twinning experts are not necessarily best equipped to carry out such Regulatory Impact Assessments, we recommend that TAIEX or technical assistance facilities be made available to “bolt on” to Twinning projects working in politically sensitive areas. These facilities would be aimed at providing specific technical supports for the assessment of regulatory or political impact and for planning more carefully how to deal with these impacts.

The declining level of interest in Twinning projects amongst Member States is a continuing problem in Ukraine.

We recommend that a greater effort should be made to promote specific Twinning opportunities amongst the Member States. In order to stimulate the interest of Member States, we suggest that the beneficiaries of all approved projects are required to invite Member States to virtual or face-to-face “early warning” project presentations which would provide an early opportunity to learn about prospective projects. Not only would these events stimulate interest amongst potential partners in the EU but they would also provide an early opportunity for the Member State agencies to make some contributions to project design (thus helping to ensure more feasible mandatory results, more realistic timescales, etc.).

Annex 8. LIST OF DOCUMENTS CONSULTED

GENERAL DOCUMENTATION

- Treaty of the European Union (Title V)
- Treaty on the Functioning of the European Union (Part Five)
- Annual and special reports of the EU Court of Auditors: <http://www.eca.europa.eu/en/Pages/AuditReportsOpinions.aspx>

PROJECT DOCUMENTATION

See Annex 3 Methodological approach, section 2.6 Desk sample and data collection

EU OVERALL POLICY

- EU Global Strategy
- Regional and thematic policies (e.g. http://www.eeas.europa.eu/policies/index_en.htm)
- Council Conclusions, 26 May 2015 - "A New Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Commission Communication, 5 February 2015 - "A Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Council Conclusions, 16 December 2014 - "On a transformative post-2015 agenda".
- Commission Communication 2 June 2014 - "A Decent Life for All: From Vision to Collective Action".
- Council Conclusions, 25 June 2013 - "The Overarching Post 2015 Agenda"
- Commission Communication 27 February 2013: "A Decent Life for All: Ending poverty and giving the world a sustainable future".
- EU Common Position for the Fourth High Level Forum on Aid Effectiveness, 14 November 2011
- EU code of conduct on Complementarity and Division of Labour in Development Policy, 15 May 2007
- Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: 'The European Consensus', 24 February 2006.
- Mid-term review report of the External Financing Instruments, Dec. 2017: https://ec.europa.eu/europeaid/mid-term-review-report-external-financing-instruments_en
- Coherence Report - Insights from the External Evaluation of the External Financing Instruments, Sep. 2017: https://ec.europa.eu/europeaid/coherence-report-insights-external-evaluation-external-financing-instruments_en

PRE-ACCESSION ASSISTANCE POLICY FRAMEWORK

- Copenhagen criteria: http://eur-lex.europa.eu/summary/glossary/accession_criteria_copenhagen.html
- Enlargement Package, including enlargement strategy paper and country reports,
- Council conclusions on enlargement
- Relevant European Parliament resolutions

EU PRE-ACCESSION ASSISTANCE

- Multi-annual indicative planning documents 2007-2013, 2014-2020
- Regulation establishing the IPA II (2014)
- Annual reports on financial assistance for enlargement
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Sector Planning Documents
- Programming documents
- Annual Action Programmes

EU REGULATIONS, EC DECISIONS AND EC COMMUNICATION

- Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities
- COM(2016) 605 final, Proposal for a Regulation of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union
- Regulation (EU) No 232/2014 of the European Parliament and of The Council of 11 March 2014 establishing a European Neighbourhood Instrument
- Regulation (EU) No 231/2014 of the European Parliament and of The Council of 11 March 2014 establishing an Instrument for Pre-accession Assistance (IPA II)
- Regulation (EU) No 236/2014 of the European Parliament and of The Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action
- COM(2018) 465 final Proposal for a Regulation of the European Parliament and of the Council establishing the Instrument for Pre-accession Assistance (IPA III)
- COM(2018) 460 final Proposal for a Regulation of the European Parliament and of the Council establishing the Neighbourhood, Development and International Cooperation Instrument
- C(2017) 1122 final Commission Decision authorising the reimbursement on the basis of unit costs and flat-rates in the framework of Twinning projects implemented by Member States through peer-to-peer administrative cooperation and for financing of Technical Assistance and Information Exchange's activities

EU NEIGHBOURHOOD POLICY (ENP) FRAMEWORK

- Policy documents as set out in Article 3 of the ENI regulation, such as the partnership and cooperation agreements, the association agreements and other existing agreements that establish a relationship with partner countries, corresponding Commission communications, European Council conclusions, and the Council conclusions, as well as relevant summit declarations or conclusions of ministerial meetings with the partner countries of the ENP and also relevant European Parliament resolutions.
- 2015 - Review of the ENP
- 2014 Joint ENP Communication "Neighbourhood at the crossroads – taking stock of a year of challenges
- Joint ENP Review Communication of 25 May 2011
- 2004 COMMUNICATION FROM THE COMMISSION - European Neighbourhood Policy – Strategy Paper (ENI, and ENPI until 2014)
- Indicative planning documents 2007-2013, 2014-2020
- Progress reports on implementation of the European Neighbourhood Policy
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Programming documents

- Annual Action Programmes
- Evaluation of the European Neighbourhood Instrument (ENI), Dec. 2017: https://ec.europa.eu/europeaid/sites/devco/files/swd-mid-term-review-eni_en_0.pdf

TWNNING EVALUATIONS

- Evaluation of the Institutional Twinning Instrument in the Countries covered by the European Neighbourhood Policy, HTSPE Ltd, 2012
- Evaluation of the TAIEX instrument, AETS, 2015
- Evaluation of Twinning versus TA, Ecorys, 2011
- Evaluation du Programme d'appui à la mise en œuvre de l'accord d'association en Tunisie P3A I, II et P3AT, SOFRECO
- Evaluation de l'impact des projets de jumelage institutionnel réalisés au Maroc, Altair, 2017 & 2018
- Evaluation du programme d'appui à la mise en œuvre de l'Accord d'Association EU-Algérie (P3A I et II)
- Country evaluation of Twinning Instrument in Azerbaijan (2007-2012), SACO, 2012
- Country evaluation of Twinning Instrument in Georgia (2007-2014), B&S Europe, 2012
- Review of Twinning in Turkey, Ecorys, 2012
- Evaluation of the Support to the Association Agreement Programme I&II, EPRD, 2011

INSTRUMENT EVALUATIONS

- External Evaluation of the European Neighbourhood Instrument (ENI) (2014 – mid 2017), Particip June 2017
- External Evaluation of the Instrument for Pre-accession Assistance(IPA) (2014 – mid 2017), Particip June 2017
- COM(2017) 720 final Report from the Commission to the European Parliament and The Council on the Mid-term review report of the External Financing Instruments
- SWD(2017) 602 final Commission Staff Working Document Evaluation of the European Neighbourhood Instrument

PUBLIC ADMINISTRATION REFORM

- The Principles of Public Administration, Sigma, 2017 Edition
- The Principles of Public Administration (ENP countries), Sigma, 2017
- Quality of Public administration, A Toolbox for Practitioners, EC, 2017
- Public Administration Reform mainstreaming (slides), EC Centre of Thematic Expertise on PAR, 2018
- Mainstreaming of PAR in the EU sectoral assistance – General PAR compliance check of sectoral projects and checklists for preparing Twinning Fiches and Terms of Reference, DG NEAR, A3

RULE OF LAW

- Non-paper on the state of play regarding chapters 23 and 24 for Montenegro (May 2017)
- Global Competitiveness Index 2018
- SIGMA country monitoring reports
- Transparency International website
- Office of the High Commissioner for Human Rights website
- Human Rights Without Frontiers Report 2018

MANUALS AND GUIDELINES

- Twinning Manual, 2009
- Twinning Manual, 2012
- Twinning Manual, 2017
- Guidelines for Twinning Review Missions, DG NEAR
- Budget Support Guidelines 2017

PUBLICITY AND VISIBILITY

- TAIEX and Twinning Activity Report (2012, 2013, 2014, 2015, 2016, 2017)
- Slides Twinning Manual 2017, DG NEAR
- Slides De l'évolution des espèces: les jumelages administratifs, Brève comparaison entre procédures actuelles et futures, DG NEAR

Annex 9. LIST OF INSTITUTIONS AND PERSONS INTERVIEWED

1. INCEPTION PHASE

Name	Institution & function	Date
Massimo Mina	DG NEAR A4, Head of Evaluation Sector	16/01/2018
María del Carmen BUENO BARRIGA	DG NEAR A4, Evaluation manager	
Claus LECH	DG NEAR C3, Team Leader	16/01/2018
Christophe CASILLAS	DG NEAR C3, Project manager	
Francesca AQUARO	DG NEAR C3, Programme officer	06-07/02/2018 (Institution Building Days)
Oliver VALK	National Contact Point, Germany	
Corinne MERCIER	National Contact Point, France	
Jan RIEMER	National Contact Point, Denmark	
Nirvana SOKOLOVSKI	National Contact Point, Croatia	
Neda SALAMEH	National Contact Point, Palestine	
Filip DE CLERCQ	National Contact Point, Belgium	
Alberto PETRANGELI	National Contact Point, Italy	
Gabriela DOBI	National Contact Point, Hungary	
Victoria BRICH	EU Delegation to Ukraine, Cooperation Assistant	
Elena RAKOVA	EU Delegation to Belarus, Sector Analyst/Programme Manager	
Patrice BUDRY	EU Delegation to Tunisia, Attaché de Coopération	
Jean-Pierre SACAZE	EU Delegation to Morocco, Chef de la Section Gouvernance	
Nino KOCHISHVILI	EU Delegation to Georgia, Programme Officer	
Jérôme RIBAUT-GAILLARD	EU Delegation to Lebanon, CT Expert	
Christophe INGELS	DG NEAR B1, International aid/ Cooperation officer	08/02/2018
Carolina LASSO NAVARRO	DG NEAR A1, Policy officer	08/02/2018

Gabriela NEGUT	DG NEAR A3, Programme assistant, CoTE Economic Governance	08/02/2018
Rita HEIKKINEN	DG NEAR A3, Team Leader CoTE PAR	08/02/2018
Damien RUGGERI	DG NEAR A3, Programme assistant	
Inma PEREZ ROCHA	DG NEAR A3, Programme officer	
Javier CASASNOVAS-BERNARD	DG NEAR A3, Programme officer	
Snezana KOLEKESKA	EUD Skopje, Head of Cooperation	13/02/2018
Donka PRODANOVA-TRABAUD	EUD Skopje, Programme manager	
Nicola BERTOLINI	EUD Skopje, Programme manager, TAIEX/Twinning Coordinator	

2. DESK PHASE

Name, function	Institution	Type	Date
Tobias JUNG	NCP Spain	Video conference 1	04/06/2018
Wojciech GOLEBIOWSKI	NCP Poland		
Inna BIELOBRATOVA, Deputy Head of the Projects Management Unit Yuliia FEDYNA, Head of the Twinning Coordination Division Olena RACHYNSKA, Head of the TAIEX Coordination Division Yuliia YERCHENKO, Chief Specialist of the Twinning sector Kyrylo YURCENKO, Chief Specialist of the SIGMA and CIB sector	NCP Ukraine, Centre for Adaptation of the Civil Service to the Standards of the European Union	Video conference 2	04/06/2018
Mutlu INCE Erencan TEZCAN Cagla KOCTURK Serdar SAYER	NCP Turkey, Ministry of EU Affairs		
Dicle OKAN Damla BAYAR	CFCU Turkey		
Ipek Seda GECIM, Coordination officer	EUD Turkey		
Riham EL-EZABY, Programme Deputy Director Hassan MOSTAFA, Senior Project Manager	NCP Egypt, Ministry of Investment and International Cooperation		
Victoria BRICH, Coordinator officer	EUD Ukraine		
Kurt LEISEDER, Operations	EUD Egypt		

Natalia SANGINITI, Counsellor	NCP Italy, Ministry of Foreign Affairs and International Cooperation	Video conference 3	05/06/2018
Irena SKULLERUD, Counsellor	NCP Lithuania, Ministry of Foreign Affairs	Video conference 4	05/06/2018
Deimante VAICIUNE, Head of International Cooperation Division	Central Project Management Agency, Lithuania		
Corinne MERCIER	NCP France, Secrétariat Général des Affaires Européennes		
Oliver VALK, Counsellor	NPC Germany, Federal Ministry for Economy and Energy		
Christophe ENGELS, International aid/ Cooperation officer	DG NEAR B1	Meeting 1	06/06/2018
Christophe CASILLAS, Project manager	DG NEAR C3	Meeting 2	06/06/2018
Pier Luca LEPRI	DG NEAR, SGUA	Meeting 3	06/06/2018
Caroline LASSO, Policy officer, CoTE Justice & Home Affairs and RoL	DG NEAR A1	Meeting 4	07/06/2018
Ritva HEIKKINEN, Team Leader, CoTE PAR	DG NEAR A3	Meeting 5	07/06/2018
Kastytis SKLENSKAS, Policy officer, Economic Team	DG NEAR, SGUA	Meeting 6	07/06/2018
María del Carmen BUENO BARRIGA, Evaluation manager	DG NEAR A4	Meeting 7	08/06/2018
Diana JABLONSKA, Head of Unit Fanny MARCHAL, Deputy Head of Unit Francesca AQUARO, Programme officer	DG NEAR C3	Meeting 8	08/06/2018
Francesca AQUARO, Programme officer	DG NEAR C3	Meeting 9	08/06/2018
Nirvana SOKOLOVSKI, Head of Service Nikolina NIKO, Programme Manager	CFCA Croatia	Meeting 10	14/06/2018
Delphine DUFOIX, Attachée de coopération administrative et européenne	French Embassy, Croatia	Meeting 11	20/06/2018
Paolo GOZZI, former Team Leader	DG NEAR C3	Meeting 12	21/06/2018
Ivana LUCEV, Component Leader Ivana Pogasic (RTA assistant) Camille LAMBINON, RTA	Ministry of Demography, Family, Youth and Social Policy of Croatia Ministry of Demography, Family, Youth and Social Policy of Croatia Expertise France (Regional Government Lyon)	Meeting 13	04/07/2018
Francesca AQUARO, Programme officer	DG NEAR C3	Meeting 14	23/08/2018
Teresa Casserly, NCP Ireland Ashling Newberry, NCP Ireland	Institute of Public Administration, Ireland	Meeting 15	28/08/2018

3. FIELD PHASE

(in light blue meetings held by Skype/Video conference)

Country	Date	Institution/Twinning project (if applicable)	Name	Function
AL	29/11/2018	Greek Parliament (AL 14 IPA JH 01 16 Assembly of Albania)	DIONYSOPOULOU, Athanasia	Project Leader
AL	30/11/2018	Greek Parliament (AL 14 IPA JH 01 16 Assembly of Albania)	VASSILEOU, Dimitris	RTA
AL	03/12/2018	EUD	STORK, Stephan TACE, Jolanda HALAPI, Edina VANWYMELBEKE, Annelies	First Counsellor Twinning Coordinator Task Manager Task Manager
AL	03/12/2018	NCP, Ministry of European Integration, IPA Department	TUSHAJ, Brunilda HILDA, Patris	Director Programme officer
AL	03/12/2018	Assembly of Albania (AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession & AL 10 IB OT 01 Strengthening the Assembly of Albania)	MYFTIU, Marind KASNECI, Dede MINXHOZI, Sidrit SHITAJ, Jorida KADARE, Sonila	Project Leader (AL 10 IB OT 01) RTA Counterpart (AL 10 IB OT 01) RTA Counterpart (AL 14 IPA JH 01 16) Component 2 (AL 14 IPA JH 01 16) Component 2 (AL 14 IPA JH 01 16)
AL	04/12/2018	Greek Embassy	KARAMOUSALIS, Konstantinos	First Secretary
AL	04/12/2018	Ministry of Justice (AL 13 IB JH 02 Support to the formulation, coordination and implementation of anti-corruption policies)	PETRO, Vilma KREUTZER, Detlef PROKO, Erisa SHEHAJ, Ardita MATAJ, Deshira GECA, Mirela	Advisor to the Minister of Justice and PL of the Twinning project Against corruption (AL 13 IB JH 02) RTA Chief of Cabinet, HIDAACI Commissioner for the Right of information and protection of Personal Data Central Election Commission Central Election Commission
AL	05/12/2018	TWP (AL 13 IB JH 02 Support to the formulation, coordination and implementation of anti-corruption policies)	KREUTZER, Detlef ANDERSSON, Lena	RTA Medium-term expert
AL	05/12/2018	EUD	HYSENI, Dorarta	Task Manager
AL	05/12/2018	Assembly of Albania (AL 14 IPA JH 01 16 Further Strengthening the Assembly of Albania in the context of EU Accession)	PANO, Mimoza	Responsible for the implementation of the Parliament Rules of Procedure, following TWP recommendations
AL	05/12/2018	Hungarian Parliament (AL 10 IB OT 01 Strengthening the Assembly of Albania)	HORVATH, Zoltan	Former RTA
AT	05/12/2018	NCP, Federal Ministry for Europe, Integration and Foreign Affairs	KIVINEN, Christine	NCP EU Twinning & TAIEX
BA	28/11/2018	EUD	SOTRA STAJKOVIC, Irena	Programme manager and Twinning Coordinator
BA	28/11/2018	Ministry of Foreign Trade and Economic Relations, (BA 12 IB AG 01 'Further strengthening of capacities of phytosanitary sector in	AKULOVIĆ, Snežana	Project Leader

		the fields of plant protection products, plant health and seeds and seedlings, including phytosanitary laboratories and phytosanitary inspections)		
BA	29/11/2018	Agency for Statistics of Bosnia and Herzegovina (BA 15 IPA ST 01 17 Support to the reform of the statistics system in Bosnia and Herzegovina & BA 12 IB ST 01 R Support to the State and Entity Statistical Institutions, phase VI)	FATIC, Fadil JUKIC, Velimir	Project Leader Project Leader
BA	29/11/2018	Ministry of Security (BA 13 IB JH 01 Support to the Fight against Money Laundering)	JAHIC, Edin CVORO, Borislav	Project Leader, Chief of Section RTA
BA	30/11/2018	Food Safety Agency of Bosnia and Herzegovina (BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU)	HAJRIĆ, Džemil	Project Leader, Director
BA	30/11/2018	Council of Ministers of Bosnia and Herzegovina, Directorate for European Integration	KASUMAGIĆ, Selma	NCP
BA	30/11/2018	Food Safety Agency of Bosnia and Herzegovina (BA 11 IB AG 01 TWL Support to enhancing export potential of agricultural and food products to the EU)	MACIULSKIS, Petras	RTA
BE	05/12/2018	DG GROW (International affairs)	DIDERICH, Tom	International Relations Officer
BE	06/12/2018	DG DEVCO A1	LUETTICKEN, Florian NAVARDAUSKIENE, Inga	Policy coordinator International Aid/ Cooperation Officer
BE	06/12/2018	DG JUST – 02 (Interinstitutional, international coordination)	QUINN, Martijn	Deputy Head of Unit
BE	06/12/2018	DG AGRI (A5 Neighbourhood and Enlargement)	AGUADO-RUIZ, Maria	International Relations Officer - Rules of origin coordination
BE	06/12/2018	DG ENV F2 (Bilateral and regional ENV cooperation)	VIDAL, Andreja JANUSZEWSKI, Andrzej	Head of Unit Policy Officer
BE	07/12/2018	DG DEVCO G2 (Regional operations Latin America and Caribbean)	LITVINE, Marc	Senior Expert - Head of Sector
BE	07/12/2018	Structural Reform Support Service (Governance)	HAUSER, Florian	Policy Officer – Administrative reform
BE	07/12/2018	Structural Reform Support Service (PFM)	MADSEN, Marlene	Head of Unit - Revenue Administration and Public Financial Management Structural Reform Support Service
BE	10/12/2018	DG ENER A3 (International relations and Enlargement)	PESSEMIER, Joanna BERTI-PALAZZI, Marco KIOUSSIS, Leonidas	International Relations Officer – International relations & enlargement International Relations Officer - South Mediterranean and Maghreb countries Senior Expert
BE	10/12/2018	DG TAXUD E4 (International relations and Enlargement)	SIREL, Kaïdo	International coordinator
BE	14/12/2018	DG NEAR Unit C3 (Institutional Building, TAIEEX, Twinning)	AQUARO, Francesca	Programme Officer
FR	27/11/2018	OECD-SIGMA	KLAAS, Klas	Senior Adviser, Strategy & Reform
HR	19/11/2018	Ministry of Finance / Central Finance and Contracting Agency	SOKOLOVSKI, Nirvana LIKÓ, Nikolina	National Contact Point Senior Twinning Advisor Specialist

HR	19/11/2018	Ministry of Finance / Croatian Tax Administration	KALČIĆ, Renata PISKAČ, Jurica VULETIĆ, Renata SENIČIĆ, Srećko KARAČIĆ, Lidija PIPLOVIĆ, Igor	Project Leader (Assistant Director-General, CTA) RTA Counterpart (Tax Advisor for eTax, CTA) Beneficiary (Head of Anti-Fraud Department, CTA) Beneficiary (Senior Adviser, Ministry of Finance) Beneficiary (Head of Department for European Affairs & International Cooperation, CTA) Beneficiary (Senior Expert Advisor – Specialist, CTA)
HR	20/11/2018	Austrian Agency for European Integration and Economic Development (AEI) c/o Austrian Federal Ministry of Finance (AT)	KATZMANN, Dr. Wolfgang	Project Leader
HR	21/11/2018	Croatian Agency for Environment and Nature (CAEN)	MESIĆ, Hana CRNJAK THAVENET, Andrina ZANOŠKI HREN, Marijana ČULEK, Mario VUKELIĆ, Rene KLIČEK, Miljenka ZDILAR, Melita SALAMUNOVIĆ, Vesna ANTOLIĆ, Jasmina BELJAN, Jasmina GRZUNOV, Adriana	Project Leader (Head of Environment Monitoring Sector) RTA Counterpart (CRO EPR) RTA Counterpart (CRO SEVESO) Beneficiary (CAEN) Beneficiary (CAEN) Beneficiary (Ministry of Environment and Energy) Beneficiary (Ministry of Environment and Energy) Beneficiary (National Protection and Rescue Directorate) Beneficiary (Croatian Waters) Beneficiary (Brod-Posavina County) Beneficiary (Croatian Chamber of Economy)
HR	21/11/2018	Embassy of the Republic of Austria	KLENNER-AUVILLAIN, Martina	Deputy Head of Mission
HR	21/11/2018	Ministry of Justice	ŠPERO, Jana BRKIĆ, Goran TODOSIEV, Dijana	Project Leader (Assistant Minister, Prisons and Probation) Beneficiary (Head of Probation Sector) RTA Counterpart (Head of the Central Office of the Sector for Probation)
HR	13/12/2013	Bavarian State Tax Office (HR 11 IB FI 01 TWL Strengthening the administrative capacity of Croatian Tax Administration concerning investigation of criminal tax acts)	HABAMMER Dr. Christoph	Project Leader

JO	07/11/2018	Integrity and Anti-Corruption Commission (JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan)	RAATIKAINEN, Mika	Former RTA (MP Finland)
JO	16/11/2018	Integrity and Anti-Corruption Commission (JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan)	LIUKKU, Jari	Former PL (Head of Department, Europol)
JO	21/11/2018	EUD Jordan	DOROSIEV, Rashko	Twinning Coordinator
JO	21/11/2018	Ministry of Planning and International Cooperation	AL-RAFAI, Marwan AWAD, Nizar	PAO, National Contact Point Programme Coordinator
JO	21/11/2018	Transparency International	HATTAR, Kinda MDANAT, Abeer	Regional Advisor, Middle East and North Africa Executive Director
JO	22/11/2018	Jordan Standards and Metrology Organisation (JO/13/ENPI/TR/01/17 (JO/30) Support the preparation for the negotiation of the Agreement on Conformity Assessment and Acceptance of Industrial Products)	MARASHDEH, Lana AL-MOMANI, Wafa AL-SHNEKAT, Hind AL-THAWABEIA, Ruba SCHRAMM, Tamara KUTESHAT, Ruba	RTA Counterpart Head of Component Head of Component Head of Component RTA RTA Assistant
JO	22/11/2018	Public Security Directorate/Borders and Residence Department (JO/13/ENPI/JH/1/17 (JO/28) Capacity Building of Public Security Directorate/Borders and Residence Department)	AL-MAJALI, Mutasem FREHAT, Mahmoud CYPAS, Vaidas	Project Leader RTA counterpart RTA
JO	22/11/2018	Department of Lands and Survey (JO14ENPJH26 Reduce Discrepancies between the Physical Reality and the Graphical Cadastral Information in Jordan for the Department of Lands and Survey)	SAYEGH, Mouen M. BADWAN, Mazen	Project Leader RTA counterpart
JO	25/11/2018	Jordan Civil Defence (JO13ENPIJH217 (JO/29) Enhancing the capacities for disaster risks reduction and for national crises management including the coordination of international response)	MADANAT, Ayman AL DABUBEE, Azwar MAGABLEH, Najeh ABDULRAHMAN, Ahmad	Project Leader RTA counterpart RTA assistant Disaster Department (Jordan Civil Defence Directorate)
JO	25/11/2018	Jordan's Gendarmerie (JO/13/ENP/JH/24 Support to the Jordan's Gendarmerie Regional Special Training Centre (JGRSTC))	ABU-SHATTAL, Moutasem ALMRAIDAT Mohammad	Project Leader Liaison Officer (Jordanian Gendarmerie)
JO	26/11/2018	Integrity and Anti-Corruption Commission (JO/10/ENP-AP/JH/16 Support the implementation of the Anti-Corruption Commission's Strategy in Jordan)	AL-OURAN, Kholoud ABU-MURAD, Mohannad SHURAIKI, Hhala	Director International Cooperation RTA Counterpart International Cooperation Officer
JO	26/11/2018	EUD Jordan	DOROSIEV, Rashko DASSEN, Kooenrad	Twinning Coordinator Minister Counsellor
JO	26/11/2018	Rule of Law Programme (USAID)	HIYARI, Raja ALKHATIB, Amani	Component Leader Grants Manager
JO	26/11/2018	Transparency International/UNDP	GHARAIBEH Sawsan	TI Chair (former UNDP Head of Governance Section)

JO	10/01/2019	EUD Jordan	STEFFENS, Michael	Attaché - Aid Coordination, Quality Support & Governance
MA	14/11/2018	EUD	MORET, Jean-François	Twinning Coordinator
MA	14/11/2018	Agence Nationale pour la Promotion de la Petite et Moyenne Entreprise (MA/39 TWL Renforcer l'offre de services pour les PME au Maroc)	BERRADA-GOUZI, Ali AISSAOUI, Abderraouf MEROUAH Zineb	RTA Counterpart Beneficiary (Maroc PME) Beneficiary (Maroc PME)
MA	14/11/2018	Institut Supérieur de la Magistrature (MA 14 ENI JH 01 16 (MA/45) Appui pour la réforme institutionnelle et le renforcement des capacités de l'Institut Supérieur de la Magistrature)	AIT-SAKEL, Mourad DOFFE, Emmanuelle NEZHA, Sassa EL YOUSSEFI, Nadia EL MENOVAR, Abdeslam ESSOUJAA, Mohammed ABDELMOURNI Nasreddine	RTA Counterpart RTA Head of Component 1 Head of Component 5 Beneficiary Beneficiary Beneficiary
MA	14/11/2018	Institut Supérieur de la Magistrature (MA 14 ENI JH 01 16 (MA/45) Appui pour la réforme institutionnelle et le renforcement des capacités de l'Institut Supérieur de la Magistrature)	DOFFE, Emmanuelle	RTA
MA	15/11/2018	Cour des comptes du Maroc (MA 13 ENPI FI 01 16 (MA/43) Renforcement de capacités institutionnelles, professionnelles et techniques de la Cour des comptes du Maroc)	BASTAOUI, Mohammed NACIRI BENSAGGIR, Yassin	Project Leader Beneficiary (2ème chambre)
MA	15/11/2018	Cour des comptes du Maroc (MA 13 ENPI FI 01 16 (MA/43) Renforcement de capacités institutionnelles, professionnelles et techniques de la Cour des comptes du Maroc)	TURON, Nicole	RTA
MA	15/11/2018	EUD	FRIEH-CHEVALIER, Caroline	Chargée de programmes Justice et Droits de l'Homme
MA	16/11/2018	Ministry of Economy and Finance	MELLOUK, Souad APRUZZI, Francesco CHARPENTIER, Dominique	National Contact Point TA CAP-RSA TA CAP-RSA
MA	16/11/2018	Ministry of Economy and Finance (MA 15 ENI FI 01 17 (MA/49) Renforcement des capacités dans le cadre de la mise en oeuvre de la Loi Organique relative à la Loi de Finances)	MAJLAL, Leila PAUVRET FONTAINE, Laurent	RTA Counterpart RTA
MD	05/12/2018	State Chancellery, Department for International Relations	GLUSCENCO, Oxana	NCP
NL	05/12/2018	Ministry of Foreign Affairs Netherlands Enterprise Agency	MEIJERMAN, Bert VALSTAR, Esther	NCP NCP Project Officer
RS	12/11/2018	State Audit Office of Latvia	SALGRĀVE, Marita	MS Project Leader
RS	13/11/2018	State Audit Institution	VASILIC, Iva GAVRILOVIC, Ivica	RTA Counterpart (Head of the Office of the President) TWL Project Leader (Supreme State Auditor)
RS	13/11/2018	Ministry of Finance / Customs Administration	VASILJEV, Gordana ZEC, Tanja ???, Branislava	Beneficiary (Head of Customs Laboratory) Beneficiary (Tariff Affairs Division) Beneficiary (Group for Projects)

			MEDJEDOVIĆ, Tatjana MARJANOVIĆ, Tanja	IPA Unit IPA Unit
RS	14/11/2018	Ministry of Finance / Central Finance and Contracting Agency	VASIĆ, Darko	National Contact Point & Head of Division for of Tender Evaluation & Contracting
RS	14/11/2018	Ministry of Trade, Tourism and Telecommunications	RAKIĆ, Višnja KUKOLJ, Slavica MARIĆ, Olivera PRAIZOVIĆ, Nevana	Assistant Minister, Consumer Protection Department Senior Programme Officer / Head of IPA Unit RTA Counterpart RTA Counterpart
RS	15/11/2018	Ministry of Economy	MIRKOVIĆ, Nikola MITROVIĆ, Mile JOVANOVIĆ, Aleksandra PANTELIĆ, Milan VUKOVIĆ, Milja	RTA Counterpart Beneficiary (Sector for Quality Control & Product Safety) Beneficiary (Sector for Quality Control & Product Safety) IPA Unit IPA Unit
RS	15/11/2018	National Audit Office, UK	GOLDSWORTHY, David	MS Junior Project Leader
RS	16/11/2018	Embassy of the Kingdom of the Netherlands	MOMIROV, Dr Aleksandar	Senior Rule of Law Policy Advisor
RS	16/11/2018	EUD	CINCAR-KNEŽOVIĆ, Tanja LECH, Claus	Twinning Coordinator
UA	14/11/2018	National Agency of Ukraine for Efficient Use of Energy Resources (UA10/ENP-PCA/EY/29 Improvement of the Policy Framework in the Sphere of Energy Efficiency and Renewable Energy and its Approximation to the Requirements of the EU Legislation)	GRYGOROVSKYI, Victor LADETSKIY, Pavlo	Project counterparts
UA	14/11/2018	National Commission of Ukraine for Energy Regulation (UA/14/ENP/EY/44b Support the National Commission for State Energy Regulation (NERC) of Ukraine in the process of electricity market reform)	VOVK, Dmytro GUDACHENKO, Anton	Project counterparts
UA	14/11/2018	Ministry of Infrastructures (UA/50 Support to Improving the Safety of Multimodal Dangerous Goods Transport in Ukraine)	DOVHAN, Viktor SHCHELKUNOV, Anton	Project leader Project counterpart
UA	15/11/2018	Ministry of Infrastructures (UA/52 Support to the Ministry of Infrastructure in Establishing Conditions for Application of the European Model of Rail Transport Service Market in Ukraine)	FEDORENKO, Olexandr ZABOLOTSKAYA, Zvetlana	Project leader Project counterpart
UA	15/11/2018	State Border Guard Service of Ukraine (UA/51 Enhancement of the State Border Guard Service of Ukraine' capacity in detecting forged documents and stolen vehicles, further development of the IT system and improvement of the training capacities)	SERVATIUK, Vasyl LUSIUK, Yurii	Project leader Project counterpart
UA	16/11/2018	Embassy of Slovakia		
UA	16/11/2018	NCP	KANAVETS, Maryna	Director of the Twinning Programme Administration Office (PAO)

Annex 10. DATABASE CONSTRUCTED FOR THE EVALUATION

