

Twinning in the European Commission – An Overview

This document sets out the processes involved in using twinning, particularly in the ENPI countries, covered by unit AIDCO A6.

1. Rationale

Twinning was launched in 1998 as an instrument for targeted administrative cooperation to assist Candidate Countries (CC) to strengthen their administrative and judicial capacity to implement Community legislation as future Member States (MS) of the European Union. It is founded on Member State and recipient developing countries implementing a **joint** project with specific targets. Its main feature is that it sets out to deliver specific results – rather than generating general cooperation. When carried out with accession partners, it is required to meet objectives in priority accession areas. When carried out with ENPI partners, its core objective is support to institutional development and approximation to EU legislation through a particular set of instruments which are explored below. Twinning was made available for the first time to ENPI south countries in 2004, and ENPI east countries in 2005.

2. Background

Twinning work with the ENPI countries previously sat in the Commission within a pilot unit, but in July 2007, twinning was confirmed as a permanent unit within AIDCO/A6. Twinning in candidate and potential candidate countries is dealt with by the Enlargement unit (D4).

AIDCO/A6 work covers the following three areas:

- Supporting the execution of the Twinning instrument
- Assuring the launching, preparation and follow up of the Cross Border Cooperation Programmes (http://ec.europa.eu/europeaid/where/neighbourhood/regional-cooperation/enpi-cross-border/index_en.htm)
- Managing the project cycle of those interregional programmes with non de-concentrated operations (http://ec.europa.eu/external_relations/reform/intro/delegations_en.htm). This includes the programming of multi-country programmes such as TAIEX, SIGMA, FEMIP, Erasmus Mundus External Cooperation Window, Tempus, and the installation of the new Neighbourhood Investment Facility¹.

Activities under the three areas of work related to institutional building are carried out through use of a number of instruments which are listed below:

- Twinning (standard) – involving the secondment of EU MS experts, including a ‘Resident Twinning Advisor’ to beneficiary countries for the duration of the project (minimum of one year), with the aim of delivery specific, monitorable results in the area of public institution building. The primary goal of this is the approximation of some of the ‘acquis’ areas².
- Twinning Light – This is similar to twinning but faster to implement. Twinning Light is used for self-contained institutional issues, if the subject in question is of a more limited scope than for standard Twinning, (e.g. the existing structures need little adjustment). Twinning light also consists of the provision of public sector expertise by a MS, but over

¹ TAIEX: http://ec.europa.eu/europeaid/where/neighbourhood/overview/taix_en.htm

SIGMA: http://www.sigmaweb.org/pages/0,2987,en_3363_8100_33638151_1_1_1_1_1,00.html

Tempus: http://ec.europa.eu/education/programmes/tempus/index_en.html

Erasmus: <http://eacea.ec.europa.eu/extcoop/call/index.htm>

FEMIP: <http://www.bei.org/projects/regions/med/index.htm>

NI Facility (not confuse with Fund) http://ec.europa.eu/world/enp/faq_en.htm#4.6

² ‘Acquis Communautaire’ refers to Community law

- a shorter period of time (maximum duration is 6 months), and on the basis of a smaller budget.³
- TAIEX⁴ (Technical Assistance Information Exchange) is implemented through centralised management, and is based on the same principles as twinning, but is more targeted and short-term. Currently all Candidate Countries and Potential CC and the ENPI countries benefit from TAIEX assistance.⁵
- SIGMA – Sigma is a joint initiative of the OECD and the European Union, financed largely by the EU. Sigma was launched in 1992 to support five central and eastern European countries with public administration reform. It has since extended its support to other countries.⁶ TAIEX and SIGMA are often (but not only) suggested to PAOs as instruments useful for identifying future possible twinning projects.

3. Geography, Scope and Expansion of Twinning

As twinning is a tool for capacity development that originated in the context of EU enlargement, it was initially therefore aimed at providing assistance in supporting the development of modern and efficient administrations, providing the framework for administrations to work and network with their EU counterparts with the objective of adopting the “acquis communautaire”).

Twinning has also evolved over time since the inception of its use in 1998, and since the 2004 enlargement, the EU new member states are able to provide their own experience, both as beneficiaries of the instrument, as well as proponents of their newly developed EU public expertise. The EU also seeks to use its European Neighbourhood Policy (ENPI) as a tool for strengthening its relations with new neighbouring countries, and twinning is critical to this. For ENP countries, twinning is used as an opportunity to “approximate” to the EU ‘acquis’ and in so doing, come closer to EU regulations, norms and standards. For the last decade, the EU Member States and partner beneficiary countries have carried out 1,600 twinning activities, with 1 billion of EC funding. In total, 24 countries have benefited from these activities, and twinning can be said to be one of the main institution building tools of the EU,

Below is a list of countries eligible for twinning:

- New MS and Candidate Countries (since 1998); countries of Central and Eastern Europe under the PHARE programme; and new Member States under the transition facility
- Western Balkans (since 2002) under the CARDS programme.
- Southern Mediterranean countries (since 2004) with an active Association Agreement, under the MEDA programme
- New Independent States (since 2005) with an ENP Action Plan, under the TACIS programme⁷

The key difference between twinning activities now, and those when it was started is the focus on

³ In exceptional cases this can be extended to 8 months. This duration is supplemented by the standard 3 months period foreseen for inception and reporting. Twinning Manual 2007

⁴ “TAIEX is a facility for short term technical assistance on approximation, implementation and enforcement, including the necessary administrative infrastructures, of the EU Acquis.” Twinning Manual 2007

⁵ The TAIEX mandate to provide assistance covers the following groups of beneficiary countries: Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovak Republic, Slovenia; Bulgaria, Romania; Croatia, former Yugoslav Republic of Macedonia and Turkey; Turkish Cypriot community in the northern part of Cyprus; Albania, Bosnia and Herzegovina, Montenegro, Serbia and Kosovo (as defined in UN Security Council Resolution 1244 of 10 June 1999); Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, the Palestinian Authority, Syria, Tunisia, Ukraine and Russia. The new Member States will remain beneficiary countries for TAIEX assistance, and will continue to receive TAIEX support to institution building in the first years after Accession. (www.taiex.ec.europa.eu)

⁶ In 2007 Sigma is working with the two new EU MS - Bulgaria and Romania - and three EU candidate countries - Croatia, the former Yugoslav Republic of Macedonia, and Turkey - as well as with potential candidate countries in the Western Balkans (Albania, Bosnia and Herzegovina, Montenegro, and Serbia including Kosovo under UNSCR 1244). Sigma activities in Ukraine are financed under separate grants from Sweden and the UK. (www.sigmaxweb.org)

⁷ Twinning was started in the former TACIS countries except Belarus, due to the political context. For the same reason, exceptions for the former MEDA countries are Algeria; Libya and Syria.

approximation rather than transposition. The twinning manual⁸ states that “*The introduction of twinning to the Western Balkans in 2002 was the first step in the dissemination of the twinning instrument outside its initial remit*” and this has required adjustments to the twinning process to account for the new contexts .

4. Overview

Below is a short overview of key features of twinning activities , including a brief analysis of key strengths and weaknesses; and the relevant actors required to play key roles in the twinning process.

a) Key Features of Twinning

- **What is twinning?** – Twinning is an initiative aimed at developing the institutional capabilities of a beneficiary country in a very specific capacity, through the structured secondment of an EU Member State civil servant to provide on-hand guidance and expertise designed at meeting pre-identified goals. This secondment is the ‘backbone’ of twinning projects, however, in order to achieve its outputs a twinning project will often also need other expert inputs such as short-term specialists. In addition to these actors, twinning projects are also required to have a Resident Twinning Advisor, a Resident Twinning Advisor counterpart, and Project leaders. Any twinning project must also be preceded by the establishment of a Project Administration Office, and a National Contact Point in the donor agency providing twinning assistance (for further details see box on key actors) . Twinning projects are framed within Programmes to Support the Association/Cooperation Agreements. These programmes, agreed between the EC and the beneficiary countries, establish the partners' common priorities.
- **Mandatory results** – Mandatory results are a key feature of twinning. At the end of a twinning project, the beneficiary country should emerge with an improved organisation able to better fulfil its objectives *in relation to the EU acquis or in relation to the relevant area of co-operation with the EU* .
- **Demand-driven nature** – Twinning is very demand-driven. The starting point for any activity, is always in-country, and twinning is never instigated by EC Headquarters nor the Delegation. Any twinning activities must adhere to the National Action Plan, commonly agreed with the EC and the Beneficiary country in order to fulfil the objectives and principles of the Association/Cooperation Agreement .

b) The Process⁹

The delegation launches a framework contracts (which includes the TORs of the project, usually drawn up by a private consultant), which they have drafted with the beneficiary. The TORs of the framework contract are drafted by the PAO and the beneficiary and the EC Delegation. The private consultants draft the Twinning Project Fiche, based on information provided by the Beneficiary. . The draft fiche is given to the Project Administration Office and the delegation for comments and sent to AIDCO/A6 for revision and approval. The results are mandatory but decided by the beneficiary organisation. When it is felt that the project aims are too ambitious, the EC Headquarters and Delegation will give advice to downscale ambitions, but involvement in commenting on the identified results is confined to this alone.

⁸ The Twinning Manual is the official manual

⁹ Note that the responsibilities and procedures vary slightly between with Decentralised or centralised management. While powers and responsibilities have been transferred to countries in the ENPI South region, with the subsequent reinforcement of beneficiary countries' administrations –Decentralised –, this is not yet the case in the ENPI East countries –centralised.

The average cost of a twinning project tends to be within the region of 1 million euros over the course of two years. Therefore the proposals submitted by a member state to act as a twinning partner must be on the basis of a budget previously advanced by the Beneficiary. Within this budget constraint, proposals are assessed on the basis of quality. The fiches, drafted by the consultants and based on the beneficiary inputs, are sent to the delegation and the PAO for comments. Unit A6, is also consulted and must give the final approval. The ways in which the clearly stated objectives of the twinning project will be achieved, are set out in the workplan, which is part of the contract. The most emphasis in the twinning workplan, is placed upon the reforms which are to be introduced by the beneficiary country.

c) Strengths and Weaknesses

Key strengths of twinning activities as aimed at capacity development, are that the use of peers results in greater equality between partner public administrations, taking the model away from the “missionary” approach to capacity development, more commonly found with TC and TA. This reinforces the sense of ownership on the part of the Partner Government/institution, allowing for better return on results, and greater likelihood of positive reform to capacity.

A key weakness is that there is no associated equipment provided with the twinning: the costs are mainly human resources associated, and are to cover fees for experts, travel, translation, interpretation and per diems. This absence of resources can impact on the project by limiting some of its activities, and also makes the success of the project particularly dependent on the sector. It is also true however, that the lack of equipment funded by the project that accompanies twinning projects can have a positive effect, since it is the Beneficiary institution which commits itself to provide with the necessary equipment. The EU MS provides the public expertise, while the Beneficiary is required to put everything in place, to ensure that the public expertise can work and execute the activities that will fulfil the mandatory results. This greater resource commitment from the beneficiary, can mean that greater consideration has been given to the work, and greater institutional investments made in working to achieve its success.

A weakness of the twinning approach is its limited applicability to a situation. TA by contrast, is often much easier to use. The use of twinning also depends on the capacity of member states in particular areas of work, and it is not always possible to find partner member states with whom governments can twin. Language can also be a key barrier to successful twinning, as experts may be available to work in some official languages, but not others. This invariably limits the pool of donor agency twinning partners, from which beneficiary countries can draw.

Currently, twinning is provided to 18 Beneficiary states, an average of 8-10 projects per country. These are supplied with expertise by the 27 EU MS. It may be seen as a weakness that the Commission’s current twinning programme is geographically restricted. Twinning is offered only to a small number of candidates, from a much wider set of regions and countries which could benefit, and there are no plans as yet, to extend the twinning programme beyond the countries in which it currently operates. But as the above numbers demonstrate, there is already – even in terms of its limited coverage – significant resources going to twinning. It is possible therefore that increasing the number of beneficiaries would reduce the instrument’s quality.

On the issue of coordination, when the fiche is drafted, other ongoing projects in the same domain (both national and internationally funded) are taken into account. As twinning projects also focus on structural reforms, cooperation with other donors, and ensuring there are synergies with other projects on a particular issue is necessary. In terms of wider policy linkages however, particularly with regards to the aid effectiveness commitments, harmonisation between the Commission and other donors on the area of twinning is limited. EU MS can however apply jointly, to provide twinning assistance (in a form of consortia). There are as yet however, no detailed plans to harmonise with other donors more systematically. Still, the very basis of any twinning project

being the implementation or approximation to the EU legislation makes the coordination with other donors particularly atypical.

Twinning clearly offers a number of advantages to alternative forms of capacity development aimed at institution building, not least because ownership rests at the core of its approach. However, the existing Commission guidance on twinning emphasises it is important to bear in mind that *it is ideally suited to projects with specific features*:

- The goal of the project must be clear
- Strong political will for change is essential
- Beneficiary country commitment to provide the required resources is vital.

It is also important to keep in mind however, that whilst it is necessary for twinning projects in particular to be as well-defined, country-owned and country-committed to as possible, all forms of capacity development will require the above conditions as a minimal platform on which positive capacity can be built.

d) Twinning project Actors

Key actors within a twinning project are the Project Administration Office (the unit specifically dedicated to the coordination and management of twinning and TAIEX operations in -country); the beneficiary administration; the NCP; the EC delegation, the EC headquarters (particularly unit AIDCO A.6); project leaders; the Resident Twinning Adviser; the RTA counterpart; and medium and short-term experts.

Key Actors within a Twinning Project

Project Administration Office – the Project Administration Office is the unit specifically dedicated to the coordination and management of twinning and TAIEX operations in -country. More specifically, this office is required to assist the beneficiary administration at all stages of the twinning process, and act as the central point of communication between the Commission, the EU National Contact Points, and the beneficiary country administration.

Beneficiary Administration – Within the beneficiary administration, an official contact must be identified as the key focal point for twinning within the country. Their role is to assist in the preparation of TORs for the framework contracts; twinning fiches and contracts; and to ensure that proper fulfilment of contracts has taken place in relation to their institutions. Focal points within the Ministries are appointed before the twinning process begins. Therefore, their role starts prior to the support for the preparation of ToRS

National Contact Point – The National Contact Point is the contact point for all twinning activities in each of the 27 Member States of the European Union. Their role is to receive the twinning calls for proposals and forward them to their relevant public authorities; to submit proposals to the EC and assist in the negotiation of twinning contracts. Manual 2.5. on the role of EU MS NCP, their main role is broadly channelling the information, not only receiving and forwarding the fiches.

The EC Delegation – In a centralised context, the EC delegation is the contracting authority and the central point of communication between the beneficiary country and the EU. It has responsibility for circulating the twinning calls for proposals, organises the selection and evaluation meetings, and communicates this to the EU Member States. Crucially, the delegation is responsible for signing the twinning contracts, and is also the payment agency. However, with decentralised management, the PAO is the contracting authority, and therefore has the responsibilities otherwise belonging to the EC delegation. Review in the light of info provided in the mail.

European Commission (Headquarters) – the EC Headquarters are responsible for setting the legal, financial, and procedural framework for twinning projects, and for implementing quality control. AIDCO A6 approves the project fiches to be published and the contracts to be signed.

Project leaders – these consist of two civil servants: one from the Member State partner and one from the beneficiary government. Whilst these individuals continue to work in their institutions, they devote a portion of their time to conceiving, supervising and coordinating the project. The Member State leader is required to set aside at least 3 days per month to the twinning project, and to participate in the quarterly Steering Committees.

The Resident Twinning Advisor and their Counterpart – the Resident Twinning Advisor (RTA) is a Member State civil servant who remains in the beneficiary administration for the duration of the project (at least 12 months). Their role is to provide technical advice and assist the beneficiary administration along the lines set out in the twinning work plan. They are responsible for day-to-day coordination and implementation of the twinning project. The RTA Counterpart is there to ensure there is close cooperation in the day to day implementation of the project.

5. Evaluations of European Commission Twinning

Two major external evaluations of European Commission twinning activities have been carried out to date. Neither however, have been of twinning in ENPI countries. As the respective goals of twinning in ENPI countries, and accession countries is essentially different (“acquis communautaire” versus approximation), it is difficult to draw the exact same conclusions from these evaluations to apply to twinning in ENPI countries. A summary of the evaluations, their recommendations, and the Commission’s response, can however be found in Annexe 3.

In addition to the two major evaluations of non -ENPI twinning, for ENPI countries, three “Support to the Association Agreement Programmes”, and two individual Twinning projects have already been externally monitored. These reports show that results up until now have been both positive and encouraging.

6. The future of twinning

Ownership and commitment on the part of the beneficiary are at the heart of twinning as an approach to institutional capacity development. It therefore holds great potential as an adjustable template for new models of capacity and institutional development in Partner Countries. The success of twinning as an instrument for institutional development in ENPI countries is also evident, despite the absence of any major external evaluations. This is in part due to the fact that, twinning in the ENPI countries benefits from ten years of practice and experience in the Accession countries context. Furthermore, there are many SAAPs¹⁰ programmed in the National Indicative Programmes 2007 -2010 and Country Strategy Papers 2007 -2013.

MS administrations hold a wealth of knowledge and expertise which when channelled carefully, can yield great developments. Twinning is one such method of both allowing this expertise to contribute beneficiary country administrative systems, and of evening the playing field between MS and partner countries by working on the principle of an equal exchange, rather than the often more impository nature of TA. Twinning cannot however, be seen as a direct alternative to TA, and there are several issues around simply extending Twinning in its current format.

Twinning in its current incarnation, is limited both geographically (because many of its components include frequent short -term trips to support the RTA, and thus will incur greater cost, the further away they are placed geographically), and specially politically (because currently, twinning requires at least some linkage strengthening institutions to improve their capacity to work with the EU, even in ENPI countries) to partner countries of near proximity. Were its remit to be broadened out, it could potentially be an extremely useful alternative and complement to TA, and it is increasingly clear that there is growing demand for this instrument from partner countries. Extending the geographical remit of twinning would also raise internal organisational issues, because the unit which currently deals with the implementation of the twinning instrument within AIDCO, belongs to the Directorate responsible for the Neighbourhood countries only. Broadening the geographical remit of twinning would also be likely to increase demand, which MS may not be able to meet. MS have a limited amount of expertise available for secondment, and increasing the number of countries to which twinning was available, would invariably place pressure on their resources.

¹⁰ SAAP: In order to encourage the partnership between the European Union and the Southern Mediterranean countries and to support the efforts of these countries' administrations to ensure the implementation of the various points specified in the AA, the European Commission launched the "Support to the Association Agreement Programmes" (SAAP).

The exercise of capacity development is inevitably one of the most complex aspects of development, and it must nevertheless be recognised, that in light of the numerous problems associated with traditional approaches to institutional capacity development (such as TA), twinning, with its sufficient flexibility, rooted ownership and commitment by the beneficiary country, and consideration for the context in which it takes place, has a great deal to offer.

Annexe 1 List of sources

- Institution Building in the Framework of European Union Policies Common Twinning Manual; Revision; 2007; European Commission
- History and Evolution of Twinning; a presentation by Mr Jorge de la Caballeria; Moldova; 24th-25th October 2006
- Twinning Principles and Twinning Cycle; a presentation by Virginia Villar Arribas; Chisnau, 24th October 2006
- Twinning and TA IEX in the Neighbouring Countries; a presentation by DG ENTR: Euro - Med Industrial Cooperation; Brussels, 22nd-23rd October 2007
- Power point presentations AIDCO A6, Twinning Launching Workshop, Georgia, 27 -28th November 2007
- European Court of Auditors' Report No 6, 2003
- www.taixec.europa.eu
- www.sigmaweb.org

Annexe 2 List of current twinning activities (January 2008)

JUMELAGES DANS LES PAYS DE VOISINAGE		
<u>ISRAEL</u>		
PROJECTS		STATUS
1.	Strengthening Administrative and Technical Capacity of Data Protection in Israel	Launched (Deadline on 29/2/2008)
<u>JORDAN</u>		
PROJECTS		STATUS
1.	Reforming of the Food Inspection Services and Food Chain Laboratories in Jordan	Completed (DK+LV)
2.	Reform of the Jordan Veterinary and Phyto -sanitary Inspection Services	Completed (UK+LV)
3.	Strengthening of the Jordan Institution for Standards and Metrology in Jordan, for its compliance with the EU -Jordan Association Agreement.	Ongoing (DE)
4.	Support to the Customs Department in the implementation of the EU-Jordan AA	Ongoing (IT)
5.	Audit bureau	Ongoing (UK+DE)
6.	Trade related Capacity Building for the Ministry of Industry and Trade of the Hashemite Kingdom of Jordan	Ongoing (DE+FR)
7.	Capacity Building for the National Energy Research Center (NERC)	Awarded (EL)
8.	Security/combating terrorism	Awarded (UK)

9.	Human rights: Penitentiary reform	Awarded (AT)
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LEBANON

PROJECTS		STATUS
1.	Institutional Building of the Insurance Supervisory Authority	Interrupted (ES)
2.	Institutional Strengthening of the Consumer Protection Service	Ongoing (UK)
3.	Capacity Building/ Modernisation of the Petroleum Warehousing Operations (light)	Completed (IT)
4.	VAT – Capacity Building (light)	Ongoing (FR)

EGYPT

PROJECTS		STATUS
1.	Institutional Strengthening of the Egyptian Tourism Authority	Ongoing (AT)
2.	Establishment of a Modern Postal Management System	Ongoing (FR)
3.	Institution Building and Legislation Approximation in Maritime Safety	Ongoing (SE)
4.	Institutional Strengthening of the General Authority for Investment & Free Zones (GAFI)	Ongoing (DE+AT)
5.	Reforming Railways Safety Regulations, Procedures and Practices	Ongoing (FR)
6.	Occupational Health and Safety Management	Awarded (IT)
7.	Central Agency for Public Mobilisation and Statistics (CAPMAS)	Awarded (DK)
8.	Egyptian Accreditation Council (EGAC)	Launched (Deadline on 18/3/2008)
9.	Food Safety / Veterinary Services – Animal Diseases	Launched (Deadline on 11/3/2008)
10.	Road Safety	Launched (Deadline on 20/3/2008)
11.	Water Quality	Launched (Deadline on 17/3/2008)
12.	Hazardous Substances and Waste Management System	Launched (Deadline on 12/3/2008)
13.	National Regulator Telecommunications Authority – NTRA	Launched

MAROC

PROJETS		STATUT
1.	Renforcement de la sécurité et de la sûreté maritimes	En cours (FR)
2.	Facilitation des procédures du commerce extérieur	En cours (IT)

3.	Gestion intégrée de l'environnement et rapprochement de la législation environnementale marocaine	Terminé (IT+AT)
4.	Surveillance des frontières et prévention des migrations clandestines (léger)	Terminé (FR)
5.	Appui juridique et institutionnel à la protection des consommateurs au Maroc	En cours (FR+DE)
6.	Renforcement des structures de contrôles sanitaires, vétérinaires et phytosanitaires (SPS)	En cours (FR+IT+PL)
7.	Mise en place d'une cellule de renseignements financiers : lutte contre le blanchiment des capitaux	En cours (ES+FR)
8.	Accompagnement de la loi sur la Concurrence – Ministère des Affaires générales et économiques	En cours (DE)
9.	IGAT : Inspection générale de l'administration territoriale	En cours (FR)
10.	Surveillance des marchés et accréditation pour la direction de la qualité et de la normalisation (DQN) – Ministère du Commerce et de l'Industrie	Attribué (NL+DE)
11.	Institut national de l'hygiène et de la santé – INH	Attribué (FR)
12.	Agence de promotion du développement oriental (ADO)	Attribué (ES+FR)
13.	Renforcement des capacités des institutions territoriales (Wilaya)	Attribué (ES)

TUNISIE

PROJETS		STATUT
1.	Modernisation politique de formation douanière (léger)	Terminé (FR)
2.	Modernisation des services de la douane (léger)	Terminé (IT)
3.	Renf. de l'Institut d'économie quantitative – IEQ (léger)	Terminé (DE)
4.	Renf. des services de la qualité et santé végétale – SQSV	En cours (FR)
5.	Renf. des capacités des services de contrôle vétérinaire	En cours (FR)
6.	Mise en oeuvre de la politique de la concurrence	En cours (FR)
7.	Système d'information foncière – SIF	En cours (FR)
8.	Renforcement des capacités inst. de l'Observatoire de la conjoncture économique – OCE (léger)	Terminé (IT)
9.	Appui pour la préparation d'accords de reconnaissance dans le domaine de l'évaluation de la conformité – ACAA	En cours (FR)
10.	Renf. des capacités des Organismes de développement régional (ODR) en matière de promotion de l'investissement privé – Ministère de la Coopération internationale	En cours (FR+IT)
11.	Renf. des capacités inst. de la caisse nationale de la sécurité sociale en matière de couverture sociale – CNSS	En cours (FR+ES+UK)
12.	Renforcement des capacités institutionnelles de la banque de financement des PME – BFPME – Min. Finances	En cours (FI)

13.	Renforcement des capacités institutionnelles de l'Office national de l'artisanat (ONA) : promotion de l'artisanat	En cours (FR+ES+DE)
14.	Institut de la santé et sécurité au travail – ISST (léger)	En cours (FR)
15.	Développement du Système d'informations statistiques sur les entreprises (SISE) à l'Institut national de la Statistique	Attribué (IT)
16.	Appui à la modernisation de l'administration fiscale	En cours (FR)

UKRAINE

PROJECTS		STATUS
1.	Harmonisation with EU norms of the legislation and standards of Ukraine in the field of Civil Aviation – SAAU	Ongoing (FR+PL)
2.	Regulatory and Legal Capacity Strengthening of Electricity Regulation of the National Electricity Regulatory Commission (NERC-E)	Ongoing (IT+AT+CR)
3.	Strengthening of the Competition regime in Ukraine (Anti - Monopoly Committee) – AMCU	Ongoing (FR+HU)
4.	Norms and Standards (Standardisation Committee) – DSSU	Ongoing (FR+DE)
5.	Boosting Ukrainian Space Cooperation With the EU – NSAU	Ongoing (FR+DE)
6.	Introduction of internal audit standards (Control and Revision Office of Ukraine) – KRU	Ongoing (SE)
7.	Strengthening of the National Accreditation Agency of Ukraine (NAAU)	Ongoing (NL+SE)
8.	TEN-T Integration policy: Support to Transport Policy Design and Implementation (MoTransport)	Awarded (DE+AT)
9.	Road Freight & Passengers Transport Safety (MoTransport)	Awarded (FR+AT+PL)
10.	Introduction and Development of Quality Management within the Ukrainian Police (MoInterior)	Awarded (FR)

MOLDOVA

PROJECTS		STATUS
1.	Support to the Parliament of the Republic of Moldova	Awarded (FR+HU)
2.	Prisons and penal reform / Introduction of alternatives to imprisonment (Ministry of Justice)	Launched (Deadline on 14/3/2008)

AZERBAIJAN

PROJECTS		STATUS
1.	Food Quality, Safety Insurance and Certification Requirements for AZ Fishery Products – SOCCM	Attribution 31.01.2008 DE+LT – EL – ES+EE – NL+LV
2.	Legal Ap. & Structural Reform in Energy Sector – Energy	Attribution 30.01.2008 DE
3.	Strengthening of the State Agency of Standardization – SASMP	Attribution 29.01.2008 DE+AT – ES – SK

Annexe 3 Evaluations of European Commission Twinning (PHARE)

In 2000, the Commission ordered an external evaluation of the twinning instrument for the purposes learning from existing experience. Four MS administration experts produced an assessment of twinning under PHARE¹¹, and after evaluating 18 twinning projects, recommended the Commission institute: a) measures to make twinning more user-friendly; v) measures to make it easier for MS administrations to participate in twinning activities; and c) measures to increase the commitment of candidate country commitment to twinning.¹² Subsequent revisions of the “twinning manual” have taken the evaluator’s recommendations into account and included procedural additions which to some extent address the problems identified by the first evaluation.

However, a more recent evaluation, carried out by the European Court of Auditors and published in July 2003 suggests that there are continuing structural problems with twinning, which must be addressed if it is to fulfil its role. The Court of Auditors’ report found that there was still too much administrative complexity associated with the twinning projects, including particular problems around overly long periods between needs assessment and project realisation; and highly complicated payment systems. There was also criticism of the excessive precision required in the planning process, which results in wastage of time and resources, and inflexibility of action. Another set of criticisms were around over-emphasis on and automatic use of twinning: the report notes that institution-building is not identical to twinning, and yet some beneficiary countries criticised the Commissions’ tendency to suggest twinning over other institution building instruments. Furthermore, the Court found the use of twinning to often be a default choice rather than the result of in-depth evaluation. This was found to be of particular importance as experience shows that where beneficiary countries have not yet decided which ministries should have responsibility for specific activities, or which do not have necessary legislation, twinning is an inappropriate instrument for institution building. In addition, it was found that in several cases, after selected twinning projects failed to start and were subsequently cancelled, the Commission then provided consultancy, illustrating that twinning and TA were sometimes in practice, still thought to be interchangeable. It was also noted that neither MS nor beneficiary countries have little incentive to end twinning activities, and poorly performing twinning contracts were sometimes continued despite non-achievement of results, and to avoid political problems associated with withdrawal.

The Court therefore made a series of recommendations for improvement of Commission twinning activities:

- **To increase value for money and improve on achievement of results, twinning should be more focused on the timely delivery of results.** This could be done by greater attention to formulation of limited but realistic objectives; fixing the procedures for assessing the achievement of results in each covenant; and monitoring benchmarks promptly.
- **To make twinning quicker and less complex,** the Commission could ensure that all stages of project preparation are rationalised; speed up its own internal consultation procedures between HQ, delegations and line DGs; simplify and accelerate the payment procedures.
- **To choose twinning more selectively,** the Commission should increase its efforts to develop a coordinated and balanced deployment of different instruments; and for cases where mandated (often private) bodies are acting as possible twinning partners, establish a procedure which allows more attention to be paid to the costs involved.

In response to these recommendations, the Commission noted that with regards to the timeframe for (and delays in) different stages in the project, the twinning manual now provides for a general deadline of six months between selection and the start of the project. They also stated that steps had now been taken to ensure simplification of payment procedures.

¹¹ PHARE refers to XXXXXXXXXXXXXXXXX

¹² Official Journal of the European Union; July 2003; Court of Auditors Report; C167/29

