



# Practical advice on Twinning working methods and management issues



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# Presentation content

*1. The instrument and the actors*

*2. Twinning Contract*

*3. Implementation and Reporting*

*4. Addendums and Side letters*

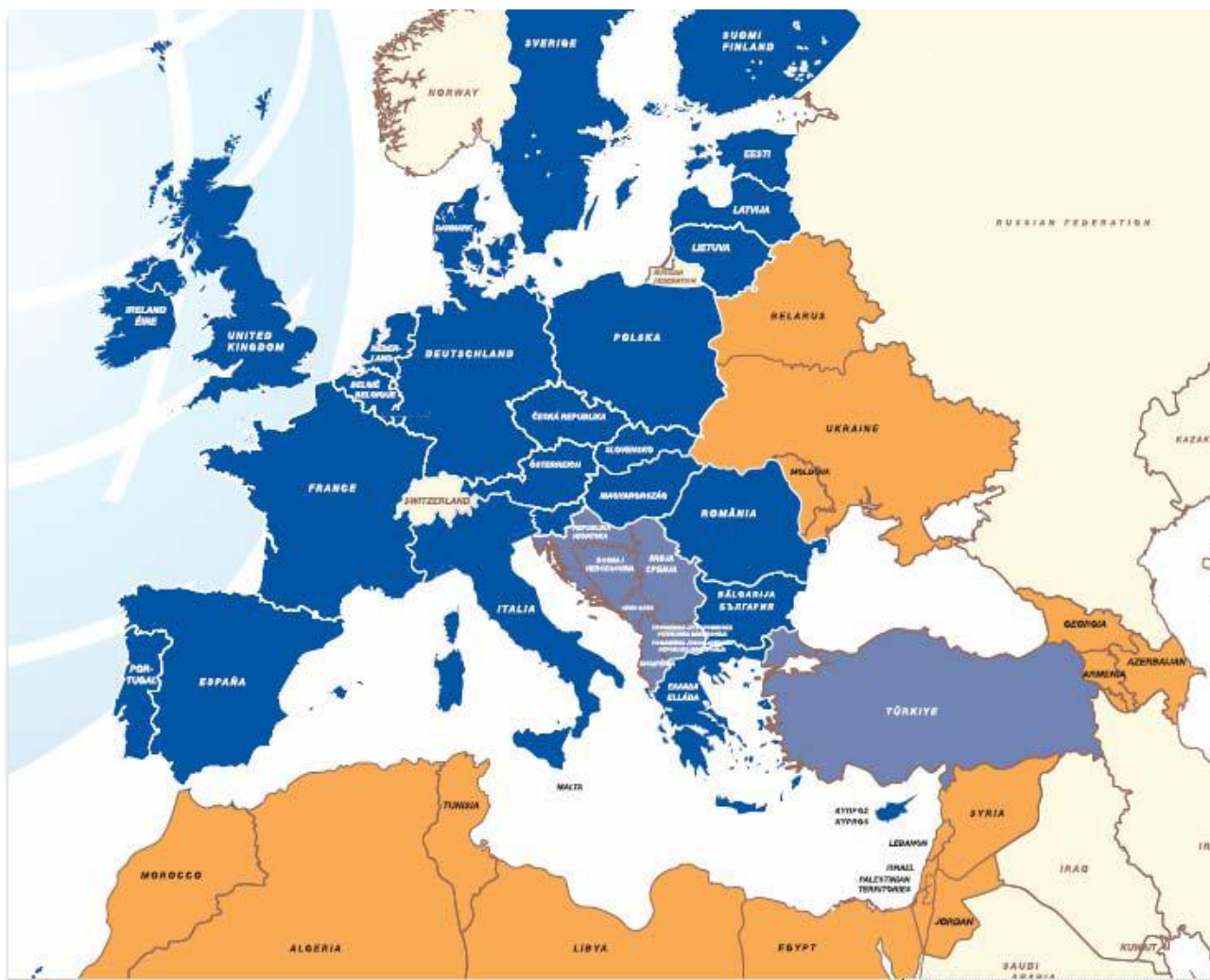
*5. Payments*



# WHERE?



## IPA



**EU MS 28 countries**

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

9 partners

Albania

Bosnia and Herzegovina

Kosovo\*

Montenegro

Serbia

Turkey

The former Yugoslav Republic of Macedonia

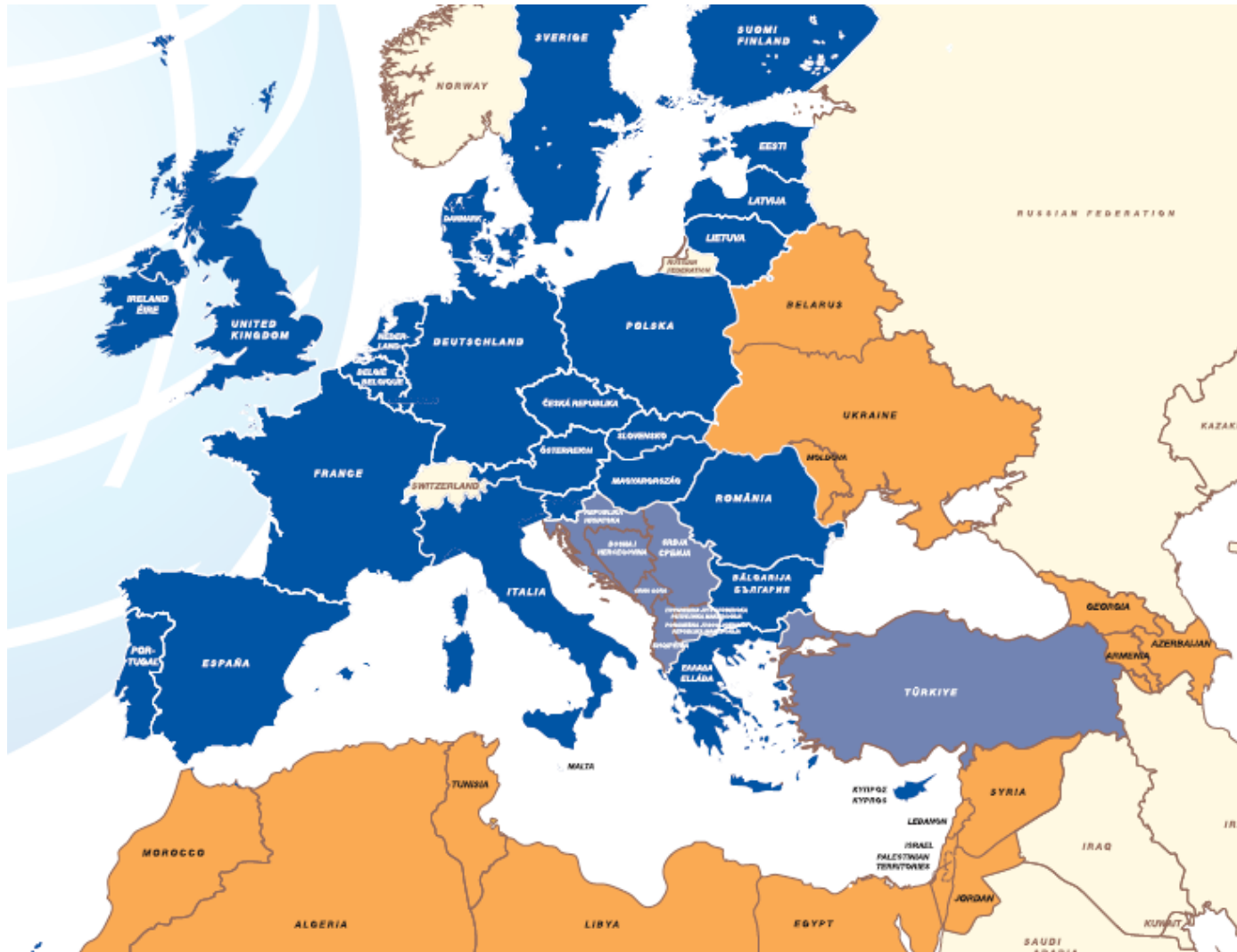
Croatia (MS but also still recipient of Twinning)

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

# WHERE ?



# ENI



## ENI Countries (in orange)

Morocco

Algeria

Tunisia

Libya\*

Egypt

Israel

Palestine\*

Jordan

Lebanon

Syria\*

Armenia

Georgia

Azerbaijan

Ukraine

Moldova

Belarus\*

## Starting date of Twinning!

**Launched in May 1998**, aiming to help **potential and candidate partners** to EU accession in the development of modern public administrations, able to implement the **UNION ACQUIS** to the same standards as EU Member States (MS) through **legal harmonisation**.

Twinning is a cooperation tool between two **Public Administrations** one in a European Union (EU) Member State (MS) and its equivalent in the Instrument for pre-accession (IPA) region.

**When?**



**ENI**

## **When it started in the ENI region?**

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

**It aims at upgrading/modernising an administration through training, reorganisation as well as drafting of laws and regulations through legal approximation**

**...and to respond to agreements (cooperation or association).**



# For whom, what for?



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



...to achieve the **"mandatory results"**  
commonly agreed by the MS and the  
beneficiary partners in the contract...

# HOW?



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



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



# TWINNING CYCLE: KEY ACTORS

*Beneficiary Administration*

*PAO-CFCU*

*EU Delegation*

*EC Headquarters*

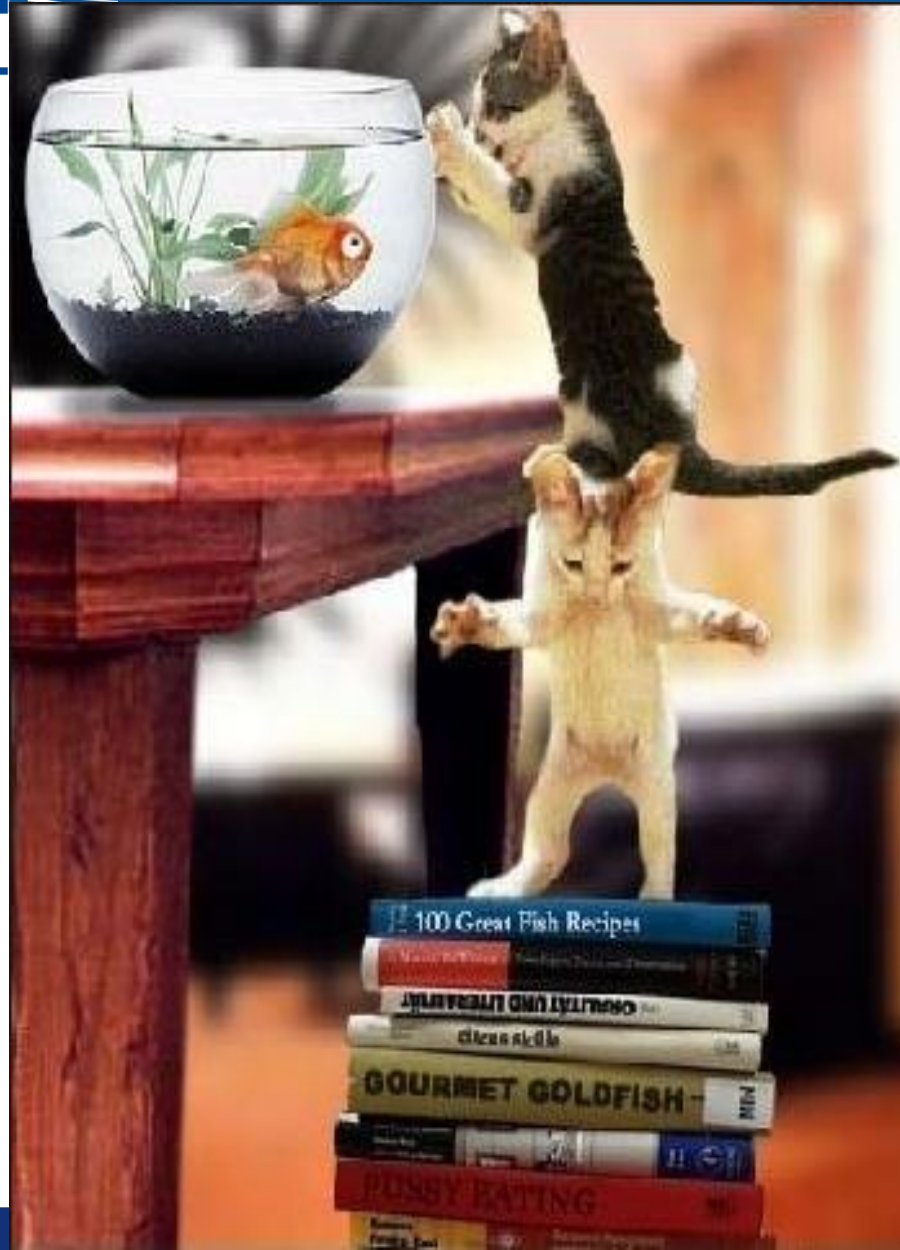
*MS NCP*

*MS administration*

*Project Leaders*

*Resident Twinning Advisers*

*Short Term Experts...*



## MS Project Leader

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

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



## Junior Project Leader

- *JPL has a role to play as facilitator for the project.*
- *the JPL can attend Project Steering Committees **at the cost of the Twinning project budget***

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

## Role of the RTA

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

## Repeated assignments as RTA

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

## Role of the Beneficiary PL and RTA

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

- ***Commitment***  
***Mobilisation of the institution's staff***
- ***Ownership***
- ***Relation of equals***

### ***Best practices:***

- ***BA component leaders***
- ***Working groups***
- ***Synergies with other stakeholders?***







## **CONTRACTING AUTHORITY (CA)**

- *Twinning partners should always refer to the **Contracting Authority** for financial and contractual issues*
- **The CA can be:**
  1. *the **Commission** (for Direct/centralised management programmes), with the **EU Delegation***
  2. *the **CFCU** (indirect/decentralised management mode after conferral of management power to the national authorities) in IPA region,*
  3. *or the **PAO** for decentralised ENI region partners*

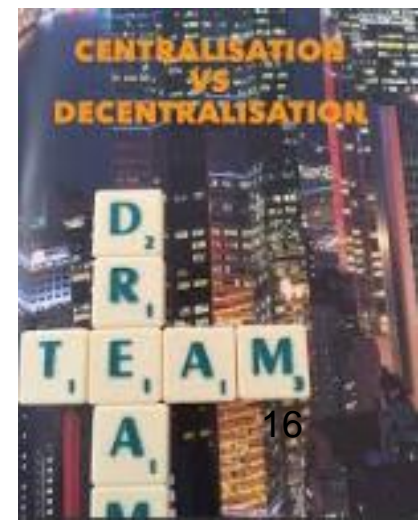
## Management mode

*Direct management  
(EU Delegation)*

*Bosnia  
Albania  
Montenegro  
Kosovo\**

*Indirect management  
(CFCU/D/A)*

*Turkey  
Former Yugoslav Republic  
of Macedonia  
Serbia*



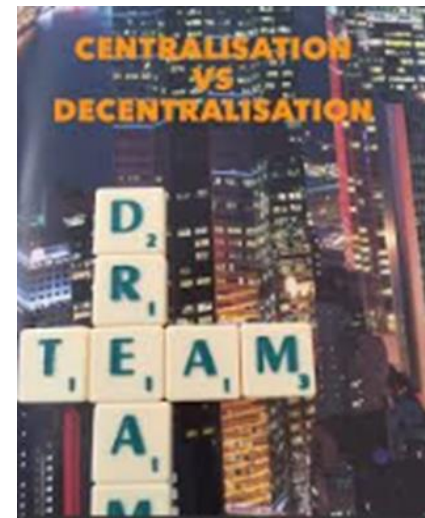
## Management mode

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

*Israel  
Armenia  
Georgia  
Azerbaijan  
Ukraine  
Moldova*

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

*Morocco  
Algeria  
Tunisia  
Egypt  
Jordan  
Lebanon*





# What is a Twinning contract?

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



EU funded project

# What is a Twinning contract?

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

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

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

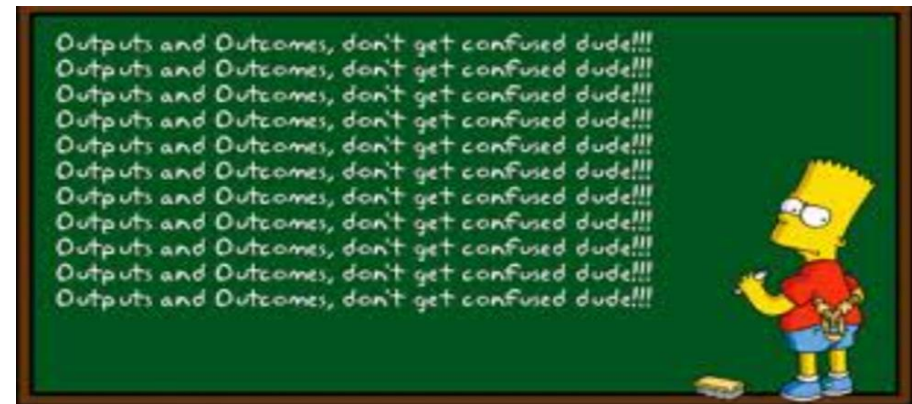
# Structure of the standard Twinning Contract

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



## MANDATORY RESULTS (OUTPUTS)

- *Concrete operational results*



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

# The Workplan, what level of details?

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



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

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

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

## ***The Workplan under IPA***

***Under IPA, information can be provided in an abridged version, i.e. listing only the denomination of components, results to be achieved and most relevant activities.***

## Annex A3: Budget

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

## Annex A5: Request for payment for Twinning Contract

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

# Annex A3: Budget

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



# Annex A7: Special Financial Annex

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

# ELIGIBLE COSTS (1)

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

*Project preparation (TM section 5.2.1)*

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

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

## ELIGIBLE COSTS (2)

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

# NON-ELIGIBLE COSTS

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

# RTA COSTS

## *Salary, benefits, allowance*

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

## *Accommodation*

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

# RTA-RELATED COSTS

## *Travel*

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

### **OR:**

- *monthly return trips home for RTA*

## *Other RTA costs*

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



# PROJECT LEADER COSTS

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

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

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

# CONTRACT PREPARATION COSTS

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

## Projects $\leq 1$ M€

### Project Leader and RTA

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

## Projects $> 1$ M€

### Project Leader and RTA

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

## Preparation of the contract (Annex A)

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

# The Operative Side Letter (OSL)

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

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

# Example OSL Budget



IPA

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

7. PROJECT ACTIVITIES

COMPONENT 0: Title XXXX

Kick-off														
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COMPONENT 1: Title XXXX

Activity 1.1. Title XXXX

XX MS experts (names), XX days														
MS Expert fees		X	250	5	1,250	1000	250	5	1250	1250	0	2250	250	0,00
MS Expert fees		X	250	4	1,000	500	500	6	1,500	1,500	1,500	2000	500	0,00
Twinning Management costs'		X	150% of fee	1,5	3,375	2,250	1,125	1,5	2,250	2,250	0	4500	1125	0,00
Per diems		X	180,00	6	2,160	1 440,00	720	8	1 440,00	1 440,00	1 440,00	2880	720	0,00
Air tickets for MS experts		X	400	4	1,080.00	700	380	2	700	700	700	1400	380	0,00
Interpretation & equipment (XX interpreters, names, XX days)		X	200	8	1,600	800	800	8	1,600	1,600	1,600	2400	800	0,00
Translation of XXX (XX pages)		X	1350 pages		650	650	0	11 pages	145	145	0	795	0	37
TOTAL Activity 1.1			20000		11 115	8000	3775		6000	8000	8000	16225	3775	0,00



# VISIBILITY COSTS

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

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

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

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

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

# Thank you!