

# FOREWORD

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Enlargement is one of the European Union's most powerful policy tools to pursue peace and prosperity, liberty and democracy. The Eastern enlargement of 2004 sealed the peaceful reunification of Europe. As a result, ten countries joined the EU on 1 May 2004.

In spring 2005, the EU signed an accession treaty with Bulgaria and Romania who are to join the Union in 2007, provided they are fully prepared and there is no need to postpone their accession by a year. Later in the year, the Union opened accession negotiations with Turkey and Croatia, and the former Yugoslav Republic of Macedonia became a candidate for future EU membership. A convincing political perspective for eventual integration into the EU is proposed to the countries of the Western Balkans, if they meet the accession criteria in full.

2005 was a busy year for enlargement in which we maintained the momentum. Similarly, the European Commission's on-going delivery of technical assistance and institution building programmes – so essential to helping those countries on the path to membership – continued apace. In this respect, the Twinning programme has long been an integral feature of the pre-accession strategy helping beneficiary countries to develop modern administrations able to take on the obligations of membership.

In 2005, the total number of Twinning projects benefiting over 25 countries over the last seven years exceeded 1,000, underpinned by over €1 billion of EU investment. These projects embody the Enlargement process. They facilitate an exchange of best practices and experiences while at the same time reflecting the Union's policy priorities. They encourage the establishment of networks based on a partnership where nonetheless the beneficiary country is the driving force for change. This relationship through Twinning will retain its value and continue to be made available to a host of new countries in the years to come.

It is therefore with great pleasure that I present this booklet on Twinning. It provides a broad overview of how it functions and the diverse range of activities involved. It describes an effective instrument proven through many years experience. Twinning will continue to be a valuable asset to help consolidate and carry forward what the Union has achieved so far.



Olli Rehn  
Commissioner for Enlargement

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## TWINNING MISSION

For the new Member States, the accession countries, the candidate countries and the potential candidate countries of the Western Balkans and the Turkish Cypriot community in the northern part of Cyprus

- to provide institution building support with the view to assisting with the transposition, implementation and enforcement of the EU *acquis*
- to organise targeted medium-term administrative co-operation for the benefit of EU partner administrations calling on public sector expertise in the Member States
- to meet precisely defined EU policy objectives formally designed with the Beneficiary Country notably through the long-term secondment of *Resident Twinning Advisors*

## INTRODUCTION

ENLARGEMENT is and will continue to be one of the most important undertakings of the Union at the start of the 21<sup>st</sup> century. In 2004, the Union experienced its biggest ever enlargement with the accession of 10 new countries – Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Malta, Slovak Republic and Slovenia. Following this, Bulgaria and Romania are expected to enter the Union in 2007 if they are ready, or in 2008 at the latest.

Accession negotiations started with Croatia and Turkey in 2005, while the former Yugoslav Republic of Macedonia became a candidate for future membership of the European Union. Concerning the Western Balkans, the priority for the EU remains the promotion of stability and peace in the region, not only on humanitarian grounds but also in terms of institutional and economic development with the wider objective of security and prosperity across Europe. In this regard, relations with the other countries of the Western Balkans – Albania, Bosnia and Herzegovina, Serbia and Montenegro and Kosovo<sup>1</sup> – have intensified as the Union started to shift its focus.

One of the great challenges for new Member States, acceding, candidate or potential candidate countries is to reform, adapt and strengthen their public institutions in order to apply well the EU rules and procedures, or the *acquis communautaire*, and benefit fully from membership of the Union. The need to bring assistance with real added value in this context has also been a challenge to the Union. The Twinning programme is one such response where the European Commission, the EU Member States and the partner Beneficiary Countries have mobilised significant human and financial resources to meet this challenge.

Launched in May 1998, Twinning is now one of the principal tools of 'Institution Building' assistance. Twinning aims to help beneficiary countries in the development of modern and efficient administrations, with the structures, human resources and management skills needed to implement the *acquis communautaire*. Twinning provides the framework for administrations and semi-public organisations in the beneficiary countries to work with their counterparts within the EU. Together they develop and implement a targeted project aimed at supporting the transposition, enforcement and implementation of a specific part of EU *acquis*.

The European Commission has committed over €1 billion to Twinning involving the implementation of more than 1,100 projects in over 25 countries. Almost one half of these projects concerns Justice, Freedom and Security issues, Public Finance and Internal Market matters. Other areas prioritised include Agriculture and Fisheries, Environment policy and Social policy.

The contribution of Twinning was recognised by the European Court of Auditors in its report of 2003:

*"Twinning is ... a positive initiative by the European Commission to assist candidate countries in acquiring the capacity to adopt, implement and enforce the acquis communautaire. The Twinning projects acted as a catalyst in setting the candidate countries' reform in motion, bringing together specialists from MS and candidate countries' administrations and promoting the adoption of the Community legislation (...)."*<sup>2</sup>

<sup>1</sup> As defined in UN Security Council Resolution 1244 of 10 June 1999

<sup>2</sup> The full version of the Court of Auditors report can be found under: [http://www.eca.eu.int/audit\\_reports/special\\_reports/docs/2003/rso6\\_o3en.pdf](http://www.eca.eu.int/audit_reports/special_reports/docs/2003/rso6_o3en.pdf)

## 2006 AND BEYOND: NEW CHALLENGES

Twinning has evolved over time. In 2004, Accession gave the impetus for a greater co-ordinated approach to Twinning. One year later, the Commission's General Directorate for Enlargement co-ordinates Twinning activities for all the beneficiary countries, namely the ten new Member States, Bulgaria, and Romania, Croatia, the former Yugoslav Republic of Macedonia, Turkey, and the Western Balkans. Twinning is constantly adapting to the new environment to ensure that the demand for this support for the reinforcement of administrative and judicial capacity in partner countries will be met. Simplified and harmonised rules and procedures for the application of Twinning assistance in different regions came into force in May 2005.<sup>3</sup>

### NEW MEMBER STATES

The European Commission will continue to provide Twinning assistance to the new Member States, for which a limited number of projects will be launched under 2006 budget (Transition Facility). In order to ensure continuity, stability and simplicity, the current structures and methods established for programming, decision making and implementation will remain in place.

Indeed since the 2004 enlargement, Twinning now also calls on new Member State expertise for the benefit of others. Good use can be made of their expertise acquired at central, regional or local level through their own successful transition phase of legislative approximation to the *acquis communautaire*, and the process of learning best practices. New Member States are well placed to turn provider of expertise and share their knowledge with the administrations of the Acceding and Candidate Countries and the Western Balkans.

### ACCEDING COUNTRIES

Bulgaria and Romania signed the Treaty of Accession with the European Union on 25 April 2005. The European Commission has noted that both countries have made good progress in their preparations for joining the Union. They should now focus efforts on further reform with particular emphasis on concrete and practical implementation of the *acquis*. Both countries have benefited greatly over the years from Twinning. It is expected that in 2006, further Twinning projects will be instrumental in assisting these countries to focus on the further refinement of *acquis* implementation. By reinforcing the institutional and administrative capacity necessary to take on the obligations of membership, Twinning will help them to benefit to the maximum from becoming a member of the Union. Institution Building assistance is scheduled beyond accession to consolidate the administrative capacities of both countries during the first years into membership and at least until 2008.

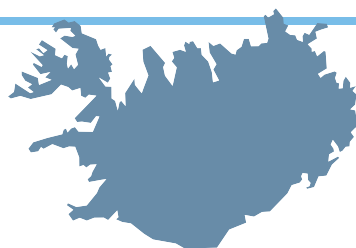
### CANDIDATE COUNTRIES

Croatia and Turkey are now proceeding with accession negotiations while the former Yugoslav Republic of Macedonia was made a candidate in 2005. They will have to demonstrate their resolve and ability to complete the necessary transformations to implement community legislation. Twinning will therefore remain an essential tool at their service to reach the required level of administrative and judicial capacity. The current approach to both Croatia and Turkey as candidate countries is "accession-driven" concentrating on supporting priority areas aimed at helping these countries in preparing for EU membership.

## WESTERN BALKANS – POTENTIAL CANDIDATE COUNTRIES

The Western Balkans represent a particular challenge for the EU. On the one hand, a credible political perspective for eventual integration into the EU is crucial to keep their reforms on track. However it is equally clear that these countries can join only once they have met membership criteria in full. Each country has to follow the road map setting out the steps and conditions for realising their European objectives, including the development and management of financial assistance.

Between 2000 and 2005, some 65 Twinning projects were successfully launched for the administrations of the Western Balkans. With greater capacity, Croatia received the lion share while the remainder were evenly distributed among the other administrations. Projects took place mostly in the area of Freedom, Security and Justice, but also covered public finance and internal market issues, and agriculture and fisheries. Twinning is expected to play an increasing role in the Institution Building efforts towards the Western Balkans required in the years ahead.



# TWINNING ACTIVITIES

# WHAT IS TWINNING?

Under Twinning, an EU Member State expert, a practitioner in the implementation of the *acquis*, is seconded to a new Member State, acceding, candidate or potential candidate country to effect long-term change. The expert, known as a “Resident Twinning Adviser” or RTA is an individual seconded from a Member State administration or other approved body in a Member State to work full time for up to two years in the corresponding ministry in the Beneficiary Country to help implement an agreed project with targeted goals and objectives. The RTA is supported by a senior Project Leader in their Member State home administration, who is responsible for ensuring project implementation and co-ordination of input from the Member State.

## KEY FEATURES OF TWINNING ARE:

- **Projects are built around jointly agreed EU policy objectives**

Project objectives are derived from European Commission programming towards the countries concerned. The Twinning partners agree in advance on a detailed Work Plan to meet an objective related to priority areas of the *acquis*, as set out in the policy orientations and informed by European Commission Progress Reports and Monitoring exercises. Such a focus is ensured by input from the European Commission at conception, project design and at assessment phase.

- **Beneficiary Country retains ownership of project**

The Beneficiary Country has the right to choose the Member State partner it considers appropriate to jointly implement its Twinning project. The Beneficiary Country is in the driving seat throughout. To underpin the credibility of their commitment, the Twinning partners draft together a detailed

Work Plan that can be adapted in the course of its implementation. Further, the success of a Twinning project relies on the full determination of the Beneficiary Country to carry out reforms and the reorganisation needed. These arrangements place the final and sole ownership of the Twinning project firmly with the Beneficiary Country.

- **Projects yield concrete operational results linked to EU *acquis* adoption**

Twinning projects set out to deliver specific and guaranteed results relating in some form to the implementation of priority areas of the *acquis*. Focusing on limited, relatively clear and well defined institutional targets, the successful project aims to reach an operational outcome in a particular field. All project partners commit themselves to work towards a commonly agreed result throughout the period of the project. Progress towards this end measured by clear benchmarks also undergoes continuous monitoring through Interim Quarterly and Final Reports.

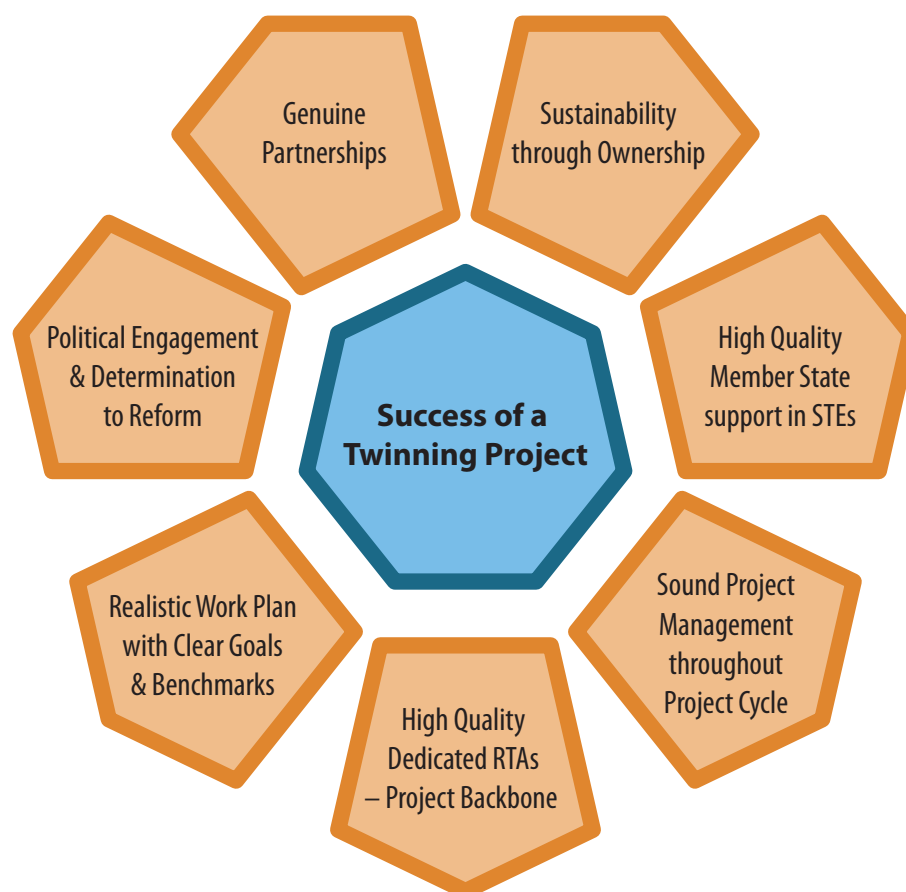
- **Projects involve a peer-to-peer exchange of hands-on public sector expertise and experience**

Twinning assistance involves a know-how exchange at public sector level between peers. All experts are experienced practitioners from a Member State administration. Areas primarily covered often concern the exclusive remit of the state, such as border management. For example, there are few, if any, private sector advisers who can give Beneficiary Countries the advice and assistance they require in such a sensitive area.

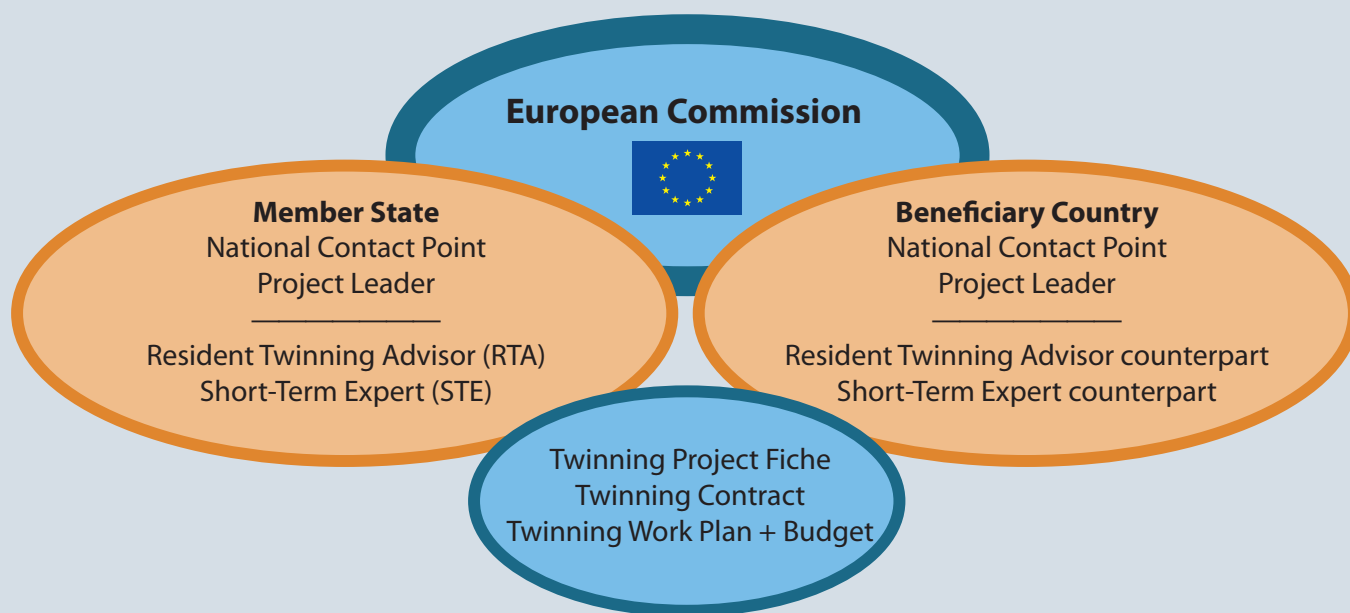


- **Projects are a genuine partnership fostering close co-operation**

As the Beneficiary Country retains ownership, the relationship with the Member State is one of a partnership with a joint responsibility to achieve the agreed outcomes, and not client-contractor in nature. Lasting up to two years and with the possibility of targeted follow-up, Twinning provides technical and administrative assistance over a significant period. This process helps to build long-term relationships between old, new and future Member States, and at the same time brings the Beneficiary Country into a wider contact with the diversity of administrative practices inside the EU.



# WHO DOES WHAT? WHO ARE THE STAKEHOLDERS?



## BENEFICIARY COUNTRY

**The whole Project Cycle starts with the Beneficiary Country through a demand-driven process. Twinning therefore is more likely to be successful if the Beneficiary Country is fully determined to carry out the reforms and reorganisation required in the context of accession to the European Union and in the context of the particular project. Indeed, the arrival of a Member State expert to transfer know-how is not to lighten the workload of the administration: in fact, the workload often rises. Therefore, only if the RTA's counterparts in the Beneficiary administration are fully committed to the process can the project be made to work. Such an engagement must occur at all levels of the project and at different moments of the process:**

- The Beneficiary Country must give a clear political engagement in the project from the start, in full knowledge that this might entail far reaching reforms, which should subsequently be manifested in a practical commitment of human and financial resources to undertake those reforms
- The Beneficiary Country administration needs to work closely with the services of the European Commission to develop a specific and targeted Twinning fiche in the context of general policy orientations, with an identifiable concrete operational result
- The Beneficiary partner should assess Member State proposals in an objective manner, making a selection of a proposal of one or more member States with full regard to clear respective responsibilities in a shared project with clear goals
- To ensure equality and sustainability, the Beneficiary needs to appoint counterparts to the Resident Twinning Advisor and Project Leader with the aim also of developing a genuine partnership and at the same time creating ownership of the Twinning project
- The Beneficiary partner in a joint exercise with the Member State, drafts the detailed project design, fine-tuning targets, lending the necessary expertise and knowledge of local specificities and taking responsibility for components where further local support can be mobilised
- The Beneficiary Ministry or Agency driving the project forward must be committed to the implementation of the project throughout the duration of the Twinning, ensuring that the right pre-conditions for success are met, respecting clear benchmarks permitting close monitoring of progress towards the final result
- The Beneficiary National Contact Point plays a central role in the development and co-ordination, and particularly communication between the host administration and the European Commission, channelling information on the process and development of a Twinning project
- The Beneficiary administration through an Administrative Office is also very often closely involved in the procedural and financial management of the Twinning projects.

## MEMBER STATE

**Under the Twinning programme, the different members of the core team within a Member State are the Resident Twinning Advisor (RTA), the Project Leader (PL), and the National Contact Point (NCP). All have an important role to play in the transfer of specialised hands-on expertise on transposition, implementation or enforcement of certain aspects of the *acquis communautaire*. A Member State may implement a project alone or in a consortium of usually no more than two Member States. Alone or not, the Member State remains at the heart of the Institution Building project:**

- The Member State engages, in the hope of being selected, in the initial selection phase allocating time and resources to draft a Project proposal with the key aspects of the Member State's approach, and travels to the Beneficiary Country to present and defend the proposal
  - The selected Member State partner in a joint exercise with the Beneficiary, elaborates the original proposal into a detailed Project including a sequence of activities, a strategy aimed at achieving the result and a clear allocation of management responsibilities to stakeholders
  - The RTA is seconded to the corresponding Ministry in the Beneficiary Country to implement the project on a day-to-day basis and over a period of up to two years in co-operation with Beneficiary counterparts: the RTA is the backbone of the Twinning project on whose flexibility, commitment and quality the project's success often depends
  - The Project Leader is a high-ranking official in the Member State home administration providing institutional support to the RTA, ensuring the overall direction of the project implementation, by coordinating other Member State inputs and through regular monitoring
- The home administration makes carefully planned and timed short-term missions bringing other Short-Term Experts (STEs), specialised training events, awareness raising visits, to accompany and support the reform process towards the targeted result
  - The Member State National Contact Point plays a central role in promotion and co-ordination and particularly communication between its team and the European Commission, channelling information on the process and development at different stages of a Twinning project.

## EUROPEAN COMMISSION

**The European Commission plays a role at different stages in the lifecycle of a Twinning project: Directorate General for Enlargement in a political and co-ordination role, the sectoral Directorates General bringing substantive input or the Delegation or European Agency for Reconstruction guiding and monitoring on the ground. The different services of the Commission act as a facilitator and guardian of fair, transparent and consistent application of the Twinning rules and procedures. They also provide the global vision required for multi-stakeholder projects, and a quality control across the board ensuring value for money. Key tasks are:**

- Setting priorities with the Beneficiary Country and allocating funds to Twinning projects in the programming of the appropriate financing instruments (National Programmes under PHARE, CARDS and Transition Facility)
- Promoting the instrument in the enlargement context and by its European visibility thereby generating interest and a high uptake of this Institution Building assistance by Beneficiary partners
- Activating and revitalising both at project implementation level as well as at the level of political commitment the network of National Contact Points, crucial for the promotion, development and co-ordination of activities within Member States and Beneficiary administrations
- Setting the legal, financial, and procedural framework for Twinning projects in order to secure transparency and maintain uniform implementation, underpinned by the central help-desk function bringing together all stakeholders, carried out by the Twinning Co-ordination team of Directorate general for Enlargement
- Providing substantive input to the project at conception phase in the design of project fiches, ensuring achievable targets and concrete operational results match the priorities as identified within policy priorities; and subsequently advising the Twinning partners in designing a detailed Work Plan, with realistic proposals to reach the desired intended outcomes
- Formally appraising the detailed Work Plan through a Steering Committee procedure with specific regard to the credibility of the Work Plan in relation to the targeted concrete result and the accuracy and relevance of the underlying Community legislation
- Contributing to the success of the project itself by providing an initial training for the RTA at Commission Headquarters; monitoring and evaluating the on-going project at Delegation level through the Interim Quarterly reports and the Final report
- Throughout the whole cycle, the Commission also provides a full range of administrative support involving general co-ordination, advice on rules and procedures on interpreting the Common Twinning manual<sup>1</sup>, and generally acts as a problem solver and facilitator.

<sup>1</sup> Some special procedures are necessary to take into account the particular nature of Twinning and to ensure sound financial management. These procedures are laid down in the regularly updated Common Twinning manual which can be found with other relevant documents at the following on-line address: [http://ec.europa.eu/enlargement/financial\\_assistance/institution\\_building/index\\_en.htm](http://ec.europa.eu/enlargement/financial_assistance/institution_building/index_en.htm)

# TWINNING PROJECT CYCLE

**Identification of Project:** Beneficiary Country identifies needs within European Commission policy orientations and drafts Twinning Fiches with the assistance of the European Commission

**Launch of Proposals:** Circulation of Twinning fiches to Member State National Contact points highlighting desirable concrete outcomes

**Submission of Proposals:** Member State(s) – alone or in consortium – prepares and submits a proposal with designated RTA and PL explaining key points of approach on how to achieve the targeted result

**Selection of Proposal:** Beneficiary Country assesses proposals and following presentation of proposal by Member State RTAs and PLs, makes final selection

**Preparation & Finalisation of Work Plan:** Member State and Beneficiary Country together draw up Twinning contract with detailed budgeted Work Plan outlining achievable targets

**Review of Contract with EC input:** European Commission and Administrative Office assess Twinning Work Plan through Steering Committee. Twinning Contract is signed by all Parties

**Project Implementation:** Focusing on achievable targets RTA in place executes project in Beneficiary Country supported by Project Leader and Member State administration

**Monitoring & Reporting:** progress is monitored by EC Delegation and Beneficiary Country Administrative Office and is measured by Interim Quarterly Reports and a Final Report

**Evaluation:** Twinning Project is evaluated by external auditor and Court of Auditors

## REDESIGNING A CRIMINAL INTELLIGENCE SYSTEM

Intelligence-led policing allows law enforcement to be one step ahead: it focuses resources to maximum effect and it increases efficacy and maximises the cost-benefit ratio. Croatia recognised the strategic importance of an effective Criminal Intelligence System (CIS) in 2001 and the arrival of the UK Twinning team quickly gave their efforts a new impetus and resilience.

The general objective of this Twinning was to strengthen Croatia's capacity to deal efficiently and effectively with the fight against organised crime and terrorism. Concrete objectives were to:

- Introduce and develop standards for all administrative procedures concerning the processing of criminal intelligence data
- Further improve criminal intelligence management by integration and standardisation of all components and levels of the CIS, by designing a central repository of criminal intelligence information, and by improved intelligence procedures and methodologies for exchanging information
- Develop a sustainable selection, recruitment, education and training system, including curricula development and a train-the-trainer programme for criminal intelligence analysts and officers.

The strong commitment from all sides allowed the project to make a rapid impact on business processes inside the Croatian Ministry of Interior. Concise and succinct reports, involving some 80 precise recommendations, proposed a de facto action plan which links up with related projects in the field of fighting organised crime.

*"Twinning can be flexible. The full extent of the project only becomes clearer once the RTA is in place and able to see in detail the current situation and what solutions are required. From an initial objective of developing analysis skills and capacity, the goals have developed to deliver more than expected through broader inter-agency co-operation. We're making a difference... The [Twinning] concept is good; the idea of sharing experience and knowledge, but a lot depends on the beneficiary. The question is sustainability."*

*Resident Twinning Adviser Mr James M. Heslop  
NCIS Intelligence Officer, UK*

Moreover, although the earlier system developed by Croatia had technical merit, this Twinning has added strongly needed developments in terms of inter-agency collaboration between the Crime Police and other key players in the fight against organised crime including Customs, the Anti-Corruption and Organised Crime Office (USKOK), the Anti-Money Laundering Office and the Tax Authorities. Since intelligence depends on information, the more sources of information available and the better the coordination between them, the better the overall result. A system can be more than its parts. This twinning project proves it.

Title of Project:	Criminal Intelligence System
Beneficiary Country:	Croatia
MS Partner:	Home Office, UK
BC Ministry:	Ministry of Interior, Croatia
Implementation period:	May 2005 - August 2006
Funding:	€ 700,000
	2000-2005 HR has 33 Twinning projects;
	2000-2005 HR has 17 in the field of JLS

## CLEANING UP WASTE LEGISLATION IN TURKEY

EU environment policy aims to promote sustainable development and protect the environment for present and future generations. It is based on preventive action – the polluter pays principle – fighting environmental damage at source, shared responsibility and the integration of environmental protection into other EU policies. The *acquis* comprises over 200 major legal acts covering water and air quality, waste management, nature protection, industrial pollution control and risk management, chemicals and genetically modified organisms (GMOs), noise and forestry.

Turkey’s waste management system, specifically on hazardous and special waste, unfortunately has not moved apace with economic growth. This is causing direct and indirect public health risks and a deterioration of the ecosystem and natural resources. Awareness of environmental risks is however growing. With a view to developing stricter standards, the Turkish administration recognised the need for assistance in terms of legislative measures, monitoring requirements, methods of measurements and enforcement.

To help address the issue, the German Federal Ministry for Environment, Nature Conservation and Nuclear Safety was selected for a two year Twinning project aimed specifically at developing the capacity in institutional, technical and financial issues within the Turkish Ministry of Environment and Forestry. A well-designed project in terms of work flow, activities and project outcomes and objectives has led to an efficient committed Twinning team working towards the transposition and implementation of six specific EU Directives:

- Packaging Waste Directive (94/62/EC)
- Waste Management Framework Directive (75/442/EEC)

*“We have tried to help Turkey to transpose six Directives in the field of waste management. We make proposals and recommendations; we help draft the law, but it is Turkey’s responsibility to transpose the legislation. Transposition is one thing, implementation is another as it costs so much. Transposition is connected to investments for landfill and building incineration plants etc. This is why the process is sometimes slow...The technical level however is working hard and willing to carry out all the recommendations. We finish in September 2006 and we are on track.”*

*Resident Twinning Adviser Mr Horst Seida,  
Federal Ministry of the Environment, Nature  
Conservation and Nuclear Safety, Germany*

- Hazardous Waste Directive (91/689/EC)
- Waste Incineration Directive (2000/76/EC)
- Landfill Directive (99/31/EC)
- Shipment of Waste Directive (93/259/EC)

At the same time compliance with the *acquis* requires significant investment. A strong and well-equipped administration at national and local level is imperative for the application and enforcement of the environment *acquis*. In this regard, this targeted assistance will support the development of an overall Strategic Action Plan underpinning the efforts to implement an integrated waste management system.

Title of Project:	Air Quality, chemicals, waste: component waste
Beneficiary Country:	Turkey
MS Partner:	Federal Ministry of the Environment, Nature Conservation and Nuclear Safety, Germany
BC Ministry:	Ministry of Environment and Forestry, Turkey
Implementation Period:	September 2004 - September 2006
Funding amount:	€ 1.400.000 mio
	1998-2005 TR has 56 Twinning projects;
	1998-2005 TR has 8 in the field of environment



## BULGARIAN JUDICIARY TAKES STEPS TO REFORM

The reform of the Judiciary is a key strategic area where Bulgaria needs to progress in order to achieve a surer path towards accession. In recognition that such reform will require a long term effort and sustainable systemic change, Bulgaria adopted a five-year Strategy for Reform of the Judiciary to address the full range of institutional and material problems.

To support this Strategy and to help Bulgaria meet EU standards and practices in terms of quality of justice, the European Commission agreed with the Ministry of Justice and the Supreme Judicial Council of Bulgaria a range of assistance measures. Firstly, to improve access to justice; secondly, to improve the court decisions enforcement system to ensure effective and timely protection of the rights of citizens and legal entities; thirdly to introduce IT-based procedures to make courts more efficient.

A further important element of assistance to the Strategy for Reform – to strengthen the National Institution for Professional Qualification – came in the form of a 15-month Twinning project between the Ministry of Justice and the Supreme Judicial Council of Bulgaria and the French School for the Judiciary in June 2004.

The main objective of the partnership was to develop a programme for upgrading capacities and resources. This involved training the trainers of the Institute as well as curriculum developers, and updating and upgrading training programmes for magistrates. The curriculum focused particularly on judicial co-operation in civil and criminal matters, fighting against organised forms of trans-border crime, economic crime, EU law and human rights law.

*“The Twinning had a local and a European context. The purpose was to explain the EU point of view in judicial matters and compare this to the Bulgarian point of view. There were positive discussions and dialogue.*

*Twinning can be effective if the aim of the project and the different steps are very detailed... if it is not too complicated and not too ambitious – this project was not a very large project but was very focussed; and if there is good will from both sides, which was the case on our project.”*

*Resident Twinning Adviser Mr Yannick Pressense,  
School for the Judiciary, France*

The most tangible and self sustainable operational outcome was the establishment of an initial five month training programme for new trainee magistrates who had passed a competitive entrance exam. Another positive outcome was the development of a *Resources Centre* bringing together in an organised way all teaching materials and products from different sources of the Institute. These pedagogical materials are available to future trainers and disseminated to the Courts on CD Roms. Further work will be carried out on setting up a computer laboratory equipped with modern training facilities and library.

Title of Project:	Implementation of the Strategy for reform of the Judiciary in Bulgaria
Beneficiary Country:	Bulgaria
MS Partner:	Ministry of Justice, France
BC Ministry:	Ministry of Justice & the Supreme Judicial Council of Bulgaria
Implementation period:	June 2004 – Sept 2005
Funding:	€ 800,000
Number of Twinning Projects:	1998-2005 BG has 140 Twinning projects; 1998-2005 BG has 38 Twinning projects in JLS matters

## IMPLEMENTING THE DUBLIN REGULATION IN SLOVAKIA

Slovakia was the only new Member State to dedicate a whole Twinning project to preparing the implementation of the Dublin Regulation – the EU system which decides which Member State is responsible for assessing an asylum application. One essential element of the system is the implementation of the EURODAC Regulation, a system for the comparison of fingerprints of illegal migrants established to avoid multiple asylum applications.

On the eve of accession of the Slovak Republic to the EU, Slovakia saw its own EURODAC system go fully operational. For this reason, the project between the Immigration and Naturalisation Service of the Ministry of Justice of the Netherlands and the Ministry of Interior of the Slovak Republic from July 2003 to the end of 2004 was considered highly successful.

The challenge for all stakeholders was to create the right preconditions for a functioning *Dublin Station* ahead of joining the EU. This not only included installing equipment with adequate technical devices. It required across the board training of relevant staff from border guards to administrative staff; to judges from regional courts now obliged to implement asylum law and who received structured training from Dutch experts, as well as judges from UK, Austria and Germany.

Crucially full implementation also required the creation of a so-called ‘aliens chain’ between the different authorities involved in the implementation of the Dublin Regulation: the Migration Office, the Border and Aliens Police, and the Forensic Science Institute. These bodies agreed to strengthen their co-operation in order to achieve together an effective and efficient implementation of the Dublin Regulation by the Slovak Republic.

*“What I love about Twinning is that we very quickly get to really know what is going on in the partner country. Not just in the field of migration but in other fields, you have to understand what goes on in other countries to be able to solve international problems....Working with other countries throws a light on ourselves. Going to Slovakia was so special because it makes us think about what we are doing. It’s also a learning process for the Member State experts.”*

*Resident Twinning Adviser Ms Rahela Dosen  
Immigration and Naturalisation Service, Ministry  
of Justice, the Netherlands*

A further goal of the project was to ensure compatibility of Slovakia’s Asylum Law with regard to the implementation of the Dublin Regulation and the EU’s asylum requirements. As a reflection of their quality and commitment, the Dutch Short-Term Experts (STEs) were happy to lend a broader expertise with one eye also on upcoming EU measures.

Since the Twinning’s conclusion, Slovakia and the Netherlands have continued co-operation through three bilateral projects, including the provision of interpreters to assist the process of interviewing asylum seekers.

Title of Project:	Support for the implementation of the Dublin Convention
Beneficiary Country:	Slovak Republic
MS Partner:	Immigration and Naturalisation Service of the Ministry of Justice of the Netherlands
BC Ministry:	Ministry of Interior of the Slovak Republic
Implementation period:	July 2003 to December 2004
Funding:	€ 500,000
	1998-2005 SK has 74 Twinning projects;
	1998-2005 SK has 18 in the field of JLS

## MODERNISING THE ROMANIAN WINE SECTOR

Romania is a traditional vine grower and exporter of worldwide recognized wine brands. A preferential wine agreement with the European Union has been extended three times since 1993 thanks to Romanian primary legislation being recognised as compatible with EU norms and regulations. Nonetheless the modernisation of the Romanian wine making industry and administration has been long overdue and this Twinning project constituted a major step in that direction.

The wider objective of the Twinning carried out from March 2002 to April 2004 was to focus on further legislative reform and to reform Romanian production procedures, especially those related to quality and hygiene standards of wines. Together the Regional Ministry of Agriculture, Cattle Raising and Rural Development of the Government of La Rioja, Spain and the Ministry of Agriculture, Food and Forestry, particularly the Inspection authorities and the Office for Denomination of Origin (ONDOV) of Romania went beyond the initial objectives:

- full legal harmonisation achieved with the EU's wine acquis based on Regulation 1493/1999, including the screening and checking for conformity of existing legislation and new nine legal acts drafted and adopted as part of secondary legislation
- publication of a state of play of Romanian wine sector legislation to inform all stakeholders and help the wine industry to understand obligations under the new legislation
- the creation of industry wide wine registers involving the adoption of a legal framework, action plan for implementation drafted, developing the procedure, pilot projects successfully completed, staff trained and first registrations of vineyards made
- restructuring and capacity strengthening of the ministry in charge with enforcement of wine

*"A trip to Spain of high level officials from Romania persuaded them of what we were trying to achieve, and this helped to get the political backing. This helped with government support to carry out a registration of vineyards of farmers at national level...necessary to have your quota correctly calculated at European level."*

*"It was all together a very good experience, both professionally and personally. I think it was successful and we did more in the end than we thought we were going to achieve. We were working with people from the all over the wine industry to develop a group – the wine industry is special as it is not a big community so they know each other very well."*

*Resident Twinning Adviser Ms Marta Dizy,  
Universidad de La Rioja, Spain*

legislation, namely Wine Inspectorates and the National Office for Denominations of Origin

- development of wine quality testing laboratories involving the identification of investments and human resources needs, equipment purchased, staff laboratories trained.

Sustainability is hopeful given that Spain and France are currently involved in a follow-up project to support the significant progress achieved so far in the Romanian wine sector.

Title of Project:	Harmonisation of legislation and strengthening the capacity to manage the acquis on wine
Beneficiary Country:	Romania
MS Partner:	Regional Ministry of Agriculture, Cattle Raising and Rural Development of the Government of La Rioja, Spain
BC Ministry:	Ministry of Agriculture, Food and Forests of Romania
Implementation period:	March 2002 – September 2003 (18 months)
Funding:	€ 1.000.000 mio
	1998-2005 RO has 191 Twinning projects;
	1998-2005 RO has 27 in the field of Agriculture

# FACTS AND FIGURES

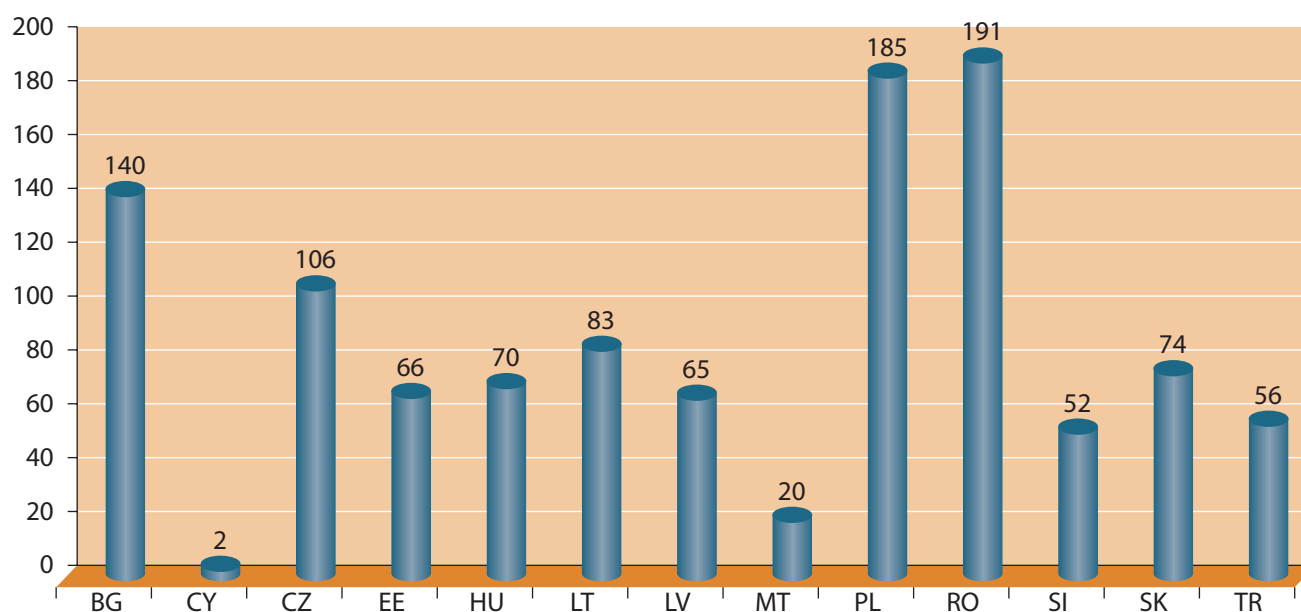
**TOTAL NUMBER OF TWINNING PROJECTS FOR ALL TWINNING BENEFICIARY COUNTRIES:**

YEAR	Overall Number of Projects
1998	104
1999	122
2000	147
2001	140
2002	207
2003	165
2004	201
2005	97
<b>Total</b>	<b>1 183</b>

**NUMBER OF TWINNING PROJECTS FOR NEW MEMBER STATE AND CANDIDATE COUNTRIES 1998–2005:**

YEAR	Overall Number of projects
1998	104
1999	122
2000	146
2001	132
2002	191
2003	152
2004	182
2005	81
<b>Total</b>	<b>1 110</b>

**BREAKDOWN OF TWINNING PROJECTS PER NEW MEMBER STATE AND CANDIDATE COUNTRY 1998-2005:**



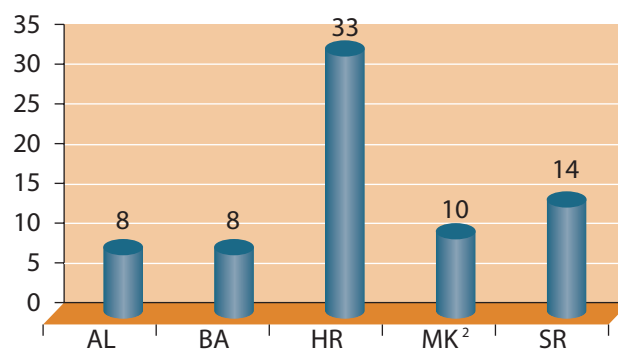
## TWINNING PROJECTS PER SECTOR FOR NEW MEMBER STATES AND CANDIDATE COUNTRIES 1998-2005:

SECTOR	BG	CZ	CY	EE	HU	LT	LV	MT	PL	RO	SI	SK	TR	Total
Agriculture & Fisheries	18	8	0	11	14	20	7	8	38	27	10	9	6	176
Environment	20	12	0	8	11	2	5	4	20	16	2	12	8	120
Structural Funds	7	5	0	2	5	3	3	1	19	23	4	3	1	76
Consensus & Social Policy	8	16	0	9	11	6	7	1	16	15	2	9	1	101
Public Finance & Internal Market	35	14	1	11	8	17	14	1	44	39	9	9	8	210
Justice & Home Affairs	38	26	1	16	14	18	15	1	25	44	10	18	17	243
Transport, Energy & Telecom	10	4	0	2	5	8	2	1	7	6	4	5	5	59
Standardisation	1	0	0	0	0	2	7	0	2	0	6	2	8	28
Others <sup>1</sup>	3	21	0	7	2	7	5	3	14	21	5	7	2	97
<b>Total</b>	<b>140</b>	<b>106</b>	<b>2</b>	<b>66</b>	<b>70</b>	<b>83</b>	<b>65</b>	<b>20</b>	<b>185</b>	<b>191</b>	<b>52</b>	<b>74</b>	<b>56</b>	<b>1110</b>

## NUMBER OF TWINNING PROJECTS FOR WESTERN BALKAN PARTNERS 2000-2005

YEAR	Overall Number of projects
2000	1
2001	8
2002	16
2003	13
2004	19
2005	16
<b>Total</b>	<b>73</b>

## NUMBER OF TWINNING PROJECTS PER WESTERN BALKAN PARTNERS 2000-2005



## TWINNING PROJECTS PER SECTOR FOR WESTERN BALKAN PARTNERS 2000-2005

SECTOR	AL	BA	HR	MK <sup>6</sup>	SR	Total
Agriculture & Fisheries	0	1	3	0	5	9
Environment	0	0	0	1	1	2
Structural Funds	0	0	0	0	0	0
Social Policy	1	0	1	0	1	3
Public Finance & Internal Market	2	0	10	2	0	14
Justice & Home Affairs	4	2	17	6	2	31
Transport, Energy & Telecom	0	2	0	0	2	4
Others	1	3	2	1	3	10
<b>Total</b>	<b>8</b>	<b>8</b>	<b>33</b>	<b>10</b>	<b>14</b>	<b>73</b>

<sup>1</sup> A variety of projects included public administration reform, industrial policy, personal data protection, consumer protection, chemicals control, human resource policies, insurance supervision and others.

<sup>2</sup> MK: Former Yugoslav Republic of Macedonia; provisional code that does not affect the definitive denomination of the country to be attributed after the conclusion of the negotiations currently taking place in the United Nations.

# TWINNING BENEFICIARIES

## **CZECH REPUBLIC**

Capital: Prague

79 000 km<sup>2</sup> – 10.2 million inhabitants

## **ESTONIA**

Capital: Tallinn

45 000 km<sup>2</sup> – 1.4 million inhabitants

## **CYPRUS**

Capital: Nicosia

9 000 km<sup>2</sup> – 0.8 million inhabitants

## **LATVIA**

Capital: Riga

65 000 km<sup>2</sup> – 2.4 million inhabitants

## **LITHUANIA**

Capital: Vilnius

65 000 km<sup>2</sup> – 3.5 million inhabitants

## **HUNGARY**

Capital: Budapest

93 000 km<sup>2</sup> – 10.2 million inhabitants

## **MALTA**

Capital: Valetta

315 km<sup>2</sup> – 0.4 million inhabitants

## **POLAND**

Capital: Warsaw

313 000 km<sup>2</sup> – 38.6 million inhabitants

## **SLOVENIA**

Capital: Ljubljana

20 000 km<sup>2</sup> – 2.0 million inhabitants

## **SLOVAK REPUBLIC**

Capital: Bratislava

49 000 km<sup>2</sup> – 5.4 million inhabitants

## **BULGARIA**

Capital: Sofia

111 000 km<sup>2</sup> – 7.9 million inhabitants

## **ROMANIA**

Capital: Bucharest

238 000 km<sup>2</sup> – 22.4 million inhabitants

## **CROATIA**

Capital: Zagreb

56 594 km<sup>2</sup> – 4.4 million inhabitants

## **THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA**

Capital: Skopje

25 713 km<sup>2</sup> – 2.0 million inhabitants

## **TURKEY**

Capital: Ankara

775 000 km<sup>2</sup> – 68.6 million inhabitants

## **ALBANIA**

Capital: Tirana

28 748 km<sup>2</sup> – 3.1 million inhabitants

## **BOSNIA AND HERZEGOVINA**

Capital: Sarajevo

51 209 km<sup>2</sup> – 3.8 million inhabitants

## **SERBIA AND MONTENEGRO**

Capital: Belgrade

102 173 km<sup>2</sup> – 8.1 million inhabitants

## **Kosovo (UNSCR 1244)**

10 887 km<sup>2</sup> – 1.9 million inhabitants



<sup>1</sup> MK: Former Yugoslav Republic of Macedonia: provisional code that does not affect the definitive denomination of the country to be attributed after the conclusion of the negotiations currently taking place in the United Nations.

<sup>2</sup> SCG: Serbia and Montenegro and Kosovo (UNSCR 1244).

<sup>3</sup> KS: UNSCR 1244.



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