Foreword

The financial crisis that hit Europe in recent years has highlighted the complex interdependences between European Union (EU) Member States and between the EU and its neighbouring countries. However, the slow economic recovery did not stop the European Union continuing to support its partner countries with considerable levels of targeted assistance delivered in different ways.

In pre-accession and neighbourhood countries the institution-building instruments, Twinning, TAIEX (Technical Assistance and Information Exchange) and SIGMA (Support for Improvement in Governance and Management) continued to encourage setting up networks between public administrations and raising awareness of European legislation, policies and best practices.

Twinning, TAIEX and SIGMA are very effective tools, not least because they draw extensively on the experience of European public institutions. For the last 15 years, under the aegis of the European Commission, these three complementary technical assistance instruments have been making the expertise of Member States’ public officials and administrations available to countries willing to align their standards with those of the EU. It is this collaboration between the Commission and Member States, together with the direct involvement of the beneficiary countries, which makes the instruments so popular, appreciated and unique. They really are peer-to-peer. They are mainly demand-driven. Their different but complementary features meet the very different needs of public administrations.

Overall, 2012 was a year of consolidation for Twinning, TAIEX and SIGMA.

For TAIEX, public administrations submitted almost 1,900 requests for assistance in 2012, showing that this short-term assistance tool remains highly appreciated by beneficiaries. TAIEX supported Croatia’s final efforts in aligning legislation with the acquis before becoming the 28th Member State of the EU in 2013. TAIEX assisted Montenegro in going through the legislation screening which is the crucial first stage of accession negotiations. Several TAIEX «multi-country» events offered opportunities for officials from Serbia and Kosovo* to sit at the same table – contributing to the visible, sustainable improvements of relations between Serbia and Kosovo which culminated in the ground-breaking agreement of 19 April 2013. The former Yugoslav Republic of Macedonia, together with Kosovo and Turkey, have shown outstanding interest in TAIEX assistance on their path to modernisation and reform of legislation and public administration.

In the neighbourhood, TAIEX continued to be used intensely, particularly in the eastern neighbourhood. However, the figures and themes of the interventions show that public administrations in southern neighbourhood countries are increasingly considering TAIEX assistance for furthering key institutional reforms, approximating to EU legislation and deepening trade agreements. Reflecting this, three quarters of TAIEX interventions in eastern and southern neighbourhood countries relate to justice and home affairs and the internal market.

2013 will be Twinning’s 15th year of activity and its 10th year in the neighbourhood. More than 1,700 twinning projects have been implemented in 37 countries. Though the majority (1,500) concerned the pre-accession region, in 2012 for the first time the same number of new twinning projects (30) was launched in neighbourhood and pre-accession regions. Favouring long-term cooperation between public administrations of Member States and beneficiary countries, Twinning is a good investment for the EU. Financed activities cover the key aspects of candidate countries’ and potential candidates’ preparations, as well as neighbourhood countries’ approximation in a wide range of sectors.

In pre-accession countries, many projects concern key sectors such as justice, freedom, security, and the internal market. 2012 saw the first twinning project launched in Iceland on food safety issues.

In 2012, in the eastern neighbourhood new twinnings addressed transport, migration, the environment and nuclear safety. The finalisation of the Institutional Reform Plans under the Comprehensive Institution Building initiative provides new opportunities for making more strategic use of the Twinning instrument in these countries. In the southern neighbouring countries, new twinnings covered areas as employment, social issues, protection of women and children, education, agriculture, phytosanitary, customs and tax systems.

Under the SIGMA Programme more assistance was given to enlargement and neighbourhood countries in 2012. This included support to Ministries of Finance in strengthening essential functions such as internal control, audit and inspection. The modernisation of public procurement was also addressed in several enlargement countries and countries of the eastern and southern neighbourhoods.

It is therefore a great pleasure for me to present the 2012 Activity Report on the EU institution building instruments. The results and achievements described in this report underline their increasing relevance and the appreciation of final beneficiaries. I am confident that these tools will continue to be essential in assisting the public administrations of the beneficiary countries towards the goals of political reform, institutional strengthening and closer association with the European Union.
What is TAIEX?

TAIEX (Technical Assistance and Information Exchange) was set up in 1996 to share European Union Member State public administrations’ technical expertise in all fields of EU legislation with those countries that are about to join the Union. In 2006, this instrument was extended to neighbouring countries, both south and east. TAIEX is mainly demand-driven and facilitates the delivery of appropriate tailor-made expertise to address issues at short notice.

Three types of assistance are delivered under TAIEX:

- **Expert missions:** One or more experts from EU Member States are sent to the relevant department of a beneficiary administration to provide in-depth advice on the transposition of a specific part of EU legislation, regulation, procedures and best practices. In general, expert missions last up to five working days and enable working intensively with a smaller group of officials in the beneficiary administration on a specific topic or piece of legislation.
- **Study Visits:** A group of up to three practitioners from a beneficiary administration goes on a study visit to an EU Member State for up to five days. The aim is to learn how to implement a specific part of EU legislation and, above all, to study best practices.
- **An overview of TAIEX operations**

In 2012, the total number of TAIEX operations organised remained stable at nearly 1800 events. Overall numbers have been stable since 2010 following a continual increase since the creation of the instrument in 1996.

The main applicants for TAIEX assistance were the former Yugoslav Republic of Macedonia (167), Kosovo (161) and Turkey (145). Croatian (134) and Bosnian (102) public administrations requested a higher number of TAIEX operations, but the largest increase was for Iceland with 76 applications (26 more than in 2011).

### Number of operations

<table>
<thead>
<tr>
<th>Year</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>TAIEX operations in 2012</td>
<td>1107</td>
<td>1282</td>
<td>1545</td>
<td>1687</td>
<td>1849</td>
</tr>
</tbody>
</table>

### An instrument aligned with EU policy priorities

Although TAIEX is driven by incoming demand, the requests submitted in 2012 by beneficiary public administrations largely matched the policy priorities set by the EU: enlargement strategy and ENPI policy papers have attached increasing importance to strengthening the rule of law and countering corruption and organised crime.

Assistance requests submitted by TAIEX beneficiaries have increasingly focused on the rule of law – freedom, security and justice – reaching 475 operations this year, which is a record number.

TAIEX assistance has also covered the traditionally highly requested areas of internal market (IM), agriculture and food safety (AGRI) and environment, transport and telecommunications (ETT).

### A flexible instrument

Outside classic TAIEX events, the Local Administration Facility (LAF) increases awareness among Western Balkan local and regional authorities of how the EU works and what accession means for their responsibilities. In total, 141 LAF events were organised, benefiting almost 400 representatives from local and regional administrations.

Increasing use is being made of medium-term technical assistance, a sequence of agreed short-term interventions. This approach has been used in the agriculture and food safety sectors as well as generally for the Turkish Cypriot community, and in Iceland and Kosovo.

### A demand-driven instrument

Direct and voluntary requests submitted by the beneficiaries’ public administrations trigger the delivery of TAIEX assistance. The flow of requests has increased steadily since 1996 but has stabilised in the last five years at around 2000 applications per year, which is testament to the appreciation of the TAIEX instrument.

### Number of requests

<table>
<thead>
<tr>
<th>Year</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
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<tbody>
<tr>
<td>1917</td>
<td>2359</td>
<td>2380</td>
<td>2080</td>
<td>2284</td>
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</tbody>
</table>
Freedom, Security and Justice

In 2012, police co-operation was again a key priority for all TAIEX beneficiaries, along with the fight against organised crime. Substantial support was also provided by TAIEX in the area of combating money laundering and other forms of financial crimes.

Many requests for assistance were related to the investigation of cybercrime, including child pornography. Compared to previous years, requests for assistance concerning the political criteria of Copenhagen increased.

Seminars on combating corruption took place in almost all the Western Balkans countries, as well as a series of workshops on combating terrorism. Events on anti-money laundering and trafficking in human beings took place in Turkey and the Western Balkans.

Overall, requests for expertise in the area of data protection increased substantially in 2012. The challenge of irregular and legal migration, as well as asylum, was discussed in the framework of several TAIEX events.

Asset recovery and establishing asset recovery offices was dealt with in all candidate countries and potential candidates. The Judicial Academy in Skopje requested numerous seminars and study visits for judges on various issues of law. In all Balkan countries, workshops were held on hot-pursuit exercises, involving neighbouring countries.

Environment, Transport, Telecommunications

In 2012, TAIEX delivered assistance in the fields of environment, transport and telecommunications, as well as energy and climate change.

Beneficiaries’ public administrations demonstrated great interest in the field of environment and, thanks to TAIEX Member State experts, shared best practices in the field of waste (landfill, hazardous, medical, etc.) and water, both of which are covered by specific EU framework directives.

High-level technical knowledge was also transferred on Information and Communication Technologies (ICT) and their market regulations. In this field, 26 events were organised on various topics such as radio-frequency usage and telecommunications.

As regards transport, the focus was mainly on road transport, although some activities were also organised in the railways sector.

Energy efficiency and nuclear safety were key priorities in 2012.

Specific activities took place on how to tackle climate change, for example by monitoring greenhouse gas emissions.

Overall, in 2012 expert missions continued to be the preference over workshops and study visits.

Pre-accession countries benefited from more than 70% of the activities organised by TAIEX within these policy areas. Public administrations from the former Yugoslav Republic of Macedonia and Croatia proved to be the most active applicants. Implementation of the EU acquis concerned a wide range of legislation making a concrete impact on citizens, such as better quality of drinking water or easier mobile phone number portability.

Agriculture and Food Safety

In 2012, a significant proportion of requests for TAIEX assistance focused on common rules for agricultural markets, known as CMO (Common Market Organisations). Several study visits to EU Member States allowed Western Balkans’ public administrations to gain practical knowledge about how to carry out on-the-spot controls.

As regards food safety, assistance focused mainly on official controls and hygienic packaging. Expertise was provided in areas such as labelling and packaging of food, and rules aimed at harmonising nutrition and health claims at the European level.

Veterinary assistance prioritised animal diseases (classical swine fever, rabies, African swine fever, foot-and-mouth disease) and measures to be taken in the event of outbreaks, as well as how to better coordinate disease surveillance.

Harmful organisms, pesticides, the Plant Passport System and seed testing in laboratories were among the topics requested in the phytosanitary area.

Concerning fisheries, assistance focused mainly on the implementation of EU legislation regarding the development of aquatic flora and fauna, the sustainable exploitation of fisheries resources, as well as the EU’s structural and state aid policy in this area.

The programmatic approach in the Agriculture and Food Safety area was strengthened during 2012. In addition to the traditional demand-driven component of TAIEX, pre-accession countries were requested to prepare a training map identifying their priorities in four areas: agriculture, food safety, veterinary and phytosanitary. This document sets out a mid-term planning for TAIEX activities with high impact on their further progress towards the alignment of their legislation with EU laws.

Internal Market

The four freedoms of the EU Internal Market registered the largest volume of assistance in this area. In collaboration with Directorate-General Enterprise and Industry, the new Internal Market Legislation for industrial products was presented to participants from all TAIEX beneficiary countries.

Five workshops on EU chemical safety legislation – EU regulations on REACH and classification, labelling and packaging of chemicals – were held for the benefit of representatives from the industries in Croatia, Serbia, Turkey and Ukraine.

Among the 50 events organised in the field of customs and taxation, TAIEX held a workshop in Zadar on business and IT management for customs and tax administrations.

EU legislation in the field of social policy and employment, networking and EU best practices was the focus of 38 events implemented in 2012. TAIEX experts assisted in screening the national law on social and child protection in Montenegro.

In the area of consumer and health protection, public officials from the South Eastern European Health Network countries were trained in Ohrid (the former Yugoslav Republic of Macedonia) on EU legislation and technical requirements for donation and procurement of human tissues and cells.

In 2012, TAIEX assistance in the field of the Internal Market was evenly distributed between pre-accession and neighbourhood beneficiaries. The former Yugoslav Republic of Macedonia remained the most active beneficiary with 49 single-country events (16%), followed by Ukraine (11%), Turkey and Azerbaijan (8%), Croatia (7%) and Montenegro (6%).
TAIEX Success stories

Police Cooperation Convention for Southeast Europe

Western Balkans

Background

In 2006, Ministers of Interior from Albania, Bosnia and Herzegovina (BiH), the former Yugoslav Republic of Macedonia, Moldova, Montenegro, Romania and Serbia signed the Police Cooperation Convention (PCC) for Southeast Europe (PCC). The aim of the Convention is to adopt Schengen standards for the improvement of strategic police collaboration in the region.

TAIEX action

In recent years, TAIEX has supported police cooperation between the parties to this convention through the organisation of several workshops and exercises. In 2012, TAIEX organised two multi-country workshops on cross-border undercover and surveillance operations, and three workshops on cross-border hot pursuit. Romania-Moldova, Bosnia and Herzegovina-Montenegro and the former Yugoslav Republic of Macedonia-Bulgaria were the countries concerned. In addition, a multi-country workshop on cooperation between border guard mobile units took place in December 2012 in Skopje.

In more detail, a workshop and two hot-pursuit exercises were organised to the benefit of a total of 55 officials, including prosecutors, police officers, border-guard officers and representatives of the Ministry of Security, Ministry of Interior of the Federation of BiH, Republika Srpska, Brcko District as well as the Republic of Serbia who participated in this workshop in Bijeljina (BiH). The workshop focused on the legal provisions relating to the possibility of engaging in hot pursuit and police co-operation within the framework of the PCC. A practical exercise simulated a robbery in BiH and local police officers engaged in a hot pursuit across the border. Criminals were apprehended approximately 3km behind the Serbian border crossing point thanks to a roadblock set up by Serbian special police units. Also Serbian police performed a hot pursuit into BiH. Each exercise was followed by an evaluation of communication channels as well as co-operation between police, border-guard officers and the judiciary. Specific attention was given to judicial cooperation, mutual legal assistance and the use of evidence following the arrest of the suspects.

Achievements

• Strengthened police co-operation between Serbian and Bosnian authorities.
• For the first time, Serbian police officers entered the territory of BiH with their full equipment to perform a joint police operation, and vice versa.

Rights of Persons with Disabilities in Health Settings

The former Yugoslav Republic of Macedonia

Background

With the aim of improving the situation of people with disabilities, in 2012 the former Yugoslav Republic of Macedonia adopted a National Strategy for Equalization of the Rights of Persons with Disabilities. One year later, the related UN Convention was ratified. However, fostering the participation of people with disabilities in social life and local community activities requires further action in several areas. Disabilities are often treated as chronic health conditions rather than as a social condition that can be alleviated through rehabilitation. Training on capacity-building, awareness-raising, knowledge management, as well as collection and validation of good practices is necessary to meet the country’s commitment.

TAIEX action

Following a request from the Ministry of Health, in September 2012 TAIEX organised a workshop on Rights of Persons with Disabilities in Health Settings. Within this framework, TAIEX experts promoted the implementation of a holistic approach to disability, which takes into account its social aspects and does not see it only as a medical or biological dysfunction. Prevention and early interventions were broadly covered. The importance of statistics and data collection was also underlined, as reliable evidence is essential for the development of policies for people with disabilities. It was pointed out that legislation needs to take into account criteria for categorising people with disabilities. Finally, it was suggested that people with disabilities should be involved in all policy planning procedures.

Achievements

• Development of a rule book for the assessment of the specific needs of people with disabilities, by the Ministry of Health and Ministry of Labour and Social Policy.
• Continual work on the implementation of the National Strategy for Equal Rights of Persons with Disabilities (2010-2018).
• Implementation of an early detection system for diseases in newborns, infants and young children.
• Implementation of the internationally accepted standards for statistics and data collection: development of forms for children and youth with disabilities (0-18 years), as well as guidelines for health workers and responsible personnel for recording data for children with disabilities.
• Preparation of annual programmes for people with disabilities in the field of health, by the Ministry of Health.

Tracking TAIEX performance and impact

The overall goal of TAIEX operations is transferring expertise in EU legislation from experts to event participants. In 2012, this objective was met for the large majority of events: 99% of participants who provided feedback reported that the TAIEX event they attended had enabled them to improve their knowledge.

The transfer of knowledge and expertise can and should lead to more tangible and meaningful effects for the beneficiary administration. With the aim of measuring both the effectiveness and the final impact of TAIEX assistance, a new evaluation system has been put in place. Six months after the implementation of an event, applicants are asked to provide a synthetic online feedback on the specific assistance delivered.

Did the TAIEX events enable you to improve your knowledge?

- Yes
- Partially
- No

- 85%
- 14%
- 1%
Common agricultural policy, moving with the times

Croatia

Background

The common agricultural policy (CAP) is a partnership between agriculture and society, between Europe and its farmers. Its main objectives are to ensure a fair standard of living for farmers and to provide a stable and safe food supply at affordable prices for consumers. Since its creation, the CAP has been continually adapted to meet the challenges of an ever-changing Europe. Food safety, environmental issues in the countryside, and quality-price ratio have now become the key issues.

The CAP, a cornerstone of European integration, has provided European citizens with five decades of secure food supplies and has set out the conditions enabling farmers to fulfill their multiple functions in society. This policy takes a large share of the EU budget.

In 2010, the European Commission – based on the outcome of a public debate and exchanges with the Council and the European Parliament – presented the Communication on ‘The CAP towards 2020’. There followed intense negotiations around the several proposals put forward in this Communication since CAP reform is an EU priority.

In Croatia, agriculture still plays a central role in the economy. As an EU acceding country, Croatia is now fully aligning its agricultural support system with the EU acquis and is increasing its absorption capacity for rural development funds.

TAIEX action

To assist Croatia in its preparations for the post-accession funds that will become available within the framework of the CAP, and to provide some insight into future reforms, TAIEX organised three events in collaboration with the European Commission’s Directorate-General for Agriculture and Rural Development. Two of them focused on ‘50 years of Common Agricultural Policy - The use of the post-accession funds for Agriculture and Rural Development’ (EAFRD) and took place in Šibenik and Vukovar. A third high-level seminar held in Brussels involved senior management and Croatian public officials.

Achievements

- Better understanding of the changes and challenges within the CAP reform, and involvement in the discussions about its future form.
- Higher level of awareness among farmers and other stakeholders active in rural areas about the benefits of applying the European agriculture model.
- Practical advice on better and more effective absorption of the CAP funds once they become available.

Organisation and Logistics

Organising almost 2000 operations per year represents a considerable challenge not only in terms of matching assistance requests with tailored expertise, but also as regards logistical organisation. For the practical implementation of events, TAIEX relies on the external support of a service provider that, in 2012 provided highly appreciated interpretation, accommodation and conference venue support, as shown in the pie charts.

Increasing energy efficiency in the building sector

Albania

Background

Forecasts show a steady rise in energy demand relating to the building sector. For both economic and environmental reasons it is increasingly important to stimulate awareness and interest in energy-efficient actions in the Albanian building sector.

A newly submitted National Energy Efficiency Action Plan will set energy-saving targets and propose concrete measures and actions. Above all, the new Law on Energy Efficiency will introduce the obligation to undergo energy audits in the sector. Implementing financial instruments will stimulate voluntary energy-efficient actions. At the same time, building energy certification schemes and energy efficiency performance evaluation will enable monitoring of the overall process.

The National Agency for Natural Resources in Albania requested TAIEX support in order to increase internal competences concerning the legal and technical aspects of energy efficiency in the building sector.

TAIEX action

In co-operation with the beneficiary, TAIEX conducted a series of three activities in the field of energy efficiency in the building sector. In October 2012, a three-day study visit took place in co-operation with the Portuguese Energy Agency ADENE in Lisbon. The visit was followed by a workshop and an expert mission on energy efficiency which were organised in December 2012.

Achievements

- Adoption and partial implementation of the National Energy Efficiency Action Plan in Albania.
- Support for the recent finalisation of the Albanian draft Law on Energy Efficiency which is currently under discussion in the national parliament.
- Officials from the Energy Efficiency Unit had the opportunity to clarify further technical questions regarding the drafting of secondary legislation, i.e. the implementation of a national energy performance certification system in buildings.
Launched in May 1998, Twinning is an instrument for co-operation projects between public administrations of EU Member States (MS) and beneficiary countries. Beneficiaries include acceding, candidate countries and potential candidates for EU membership, as well as countries covered by the European Neighbourhood Policy.

For the pre-accession countries, Twinning aims to provide support for the transposition, implementation and enforcement of EU legislation. It also strives to share good practices developed within the Union with beneficiary public administrations, and to foster long-term relationships between administrations of existing and potential EU countries.

Distribution of projects per sectors in the Pre-accession region

<table>
<thead>
<tr>
<th>Sector</th>
<th>Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture and fisheries</td>
<td>3%</td>
</tr>
<tr>
<td>Environment</td>
<td>9%</td>
</tr>
<tr>
<td>Social sector projects</td>
<td>7%</td>
</tr>
<tr>
<td>Transport</td>
<td>5%</td>
</tr>
<tr>
<td>Energy</td>
<td>2%</td>
</tr>
<tr>
<td>Justice and home affairs</td>
<td>36%</td>
</tr>
<tr>
<td>Education and Training</td>
<td>3%</td>
</tr>
<tr>
<td>Telecommunications</td>
<td>1%</td>
</tr>
<tr>
<td>Internal market and Economic criteria</td>
<td>8%</td>
</tr>
<tr>
<td>Finance</td>
<td>10%</td>
</tr>
<tr>
<td>Structural funds</td>
<td>1%</td>
</tr>
<tr>
<td>Standardisation and certification</td>
<td>1%</td>
</tr>
<tr>
<td>Other projects</td>
<td>6%</td>
</tr>
</tbody>
</table>

Twinning projects are built around EU policy objectives agreed between the public authorities of the beneficiary country and the MS. They include a broad variety of activities implemented by Member State experts, leading to the achievement of mandatory results.

Two project leaders (one on behalf of the Member State leading the project, the other from the beneficiary administration) and a Resident Twinning Adviser (RTA) are the backbone of twinning projects. The RTA coordinates the project and is seconded from the lead MS to the beneficiary administration for a minimum of 12 months. A twinning project work plan usually foresees expert missions, training events and study tours.

159 Twinning projects in 2012

So far, under the Pre-accession Instrument (IPA), the EU has invested over EUR 1.5 billion in more than 1500 projects in the 21 countries covered. This is a good investment for the EU: almost half of these projects concern key areas, such as justice, freedom and security issues, or the Internal Market.

In 2012, a new edition of the Twinning Manual was published presenting two main objectives: 1) reduce the preparation time; and 2) increase flexibility.

Proposals submitted and projects awarded as Lead MS - CARDS & IPA (2000-2012)

SUCCESS STORY
Monitoring surface water quality

Turkey

Background

The overall objective of the project is to improve the Turkish monitoring system for surface water quality. According to the EU Water Framework Directive, river basin management planning is central to achieving good water status for bodies of surface and groundwater. To fulfil this objective, public authorities need to collect data related to chemical substances, the biology and also the changes in the flow of the water bodies such as dams, dykes, reservoirs, etc.

The budget for the twinning project supporting these Turkish authorities taking on this challenge amounts to EUR 1,998,719 over 24 months. The project started in September 2011 and is expected to end in September 2013.

www.monitoring.ormansu.gov.tr

Project objectives

- Legal and institutional analysis of the present Turkish monitoring system.
- EU monitoring plans for five Turkish river basins.
- Monitoring programmes and guidelines for national implementation.

Achievements in 2012

A detailed legal and institutional analysis of the present Turkish monitoring system, including a gap analysis with EU requirements, has been carried out; the analysis focused on the tasks and responsibilities of all stakeholders involved in monitoring. Results will be used to prepare a national implementation plan that will enable EU monitoring requirements to be met.

Draft monitoring plans for five river basins have been finalised. The plans represent road maps that can be executed by the Turkish water authorities once the project has finished.

Around 250 Turkish water managers were trained. They are now able to set up an EU monitoring plan for a river basin and to carry out a legal and institutional analysis. Several international conferences were also organised.

VISIT THE TAIEX WEBSITE
http://ec.europa.eu/enlargement/taix/index_en.htm

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