Foreword

2016 marks the 20th anniversary of the launch of TAIEX, the Commission’s instrument of technical assistance and information exchange. An occasion not only to celebrate, but to both look back and into the future.

Over the course of the past twenty years, TAIEX has proven to be both a success with partner countries and most popular with EU Member States.

During that time, roughly 40 000 activities have been organised which represent an average of 1,907 events per year or 7.8 events per working day! None of this would have been possible without the clear interest of our partner countries or without the support of the Member States, providers of expertise and manpower to those countries in need of advice and guidance when it comes to the EU values, standards and legislation. Today TAIEX and its longer-term sister instrument Twinning continue to be in strong demand as powerful and most effective tools for capacity building and for providing advice and guidance when it comes to EU values, standards and legislation.

In late 2015, the European Commission reformed both its neighbourhood and enlargement strategies. The «European Neighbourhood Policy Review» reaffirmed the Commission’s commitment to key principles including differentiation and mutual ownership. With respect to enlargement, the Commission has set out a clear approach based on tackling the fundamental reforms first. It also looked to strengthen its annual reporting process by providing clearer guidance with respect to reform and harmonised assessment scales in order to allow for enhanced comparability between countries.

These changes go a long way towards increasing transparency and allow for the proper scrutiny of reforms by all concerned stakeholders. Differentiation, ownership, merit and sustainability remain the key principles for a reform process that will characterise relations between the EU and its Neighbourhood partners in the years to come. Furthermore, the Commission is committed to ensuring that words such as these translate into favourable outcomes for the partners concerned.

Both TAIEX and Twinning have a vital role to play with respect to the implementation of the Commission’s new approach to the Neighbourhood policy. At the same time, TAIEX strategy is being revised to support key reforms, which will be necessary in the context of both neighbourhood and enlargement, as well as to enhance its future impact.

TAIEX and Twinning will undoubtedly continue to rank amongst the most essential instruments, which are available to foster stability, security and prosperity throughout the Neighbourhood and enlargement regions.

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http://ec.europa.eu/twinning
What is TAIEX?

TAIEX is the European Commission’s Technical Assistance and Information Exchange instrument. Its aim is to provide candidates and potential candidates for EU membership, and the EU’s eastern and southern neighbours, with technical know-how and legislative expertise. TAIEX organises workshops, expert missions or study visits so that experts from the EU Member States’ public administrations can pass on tailor-made expertise to address short-term institutional or capacity-building needs.

TAIEX assistance covers all aspects of EU standards and legislation, from fundamental rights to consumer protection. Among the most important areas are the rule of law, democracy, economic governance and connectivity.

TAIEX Activities in 2015

Between 2010 and 2015, TAIEX organised over 11000 activities.

Key trends in 2015

<table>
<thead>
<tr>
<th>TAIEX activities per beneficiaries or partners in 2015¹</th>
<th>Number of activities</th>
<th>Number of participants</th>
<th>Number of experts</th>
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<td>Kosovo*</td>
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* Expert missions  Study visits  Workshops

This designation is without prejudice to positions on status and is in line with UNSCR 1244(1999) and the ICJ Opinion on the Kosovo Declaration of Independence.

From 2014 to 2015, TAIEX doubled its assistance to Ukraine and Azerbaijan, while in the rest of the Eastern Partnership region the number of activities remained stable. Of the southern neighbours, Jordan saw the biggest increase in TAIEX events in 2015 as compared with 2014, with a rise of one third.

Among candidates and potential candidates for EU membership, Montenegro accounted for the lion’s share of TAIEX events in 2015, with an increase of 14 % as compared with 2014.

The instrument’s driving force: TAIEX experts

TAIEX could not function without the support of experts from the Member States’ public administrations. In a unique peer-to-peer approach with no equivalent in other donors’ portfolios, TAIEX helps beneficiary administrations by providing them with the relevant tools to strengthen their administrative capacity or bring their national legislation more into line with EU legislation or standards.

After each TAIEX workshop, expert mission or study visit, participants are asked to assess the know-how of the experts they met. In 2015, they rated this as 92 % excellent or good.

“...I’ve been cooperating with TAIEX since 2004. This valuable instrument ensured the sustainable progress of our work and the development of innovative approaches in responding to drug abuse. Today, we have the pleasure of transferring the same knowledge and best practices to current TAIEX beneficiaries (...). Working with the TAIEX team has always been a professionally rewarding experience.”

Lidija Vugrinec, Deputy Head of the Office for Combating Narcotic Drugs Abuse, Croatia

A flexible instrument aligned with EU policy priorities

To cater for its partners’ various training needs, TAIEX provides assistance in three different forms: workshops, expert missions and study visits.

In March 2015, for instance, 54 veterinarians and staff from the Department for Animal Health and Welfare of the former Yugoslav Republic of Macedonia attended a workshop in Skopje on strengthening disease monitoring and preventing the spread of emerging animal-borne infections (e.g. Rift Valley Fever) that might pose a threat to both the former Yugoslav Republic of Macedonia and its Western Balkan neighbours.

In July 2015, an official from the Bulgarian Ministry of Economy and Energy went on an expert mission to Podgorica to share his expertise on consumer protection with his counterparts in the Montenegrin Ministry of Economy. The Ministry of Economy was able to gather input to help with the reform of the national law on consumer protection. A new law amending the current Montenegrin Consumer Protection Act is to be adopted by mid-2016.

In a series of study visits between February and October 2015, a number of representatives from Turkey’s General Directorate for Prisons and Detention Houses visited Dutch, Swedish and Czech facilities and gained practical knowledge to contribute to the modernisation of the prison system in their home country. They were able to observe how their hosts handle volunteers’ probation periods, how victim compensation is established and how female prisoners are rehabilitated.

Gender mainstreaming

Gender equality is a core EU value and TAIEX has been taking steps to promote gender mainstreaming in all aspects of its work.

In 2015, TAIEX focused on gender equality through eleven specific activities and by promoting gender balance across its events. A third of the experts mobilised and 46 % of the participants were women. The percentage of female participants in study visits varies according to the region of origin (43 % for Enlargement region, 41 % for Neighbourhood East countries and 36 % for Neighbourhood South countries).

TAIEX will continue to promote gender equality and calls on its partners and Member States to take gender balance into consideration when nominating participants or proposing experts.

Between 2010 and 2015, a quarter of a million public officials provided or received expert advice.
What is Twinning?

Twinning aims to improve the capacity of public administrations in the Neighbourhood and Enlargement regions by establishing direct, on-the-ground-cooperation between peers of beneficiaries and of EU Member States. Its uniqueness and success lie in the fact that, for any given area (be it the fight against corruption or the development of agricultural legislation), a Member State expert is seconded for a year or more to help the twin administration achieve its specific goal, such as the strengthening of an anti-corruption department or the reorganisation of a veterinary agency.

In the case of candidates and potential candidates, the themes covered are mainly linked to the legislation and standards that must be in place before the country joins the EU. Under the European Neighbourhood Policy, the instrument is used to bring countries’ legal and administrative set up more into line with the Union acquis, in the framework of their association or cooperation agreements with the EU. In both cases, Twinning activities focus on the sharing of best practice.

What needs to be done to put a Twinning project in place?

Once a beneficiary country decides that a Twinning project can provide clear added value for its modernisation process, a call is launched simultaneously in the 28 EU Member States (through a national contact point network) on the initiative of a beneficiary public administration. After receiving the proposals, a selection committee (on which the beneficiary and EU Delegation are represented) awards the project to a Member State or a consortium of Member States and the project can start.

Twinning in support of Enlargement and Neighbourhood

Number of projects launched per sector in the Enlargement and Neighbourhood region in 2015

While the number of Twinning projects requested by beneficiaries remained more or less equal for 2014 and 2015, the sectors covered differed greatly.

In the Neighbourhood region in 2014, the emphasis was mainly on transport and finance, while in 2015 the number of projects in the justice and home affairs sector rose significantly.

In line with a long-term trend, justice and home affairs was again the main sector in 2015, representing almost half of the projects launched in the Enlargement region. This reflects the countries’ interest in meeting EU standards in this fundamental area. Finance, employment and social affairs are the sectors that saw the second highest increase, given the beneficiary administrations’ need to establish further cooperation with the Member States.

Twinning calls for proposals per country in 2015

Croatia joined the EU in July 2013 and until 14 January 2017 it will benefit from the special status of being both a provider and a recipient of Twinning assistance. In 2015, it was still the main user of the instrument overall, with 18 ongoing projects.

In 2015, Turkey regained its 2013 ranking as the second main user, with some 13 projects launched after an exceptionally quiet 2014. Nine projects were launched in the field of justice and home affairs. That is also the priority sector for the former Yugoslav Republic of Macedonia, which maintained its high ranking as a Twinning beneficiary (12 projects in 2015).

In the Neighbourhood region, Tunisia accounted for the lion’s share of Twinning assistance with 12 projects launched, followed by Ukraine and Azerbaijan with 8 projects each.

Spain tops the list as leader of Twinning projects awarded (seven) last year in the Western Balkans and Turkey, closely followed by the Netherlands and Germany with six projects each. A wide range of experience is being shared across the region as a result of a number of other Member States having been awarded a project as leader.

As in previous years, France is leading most of the projects launched in the Neighbourhood South region, perhaps due partly to the widespread use of French as a common language in part of the region.

As for the Neighbourhood East region, projects were awarded across the board to various Member States. Such a balanced approach, which gives access to a range of experience, can be very constructive for the region.

Member States such as the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia are increasingly active as providers of Twinning assistance.

“...sincerely believe Twinning projects are very useful tools that deserve to be developed even further. From my perspective, their impact is twofold: not only do they translate into direct achievements helping to improve the administrative capacities of the beneficiary countries, but most importantly they provide traction for further legislative and institutional developments and fuel deeper bilateral cooperation between partners.”

Alain Laferte, former resident Twinning advisor in Azerbaijan on a project aimed at strengthening the capacity of the State Committee for Family, Women and Children to protect the rights of the most vulnerable.
Smart Specialisation Platform

Enlargement and Neighbourhood

Background

Under the Europe 2020 strategy, the EU’s vision for the development of the social market economy is based on three mutually reinforcing pillars:

- **Smart growth** to improve the EU’s performance with respect to education, innovation and the digital society;
- **Sustainable growth** to promote a more efficient, green and competitive economy; and
- **Inclusive growth** to encourage employment and deliver economic, social and territorial cohesion.

In 2011, the Commission established a Smart Specialisation Platform to help Member States review, develop and implement research and innovation strategies in order to boost economic development.

**TAIEX Action**

In November 2015, TAIEX held a workshop which underlined the benefits of the Smart Specialisation Platform for pre-accession and partner countries currently covered by the scheme. It was organised in cooperation with the Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) and the Joint Research Centre (JRC).

During the event speakers of the Commission emphasised the commitment to the Platform. Some 50 participants from the Neighbourhood region, the Western Balkans and Turkey were in attendance. Speakers from Slovenia, Lithuania, Serbia and Turkey spoke about their experience of the Platform. JRC colleagues provided information on the tools available through the Platform and other Commission representatives outlined the approach currently being taken by Member States.

**Follow-up**

It was agreed that the Platform can help all countries to develop more innovative economies and confront the challenges of current global trends. A number of countries showed interest in subscribing to the Platform, including Tunisia, which requested its own workshop on smart specialisation.

Migration and asylum systems

Enlargement and Neighbourhood

Background

2015 saw a significant increase in flows of refugees and migrants within the Neighbourhood and Enlargement regions. This proved challenging for the migration and asylum systems in both regions.

**TAIEX Action**

In response to the refugee crisis, TAIEX organised a number of training events for national officials. This contributed significantly to stronger cooperation with the EU. TAIEX also supported asylum and migration bodies in strengthening their asylum laws and procedures, including the various techniques for determining country of origin. As a result, Montenegro has drafted a new asylum law which is fully in line with EU legislation in this area. In addition, border police and asylum offices have benefited by replicating EU good practice. This has helped them to deal with issues relating to the return of irregular migrants, smuggling and trafficking. TAIEX experts also advised beneficiaries on how to make contingency plans in case of mass migration (as is the case with Serbia), how to develop comprehensive migration management strategies and how to analyse migratory movements.

Two regional workshops were held in Tirana and Minsk to discuss possibilities for cooperation on upholding refugees’ rights in the Neighbourhood and Neighbourhood South regions and improving asylum procedures in Neighbourhood East.

Cédric Dartois, Asylum Expert from Belgium, mobilised through TAIEX, acknowledged during the seminar in Albania that ‘2015 has been a challenging year in upholding international standards on protection of persons in need of international protection. Although the situation in the EU is under pressure, we still can rely on strong expertise and a solid legal basis, composed of various checks and balances, which we can promote to our neighbours in order to work together on facing the challenges by means of solidarity’.

**Results**

TAIEX provided a solid platform for the exchange of knowledge and best practice by contributing to progressively align beneficiary countries’ asylum and migration laws with EU legislation. National civil servants have been offered a range of tools to strengthen capacity with respect to migration and asylum policy frameworks and procedures in line with EU legislation and the Geneva Convention provisions on the rights of refugees.
**Preparation of a new law on education**

**Ukraine**

**Background**

Ukraine is developing education legislation for the coming decade to adjust it with current developments and reflect European trends in learning schemes. The new law on education will need to address the main challenges associated with the existing system, such as its financing, and the setting of educational and qualification standards. It is therefore essential that Ukraine receives assistance with a view to increasing the exchange of information and expertise, thus guaranteeing the country’s long term socioeconomic stability.

**TAIEX Action**

The Ukrainian Parliament (Verkhovna Rada) Science and Education Committee asked for TAIEX assistance in developing the new law. In May, June and November, Estonian and Polish experts, together with the European Training Foundation (ETF)*, conducted a series of missions to support the mixed working group in charge of drafting the legislation by sharing their knowledge of governance, education and training, finance, national qualification frameworks and lifelong learning policies.

**Outcome**

The meetings were an opportunity to present the Member States’ experience in the field of education. Lifelong learning, key competences and national qualification frameworks were key issues in the preparation of the draft law.

It was agreed that the draft addressing the main challenges of the current education system would be adopted at the end of 2016. The TAIEX assistance supported the reform by addressing key policy and legal questions encountered in the course of the legislative process.

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* The ETF is a decentralised EU agency based in Turin, Italy. It was established by Council Regulation (EEC) No 1590/90 (Revised Regulation (EC) No 1390/2008) to contribute to the development of education and training systems in the EU’s partner countries.

**Promoting gender equality**

**Turkey**

**Background**

Although Turkish legislation guarantees gender equality, greater efforts are needed for its effective implementation. The importance of the Government’s role in addressing gender inequality cannot be underestimated. The implementation of gender mainstreaming at local and national level constitutes a strategic component in the redesigning of public service provision.

**TAIEX Action**

In September, TAIEX organised a workshop which focused on the role of local Turkish government in promoting gender equality. Public sector experts from the Czech Republic, Italy, Lithuania, Spain, the United Kingdom and Turkey presented a number of proposals for local government action in this area, including empowering women by involving them more in political decision-making, promoting female entrepreneurship, combating domestic violence, gender mainstreaming at local level and gender impact assessment.

The event drew a wide audience, predominantly from the Black Sea region and Ankara. It was attended by around 100 representatives from local government, the health and education sectors, law enforcement bodies, NGOs and academia.

**Results**

Following the workshop, one of the experts on gender equality underlined that ‘the pooling of the selected projects presented in this workshop has enabled us to compare the differences and similarities between various countries and activities as well as between the people they are aimed at (…).’

The inclusive workshop combined expertise at national and local levels and brought together representatives from a range of fields. Experts conducted impact assessments on a number of current policies and presented concrete measures and best practice that can be adapted to the local situation. The audience engaged in a constructive exchange with the experts on how to implement gender equality through the provision of local government services.

In conclusion, the workshop achieved its primary objective: to raise awareness of the strategies that local authorities can implement to achieve gender equality at local level.
Performance and competitiveness in rail transport

Ukraine

Background

Ukraine’s Ministry of Infrastructure has been reforming the country’s railway systems since 2009. The State Rail Transport Reform Programme aims to create a new institutional, legal and economic framework for railway management and to improve competition and operational performance while meeting the passengers’ needs.

In order to support the reform, Twinning launched a 26-month project in October 2013 to boost the operational performance and competitiveness of rail transport in Ukraine. The principal partner in the €1.8 million project was the Ukrainian Ministry of Infrastructure, together with Ukrainian Railways and with support from the Spanish and Polish transport ministries.

Components

The main objective of the project was to enhance the operational performance and competitiveness of the railway system by improving state governance and the railway management structure. To reach this objective, the project was focused around the following actions:

- Improvement of the institutional and functional structure of the central executive bodies of the railway system;
- Support for the development of the system, including technical exchange between Member States and beneficiary partners; and
- Staff training.

Experts provided advice to the Ukrainian officials during the drafting of a new law on railway transport (due for adoption in 2016), which will set out the basic operating principles of the railway system.

Results

The Twinning experts assisted the Ministry of Transport in analysing the institutional links with Ukrainian Railways, a new joint stock company that allows for a clear separation between state and corporate governance and is expected to lead to a more open market and subsequently to increased competition.

In addition, Twinning experts assisted in the drafting of recommendations on how best to improve the current tariff system.

Sustainable changes have to be supported by proper training. The project’s main achievement in this regard was the organisation of staff training sessions on certification issues, safety management and technical standards.

Lastly, preliminary contacts were established with the trans-European transport network (TEN-T) corridor coordination office with a view to improving rail connections between Ukraine and the EU.

Harmonisation of food safety standards

Algeria

Background

Algeria’s agricultural sector has been undergoing modernisation since 2008. This has been underpinned by the country’s agricultural and rural renewal policy, which is aimed at modernising agricultural administration, achieving sustainable food security and revitalising rural territories.

For a 26-month period starting in 2014, two Twinning projects (awarded to a French-Italian consortium at an overall cost of €3 million) are helping the Ministry of Agriculture and the National Veterinary Institute (NVI) to bring the veterinary services’ control capacity and the NVI’s laboratories into line with EU and international standards.

Components

Both Twinning projects are aimed at improving animal product safety so that products can be exported to the EU and elsewhere. In parallel, they support the development of Algerian agricultural policy by strengthening the veterinary services’ monitoring capacities (to meet ISO/IEC 17020) and modernising veterinary laboratories (to meet ISO/IEC 17025).

Follow-up

A number of national veterinary regulations on animal identification, veterinary medicines and customs inspections of animals and animal products are currently being revised to make them compatible with EU standards.

With regards to the reliability of veterinary checks, three seminars have been organised at national level to raise veterinary inspectors’ awareness of the decentralised services in 48 Algerian provinces in line with ISO 17020. In addition, over 90 technicians have attended training courses on the quality management system in line with ISO/IEC 17025.

Furthermore, a centralised veterinary inspections information system is gradually being put into place. A range of veterinary institutions (central veterinary services, laboratories and provincial veterinary inspectorates) will share the same database, to provide all operators (veterinary field epidemiologists and policy makers) with an extensive, better structured source of information.
Support for the Employment Service Agency

The former Yugoslav Republic of Macedonia

Background

The labour market in the former Yugoslav Republic of Macedonia is characterised by high and persistent levels of unemployment. The situation is particularly difficult for women, young people and the long-term unemployed.

The German Federal Ministry of Labour and Social Affairs and the Lithuanian Ministry of Social Security and Labour are implementing a €1 million, 28-month Twinning project which began in June 2014. The beneficiaries are the Ministry of Social Affairs, the Employment Service Agency, four regions (Skopje, Bitola, Tetovo, Kumanovo) and numerous local social partners, NGOs, professional associations and international organisations.

Components

The purpose of the project is to help the unemployed back into the labour market and, more specifically, to:

- Encourage more people to take up and stay in work;
- Strengthen the Employment Service Agency; and
- Support young people, women and the long-term unemployed.

Results

This Twinning-promoted scheme has supported the implementation of some of the aims of the Stabilisation and Association Agreement and of several national strategies by improving the efficiency of labour market institutions. However, the main achievement has been to increase the capacity of the employment service agency with 200 fully trained staff members.

Sub-projects in Skopje, Bitola, Tetovo and Kumanovo have helped to support regional authorities in developing suitable labour market measures. So far, 80 people have received training in a number of areas, including hairdressing, metalwork, design and crafts, and IT.

An internal monitoring tool was developed with the aim of increasing the project’s overall reach and impact.

The project partners have developed good relations. The fact that the consortium includes Lithuania, a Member State which had a similar path to EU accession, has proved to be very useful in adapting assistance to the needs of beneficiary administrations.

‘After so many years of unemployment, my participation in this training has brought new professional opportunities; I will achieve my dream of being my own boss’, said one participant, Silvana Naumovska.

Border security and the fight against drug trafficking

Kosovo

Background

Kosovo is surrounded by rural mountainous areas. Although progress has been made in improving border security, not all crossing points are fully secure. Smuggling of drugs in particular, still takes place on a regular basis. In 2009, the Kosovo authorities adopted an integrated border management strategy and an action plan to assist the country in its fight against organised crime.

The €2 million Twinning project on border management and fight against drug trafficking ran over a 34-month period from November 2012 to August 2015. It was implemented by the United Kingdom in partnership with Finland.

Components

The Border Management project was aimed at strengthening:

- Border management and the enforcement capacities of integrated border management agencies; and
- Legislative, policy and investigative anti-drugs capacities and information collection, exchange and analysis mechanisms.

Achievements

The project contributed to the drafting of a new law on inter-agency cooperation, which was adopted by the Kosovo Assembly and assessed in the context of the visa liberalisation dialogue as one of the best examples of such laws. In addition, project experts reviewed and amended the law on border control and surveillance and laws relating to foreigners.

Over 500 staff received training inter alia on drug identification, border standards and intelligence-led policing. The project also enabled local authorities to conduct two security exercises at Pristina airport.

An education programme on drugs was developed with the support of the Awareness Educational Training Kit and corresponding leaflets. Over 7000 school pupils and 60 university students received detailed information on drug abuse in 2014.

In February 2014, an EU funded external monitoring mission rated the project positively and concluded that it ‘sets a good example of strong and highly flexible partnership attentive to beneficiary needs’.

The representative of the beneficiary institution underlined that ‘our standards and expectations were high and we were not disappointed. This will long be remembered as a project that “delivered”’. 
TAIEX organised a regional workshop on economic governance in cooperation with the Directorate-General (DG) for Economic and Financial Affairs. Experts informed the senior officials from candidates and potential candidates’ finance ministries and central banks about the EU’s economic policies under the economic and monetary union and economic reform programmes.

A multilateral training course was organised on improving the collection of statistics for monitoring policies aimed at strengthening the competitiveness of small and medium sized enterprises. It brought together experts from Neighbourhood East partners, candidates and potential candidates, various Member States, DGs and international organisations.

In the areas of social inclusion, education, and employment, TAIEX organised seminars focusing on inclusive and non-discriminatory education, Roma anti-discrimination policy and EU best practice as regards active labour market programmes.

### Environment, energy, transport and telecommunications

In preparation for the Paris Climate Change Conference (COP 21), TAIEX organised a workshop in cooperation with the Directorate-General for Climate Action as part of the Environment and Climate Regional Accession Network project to support negotiating teams in all three regions. The experts together with the participants identified shared priorities and explored opportunities for joint action in order to strengthen the EU’s negotiating position at the Conference.

TAIEX organised a seminar where Member States and experts from the Directorate-General for Communications Networks, Content and Technology gave presentations on key aspects of the three-pillar digital single market strategy and EU digital best practice.

TAIEX provided assistance in a number of other areas, including transport, Horizon 2020, environment and energy. This involved workshops and expert missions on road safety audit, aviation security and energy saving and efficiency.

![Chart showing number of activities organised per sector for Environment, energy, transport and telecommunications](chart)

### Agriculture and food safety

TAIEX organised training sessions in the field of agriculture that were aimed at helping Enlargement beneficiaries prepare and implement programmes under the Instrument for Pre-Accession Assistance for Rural Development (IPARD) II.

Major issues addressed in the field of veterinary policy were the control of animal diseases and the European Commission’s Trade Control and Expert System (TRACES). Veterinary officials shared best practices on how to reduce the risk of transmission of infectious diseases in livestock. On the whole, this proved an excellent means of improving cooperation between the veterinary sectors in the participating countries.

TAIEX steered its ninth consultation process to plan assistance for the first half of 2016. Four training maps were drawn up per country so that assistance could be better matched with country priorities and ongoing and upcoming complementary forms of assistance could be better coordinated.

![Chart showing number of activities organised per sector for Agriculture and food safety](chart)