



# **Mainstreaming the key Principles of Public Administration in twinning (and other IB) projects**

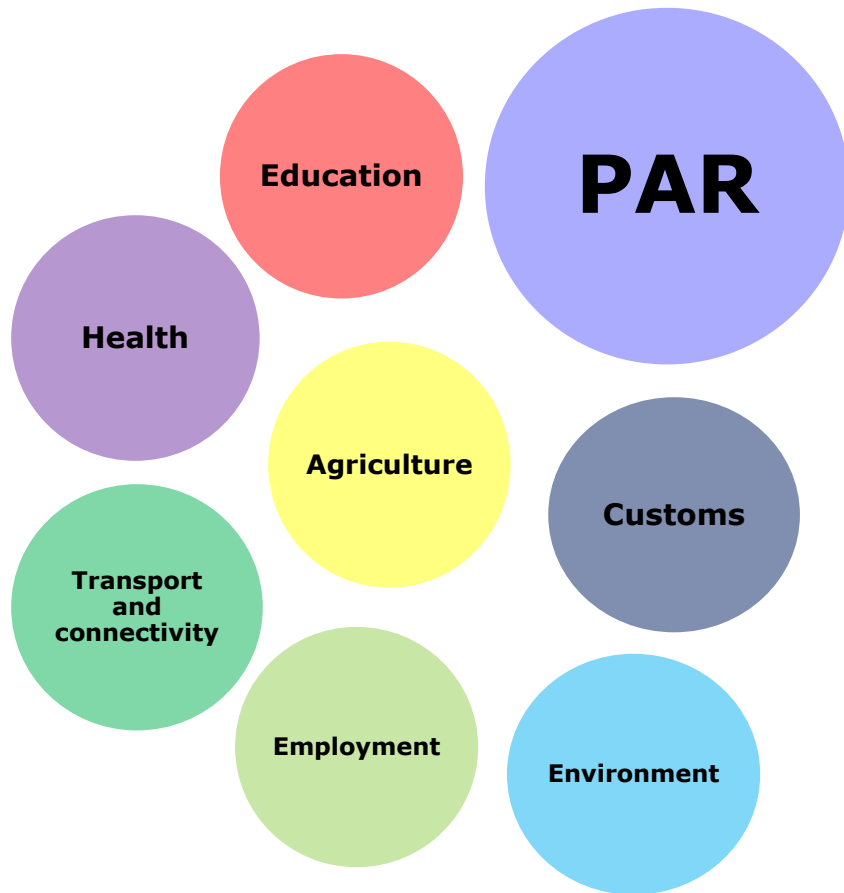
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institution building**

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**Ms Ritva Heikkinen**

*Centre of Thematic Expertise on PAR  
European Commission, DG NEAR*

## Old approach



## New approach



**Requirement since adoption of  
the new 2017 Twinning manual**



### **Sections of the new Twinning Manual:**

- *2.1 Twinning Fiche and Call for Proposals*
- *4.1.7 Short-term experts*
- *4.3.3.1 Role of the Commission (EUD) in direct management*
- *5.2.4 The Project Steering Committee*
- *5.2.5 Components and activities*
- *5.11.1 Sustainability*
- *ANNEX A1: Description of the action and the MS proposal*
- *ANNEX C1: Twinning Fiche*
- *ANNEX C1Bis: Twinning Light Fiche*
- *ANNEX C2: Twinning Proposal*
- *ANNEX C2Bis: Twinning Light Proposal*
- *Annex C5: Twinning Final Report*

# Old approach

## Assumptions



- If twinning helps to improve capacity of an institution, it automatically contributes to public administration reform.
- Administrative capacity is mainly about capacity of civil servants in a specific institution.
- If a twinning has helped to prepare a law, it is a good law that can be implemented and enforced.
- Twinning has produced sustainable results, if the law prepared within the project has been adopted or if training activities of the project will continue after.

***"Twinning, by definition, improves governance and contributes to public administration reform efforts."***

# New approach

## Assumptions



- Improving a capacity of an individual institution does not necessarily contribute to better overall administration. In fact, 'islands of excellence' can result in more fragmentation (silos).
- Administrative capacity is more than capacity of civil servants or capacity of a specific institution. Administrative capacity of an institution is weakened if there are other institutions with overlapping responsibilities.
- A law prepared by twinning project does not necessarily mean it is a good and implementable law in a specific country context.
- Sustainability of a twinning project goes beyond a production of a law or continuation of training activities after the project.

***"Twinning improves governance if it complies with key Principles of Public Administration."***

# Six core areas defined by Principles of Public Administration



**Policy  
development  
and  
co-ordination**

**Public service  
and human  
resources  
management**

**Accountability**

**Service  
delivery**

**Public  
financial  
management**

**Strategic framework of public administration reform**

# Key Principles impacting twinning projects



Policy  
development  
and  
coordination

- Laws and policies are prepared in an inclusive and evidence-based process (**Better Regulation**)

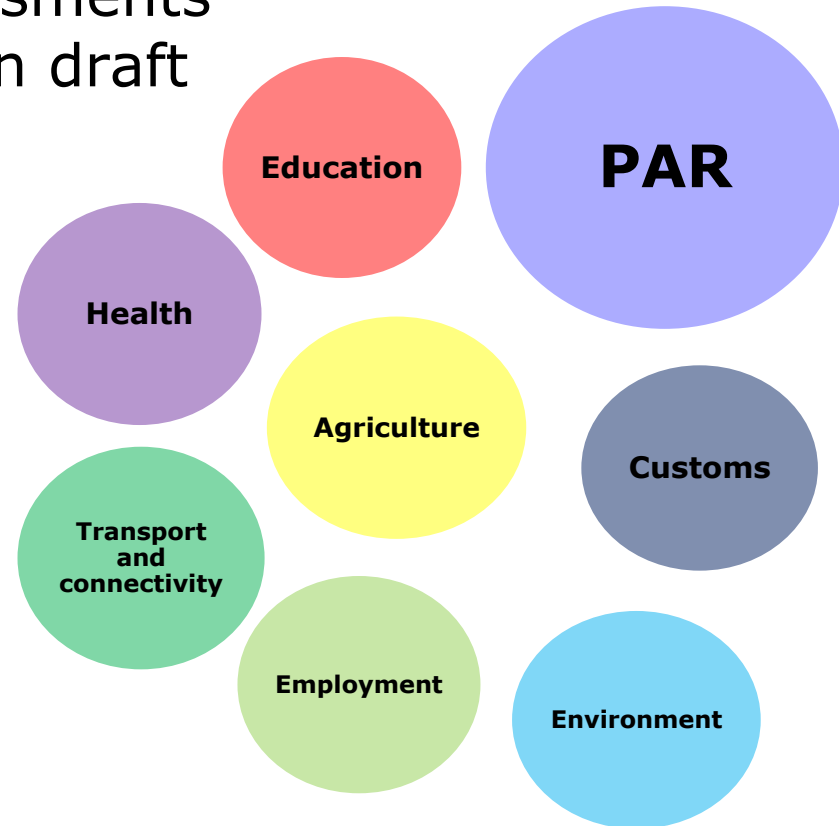
# Old approach

## Law-making



- Twinning projects focus on content, not the quality of legislative process
- Poor quality or no impact assessments
- Inter-ministerial coordination on draft laws not consistently ensured
- No timely public consultations
- Fast-track adoption of laws in parliaments

- *Poor quality of legislation*
- *Contradicting legislation*
- *Implementation difficulties*
- *Need for frequent amendments*
- *No sustainability*



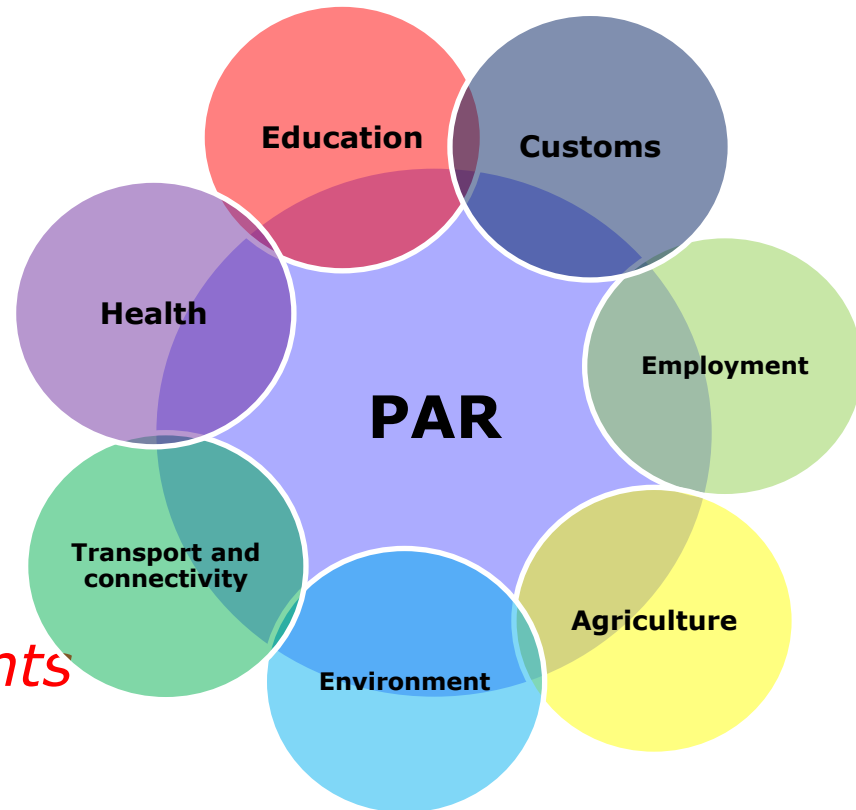


# New approach Law-making



- Twinning projects focus both on content and the quality of legislative/policy-making process
- Twinning supports with impact assessments
- Twinning helps to ensure inter-inter-institutional coordination
- Twinning helps to ensure timely public consultations
- Fast-track adoption of laws in parliaments only exception

- *Better legislation/policies*
- *Less contradictions*
- *No need for frequent amendments*
- *Less implementation difficulties*
- *Better sustainability*



# Key Principles impacting twinning projects



## Policy development and coordination

- The government ensures regular monitoring and reporting on implementation of policy objectives (incl. sector strategies) and publication of monitoring reports

**New approach:** Twinning/IB projects should not do monitoring/reporting on behalf of beneficiaries, but should help to build capacity for monitoring and reporting (e.g. data collection, reporting on outcomes instead of activities, etc.)

# Key Principles impacting twinning projects



Public  
service and  
human  
resources  
management

- Professional, merit-based civil service with transparent salary structures and human resources management

**New approach:** Twinning/IB projects should not promote salary top-up schemes and/or exclusion of certain groups/categories of civil servants from civil service



## Accountability

- Rational organisation of state administration and clear accountability lines between institutions, including supervision and reporting between parent ministries and agencies

**New approach:** Twinning/IB projects should avoid setting up new agencies that have unclear reporting lines to parent ministries or report directly to government/parliament. Accountability (supervision, reporting) should be addressed as part of project activities.



## Service delivery

- One general law on administrative procedures and a limited number of sector laws with special procedures

**New approach:** Twinning/IB projects should not promote special administrative procedures, if a country has adopted a general Law on Administrative Procedures



## Public financial management

- The budget is formulated with comprehensive spending appropriations, consistent with the medium-term budgetary framework. As part of this, capital investment projects are subject to appropriate investment analysis and prioritised according to their overall final costs and benefits

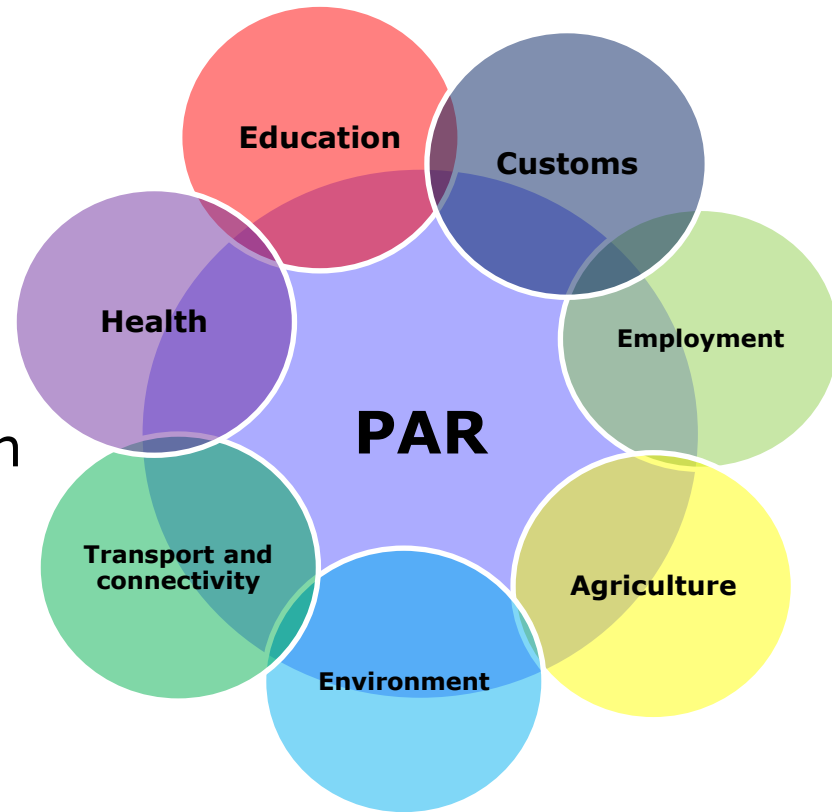
**New approach:** Twinning/IB projects should support with proper investment analysis and investment planning.

# New approach

## Areas where PAR and sectors connect



- (Sector) policy planning
- Sector strategy preparation
- Monitoring and reporting on implementation of policies
- Policy /law making procedures
- Recruitments of public servants
- Dismissals of public servants
- Human resources management
- Remuneration of public servants
- Transparency/access to information
- Rationality of state administrative structures
- Administrative procedures
- IT systems
- Budgeting procedures
- Capital investment planning
- Accountability /internal control
- Public procurement



# New approach

## Twinning projects including..



1. Development of sector policies (strategies, action plans)
2. Development of new legislation or amendments
3. Development of service delivery legislation (administrative procedures)
4. Setting up or supporting agencies or (semi) independent organisational structures
5. Training of civil servants
6. HRM related issues in a sector (e.g. preparation of procedure guidelines)
7. Development of IT systems and websites





### **Beneficiary administrations**

1. Keeps PAR on the political agenda (sector ministries more involved)
2. Contributes to meeting SDG 16 targets and key Principles of Public Administration even in countries where limited horizontal PAR efforts
3. Ensures inclusive and evidence-based policy and legislative development in line with the EU better regulation agenda and SDGs
4. Increases ownership, transparency and participation

### ***EU (and other donor) assistance***

1. Helps to avoid many mistakes made with past donor assistance (e.g. quick adoption of *acquis* without assessing impacts and capacity to implement; creation of costly administrative structures, uncoordinated HR management, fragmented civil service)
2. Ensures more sustainable results of IB projects
3. Contributes to sound financial management of EU funds

# New approach

## State of play



- Starting
- Amendments to key EU financial assistance documents :
  - **Twinning Manual (2017)**
  - **Budget support guidelines (2017)**
- Awareness-raising needed
  - **Ministries/institutions preparing Twinning Fiches**
  - **National aid/donor coordinators and PAOs**
  - **Lead PAR institutions**
  - **EU Delegations**
- Donor coordination to ensure a coordinated approach
- EU assistance documents will gradually reflect the new approach (e.g. programming documents, Tw Fiches/ ToR)

# Further information



## **Principles of Public Administration:**

<http://www.sigmaweb.org/publications/principles-public-administration.htm>

## **OECD/SIGMA baseline measurements and monitoring reports:**

<http://www.sigmaweb.org/publications/public-governance-monitoring-reports.htm>

## **Western Balkan Recommendation on Public Participation:**

<http://www.rcc.int/docs/402/western-balkans-recommendation-on-public-participation>

## **Budget support guidelines (2017):**

[https://ec.europa.eu/europeaid/budget-support-guidelines-2017\\_en](https://ec.europa.eu/europeaid/budget-support-guidelines-2017_en)

## **Twinning manual (2017):**

[https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning\\_en](https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning_en)

## **EU Better Regulation agenda:**

[http://ec.europa.eu/smart-regulation/better-regulation/key\\_docs\\_en.htm](http://ec.europa.eu/smart-regulation/better-regulation/key_docs_en.htm)

## **EU Better Regulation Guidelines:**

[http://ec.europa.eu/smart-regulation/guidelines/toc\\_guide\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/toc_guide_en.htm)

## **Interinstitutional agreement on better law-making (2016):**

[http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32016Q0512\(01\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32016Q0512(01))

# Contact for further questions:

*Centre of Thematic Expertise on PAR  
DG NEAR.A3 – THEMATIC SUPPORT, ECONOMIC  
GOVERNANCE & IFIs, PUBLIC ADMINISTRATION  
REFORM*

***Email: [NEAR-PAR@ec.europa.eu](mailto:NEAR-PAR@ec.europa.eu)***