

## Twinning Manual 2017 - Update 2020

### SYNOPSIS OF UPDATES

Reference	Modification of text (in track changes)	Clarification	New
Cover (page 1)	REVISION 2017 – UPDATE 2020		X
Glossary (page 6)	Beneficiary - “This term is used as a reference to all countries and territories with which EU cooperates under IPA, <u>ENI</u> and <u>EDF/DCI instruments</u> ”.		X
Glossary (page 6)	“The Beneficiary administration responsible for the technical implementation of the project in the <u>Partner Country</u> ”.	X	
Glossary (page 6)	<u>CFCU/A/D</u> - “Central Finance and Contracting Unit, <u>Authority</u> , Department in IPA countries. In the Manual all terms are referred to as <u>CFCU</u> ”.	X	
Glossary (page 6)	Component Leader – “Member State expert responsible for a specific component/mandatory result/output in a Twinning project.”	X	
Glossary (page 6)	EDF/DCI – “The European Development Fund (EDF) is the EU's main instrument for providing development aid to African, Caribbean and Pacific (ACP) countries and to overseas countries and territories (OCTs). The Development Cooperation Instrument (DCI) focuses on combating poverty in developing countries but also contributes to the achievement of other objectives of EU external action, in particular fostering sustainable economic, social and environmental development as well as promoting democracy, the rule of law, good governance and respect for human rights.”		X
Section 1: Introduction (page 9)	“In 2020 the European Commission decided to make available the Twinning tool on a pilot basis also to countries beneficiaries of the EDF/DCI instruments.”		X
Section 1: Introduction (page 9)	“The Beneficiary <u>administration</u> retains ownership of the project, from the conception of the Twinning Fiche until the closure of the Twinning Grant Contract.”	X	
Section 1: Introduction	“As a rule, the Beneficiary <u>administration</u> selects its Member State partner(s) but should the Contracting Authority (and/or the EUD in case it is not the CA) at any stage become aware of any potential irregularity including	X	

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(page 9)	violations of the principles of equal and fair treatment linked to a Twinning selection or contracting process, the Contracting Authority (and/or the EUD in case it is not the CA) can always act upon this knowledge and/or stop the process.”		
1.2 Twinning management modes and contracting authorities (page 11)	“Twinning Grant Contracts are concluded by a Contracting Authority designated in a financing agreement. Twinning contracting authorities under IPA are the Central Finance and Contracting/ <u>Unit</u> /Agency/Department ( <u>CFCU/A/D</u> ) and in neighbourhood policy countries usually – but not exclusively - the so-called Programme Administration Offices (PAO).”	X	
2.1.1 Key Elements of the Twinning Fiche (page 13)	“The preparation of the Twinning Fiche is the responsibility of the Beneficiary administration, with the support of the EUD and the <u>CFCU/PAO</u> . The entities and individuals involved (in particular if external consultants are used) in the preparation must be identified and if external consultants are involved they, or the entities they represent, cannot take part in the Call for Proposal.”	X	
2.1.3 Circulation of the Twinning Fiche/Call for Proposal (page 14)	“Following either the full approval of the Twinning Fiche or its necessary revision, the competent EUD publishes the Twinning Fiche on the website of DG International Cooperation and Development <sup>1</sup> . Subsequently the Contracting Authority (the EUD or the Beneficiary / <u>CFCU/PAO</u> when the EUD is not the Contracting Authority) circulates the Twinning Fiche, which constitutes the launch of the Call for Proposal, simultaneously to all Member States National Contact Points (Member State NCP) by e-mail with CC to the Twinning Coordination Team. The call for proposals message must specify the deadline for the submission of proposals (see section 2.2) and the <b>indicative</b> date of the selection meeting (see section 2.4.2.2).“	X	
2.2 Submission of proposals (page 14)	“The Contracting Authority may consider setting a longer deadline in exceptional cases only.”	X	
2.4.2.1 Receipt and administrative	“The Contracting Authority acknowledges receipt of each proposal to the Member State NCP having submitted it, copying the EUD (if not the Contracting Authority), the <u>CFCU/PAO</u> as well as the Twinning Coordination Team.”	X	

<sup>1</sup> <https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?do=publi.welcome>

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check of the proposals (page 17)	“Following the deadline, the Contracting Authority provides all Member State NCP with a list of submitted proposals. Immediately upon receipt of the written proposals, <u>the appointed</u> Beneficiary administration representatives participating in the selection procedure are informed that printed copies are available for review.”		
2.4.2.2 Meeting of the selection meeting (selection meeting) (page 17)	“The date anticipated at the moment of the circulation of the Twinning Fiche (see section 2.1.3) is indicative and the final date is agreed between the Contracting Authority and the Member State(s) having submitted a proposal, in particular taking into account the time required for obtaining visa (if applicable).”	X	
2.4.2.2 Meeting of the selection meeting (selection meeting) (page 18)	“All participants of the selection meeting representing the Beneficiary <u>and other members of the Evaluation Committee shall</u> sign a declaration of impartiality and confidentiality as per Annex C18. <u>In case of indirect management with ex-post control, the EUD will not participate as observer in the Evaluation Committee.</u> <u>In case of indirect management with ex-ante control, the EUD will participate as observer in the Evaluation Committee.</u> ”		X
2.4.2.3 Final evaluation of proposals and choice of the Member State(s) (page 18)	“The Contracting Authority must ensure that strengths and weaknesses are clearly formulated in the Evaluation Grid Twinning Selections (see Annex C7) and <u>properly</u> substantiate the final choice”	X	
2.4.3 Notification of results (page 18)	“ <u>The Contracting Authority shall put the Twinning Coordination Team in copy of the notification message.</u> ”		X
2.4.3 Notification of results (page 19)	“It should be ensured that the <u>Beneficiary’s</u> PL and the RTA counterpart will be fully available on the proposed arrival date of the MS RTA. Following the receipt of the notification the Member State confirms its agreement within one week.”	X	
3.1.1 General remarks and structure of the contract (page 20)	“The Twinning Grant Contract is composed of <i>Special Conditions</i> and <i>Annexes</i> . It is reminded that Twinning contracts are based on the grant model and the amount proposed cannot be increased at a later stage after the submission of the proposal. <u>All communication regarding the project, including interim and final reports, shall be in the language of the contract.</u> ”	X	

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3.1.1 General remarks and structure of the contract (page 22)	<p>“Annex A9 - Contains at this stage: the CVs, for standard Twinning only of the MS RTA, PL and Component Leaders and their counterparts <u>and</u> the RTA declaration of availability (see section 2.2) and CVs should include the same information as in the "Europass" template<sup>2</sup>, in the language of the contract and preferably not exceeding three pages each. For Twinning Light kindly refer to section 8.”</p> <p>“If the Member State will use a different public administration or a mandated body (<u>section</u> 4.1.4.2) to undertake logistic and financial management including payment functions, this body must be reflected in the contract (in the Special Conditions).”</p>	X	
3.2 Signature of the Twinning Grant Contract (page 22)	<p>“There shall be at least three originals in case of <u>direct management</u> (one for the Contracting Authority, i.e. the EUD, one for the Member State and one for the Beneficiary administration) and four in case of <u>indirect management</u> (one for the Contracting Authority, i.e. the <u>CFCU/PAO</u>, one for the Member State, one for the Beneficiary administration and one for the EUD).”</p>	X	
4.1.6.2 The origin of the RTA (page 30)	<p>“<u>The RTA has to come from a Member State administration which is part of the consortia, either as Lead or as Junior partner.</u> A Member State participating in the Twinning project as Lead or as a Junior partner can propose as a RTA a person who retired from a public institution or a mandated body no more than three years before the date of circulation of the Twinning Fiche.”</p>	X	
4.1.6.6 Commission headquarters training (page 32)	<p>“The training <u>is</u> in principle <u>delivered</u> in English and French <u>only</u> (simultaneous interpretation <u>may be</u> provided). <u>Persons</u> who do not master either of these languages should refrain from attending.”</p>	X	
4.1.6.10 Assistant(s) of the RTA (page 33)	<p>“They shall not have been in any contractual relation with the Beneficiary Country public sector during at least the 6 months preceding their hiring. The RTA and the Member State PL have the decisive say in the choice of the assistant(s).”</p>	X	
4.2.5 The Central Finance and Contracts Unit / the Programme	<p>“For the purpose of the implementation of Twinning projects, the Central Finance and Contracts <u>Unit</u> / the Programme Administration Office (<u>CFCU/PAO</u>) is a service within the administration of the Beneficiary, which has been entrusted a number of budget implementation tasks by the EU. The tasks normally attributed to the <u>CFCU/PAO</u> can, in certain circumstances, be performed by other institutions to which the Commission has</p>	X	

<sup>2</sup> <https://europass.cedefop.europa.eu/>

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Administration Office (page 36)	delegated specific competences related to the implementation of Twinning projects”.		
4.2.5.1 Role of the CFCU / PAO in direct management (page 36)	<p>“In case of <u>direct management</u>, where the Commission acts as Contracting Authority, the <u>CFCU/PAO</u> – if already in place – can play an important role in supporting the whole project cycle. The <u>CFCU/PAO</u> should be involved in the quality control of Twinning Fiches and contracts. It should also act as central point of communication between the Commission and the Beneficiary administration.</p> <p>4.2.5.2 Role of the <u>CFCU/ PAO</u> in indirect management with ex-ante or ex-post control.</p> <p>The relevant agreement established between the EU and the Beneficiary defines the scope and level of ex-ante control. With the introduction of <u>indirect management</u> the <u>CFCU/ PAO</u> becomes Contracting Authority for Twinning projects implemented in the Beneficiary country.</p> <p>The overall responsibility of the <u>CFCU/ PAO</u> implies that it must have the adequate authority to ensure the effective supervision (both for financial and operational aspects) over the Beneficiary administration, which hosts and implements the Twinning project. This involvement of the <u>CFCU/ PAO</u> should however not jeopardise the scope of commitment and ownership of the Beneficiary administration and of the Member State, since the Beneficiary administration negotiates the detailed work plan with its counterparts of the selected Member State and jointly implements it.”</p>	X	
4.2.5.2.1 Specific role of the CFCU/ PAO in indirect management with ex-ante control (pages 36 - 37)	<p>“In the case of <u>indirect management</u> with ex-ante control, the <u>CFCU/ PAO</u> acting as Contracting Authority shall: .. fill in Annex C9 and send it to the EUD for publication on the Commission website (the EUD subsequently informs the <u>CFCU/PAO</u> about the publication reference)”.</p> <p>Addition of “<u>invite the EUD to the selection committee meetings as observer.</u>”</p>	X	
4.2.5.2.2 Specific role of the CFCU/PAO in indirect management with ex-post control (page 37)”	<p>“In case of <u>indirect management</u> with ex-post control, the <u>CFCU/PAO</u> acting as Contracting Authority shall:</p> <p>...</p> <ul style="list-style-type: none"> <li>• fill in Annex C9 and send it to the EUD for publication on the Commission website (the EUD subsequently informs the <u>CFCU/PAO</u> about the publication reference)</li> <li>• Deletion of “invite the EUD to the selection committee as observer if applicable”.</li> </ul>	X	

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4.3.3.3 Role of the Commission (EUD) in indirect management with ex-post control (page 40)	“In the case of indirect management with ex-post control the Commission focuses its attention mainly on monitoring the developments towards achieving and sustaining the mandatory results/outputs, but could still provide support to facilitate the smooth implementation of Twinning projects. <u>EUD shall not participate in the evaluation committee.</u> ”	X	
5.2.2 The initial work plan (page 42)	“The initial work plan must define the indicators <u>and benchmarks</u> for measuring performance under each component of the project.”	X	
5.4.2 Projects involving a consortium of Member States (page 46)”	“ <u>Forming</u> a consortium of Member States can be <u>beneficial</u> for the implementation of the activities <u>however the management can become more complex.</u> ”	X	
5.5.1 General remarks (page 48)	“It may be requested that reporting be done via an electronic system. The Contracting authority will inform the lead Member State of this requirement if applicable.”		X
5.11.2 Twinning review missions (page 57)	“The Twinning Review Expert(s) should preferably be a former RTA, Project Leader or former Component Leader / <u>Short Term Expert</u> from a similar Twinning project.”		X
5.12 Data protection and privacy statement (page 58)	“This data is stored and processed accordance with Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data, and repealing Regulation (EC) No 45/2001 and Decision No. 1247/2002/EC. Further to the requirements of this regulation a specific <i>Privacy statement</i> is publicly available for consultation here: <a href="https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/twinning_privacy_statement_online.pdf">https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/twinning_privacy_statement_online.pdf</a> ”	X	
6.1.2 Structure of the budget (page 59)	“The Twinning budget shall have one budget heading identifying the compensation of costs related to the RTA and his/her assistant(s), one budget heading for the horizontal costs, one budget heading for the mandatory results/outputs broken further down in components linked to each mandatory result/output and the detailed activities under these, one budget-line for the <u>contingency reserve</u> , and one budget-line for the flat rate for in-direct costs. (...). When applying the 25% rule for changes via addendum only the budget headings, but not the budget lines (fixed	X	

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	percentages for indirect costs and <u>contingency reserve</u> ), are concerned.		
6.2.4 Travel (page 61)	“In the case of travel from an origin for which no unit cost has been established, the Twinning project reimburses the actual incurred cost of an economy class air ticket (including basic luggage allowance), based on documentary evidence (invoices), and based on the cheapest of three offers provided by a travel agency or <u>on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements.</u> ”	X	
6.2.5.3 Travel at the beginning and at the end of the assignment (page 62)	“The cost of a return trip to participate in the RTA training (see 4.1.6.6) is reimbursed based on the real costs and on the cheapest of three offers provided by a travel agency or <u>on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements.</u> ”	X	
6.2.5.4 RTA moving to the Beneficiary country without family members (page 62)	“If the RTA moves to the Beneficiary country without household effects or family, or both, travel costs can be compensated as a monthly travel allowance to cover return fares with one registered luggage. The amount of this monthly allowance shall be established based on the economically most favourable quote among those provided by three travel agencies <u>or on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements</u> before the signature of the Twinning contract. The quotes shall be endorsed by the authority signing the Twinning contract. This will be done by signature of the contract.”	X	
6.2.11 Contingency reserve (page 67)	The funds allocated to the <u>contingency</u> reserve cannot be increased beyond 2.5% of the direct eligible costs of the project, nor can this budgetary entry be replenished with possible savings resulting from underspending in the implementation of activities. The <u>contingency</u> reserve can be used to finance the execution of additional or extended activities provided these are justified for achieving and/or sustaining the results.	X	
8.3.1 Member State proposals (page 72)	“As for standard Twinning, the Contracting Authority may consider <u>in justified cases</u> setting either a longer deadline, in particular to take holiday periods into account, or a shorter one, in particular if the foreseen budget and/or duration of the project is/are less than the maximum authorised”.	X	
Special Conditions (former article 7.2.1, new 7.3)	Removal of previous article 7.2.1 “For indirect management: - Articles 1.3 and 1.4 of Annex II shall not apply.”		X

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(pages 81 - 82)	<p>Replacement by article 7.3 (coming from new template):</p> <p>“7.3 For direct management insert the following</p> <p>The entity acting as a data controller as provided for in Article 1.3 and 1.4 of the general conditions is:</p> <p>DG NEAR – Head of Unit R4: NEAR-R4@ec.europa.eu</p> <p>7.3 For indirect management insert the following</p> <p>For the purpose of Article 1.3 and 1.4 of the general conditions, for the part of the data transferred by the contracting authority to the European Commission the controller for the processing of personal data carried out within the Commission is</p> <p>DG NEAR – Head of Unit R4: NEAR-R4@ec.europa.eu</p> <p>7.3.1. Processing of personal data related to the implementation of the grant contract by the contracting authority takes place in accordance with the national legislation of the state of the contracting authority and with the provisions of the respective financing agreement.</p> <p>7.3.2. To the extent that the grant contract covers an action financed by the European Union, the Contracting Authority may share communications related to the implementation of the grant contract, with the European Commission. These exchanges shall be made to the Commission, solely for the purpose of allowing the latter to exercise its rights and obligations under the applicable legislative framework and under the financing agreement with the Partner country – contracting authority. The exchanges may involve transfers of personal data (such as names, contact details, signatures and CVs) of natural persons involved in the implementation of the grant contract (such as contractors, staff, experts, trainees, subcontractors, insurers, guarantors, auditors and legal counsel). In cases where the contractor is processing personal data in the context of the implementation of the grant contract, he/she shall accordingly inform the data subjects of the possible transmission of their data to the Commission. When personal data is transmitted to the Commission, the latter processes them in accordance with Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data, and repealing Regulation (EC) No 45/2001 and Decision No 1247/2002/EC and as</p>		

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	detailed in the specific privacy statement published at ePRAG.		
Special Conditions (former 7.3 becomes 7.4) (page 82)	Change of numbering.	X	
Annex A2: General Conditions applicable to European Union-financed grant contracts for external actions (page 85)	Link only to the latest version of the GCs provided: <a href="http://ec.europa.eu/europeaid/prag">http://ec.europa.eu/europeaid/prag</a>		X
Annex A3 – Budget (page 88)	Budget heading V is called “Contingency reserve funds”	X	
Annex A4 (page 89)	Name of the Annex: “Procurement rules for beneficiaries”. Link only to the latest version of the GCs provided: <a href="http://ec.europa.eu/europeaid/prag">http://ec.europa.eu/europeaid/prag</a>	X	
Special Financial Annex A7 (under section 3.2.2) (page 117)	Update of the paragraph: “If the RTA moves to the Beneficiary country without household effects or family, or both, travel costs can be compensated as a monthly travel allowance to cover return fares with one registered luggage. The amount of this monthly allowance shall be established based on the economically most favourable quote among those provided by three travel agencies before the signature of the Twinning contract or <u>on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements.</u> The quotes shall be endorsed by the authority signing the Twinning contract.”	X	
Special Financial Annex A7 (under section 3.9) (page 125)	Update of the paragraph related to the interpretation in the RTA Training in Brussels: “The Beneficiary PL or the RTA counterpart can attend the training together with the RTA of the same project. Costs (travel and per diem for Belgium) can be financed by the budget of the project (as for the RTA). Attendance of the Beneficiary PL cannot be deputised to a third person, except to the RTA counterpart. The training being in principle given in English and	X	

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	French (simultaneous interpretation <u>may be</u> provided), persons who do not master either of these languages should refrain from attending.”		
Special Financial Annex A7 (under section 5) (page 128)	Addition of paragraph “It may be requested that the reporting be done via an electronic system. The Contracting authority will inform the lead Member State of this requirement if applicable.”	X	
Annex B: Unit Costs and Flat Rates (section 2.4) (page 136)	Update of paragraph: “If the RTA moves to the Beneficiary country without household effects or family, or both, travel costs can be compensated as a monthly travel allowance to cover return fares with one registered luggage. The amount of this monthly allowance shall be established based on the economically most favourable quote among those provided by three travel agencies <u>or on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements</u> before the signature of the Twinning contract. The quotes shall be endorsed by the authority signing the Twinning contract.”	X	
Annex B: Unit Costs and Flat Rates (section 2.5) (page 137)	Update of the paragraph: “Each time an official or assimilated agent is dispatched to the Beneficiary country to act as a short-term expert, travel costs should be compensated on the basis of a travel allowance established based on the economically most favourable quote among those provided by three travel agencies <u>or on the quote provided by the entity of the MS administration selected by competitive procedure in charge of travel arrangements</u> before the signature of the Twinning contract. The quotes shall be endorsed in advance by the authority signing the Twinning contract.”	X	
Annex C1: Twinning Fiche (addition of point 1.4) (page 141)	In line with the current requirements for Action Documents, addition of point 1.4 “Sustainable Development Goals (SDGs): Please indicate which SDG this project is contributing to address.”		X
Annex C1bis: Twinning Light Fiche (addition of point 1.4) (page 151)	In line with the current requirements for Action Documents, addition of point 1.4 “Sustainable Development Goals (SDGs): Please indicate which SDG this project is contributing to address.”		X

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Annex C1: Twinning Fiche (page 140) and Annex C1bis: Twinning Light Fiche (page 150)	<p>Addition of the disclaimer:</p> <p>“For UK applicants: Please be aware that following the entry into force of the EU-UK Withdrawal Agreement<sup>3</sup> on 1 February 2020 and in particular Articles 127(6), 137 and 138, the references to natural or legal persons residing or established in a Member State of the European Union and to goods originating from an eligible country, as defined under Regulation (EU) No 236/2014<sup>4</sup> and Annex IV of the ACP-EU Partnership Agreement<sup>5</sup>, are to be understood as including natural or legal persons residing or established in, and to goods originating from, the United Kingdom<sup>6</sup>. Those persons and goods are therefore eligible under this call”.</p>	X	
Addition of Annex C20 – Request for Twinning Review Missions (page 227)	Addition of the annex C20 for the request of TRM.		X

<sup>3</sup> Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community.

<sup>4</sup> Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action.

<sup>5</sup> Annex IV to the ACP-EU Partnership Agreement, as revised by Decision 1/2014 of the ACP-EU Council of Ministers (OJ L196/40, 3.7.2014).

<sup>6</sup> Including the Overseas Countries and Territories having special relations with the United Kingdom, as laid down in Part Four and Annex II of the TFEU.