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# Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission

A Backbone Strategy

JULY 2008



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## LIST OF ACRONYMS

<b>CRIS</b>	Common Relex Information System
<b>CSP</b>	Country Strategy Paper
<b>CT</b>	Coordination Team
<b>DAC</b>	Development Assistance Committee
<b>DGT</b>	Directorate General for Translation
<b>DTA</b>	Dispositions Techniques Administratives
<b>EAMR</b>	External Assistance Management Rapport
<b>ECA</b>	European Court of Auditors
<b>EDF</b>	European Development Fund
<b>FAQ</b>	Frequently Asked Questions
<b>FCU</b>	Finance and Contract Unit
<b>FWC</b>	Framework Contract
<b>GBS</b>	General Budget Support
<b>HLF</b>	High Level Forum
<b>HQ</b>	Head Quarter
<b>IGO</b>	Inter Governmental Organisation
<b>JAR</b>	Joint Assistance Report
<b>JRC</b>	Joint Research Centre
<b>KM</b>	Knowledge Management
<b>MIP</b>	Multiannual Indicative Programme
<b>MS</b>	Member States
<b>MTR</b>	Mid Term Review
<b>NGO</b>	Non Governmental Organisation
<b>OPOCE</b>	Office for Official Publications of the European Communities
<b>PC</b>	Partner Country
<b>PCM</b>	Project Cycle Management
<b>PG</b>	Partner Government
<b>PIA</b>	Project Implementation Arrangement
<b>PIU</b>	Project Implementation Unit
<b>PRAG</b>	Practical Guide to Contract Procedures for EC External Actions
<b>QSG</b>	Quality Support Group
<b>ROM</b>	Results Oriented Monitoring
<b>SPSP</b>	Sector Policy Support Program
<b>TA</b>	Technical Assistance
<b>TC</b>	Technical Cooperation
<b>TOR</b>	Term of Reference
<b>WP</b>	Work Plan

## ACKNOWLEDGEMENT

This document has been developed by Directorate E on 'Quality of Operations' in EuropeAid, in consultation with other EuropeAid services, EC delegations and other stakeholders. For further queries contact [EuropeAid-TC-PIU@ec.europa.eu](mailto:EuropeAid-TC-PIU@ec.europa.eu). This Strategy and related documents are available on:

- internet: [http://ec.europa.eu/europeaid/what/delivering-aid/aid-effectiveness/index\\_en.htm](http://ec.europa.eu/europeaid/what/delivering-aid/aid-effectiveness/index_en.htm)
- intranet: [http://www.cc.cec/dgintranet/europeaid/activities/adm/technical\\_cooperation/index\\_en.htm](http://www.cc.cec/dgintranet/europeaid/activities/adm/technical_cooperation/index_en.htm)

## TABLE OF CONTENTS

<b>LIST OF ACRONYMS</b>	<b>5</b>
<b>1. INTRODUCTION</b>	<b>7</b>
<b>1.1 Scope</b>	<b>7</b>
<b>1.2 What we mean by Technical Cooperation and Project Implementation Arrangements</b>	<b>7</b>
<b>2. WHY REFORM IS NEEDED NOW</b>	<b>8</b>
<b>2.1 The drivers of change</b>	<b>8</b>
<b>2.2 A mixed record of achievement</b>	<b>9</b>
2.2.1 The Paris Declaration agenda	9
2.2.2 Main weaknesses identified in the internal diagnostic	10
2.2.3 The European Court of Auditors' Report on Technical Assistance	12
<b>3. VISION AND GUIDING PRINCIPLES</b>	<b>13</b>
<b>3.1 Vision</b>	<b>13</b>
<b>3.2 Guiding principles</b>	<b>13</b>
<b>4. IMPLEMENTING THE STRATEGY</b>	<b>15</b>
<b>4.1 Objective and Working Axes</b>	<b>15</b>
<b>4.2 What will be achieved by December 2008</b>	<b>17</b>
<b>4.3 Major Actions under the Five Working Axes</b>	<b>18</b>
4.3.1 Axis 1: Support strategic dialogue on TC and PIUs	18
4.3.2 Axis 2: Improve TC design, management and accountability	19
4.3.3 Axis 3: Improve TC procurement, contracting and other procedures	19
4.3.4 Axis 4: Enhance internal capacity through communication, knowledge management, training	22
4.3.5 Axis 5: Implementation and Monitoring of the Strategy	23
4.3.6 Issues relating to Project Implementation Arrangements across the five axes	24
<b>LIST OF BOXES:</b>	
- Box 1: Paris Declaration Targets relating to TC and PIUs	9
- Box 2: Selected comments from Partner Government Side	11
- Box 3: Recommendations from the Court of Auditor's Report on Technical Assistance	12
- Box 4: Major Results to be achieved by the end of 2008	17
- Box 5: About Framework Contracts	21
- Box 6: Summary of Actions to Improve Project Implementation Arrangements	24
<b>LIST OF ANNEXES:</b>	
- Annex 1: DAC definitions of key terms	25
- Annex 2: Examples of Results, Processes and TC roles	27
- Annex 3: Implementation and Monitoring Framework	28
- Annex 4: Main steps in the preparation of the Strategy and list of preparatory documents	29

## 1. INTRODUCTION

### 1.1 Scope

This document presents the European Commission Strategy for external aid to guide the reform of Technical Cooperation (TC) and Project Implementation Units (PIUs). This Strategy, which is part of wider EC actions to implement the Paris Declaration, aims to improve the effectiveness of EC aid with respect to capacity development. The Strategy also responds to the European Court of Auditors' Report on Technical Assistance (No. 6/2007).

The Strategy explains why reform is necessary, presents a vision of future Technical Cooperation practice and Project Implementation Units (PIUs), and sets out the actions to be undertaken to achieve the vision.

This **Backbone Strategy** provides the overall approach for a change process that will evolve over time through the implementation of a set of actions and internal learning. The Strategy is supported by a **Work Plan** that sets out the actions to be taken in the short, medium and long term.

The **Guidelines on Technical Cooperation and Project Implementation Arrangements** represent a building block in the implementation of this Strategy by offering operational guidance on programme design and management.

The Strategy and the Guidelines are intended primarily for use by EC staff, however they will be actively disseminated to country partners and to other development agencies, as a contribution to the implementation of the Paris Declaration.

This document addresses how the EC works in relation to Technical Cooperation in situations where resources are mobilised directly by the EC or indirectly through co-financing arrangements with international organisations or through other similar mechanisms. The Strategy may also be relevant in situations where the EC does not fund TC itself but is actively involved in sector and budget support programmes where TC is provided by other donors or contracted by the partner country.

This Strategy is applicable to all regions and situations in which the EC provides external aid, including in fragile contexts. It foresees the development of country-based Action Plans which adequately take the country context into account.

### 1.2 What we mean by Technical Cooperation and Project Implementation Arrangements

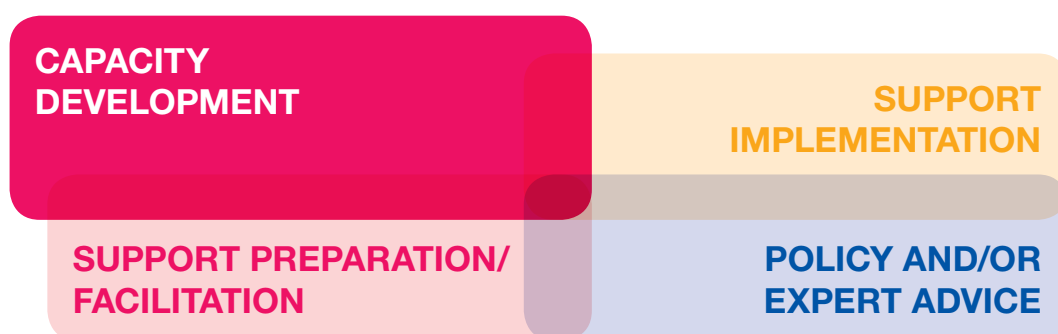
The strategy builds on the OECD-DAC definitions of Technical Cooperation/Coordinated Technical Cooperation, Project Implementation Units (PIUs) and Capacity Development. These definitions are presented in full in Annex 1.

For operational clarity, Technical Cooperation is defined here in more detail and the concept of Programme Implementation Arrangements is introduced.

**Technical Cooperation** is often associated with actions aimed at strengthening individual and organisational capacity by providing expertise (short and long term TA personnel, institutional twinning arrangements, mobilisation of Diaspora, etc.), training and related learning opportunities (peer exchange, tertiary education, etc.), and equipment. **Technical Assistance (TA)** refers to the personnel involved in the implementation and the management of technical cooperation services.

It is important to note that Technical Cooperation and Technical Assistance can also be used to serve other purposes that may not directly contribute to capacity development. Therefore, this Strategy identifies **four purposes of Technical Cooperation**:

- Capacity Development of organisations and individuals;
- providing policy and/or expert advice;
- strengthening implementation (of services, investments, regulatory activities);
- preparation/facilitation of EC cooperation (or broader donor cooperation).



These four purposes are not exclusive and can overlap. Importantly, while capacity and sustainable development are the ultimate priority in all assistance, there are legitimate roles for Technical Cooperation which do not primarily focus on capacity development<sup>1</sup>.

Programmes and projects require implementation arrangements whatever the funding sources are. How a project is set up and managed can be as important for its impact as other aspects of design. In order to focus attention beyond just PIUs, this Strategy introduces the concept of Project Implementation Arrangements (PIAs). A **Project Implementation Arrangement** is the organisational set-up established to implement a programme or a project, in terms of governance, accountability, management, division of labour and coordination.

## 2. WHY REFORM IS NEEDED NOW

### 2.1 The drivers of change

Notwithstanding a number of positive contributions made by TC in many countries and contexts, there has been criticism of TC practices and the use of PIU structures in development cooperation for several decades. Despite these criticisms and various policy commitments to reform TC practice, there has been little evidence of change. Renewed calls for reform have been made under the Aid Effectiveness Agenda articulated in the Paris Declaration and confirmed by the OECD/DAC in the 'Overview of the results' of the first survey to monitor the Paris Declaration (2007). According to the Survey, 'business as usual' is no longer acceptable, TC 'is still too much donor driven' and is considered as one of 'six major priority areas requiring the attention of policy makers in the development field'.

Technical Cooperation provided by the EC has not been immune to these criticisms. This was most recently highlighted in the *European Court of Auditors' Special Report No. 6/2007 on the effectiveness of technical assistance in the context of capacity development*, and acknowledged in the Commission's formal reply.

1. See also Annex 2 on 'Examples of Results, Processes and TC Roles'.



As a signatory to the Paris Declaration, the EC is committed to implementing indicators 4 and 6 that relate to TC practice and the use of parallel PIU structures (see Box 1). The EU's own commitments to aid effectiveness reinforce the need for urgent action to reform TC and PIUs<sup>2</sup>.

Box 1: Paris Declaration Targets relating to TC and PIUs <sup>3</sup>	
Technical Cooperation	PIUs
<b>Indicator 4:</b> '50% of TC flows are implemented through coordinated programmes consistent with national development strategies' by 2010.	<b>Indicator 6:</b> 'reduce by two-thirds the stock of parallel implementation PIUs' by 2010.

Another driver of change is the decision by the EC to increase delivery of aid through general and sector budget support and sector approaches. This requires a re-evaluation of the roles and functions of TC, how it is provided and the implementation arrangements used.

The EC is not alone in recognising the need to take action. Various member states and other bilateral and multilateral donors are engaged in reviewing and improving TC policies and practices within the broader context of the Paris agenda on aid effectiveness.

## 2.2 A mixed record of achievement

### 2.2.1 The Paris Declaration agenda

In recent years, commitments on aid effectiveness, in particular relating to ownership and harmonisation, have brought about promising changes in the way EC-funded TC and PIAs are organized. TC provision follows the general direction of change towards overall alignment of aid, in particular where sector approaches are pursued. Partner governments are increasingly leading the dialogue on TC and PIA-related issues, and conditions for effective ownership are improving in many countries.

The Paris monitoring exercise offers a common framework to measure progress. The [2006 Survey on Monitoring the Paris indicators](#)<sup>4</sup> provides an official baseline against which to measure progress in the implementation of the Paris agenda. In relation to indicator 4 (strengthening capacity by implementing 50% of TC flows through coordinated programmes), donors recorded a combined baseline score of 48%, with the EC achieving a score of 36%. With respect to indicator 6 (reducing parallel PIUs by two-thirds) the baseline measurement for the EC indicates that there is a stock of 204 parallel PIUs in place which needs to be reduced to 68 by 2010. There are issues regarding the validity of the baseline data and for the survey conducted in 2008, new guidance was introduced to improve the quality of the statistics. The first results circulated by the DAC seem to indicate a positive trend both in terms of alignment of TC and in terms of a reduction of the stock of parallel PIUs<sup>5</sup>.

Notwithstanding the positive changes recorded in the way EC-funded TC is provided, substantial work still lies ahead to make TC and PIAs more effective in terms of sustainable development results and in particular in contributing to the development of local capacities.

2. In 2005 the EU agreed on four additional aid effectiveness targets: **EU target no. 2** is to 'provide all capacity building assistance through coordinated programmes with an increasing use of multi-donor arrangements.' The corresponding **EU target no. 3** is to 'avoid the establishment of new PIUs' altogether. The other targets are: 'Channel 50% of government-to-government assistance through country systems, including by increasing the percentage of our assistance provided through budget support or SWAP arrangements' (**EU Target no. 1**) and 'Reduce the number of uncoordinated missions by 50%' (**EU Target no. 4**).
3. See DAC definitions in Annex 1.
4. OECD/ DAC 2006 – Survey on Monitoring the Paris Declaration – Overview of the results, OECD/DAC, Paris.
5. The changes made to the DAC criteria on qualifying as Parallel PIUs introduced for the 2008 monitoring survey result in a significant reduction in the number of Parallel PIUs, including those funded by the EC. Results of the 2008 survey will be reported on at the High Level Forum II in Ghana, in September 2008.

## 2.2.2 Main weaknesses identified in the internal diagnostic

EC-funded TC has recorded many satisfactory experiences, providing valuable support to the design and implementation of development policies of partner countries, and notably, to the implementation of projects. With the introduction of the New Financial Regulations of 2003, project implementation arrangements have been increasingly integrated within national structures.

The findings from the research and consultations carried out as part of the Strategy preparation, summarized below, focus primarily on major areas of concern to be addressed by this Strategy and do not highlight the more positive aspects and results of EC-funded TC<sup>6</sup>.

- A significant proportion of TC continues to be supply-driven with an overall low level of ownership and involvement on the part of partner countries, and by weak lines of accountability to the partner.
- Many partner countries have insufficient capacity to ensure 'active' ownership and to deal with an overloaded Paris reform agenda, including ensuring coordinated and owned TC. In some cases political will, leadership and initiative at country level are insufficient to be able to advance the reform agenda.
- In many cases, the provision of TA personnel and the use of 'PIU structures' is taken as a given, without questioning their appropriateness. Insufficient attention is given to understanding capacity challenges and assessing if and how TC is the right response to address the identified problems.
- TC effectiveness is compromised by shortcomings in the way needs are identified and TC support is designed; lack of clarity about roles and results expected, are among the main shortcomings.
- Reliance on northern providers results in high costs. The cost and efficiency of TA personnel are areas of concern.
- Insufficient attention is given to ensuring that TA personnel have the necessary skills and profiles to be able to engage effectively in demanding change processes.
- Much of the TA and the majority of PIUs are provided to manage EC procedures and to comply with the various related requirements.
- EC-funded PIUs, even if formally classified as 'integrated' according to DAC criteria<sup>7</sup>, show various weaknesses: they employ TA personnel primarily to manage tenders and contracts, lines of accountability are often blurred and the salaries of PIU staff are, in most cases, higher than those of equivalent civil servants.
- Tendering and contracting procedures are lengthy and slow. Even though it is recognized that Framework Contracts (FWC) have sped up the supply of short term TC services, there is criticism of the quality of the expertise provided and of the limited accountability to the partner country.
- Operational staff do not always have a clear understanding of how to use existing procedures with a view to promoting and complying with aid effectiveness principles. There is a demand for clear, accessible and regularly updated information on how to work with and interpret existing procedures in the area of TC and PIAs.
- There is limited experience in the use of alternative forms of TC provision such as the use of public sector expertise through twinning arrangements and south-south cooperation.
- The use of TC by the EC partly reflects management structures, incentives and internal capacity gaps. Human resource policies and the way delegations are managed has a bearing on current TC and PIA, as do incentives that tend to reward control, disbursements and quick results.

6. *The research and consultations focused on those aspects of provision of TC and relating to PIA that are not conducive to sustainable capacity development or in line with the aid effectiveness principles.*

7. *See definition of Parallel PIU in Annex 2.*

The Consultation has also been extended to our partners. A selection of partner government representatives were interviewed to gain insight into their experience with technical cooperation. This table presents the main criticisms raised during the interviews.

### **Box 2: Selected Comments from the Partner Government Side**

While acknowledging recent improvements in the provision of EC funded TC, representative of Partner countries have identified a number of challenges summarized as follows:

#### **TC and ownership**

- The provision for TA, its selection, procurement and management is largely driven by the EC and takes responsibility and ownership away from partner governments.
- The joint management of the procurement procedures is done in a way which does not allow the government to participate.
- TAs are, in many cases, primarily accountable to the delegation. There is a perception that they absorb a substantial proportion of programme and project budgets.
- Many capacity building programmes are offered, but do not match country needs. Often, TA's role diverges from its essential purpose of capacity building and focuses instead on substitution.

#### **Difficulties related to EC procedures**

- EC procedures are not always conducive to stated EC intentions and commitments on aid effectiveness. They are lengthy, complex and rigid. Other donors' procedures appear to be faster and more flexible.
- Framework Contracts allow for faster implementation but often do not provide good quality services.

#### **Donor coordination**

- Donor coordination is not satisfactory. Despite some progress, in most cases the government's responsibility to coordinate the assistance is not yet fully appreciated. Donors need to be more aligned with national priorities as set out in the Paris Declaration commitments.

#### **PIUs**

- The tasks of PIUs should be automatically or progressively integrated into government administration. The systematic creation of PIUs, without critical reflection on their role and purpose is considered inconsistent with commitment to partner-owned and managed processes.
- The EU needs to go beyond its stated objective of not creating new parallel PIUs, it should aim to integrate most PIUs into partner government structures by 2010.

### 2.2.3 The European Court of Auditors' Report on Technical Assistance

In 2007, the European Court of Auditors released a 'Special Report no. 6/2007 on the Effectiveness of Technical Assistance in the Context of Capacity Development'. Acknowledging the often difficult development contexts in which aid is delivered, the report considers the quality of Technical Assistance provided by the EC to be broadly satisfactory. It also states that project choice is mostly relevant and that project reporting, monitoring and evaluation are adequate in most cases. The report, however, notes a number of underlying weaknesses in the way support is provided which then undermines effectiveness. It makes eight recommendations (see Box 3).

Both the European Council and European Parliament broadly support the findings and recommendations of the report<sup>8</sup> and have demanded that swift action be taken. This Strategy and the Work Plan who support its implementation take into account the ECA findings and address its recommendations.

#### Box 3: Recommendations from the Court of Auditors' Report

##### Recommendation 1

In its Country Strategy Papers, the Commission should make a comprehensive and structured analysis of existing institutional capacity weaknesses and of capacity development needs.

##### Recommendation 2

The Commission should develop guidelines on technical assistance defining its role in the area of capacity development and providing a sound approach and tools to consider when and how to use it.

##### Recommendation 3

Design of capacity development projects should be improved, by facilitating effective ownership and leadership of the national part of the process, by better defining specific capacity development objectives and related technical assistance requirements, by avoiding overly complex implementation structures, by being more realistic in terms of objectives to be achieved and by planning longer implementation periods.

##### Recommendation 4

The procedures governing the project preparation and start-up phase, including the procurement of technical assistance, should be reviewed, in order to create more time for implementation, and more flexibility should be allowed during the inception phase to adjust the project design and/or the Terms of Reference for the technical assistance to changes in circumstances.

##### Recommendation 5

The evaluation criteria in technical assistance tenders should be reviewed, in order to better reflect the quality and previous experience of the experts and the consultancy company.

##### Recommendation 6

More options should be considered regarding procurement possibilities to allow the best possible choice of technical expertise, including expertise from public institutions and expertise available in the beneficiary country or the region.

##### Recommendation 7

In line with the Paris Declaration commitments, the Commission should increase its use of technical assistance through coordinated programmes and apply, where possible, implementation arrangements which encourage local ownership.

##### Recommendation 8

Technical assistance performance by companies and experts should be assessed systematically and a management information system for recording, reporting and consulting this performance should be developed.

8. See EC replies to the ECA report and Council Conclusions: 'Council of the EU, General Secretariat: Council Conclusions with regard to Special Report No. 6/2007 on the effectiveness of technical assistance in the context of capacity development'. The Council also welcomed the fact that the Commission is developing a Strategy on Technical Cooperation, to be available before the High Level Forum on Aid Effectiveness in Accra.

## 3. VISION AND GUIDING PRINCIPLES

### 3.1 Vision

The following vision has been adopted:

Improved effectiveness and sustainability of EC development assistance, based on:

Provision of **quality TC** that supports **country-led** programmes, based on **partner demand** and focused on **sustainable results**

Provision of support through **partner-owned Project Implementation Arrangements**, with a substantial reduction of Parallel PIUs

### 3.2 Guiding principles

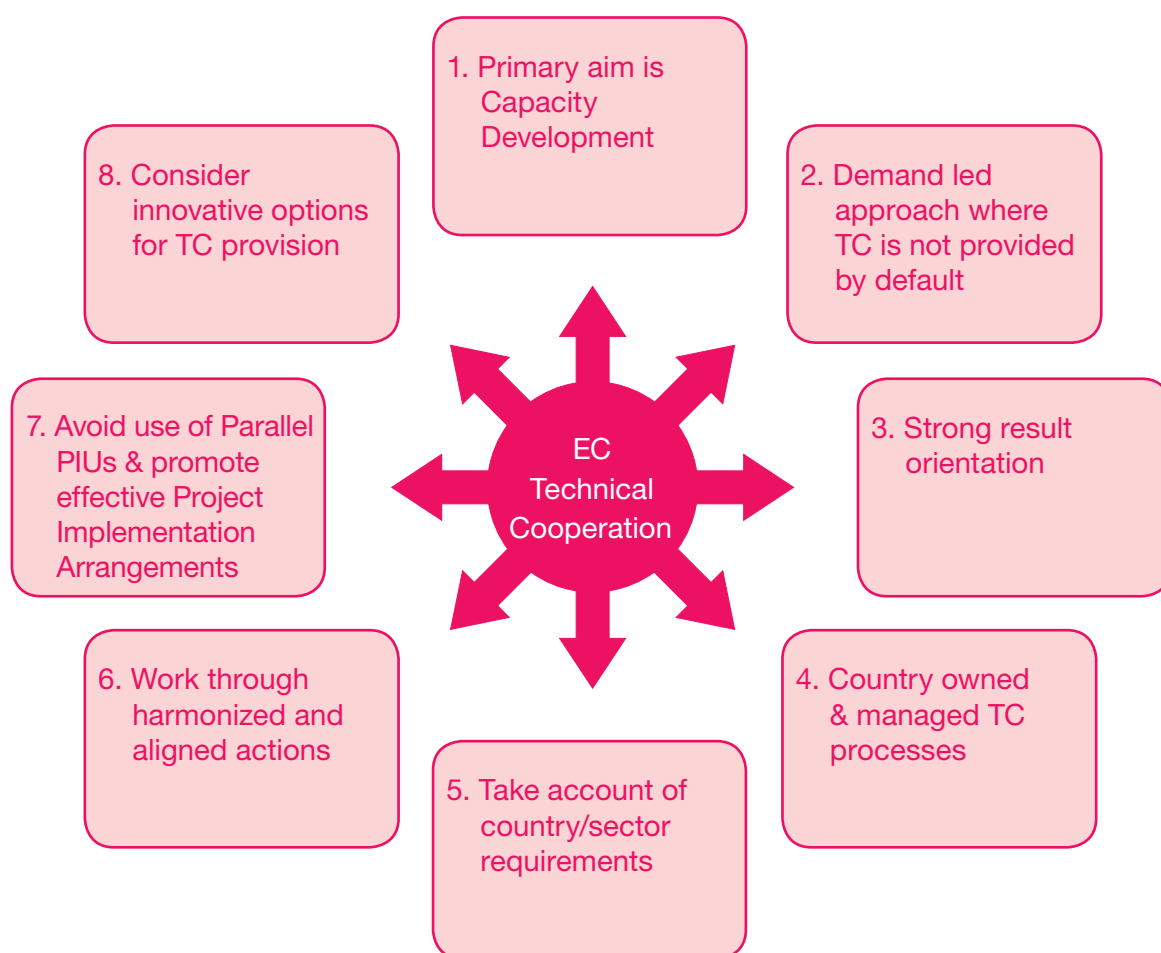
A set of principles will guide the future provision of EC-funded Technical Cooperation, and the design of Project Implementation Arrangements. These principles will apply to all TC operations (notwithstanding the management mode, including decentralized and centralized management).

1. **Focus on capacity development** – TC is provided with the primary aim of supporting internal country processes to promote capacity development at individual, organisational and country-wide levels. Where relevant, TC can be called upon to play other roles<sup>9</sup>, such as offering advice, providing support for the implementation and facilitation/preparation of EC cooperation.
2. **Demand-led approach where TC is not provided by default** – The provision of TC must be based on the demand and requirements of the partner country. Costs and available options should be transparent. Appropriate dialogue and support may be needed in order to enable clear formulation of the demand for TC.
3. **Adopting a results-orientation** – TC design will ensure that TC inputs/activities are linked to targeted outputs which in turn lead to sustainable development outcomes. Appropriate indicators will be agreed on in advance to monitor the implementation of TC.
4. **Country-owned and managed TC process** – Country partner ownership is the key underlying principle for the organisation of EC-funded TC. From the identification to the implementation phase, partner countries will be actively involved in the design of PIAs and TC-supported programmes, including the procurement of TC services and the management, review and accounting of TC results.

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9. See the 'four purposes of TC' presented in section 1.2. See also Annex 2.

5. **Taking account of country and sector-specific requirements** – TC support will build on a thorough understanding of the political, socio-cultural, sectoral and institutional context. Blueprint approaches should be avoided.
6. **Working through harmonised and aligned action** – TC support will be closely coordinated with other donors and aligned to country strategies and programmes through the increased use of pooling arrangements or other harmonised approaches, such as delegated cooperation.
7. **Avoiding the use of parallel PIUs and promoting effective Project Implementation Arrangements** – The use of parallel PIUs will be avoided as far as possible in favour of effective implementation arrangements that are fully integrated and accountable to national structures<sup>10</sup>.
8. **Considering different and innovative options for the provision of Technical Cooperation** – The design of TC support will consider alternatives to the use of international long- and short-term consultants. These alternatives include the use of national and regional resources, twinning arrangements and knowledge transfer beyond standard training approaches.



10. Parallel structures may be justified and/or 'unavoidable' in exceptional cases only, such as emergency situations (post conflict), support to Non-State Actors or regional programmes. The use of 'parallel PIUs' should always be a last resort, and clearly justified.

## 4. IMPLEMENTING THE STRATEGY

### 4.1 Objective and Working Axes

The objective of the Strategy is to increase effectiveness and the overall quality of Technical Cooperation and Project Implementation Arrangements.

The implementation of the Strategy will be organised around **five interlinked working axes** that are presented below and set out in the Work Plan that complements this Strategy.

1. **Support strategic dialogue on Technical Cooperation and Project Implementation Arrangements.**
2. **Improve Technical Cooperation design, management and accountability.**
3. **Improve procurement, contracting and other procedures related to Technical Cooperation and Project Implementation Arrangements.**
4. **Enhance internal EC capacity through communication, knowledge management and training.**
5. **Implementation and monitoring of the Strategy.**

Axes 4 and 5 include horizontal activities that frame the implementation process.



The implementation of this Strategy includes:

- 'short-term priority actions' that have to be carried out before December 2008 and actions with a mid to long-term time horizon. Implementation will, therefore, take a phased approach and the Work Plan will be updated following progress with implementation;
- actions that are system-wide and need to be addressed at HQ level, and actions that need to be addressed at country level;
- among the five axis there are various actions that are being taken in response to the recommendations made by the European Court of Auditors' Report on TA<sup>11</sup>.

11. Annex 1 to the Work Plan presents the corresponding actions for each recommendation.

The delegations are key players in the implementation of this Strategy. In consultation with partner country stakeholders and other donors, delegations will develop a mapping of major TC operations and a concise Actions Plan that will include appropriate targets for the implementation of the Strategy at country level. The Action Plan will allow for the identification of ‘quick-wins’ that can trigger and accompany the change process<sup>12</sup>. Through these exercises (mapping and action plans), countries and/or programmes where major problems exist will be identified, where remedial measures and special support may be required.

The approach adopted in this Strategy goes beyond a ‘product based’ reform focusing on the promulgation of new rules and on the development of a set of products (such as Guidelines and training courses) which stakeholders are expected to use. Rather, this reform envisages a process that requires action to be taken at many levels by different stakeholders, including effective communication and monitoring/learning mechanisms that reach out beyond the EC to partner country stakeholders and other donors.

The Work Plan sets out an ambitious agenda for change. It requires a special effort on the part of all involved during the first six months, to ensure that tools are created and systems introduced. The emphasis will then be on ‘working in a different way’, which does not imply additional workload. On the contrary, gains in the efficiency and effectiveness of TC delivery are expected.

Nevertheless, there are risks related to country partners’ capacity to ensure active involvement throughout the cycle of TC-supported programmes. There are also risks related to internal EC workloads, particularly where delegations are already overloaded.

To manage these risks, a clear prioritisation of actions through Action Plans at country level is envisaged. The development of these Action Plans will take account of the opportunities offered by the annual programming process. These plans will also allow for the flexible implementation of the Strategy, ensuring the feasibility of the reform process tailored to the country situation. This implementation will be supported by HQ and regularly reviewed by means of a peer mechanism through the online platform, and at High Level Steering committee level. Actions in the area of communication and knowledge management will provide EC staff with broad incentives to implement the Strategy and ensure visibility.

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<sup>12</sup>. See also section 5.3.5 for more information on country Action Plans.



## 4.2 What will be achieved by December 2008

The major results to be achieved by the end of 2008 are presented in Box 4. These represent building blocks for the full implementation of the reform process.

### Box 4: Major results by the end of 2008

#### Increased ownership and accountability

1. TC is provided further to partner country demand. Partner countries are actively involved in the design and management of TC operations. TC providers report to and are accountable to partner countries.

#### Enhanced quality and coordination for new TC operations

2. The Strategy on TC and PIA, and the related Guidelines, will have been widely disseminated and implemented ensuring partners' commitment and 'real' ownership, with a clear definition of results, adequate fitting to the context and harmonisation. All new TC operations will be based on an analysis of existing capacities and needs. A training programme on TC will have been launched to accompany this process. The quality assurance system will have been adapted to fully support the new approach.
3. Other donors will be systematically informed about all TC operations in preparation, and options for coordination actively pursued. Where relevant they will be involved in the design process (e.g. TC linked to sector approaches and budget support). Harmonisation is promoted through increased use of co-financing, in particular under the Division of Labour fast track initiative. Proposals will be included in the country Action Plans (see point 6).
4. Improved process of selecting expertise through systematic reference to past assignments and, wherever possible, including telephone interviews. Preparation of a database to track short term TA performance will be well advanced.

#### Country Action Plans to phase out parallel PIUs and address major TC challenges

5. Delegations will have developed a qualitative mapping of all parallel PIUs and of 'significant' TC operations.
6. In connection with the partner government, delegations will be preparing Action Plans which ensure implementation of this Strategy at country level<sup>13</sup>. They will include actions to address major 'policy gaps' – (practices conflicting with the principles of this Strategy) – measures to phase out parallel PIUs and ensure better accountability of all TC operations, together with improved project implementation arrangements. These Action Plans will frame the preparation of future operations to ensure compliance with the Strategy.

#### Revised procedures

7. The Practical Guide to Contract Procedures for EC External Actions (PRAG) and other relevant guidance will have been revised/developed to ensure consistency with the Strategy, addressing preferential use of decentralized management under budget funds, the selection process for experts, access to public and local expertise, use of the suspensive clause.

#### Interactive tool for knowledge management

8. An online platform will be developed and tested, to be fully operational in the first quarter of 2009. The objective is to promote structured communication around the Strategy and the exchange of good and innovative practices; the system will support broadening access to additional sources of expertise (such as academia, member states' university systems, and other centres of competence in the South and the North).

13. With the objective of finalising them by the end of January 2009.

## 4.3 Major Actions under the Five Working Axes

This section presents an overview of the main areas of work. The Work Plan which supports the implementation of the Strategy provides further details of actions to be undertaken under each axis.

### 4.3.1 Axis 1: Support strategic dialogue on TC and PIUs

- At country level, delegations will actively encourage and support local efforts to reform TC and will engage in high level dialogue on TC and PIUs including at sectoral level and in the context of the annual programming process. Depending on the country context, this dialogue and related initiatives may have a different focus, scope and intensity. Possible areas of engagement include:
  - to raise awareness, communicate/disseminate the Strategy to partner countries, other donors, project staff, and other interested stakeholders; to position the EC as a donor that is committed to taking the reform forward at international as well as at country level;
  - where the partner country is leading the process, to promote/support the development of national policies on TC/TA; where partner countries do not yet have a clear position on TC/TA and PIUs, to enter into dialogue with them on the issue of TC/TA and PIUs;
  - to work with country partners and other donors to integrate actions supporting capacity development in sector programmes, in particular where sector approaches are pursued (identify specific roles that TA can play in supporting sector reform processes);
  - to develop links with Public Sector Reforms and Civil Service Reforms; engage in discussions related to public service pay, staff retention and harmonisation of donor salary 'top up';
  - This dialogue may be developed in parallel with the discussion surrounding the country Action Plan referred to under the Working Axis no. 5 on 'Implementation and Monitoring of the Strategy'.
- A link will be made with the programming process to ensure that annual reviews (including the Joint Assistance Report for EDF Countries), Mid-Term Reviews and the next round of Multi-Annual Indicative Programmes comply with the principles of this Strategy.
- Where appropriate, delegations should take a lead role in the dialogue on demand-driven and country-owned TC, in particular where Joint Assistance Strategies are pursued. Delegations should also act as a driver of change on TC reform among European partner agencies. Opportunities for co-financing of TC operations with other donors under the fast track Division of Labour initiative will be actively pursued.
- Dialogue will also be pursued at international and HQ levels as part of the Aid Effectiveness Agenda and the post-Accra workflow, including identifying best practices in harmonised and aligned TC, together with a further improved monitoring system of the Paris indicators and the Accra Agenda for Action commitments prior to the next High Level Forum in 2011. Actions will be supported in the area of joint multi-donor training at HQ and country levels.
- Dialogue with member states will be enhanced in order to ensure implementation of the Council Conclusion of the 27th May 2008, 'The EU as a global partner for development: Speeding up progress towards the Millennium Development Goals (MDGs)', par. 67<sup>14</sup>.

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14. *These Conclusions state: 'While capacity development is an important driver of change for achieving results, the Council calls on the Commission and the member states to agree on and provide clear guidance on outstanding issues, in order to make capacity development support better coordinated, more need-driven and better integrated in the overall development programme framework, with special attention to country-led capacity development'.*

### 4.3.2 Axis 2: Improve TC design, management and accountability

- At the heart of the Strategy lies the application of Guidelines on TC and PIAs. This document will provide guidance on: i) the design and implementation of TC-supported programmes (with particular emphasis on how to promote partner-owned operations, clarify the purposes of TC support and focus on results, enhance harmonisation), and ii) the design of Project Implementation Arrangements taking into account organisational and governance parameters.
- Delegations will be at the forefront of reforms at country level to ensure that TC is provided based on partner demands.
- Delegations will ensure that other donors are systematically informed of all TC operations in the pipeline and, where relevant, involved in the design process.
- The EC will produce other tools (e.g. standard TOR) and revise internal practices used in the processes of programme identification and formulation, with a view to ensuring the involvement of partner country stakeholders, and adequately defining the role of external consultants involved in the design process. Attention will also be devoted to linking TC and PIU reform with wider issues of Public Sector Reform.
- The ex-ante Quality Assessment System<sup>15</sup>, that is used to screen the quality of programmes at the identification and formulation stages, will be revised to promote structured discussion and enhance attention with regard to the key 'quality attributes' of TC operations. These attributes include: partners' commitment and 'real' ownership, clear definition of results, adequate fitting to the context, harmonisation, quality of PIAs. A quality assurance system to be applied at the preparation stage of TC operations (e.g. TOR for TA service contracts or other relevant project documents) will also be deployed at country level.
- To strengthen ownership, joint monitoring of progress and accountability to partner countries will be encouraged. Where relevant, this will include the promotion of Performance Assessment Tools.
- A 'Tool Kit on assessing and supporting issues related to capacity development' will be produced and its application supported by advanced training on capacity development (see axis 4).
- Monitoring systems will also be adapted, including the external results-oriented monitoring system managed by EuropeAid (ROM system). External evaluations of innovative and important capacity development-oriented TC operations are foreseen.

### 4.3.3 Axis 3: Improve TC procurement, contracting and other procedures

A set of measures will be implemented to make procurement, contracting and other related procedures conducive to more effective TC operations, responsive to country demands and progressively answerable and accountable to the partners' systems. This comprises:

#### a) Measures to enhance Partner Government's ownership across the whole process of provision of TC

- Involve more partner countries in drafting and revising ToR, the selection of experts and approving reports.
- Simplify tools (such as the practical guide on programme estimates, the templates of tender dossiers) to make them more users' friendly, with a view to facilitate their use by national implementing agencies/staff.

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15. Known as 'office Quality Support Group'.

- Each geo-directorate identify the countries/operations where centralized management still applies for TC and, in coordination with other relevant EC services, set up mechanisms to promote the use of decentralized management, in particular for long term TC/TA services.
- In the medium term, promote use of national systems (including procurement procedures). This implies a more systematic assessment of Partner Government capacities and procedures and promoting the use of assessments carried out by other donors. In case of co-financing, the provision of TC through pool funds managed by Partner Government will be fostered.

#### **b) A new approach to improve the quality and relevance of expertise<sup>16</sup>**

- Improve the quality of ToR by preparing guidance and training staff on drafting ToR (see also sections 2 and 4 of the Work Plan).
- Establish a database to track previous performance of experts and firms. This work will initially be trialled for Framework Contracts and then extended to other types of contracts. To this end, the establishment of 'Evaluation of Performance Forms' will be made compulsory for the final payments. The implications on data protection and accessibility aspects will be carefully examined.
- Put more emphasis on quality-related criteria in the selection and evaluation of applicants, such as: making systematic use of phone interviews of candidates for key positions, cross-checking previous relevant experience and performance (e.g. through the 'Evaluation of Performance Forms').

#### **c) Ensure a rapid project start up and responsiveness during implementation**

- Speed up the project start up by making greater use of tendering with suspensive clauses. This implies making amendments to the Implementing Modalities of the Financial Regulations (notably for the Budget).
- Address the issue of unavailability of experts after signing a service contract (short or long term) by raising awareness among EC staff of possible penalties; clarify under what conditions a contract can be cancelled and widen the options for replacing experts.
- Allow more flexibility to update/revision of project design (such as revisions of the Logical Framework and/or budget), with a view to reduce the time required to process/agree on such changes.

#### **d) Widening the nature and source of potential TC expertise**

This entails on the one hand promoting the involvement of organisations other than commercial firms (such as public institutions, universities, non-profit organisations, think tanks, etc.), and on the other hand making more use of local and regional expertise (and more generally facilitating South-South cooperation). Particular attention will be given to facilitating the dissemination of know-how, the extension of learning systems, training, etc.

- Through appropriate guidance, training and dissemination of good practices, raise awareness of the existing mechanisms available for mobilising expertise in public bodies. This includes:
  - a) greater use of the negotiated procedure (already allowed by the PRAG in case of public-sector bodies or to non-profit institutions or associations)<sup>17</sup>;
  - b) use of grant contracts (possibly and where relevant by direct agreement) to provide TC through non-traditional sources.

16. Covering short and long term TA service contracts in centralized or decentralized management mode.

17. The PRAG allows use of the negotiated procedure 'where the services are entrusted to public-sector bodies or to non-profit institutions or associations and relate to activities of an institutional nature or designed to provide social assistance to communities'. It may be used 'only where the aim of the contract is not motivated by economic or commercial considerations, and would include cases in which the operation was institutional in nature or sought, for example, to provide individuals with social assistance...'

- Develop and implement appropriate additional procurement procedures to be able to conclude various types of agreements or contracts with public bodies. These could include institutional twinning, PG peer consultation. In this context, the involvement of local/regional/South public bodies will be given due attention.
- Clarify the modalities to facilitate the contracting of local/regional expertise. The promotion of South-South cooperation also calls for broadening the notion of untying of aid to allow eligibility between ACP and non ACP Partner Countries. More generally, joint financing from EDF and Budget sources will be examined.

#### e) Enhancing donor coordination for new operations

- Promote the use of delegated cooperation and promote pool funding for TC inputs.

#### Box 5: About Framework Contracts

Specific measures will be taken to address the necessary requirements for better use of Framework Contracts. This includes:

- ensuring the closer involvement of partner countries throughout the process to strengthen ownership and sustainability (systematic involvement in drafting ToR, selection of experts, approval of reports, etc.);
- investing in better quality of the TOR;
- ensuring a careful ex-ante evaluation of experts and teams when selecting quotations (as specified above).

In the mid to long term, considering the possibility of establishing country/regional FWCs. In the long term, allow the use of other existing procurement procedures as alternatives to FWC for short-term expertise. This will require amending the Implementing Modalities of the Financial Regulation and is not therefore possible in the short to mid term<sup>18</sup>.

#### The implementation of actions under Axis 3 will be done through various means:

- promote better understanding of existing possibilities by issuing guidance to ensure staff is fully aware of the current legal framework;
- specific instructions might also be required in case of new developments;
- integrate the changes promoted by the present strategy in the PRAG and subsequently in training modules;
- regularly feed the online platform on TC with updated information on procedures (including Frequently Asked Questions – FAQs).

18. It is worth noting that should this amendment be made, the Commission will still be bound by the 'exclusivity' referred to in the procurement notes to the FWC launched in 2008.

#### 4.3.4 Axis 4: Enhance internal capacity through communication, knowledge management, training

This Strategy touches on the behaviour and practices of multiple actors. The implementation of the Strategy will be supported by a number of communication and knowledge management activities with a view to reaching out to EC staff, partner country stakeholders and other donors.

- The Strategy and the Guidelines will be disseminated widely, firstly within the EC system and in a second phase, once fully 'adopted' internally, to external partners. Communication tools (e.g. leaflets, power point and multi-media presentations) will be produced and widely disseminated, while 'ambassadors of the Strategy' within EuropeAid and the delegations will be trained and mobilised.
- Communication will also target other donors and in particular Member States with a view to promote coordinated action.
- At the heart of the strategy lies an interactive platform for efficient communication and the exchange of practices between delegations and HQ. Various actions/incentives are envisaged to ensure that HQ and the delegations regularly feed the system with relevant good practice material, particularly on new approaches. The platform will also support the progressive revision of systems, tools and procedures (through updating FAQs and other facilities).
- The EC will also promote the diversification of sources of expertise and facilitate access to additional ('non-traditional') TC providers in the non-profit sectors. Steps will be taken to facilitate access and networking with centres of competence within the EU system (including EU bodies such as Joint Research Centres, line DGs, etc.) and networks with selected academic institutions, research centres and think tanks in the North and South.
- In the area of training, existing methodological training offered by EuropeAid will be revised to make it consistent with and to support the implementation of the Strategy. A 'hands-on training kit' for a short introductory course on TC will be developed. This introductory course will then be delivered at HQ and country level under different funding and organisational arrangements (using both internal and external trainers including under programme funds). This training will be open to country partners and concerned TC providers. The participation of Finance and Contract Units staff in Europeaid and delegations will be strongly promoted. An e-learning version of this course will be developed in the first quarter of 2009 and made available to partner country staff and other interested donors.
- More advanced training will be organised at HQ and country level. Priority will be given to field-level tailored sessions in response to demand by country stakeholders; the 'sector format', open to partner countries and other donors, will be given priority, in particular where training may support ongoing sector programmes. Multi-donor training will be actively pursued. External training will be offered to core groups of staff to build EC competency in the area of capacity development.
- Steps will be taken aimed at promoting access to additional knowledge sources, mainly in the academic and university system. This will be linked to a broader workflow aimed at enhancing knowledge management within EuropeAid.
- A conference will be organised in 2010 on the theme 'Good Practices in Technical Cooperation'.

### 4.3.5 Axis 5: Implementation and Monitoring of the Strategy

#### a) Implementation of the Strategy at country level

Delegations will play a key role in the implementation of the Strategy. They will steer a country-based process of reform together with partner countries and other donors.

- A **'mapping exercise'** of TC operations and of parallel PIUs will be conducted by the delegations between July 2008 and January 2009<sup>19</sup>.
- On the basis of this mapping, by end of January 2009, the delegations in connection with the partner countries will draw up a concise **Action Plan** to implement the Strategy and meet its objectives.
- The **Action Plan** will include: i) actions to address TC practices which conflict with the guiding principles of this Strategy; ii) measures to phase out parallel PIUs and to ensure better accountability of all TC operations and improved Project Implementation Arrangements. The Action Plan will frame the preparation of future TC operations to ensure compliance with the Strategy and set ambitious targets for coordinated TC, in particular in countries/sectors relevant to the Division of Labour fast track initiative. Within the Plans, 'quick win' type of actions (including communications/training) will be identified to stimulate change on a broader scale.
- HQ will develop regional analysis of the mapping and country Action Plans sent by delegations by end of March 2009. This exercise will help identifying good practices as well as countries and/or programmes where 'intensive support' is needed. Selected material will be posted on the website to ensure communication between country partners as well as among countries. The delegations will report back to HQ on implementation through the established reporting system. This reporting will feed regular progress reviews.
- HQ will mobilise internal resources in sufficient quantity and quality to fully support country processes.
- Actions to support innovative practices will be implemented: innovative programmes will be earmarked during the identification phase (Quality Support Group checklist), delegations will be asked to identify 'pilot programmes' in their current portfolio; all pilots will receive special support through various initiatives (e.g. tailored training, exchange of practices, etc.). The interactive platform will present good practices and success stories.

#### b) Overall implementation and monitoring framework of the Strategy

The Implementation Framework for the Strategy – presented in Annex 3 – includes 'core teams' at different levels which will ensure that key functions are properly addressed and act as points of contact.

- The delegations will set up a team of dedicated resource people, including staff from the Finance and Contracts Units, to oversee the Strategy implementation. They will develop and ensure implementation of the Action Plans, ensure communication and training activities are organised, contribute to feed the knowledge management system. All staff in delegation will contribute to the implementation of the Strategy throughout the five working axis, including complying with the revised procedures (see section 3 of the Work Plan).
- Each Geographical Directorate<sup>20</sup> will set up an internal team of dedicated resource people to support the overall implementation of the Strategy. This will include reviewing country Action Plans, active involvement in the quality assessment process of new programmes, communication activities, internal training, identification and support of innovative practices, and feeding the online platform.

19. The mapping of TC operations will be developed as an electronic matrix. It will include financial info on all TC and coordinated TC, and a list of Parallel PIUs (replacing Annex C of the EAMR). It will also include a qualitative screening of 'major' operations identified on the basis of agreed criteria.

20. As well as Directorate F on 'Thematic Operations' where relevant.

- A Coordination Team, formed by Directorate E staff and including key resource people from other concerned units, will be closely involved in the implementation system, preparing reviews and ensuring overall coordination.
- A High Level Steering Committee, chaired by the EuropeAid Director General, will ensure regular review of progress and that decisions are taken with regard to possible additional initiatives or adjustments to the Work Plan.
- The first review is scheduled for November 2008 focusing on the set of 'short term priority actions' to be finalised before the end of 2008 and evaluating the overall implementation system. Two reviews are planned for 2009 (April and November 2009).
- An external evaluation of Technical Cooperation will be launched at the end of 2009.
- An informal consultative panel will be set up to promote dialogue on innovative TC practices, which will be open to selected partner country representatives, member states and other donors, think tanks on aid effectiveness and individual experts on TC and capacity development issues.

### 4.3.6 Issues relating to Project Implementation Arrangements across the five axes

Project Implementation Arrangements are addressed across the five working axes. Box 6 below provides an overview of the principles to be applied and of the work to be under taken in this area, in line with Paris and EU related targets.

#### Box 6: Summary of Principles/Actions to Improve Project Implementation Arrangements

Actions dealing with PIUs and more generally Project Implementation Arrangements are addressed in all the various working axes.

##### 1. Actions related to the current portfolio of operations

Draw up a careful mapping of parallel PIUs included in the External Assistance Management Report (EAMR) expected in July 2008;

- In agreement with partner countries, identify within the country Action Plan measures to phase out non-integrated PIUs, focusing in particular on:
  - ensuring measures to strengthen accountability to the country implementing agencies (ministries, departments, NSA, etc.);
  - ensuring that the mandate, roles and tasks of externally appointed staff are agreed by the country partner (TOR are endorsed or approved by the country implementing agency).
- Revisit Project Implementation Arrangements and PIUs in all projects to ensure their effectiveness and ensure the best possible 'integration', including those PIUs that are not formally classified as parallel (based on DAC criteria).

##### 2. Actions related to operations in the pipeline

- Ensure that adequate attention is given starting from the identification of all new programmes, to challenges and capacity issues related to implementation, and that the use of TC for implementation purposes is limited.
- Ensure ownership in programme design and comply with the Guidelines in relation to PIA aspects.
- With reference to the EU target no. 3, avoid setting up new parallel PIUs as far as possible while recognising that parallel structures may be justified or 'unavoidable' in exceptional cases such as emergency situations (post conflict), support to Non-State Actors or regional programmes. The use of 'parallel PIUs' should always be a last resort, and fully justified.
- With regard to the quality assurance system, check the overall quality of the project implementation arrangements.



## ANNEX 1

### DAC DEFINITIONS OF TECHNICAL COOPERATION, COORDINATED TECHNICAL COOPERATION, PROJECT IMPLEMENTATION UNITS AND CAPACITY DEVELOPMENT<sup>21</sup>

#### Technical Cooperation

Technical cooperation (also referred to as technical assistance) is the provision of know-how in the form of personnel, training, and research, and associated costs. (OECD DAC Statistical Reporting Directives 40-44). It comprises donor-financed:

- Activities that augment the level of knowledge, skills, technical know-how or productive aptitudes of people in developing countries; and
- Services such as consultancy, technical support or the provision of know-how that contribute to the execution of a capital project.

*The DAC survey of the Paris Declaration uses this definition and adds that 'TC should include both free-standing TC and TC that is embedded in investment programmes, or included in Programme-based approaches.'*

#### Coordinated technical cooperation

Coordinated technical cooperation means free-standing and embedded technical cooperation that respects the following principles. **Ownership** – Partner countries exercise effective leadership over their capacity development programmes. **Alignment** – Technical cooperation in support of capacity development is aligned with countries' development objectives and strategies. **Harmonisation** – Where more than one donor is involved in supporting partner-led capacity development, donors coordinate their activities and contributions.

Donors are invited to review all their development activities with a view to determining how much technical cooperation was disbursed through coordinated programmes that meet **BOTH criteria** below:

1. Have relevant country authorities (government or non-government) communicated clear capacity development objectives as part of broader national or sector strategies? (Y/N).
2. Is the technical cooperation aligned with the countries' capacity development objectives? (Y/N).  
**AND at least ONE** of the criteria below:
3. Do relevant country authorities (government or non-government) have control over the technical cooperation? (Y/N).
4. If more than one donor is involved in supporting country programmes, are there arrangements involving the country authorities in place for coordinating the technical cooperation provided by different donors? (Y/N).

21. OECD/ DAC 2006. *Survey on Monitoring the Paris Declaration – Doc. 5: Definitions and Guidance, Final Version (2 May 2006)*,  
OECD/ DAC. Paris. (<http://www.oecd.org/dataoecd/13/29/36306366.doc>)

### Project Implementation Units

When providing development assistance in a country, some donors establish Project Implementation Units. (They are also commonly referred to as project management units, project management consultants, project management offices, project coordination offices, etc.) These are dedicated management units designed to support the implementation and administration of projects or programmes. PIUs typically share the following key features:

- PIUs are TYPICALLY required to perform subsidiary (rather than principal) tasks with regard to the implementation of a project or programme: monitoring and reporting on technical and/or financial progress, accounting, procurement of works, goods and services, drawing-up terms of reference, contract supervision, detailed design or equipment specification.
- PIUs are often established at the request of a donor following the inception of a project or programme.
- The staff of PIUs vary considerably in size and composition. Staff size can vary from 1 to as many as 200 but most count less than 10 professional staff. Although a significant number of PIUs make use of government staff, most PIUs rely on staff recruited outside the civil service (e.g. long-term local consultants).

A distinction is made here between a PIU and technical advice provided directly to national administrations.

### Parallel PIU

A PIU is parallel when it is created and operates outside existing country institutional and administrative structures at the behest of a donor. In practice, there is a continuum between parallel and integrated PIUs. The criteria below have been designed to help donors and partner authorities draw a line within this continuum and identify with greater certainty parallel PIUs.

Donors are invited to review all their development activities with a view to determining how many PIUs are parallel. For the purpose of this survey, PIUs are said to be parallel when there are **three or more 'Yes'** to the four questions below (anything less counts as integrated):

1. Are the PIUs accountable to the external funding agencies/donors rather than to the country implementing agencies (ministries, departments, agencies etc)? (Y/N).
2. Are the terms of reference for externally appointed staff determined by the donor (rather than by the country implementing agencies)? (Y/N).
3. Is most of the professional staff appointed by the donor (rather than the country implementing agencies)? (Y/N).
4. Is the salary structure of national staff (including benefits) higher than those of civil service personnel? (Y/N).

### Capacity Development

The processes whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time.

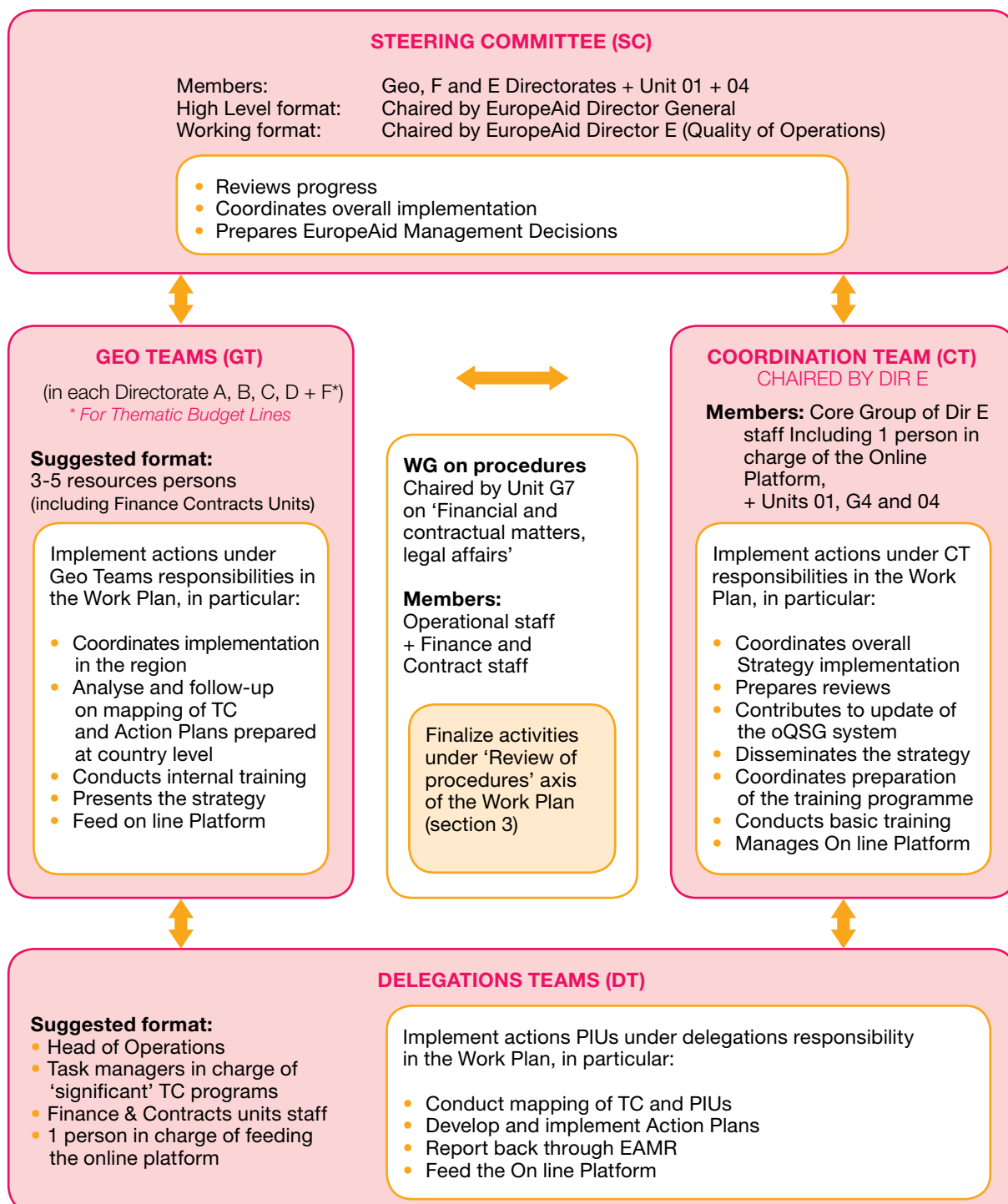
## ANNEX 2

### EXAMPLES OF RESULTS, PROCESSES AND TC ROLES

Examples of Results	Examples of processes	TC activities
<p><u>Capacity development</u> Sustainable, enhanced performance of organisation(s) or units; new procedures, skills or management approaches actually applied; enhanced governance and/or supervision; voice of clients strengthened; enhanced resource management, etc.</p>	<ul style="list-style-type: none"> <li>• Access to knowledge/skills, exposure to parallel practices, network creation</li> <li>• Modifying internal processes, structures, technology, etc.</li> <li>• Strengthening ethos, leadership, self-confidence, creativity</li> <li>• Strengthening demand side, governance, checks-and-balances</li> </ul>	<ul style="list-style-type: none"> <li>• Peer exchange, secondment, twinning, training/coaching, support to networks</li> <li>• Outsourcing, coaching, advising, expert delivery</li> <li>• Peer review, coaching, on or off-site leadership development</li> <li>• Applying above in demand-side organisations</li> </ul>
<p><u>Policy/expert advice</u> Sector policy stakeholders have dialogue with reference to data and comparable evidence; senior level executives able to decide on specialised technical issues, international standards, etc.</p>	<ul style="list-style-type: none"> <li>• Access to knowledge, exposure to parallel practices, network creation</li> <li>• Analytical work feeding into policy development</li> <li>• Availability of ad hoc advice</li> </ul>	<ul style="list-style-type: none"> <li>• Peer exchange, study tours, coaching, support to networks</li> <li>• Coaching internal analytical work, independent expert assessments</li> <li>• Short, recurrent or long-term advisor to senior level executives/forums</li> </ul>
<p><u>Strengthened implementation</u> Direct delivery of products, services or regulatory activities, construction works or other investment goods.</p>	<ul style="list-style-type: none"> <li>• Implementation of performance frameworks with temporary incentives to boost staff performance</li> <li>• Investment activities organised with parallel or semi-parallel financing modalities and structure</li> </ul>	<ul style="list-style-type: none"> <li>• Outsourcing</li> <li>• Programme/project management</li> <li>• Financial management and control</li> <li>• Technical implementation</li> <li>• Monitoring and reporting</li> <li>• Liaison with partners and donors</li> </ul>
<p><u>Preparation/facilitation of EC cooperation</u> Domestic partners committed to and owning technically well-designed projects/programmes. Wider partner-EC cooperation facilitated.</p>	<ul style="list-style-type: none"> <li>• Facilitation of participatory formulation processes</li> <li>• Brokering of negotiation processes</li> <li>• Network creation and maintenance</li> <li>• Specialist/technical knowledge</li> </ul>	<ul style="list-style-type: none"> <li>• Process facilitation</li> <li>• Coaching/mentoring</li> <li>• Expert advice</li> <li>• Conflict resolution</li> </ul>

## ANNEX 3

### IMPLEMENTATION AND MONITORING FRAMEWORK OF THE STRATEGY



## ANNEX 4

### MAIN STEPS IN THE PREPARATION OF THE STRATEGY AND LIST OF PREPARATORY DOCUMENTS

Outputs
<p><u>Member States Consultation:</u></p> <ul style="list-style-type: none"> <li>• <i>Review of Donor Agencies Policies and Guidelines on TC and PIUs, February 2008 – ECDPM</i></li> <li>• <i>First MS meeting held on 6<sup>th</sup> of December – Workshop on ‘How to work together towards better quality Technical Cooperation (TC) and Project Implementation Units (PIUs)’ – Brussels, 6 December 2007</i></li> <li>• <i>Second Meeting on the Draft Backbone Strategy held on the 16<sup>th</sup> of June 2008</i></li> </ul>
<p>Study of EC Technical Cooperation and PIUs – <u>Review of case documentation</u>, February 2008, plus Annexes – ECDPM</p>
<p>Study of EC Technical Cooperation and PIUs – <u>Review of the Regulations and Guidelines applicable to Technical Cooperation and Project Implementation Units</u>, 7 March 2008 – ECDPM</p>
<p><u>Delegations survey:</u> The 46 delegations of the Aid Effectiveness Network have received the questionnaire. A total of 36 questionnaires have been returned. Report available: ‘Delegations Voice: current Practices and exploratory ideas on TC and PIUS’, 7<sup>th</sup> April 2008</p>
<p>‘Twinning in the European Commission’ – An Overview – by unit E5</p>
<p>Interviews with Partner Government Representatives and analysis of results – by Unit E5</p>
<p>Creation of an Electronic Discussion Platform to share knowledge among EC colleagues in Aid Effectiveness Delegations (October 2007)</p>
<p>Retreat of AIDCO staff, 14 March 2008 to discuss the first draft of the Discussion Paper on TC and PIUs – Workshop Report – Report by unit E5</p>

All the documents and the questionnaires sent by consulted delegations are posted on EuropeAid intranet: [http://www.cc.cec/dgintranet/europeaid/activities/adm/technical\\_cooperation/index\\_en.htm](http://www.cc.cec/dgintranet/europeaid/activities/adm/technical_cooperation/index_en.htm)



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