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Effective Management of EU Assistance by the Governments of Eastern Partnership Countries: An ECEAP Survey Report

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List of Acronyms

AA	Association Agreement
CBC	Cross-border cooperation
CIB	Comprehensive Institution Building Programme
CPI	Corruption perception index
CSO	Civil Society Organisation(s)
DCFTA	Deep and Comprehensive Free Trade Agreement(s)
EaP	Eastern Partnership
ECEAP	Estonian Centre of Eastern Partnership
EEAS	European External Action Service
ENI	European Neighbourhood Instrument
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
GCI	Global Competitiveness Index
ICT	Information and communications technology
IFC	International Finance Corporation
IFI	International Financial Institution(s)
NCU	National Coordinating Unit
PAO	Programme Administration Office
PAR	Public Administration Reform
PCA	Partnership and Cooperation Agreement
PPAR	EaP Panel on Public Administration Reform
PPP	Public-private partnership(s)
SIGMA	Support to Improvement in Governance and Management
SPS	Sanitary and phyto-sanitary (standards)
TAIEX	Technical assistance and information exchange instrument on approximation, application and enforcement of EU legislation
TI	Transparency International
UNeGovDD	UN e-Government Development Database
VET	Vocational education and training
WEF	World Economic Forum
WGI	Worldwide Governance Indicators

Executive summary

The purpose of the survey was to assess how effectively the countries of the Eastern Partnership manage technical assistance rendered by the EU. This purpose was divided into the three objectives, which cover broadly the stages of provision of the EU assistance to an Eastern partner country. The research team presented the first aggregated survey findings to a seminar "Effective management of the EU assistance by recipient governments of Eastern Partnership countries" in June 2012 in Tbilisi, where the representatives of EaP governments, the EU and individual experts reflected on survey results against the background of experience accumulated under the ENPI since 2007, new policy challenges (AA, DCFTA) and the related new assistance tools such as CIB, as well as the upcoming changes to the Union assistance framework.

The Estonian Centre of Eastern Partnership conveyed the survey results, together with the conclusions and recommendations of the seminar, to the 2nd Eastern Partnership Public Administration Reform Panel held in Tbilisi on 14 June 2012.

Survey methodology

The survey methodology comprised the quantitative and qualitative surveys as well as documents review. Quantitative survey was based of a questionnaire applied to respondent groups. Questionnaire data was processed with the use of SPSS statistical package. The qualitative method rested on expert interviews and focus group research, while an in-depth interview guide was used for expert interviewing. Documents such as EU country strategy papers, indicative programs, annual action programmes and progress reports, national policy documents, relevant legal acts, job descriptions, regulations issued by national coordinators etc. were reviewed for a more precise analysis.

The team has applied purposive method to build up the sample: respondents were selected depending on their specific role, expertise and experience in managing the EU assistance. The sample comprised two groups of respondents: "implementers" and "experts", with a total number of 300 across the 6 countries.

Participation of recipient governments in EU assistance programming

The survey revealed that recipient governments are generally well aware of opportunities offered by EU assistance, however, below the coordinators' level there is typically no clear picture of the whole array of the available EU instruments. The level of participation in EU programming appeared quite high but uneven from country to country: slightly lower-than-average levels of participation – for apparently different reasons – were registered in Azerbaijan and Moldova.

The findings call for a more targeted and inclusive awareness building on the part of both the EU and national coordinators. Proper understanding of eligibility of potential beneficiaries to other types of EU assistance than those already "mastered" may step up administrative reforms within the governments. This is particularly true about the most advanced, agreement-driven types of measures such as CIB or, possibly, budget support. Such reforms would also strengthen the position of governments in reaping the most possible benefits from the "more for more" approach put forward by the EU in 2012.

Implementation of EU-funded activities at national level

With regard to implementation of EU-funded programmes and projects at national level, typical resource constraints persist: personnel insufficiency and high turnover, deficient information sharing (especially horizontal), incomplete and untimely documentation turnover, hesitant mastering of modern operational tools. These constraints reduce the effectiveness of EU assistance. Changes in top management, and likewise administrative reforms within the governments may have adverse effects on implementation of EU programmes. EaP governments thus commonly face the challenges of improving inter-ministerial horizontal information sharing, strengthening evaluation culture and institutional memory, among others by curbing staff turnover. These tasks are directly relevant to public administration reforms underway in the EU Eastern Partners, specifically concerning operational improvements and skills development.

Perception of effectiveness of EU assistance management

As regards the perceived effectiveness of the Union assistance to EaP, there is generally a good match between national objectives and assistance priorities. EU support is broadly seen as indispensable to the achievement of many national policy targets, from WTO accession to negotiating free trade and visa issues with the EU. Likewise, new instruments are widely perceived as adequate, especially the CIB in provoking the recipient state institutions to "work seriously" on policy and institutional development. At the same time, countries reported various institutional and operational constraints, which limit their absorption capacity of growing EU finds. For instance, co-financing of the reform measures agreed with the EU is often not provided at the envisioned level, owing to budget execution practices. Likewise, budget systems of recipient countries typically allow diversion of funds received from the EU as sector-specific budget support to other objectives. With the latter, the EU has only limited intervention possibilities once the funds have been transferred.

Recommendations

Analysis of the survey findings, as well as discussions in the representative circle of stakeholders at Tbilisi seminar and the second PPAR meeting, allowed identifying a number of practical solutions to address the revealed constraints and raise the effectiveness of EU assistance management. Shaping these medium- to long-term solutions would match optimally the on-going or pending discussions with the EU about the assistance mechanism under the ENI framework in 2014-20. On the one hand, the strictest possible policy relevance of EU-funded programmes and projects should be achieved, since the tangibility of policy results drastically improves quality of management. On the other, governments may effectively raise their absorption capacity for increasing EU assistance by enriching ownership of its results for the country development.

On the *operational level*, the best practices highlighted by the survey can be followed:

- Raise the effectiveness of the domestic policy process, design a clear coordination structure with focal points/information-sharing mechanisms
- Achieve synergies in the effective use of resources, for example, boosting the introduction of modern management tools would streamline information sharing
- Maintain and cultivate institutional memory by designing an attractive career path, with due remuneration and further education, to retain qualified staff
- Lay focus on lesson-drawing process: develop local evaluation expertise to build up monitoring capacities
- Encourage participatory policy dialogue by involving CSO, business representatives and universities in the programming and monitoring of EU assistance

The survey and subsequent discussions have crystallised several issues of high relevance to the Union assistance to Eastern Partners in future and put forward by the Commission in its proposal for the establishment of ENI of December 2011. These comprise the simplification of the programming process, increased consistency between the EU policy framework and the assistance, where a Single Support Framework should offer an optimal basis, as well as strengthening the performance-based approach (differentiation principle/more-for-more).

I
Survey Methodology and Organisation

1.1. Background and purpose

The choice of the focus area "Effective management of the EU assistance by beneficiary governments of the Eastern Partners" for the ECEAP Comparative report 2012 rests on the recommendations and the work plan of the Public Administration Reform Panel under the EaP thematic Platform 1 "Democracy, Good Governance and Stability". To address the focus area, the ECEAP built up a research team (see item 1.5 for details), which, in February-May 2012, carried out a specific survey in the capitals of the six EaP countries.

The purpose of the survey was to assess how effectively the countries of the Eastern Partnership manage technical assistance rendered by the EU. This purpose was divided into the three objectives (shown below in item 1.3), which cover broadly the stages of provision of the EU assistance to an Eastern partner country. The survey has produced a comparative overview of the best practices and challenges related to managing the EU assistance.

The research team presented the first aggregated survey findings to a seminar "Effective management of the EU assistance by recipient governments of Eastern Partnership countries" in June 2012 in Tbilisi. As a discussion platform, the seminar united government officials with individual experts and researchers from the EaP countries, as well as representatives of the EU and Member States. Participants reflected on survey results against the background of experience accumulated under the ENPI since 2007, new policy challenges (AA, DCFTA) and the related new assistance tools such as CIB, as well as the upcoming changes to the Union assistance framework formulated by the Commission in December 2011.[1] The seminar allowed a deeper understanding of survey findings and a number of additional conclusions on the subject, which are incorporated in this report.

The Estonian Centre of Eastern Partnership conveyed the survey results, together with the conclusions and recommendations of the seminar, to the 2nd Eastern Partnership Public Administration Reform Panel held in Tbilisi on 14 June 2012.

1.2. Definitions

For the purpose of the survey, **EU assistance** is defined in accordance with Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down the provisions establishing a European Neighbourhood and Partnership Instrument. [2] The Regulation establishes ENPI to provide European Community assistance to promote enhanced cooperation and progressive economic integration between the EU and the partner countries and, in particular, the implementation of partnership and cooperation agreements, association agreements or other existing and future agreements. It shall also encourage partner countries' efforts aimed at promoting good governance and equitable social and economic development (Art 1.1, Art 2.1).

The Regulation lays also down areas of cooperation, where the assistance can be rendered, as well as programming and implementation issues. For the purpose of the survey, reference is taken to the Art. 15 of the Regulation, which defines **types of measures:** "Community assistance shall be used to finance programmes, projects and any types of measure contributing to the objectives of this Regulation". The types of measures applied in the 6 countries under the survey thus comprised:

- technical and financial assistance (including general and sector-specific budget support),
- cross-border cooperation (CBC)
- Twinning
- TAIEX
- SIGMA
- comprehensive institution building (CIB)
- other types of measures funded or co-funded by the EU in the current framework of EU external assistance

Within the set political framework of ENP/EaP as well as of cooperation between the EU and the countries of its Eastern neighbourhood, the survey focused on the management of the EU assistance on the **recipient side only.** It deliberately left aside the issue of how efficient the EU assistance presents itself as such, in view of the EU's own policy objectives, as this would have delivered a totally different dimension to the research exercise. The focus on the recipient countries allows conclusions about the work of their public administrations in the specific area of managing the assistance rendered by the EU. In a number of cases, such as information sharing, allocation of budget funds and others, these conclu-

1 Commission proposal for a Regulation establishing a European Neighbourhood Instrument, 7 December 2011: http://ec.europa.eu/world/enp/docs/2011_prop_eu_neighbourhood_instrument_reg_en.pdf

2 OJ L 319, 9.11.2006, p. 1-14

sions appear directly linked to the countries' performance against the European principles of public administration monitored in the ECEAP annual comparative reports.

As countries are free to design their public administrations and do not have to follow any uniform international standards, the systems of the EU assistance management may differ from one Eastern partner country to another. The survey nevertheless distinguishes between the three groups of actors involved in the EU **assistance management on the domestic level:** coordinators, implementers and experts. The first two groups consist only of representatives of the 6 national public administrations, while the third one includes project and programme managers and independent experts working in the countries. During the survey field stage, these groups have comprised the sample of respondents as explained in section 1.6 below.

1.3. Primary information needs by survey objectives

The survey of management of the EU assistance pursued the following three objectives. Each objective has specific primary information needs described below. The survey questionnaire (Annex I) was designed to meet those information needs.

A. Participation of recipient governments in EU assistance programming

This objective addressed the recipient country's participation, jointly with the EU in the existing cooperation network, in formulation of assistance priorities, timing and scope of the agreed operations and actions. It highlighted the coherence of those priorities with the country's own policy objectives, looked at the country's inputs toward EU-funded types of measures, with regard to both policy formulation and commitment on human and financial resources.

Primary information needs under objective A:

- awareness of the types of EU-funded measures, to which the country is eligible, by beneficiary institutions
- participation in preparation of EU-funded measures and the extent, to which national requests are taken into account at programming stage
- thematic coherence between objectives of EU measures and own policy objectives of beneficiary institutions
- appropriateness of the timeline of programming
- own commitments of national beneficiaries

B. Implementation of EU-funded activities at national level

This objective focused on management of EU assistance by government bodies – individual recipients. It traced the EU assistance down to the operational level of recipients and addressed, specifically, their internal procedures (e.g. to monitor the progress of EU-funded actions), the quality of personnel involved, organisational solutions applied, the quality of internal planning and reporting to national coordinator(s). In addition, this objective covered the intensity and quality of the relations between national coordination bodies and implementing agencies.

Primary information needs under objective B:

- quality of resources to implement EU-funded measures: equipment and networking, use of modern coordination tools (such as common working areas), quality of action plans, timeliness of action by implementing authorities, quality of reports
- personnel turnover, incentives, soft skills (analysis, languages, negotiations, communication)
- proximity of EU coordinators to policy developers, appropriateness of internal structures to get maximum use of EU assistance
- regularity of monitoring, scope and intensity of information sharing

C. Perceived effectiveness of the EU assistance management

Survey findings on the perceived effectiveness of the EU assistance to an EaP country were based on the insight about a number of specific issues, such as tangible policy results that would not have been achieved without EU assistance, value added of the new instruments such as Twinning or CIB, ability of recipients to assume and manage growing EU funding and others.

Primary information needs under objective C:

- achievement of objectives of EU-funded measures as compared with the programming stage
- appropriateness of the applied type of measure to policy targets of beneficiary institution
- capability of beneficiary institutions to assume more EU funds in future

The collection of primary information under objectives A, B and C was carried out across the whole sample of respondents (see item 1.6). In addition, a concise part of primary information will be collected among the respondent groups I and III – national EU assistance coordinators and independent experts. These specific primary information needs cover horizontal *coordination* of the EU-funded measures:

- policy objectives, which would not have been achieved (or achieved at much higher costs in terms of recourses and time) without EU assistance
- perceived effectiveness of the new types of EU assistance (budget support, CIB)
- the extent, to which EU- funded measures are co-financed from the national budget

1.4. Methodology

The survey methodology comprised the following components:

- *Quantitative survey method:* semi-structured questionnaire for quantitative research was applied to respondent groups I-II. The data from semi-structured questionnaire was processed with the use of SPSS statistical package
- *Qualitative survey method:* expert interview and focus group research methods were applied to collect information relevant to primary information needs. Expert interviewing was carried out on the basis of an in-depth interview guide, and the results analysed by country research team members
- *Document review:* documents such as EU country strategy papers, indicative programs, annual action programmes and progress reports, national policy documents, relevant legal acts, job descriptions, regulations issued by national coordinators etc. were reviewed to allow data triangulation for a more precise analysis.

1.5. Organisation of the field stage

An ECEAP expert team developed the survey methodology and formulated the questionnaire in January 2012. These documents were then sent to country teams of experts for feedback and finally approved in February. The ECEAP has ensured that the methodology would be applied in a uniform way in all six countries, so that the findings are comparable across the region.

The field stage started in February and lasted till May 2012. It has produced the first aggregated and SPSS-processed data per each country. A consolidation of the six survey reports was carried out by early June 2012, so that the survey results were prepared for the discussion at the Tbilisi seminar 11-13 June and presented to the 2nd EaP Panel on Public Administration reform.

The following country teams carried out data collection and processing and produced the initial country survey reports:

- Armenia: Centre for Civil Society Development (data collection and processing); 2 independent experts (data analysis and reporting)
- Azerbaijan: Centre for Economic and Social Development (CESD)
- Belarus: Belarusian Institute for Strategic Studies (BISS); 1 independent expert
- Georgia: Centre for EU Studies, Georgian Foundation for Strategic and International Studies (GFSIS)
- Moldova: Centre for Sociological Investigations and Marketing Research CBS-AXA (data collection and processing), 1 independent expert (experts' interviews, data analysis and reporting)
- Ukraine: Razumkov Centre

In organizing the country field stages, ECEAP and expert teams briefed the EU Delegations about the survey objectives and detailed methodology. In most cases, the Delegations signaled their support to the exercise, acted as respondents in the category "experts" and rendered helpful assistance in interpreting the survey results.

Albeit based on a uniform methodology, the field stage revealed – quite naturally – country specifics, which sometimes affected consolidation of results from the country level to that of the EaP region as a whole. Suffice here to mention the case of Belarus, where the sample contains much more civil society representatives than in other 5 Eastern Partners.

Table 1. The survey sample

	Implementers	Experts	Total
Armenia	42	8	50
Azerbaijan	56	5	61
Belarus	42	2	44
Georgia	45	10	55
Moldova	29	2	31
Ukraine	54	5	59
Total	**268**	**32**	**300**

This is attributable to the reluctance of public officials to discuss cooperation of their organisations with the EU in an environment of persisting political tensions between the parties. Owing to this specifics, Belarus makes a special case in quite a number of the survey findings.

1.6. Sampling

The survey team has applied the purposive method to build up the sample. In accordance with the purposive sampling technique, respondents were selected depending on their particular characteristics, i.e. the specific role, expertise and experience in managing the EU assistance. Obviously, the sample is not representative of the population and covers, following the survey objectives, quite a narrow group of respondents. Reflecting their role in the EU assistance management, the following two groups have been identified:

I. **Implementers:** end-recipients of EU assistance i.e. line ministries and other beneficiaries, including non-state institutions
II. **Experts:** this category comprised EU assistance coordinators (National coordinators and their services, PAO, policy developers) and independent experts both from government and civil society involved in the EU assistance management

During qualitative interviews with the group II, a distinction has been borne in mind between the two sub-groups: coordinators of EU assistance from public administration and independent experts. This distinction and its implications for the findings are discussed under survey objective C (Section 4). Table 1 gives an overview of the whole survey sample by the two categories and six countries.

Respondent group I, implementers, has been the largest in all 6 countries and, respectively, in the whole EaP region. Its composition, however, differed from country to country, as shown in Table 2.

Table 2. Implementers' breakdown by countries

	Public administration	CSO	EU projects	Other (media, universities)	Total
Armenia	35	1	4	2	42
Azerbaijan	42	8	2	4	56
Belarus	14	11	0	17	42
Georgia	29	7	2	7	45
Moldova	26	2	0	1	29
Ukraine	38	7	8	1	54
Total	**184**	**36**	**16**	**32**	**268**

While representatives of public administration made the major sub-group in most countries, civil society organisations, universities and media prevailed in Belarus. As mentioned above, this specifics is attributable to the fact that public officials would often decline participation in the survey with reference to the unfriendly political stance of Belarus toward the EU. Respondents from the civil society were somewhat scarce in Armenia and particularly Moldova, however, the sample as a whole has combined the state and non-state sector in an appropriate way, so that the former constituted more than two thirds of total (Diagram 1).

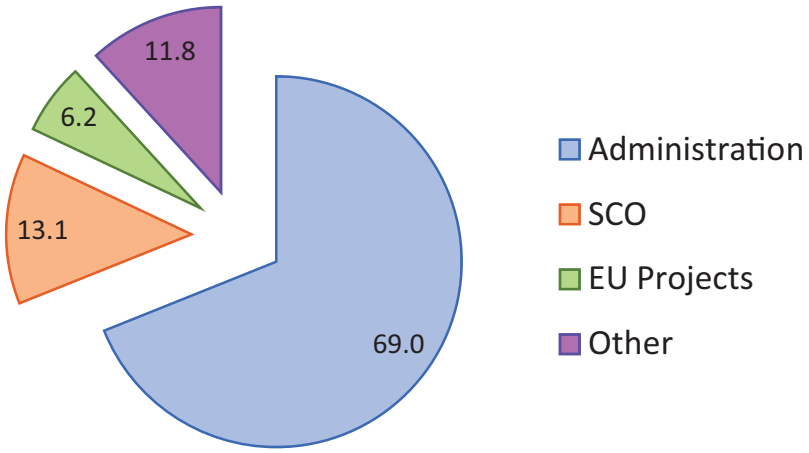

Diagram 1. Overall sample by type of respondents, in per cent

II
Survey Objective A: Participation of Recipient EaP Governments in EU Assistance Programming

This section discusses the survey results about the awareness of the various types of EU measures by the recipients (both actual and potential), participation of the latter in preparation of the EU-funded assistance programmes and projects, coherence of these measures with recipients' own policy priorities, the timeline of programming, and the commitment of recipient governments to allocate own resources to the EU measures.

2.1. Awareness of EU measures

The overwhelming part of the respondents are aware of the EU assistance rendered to their countries, as shown in Table 3.

Taken by the types of assistance, the awareness appears rather mixed. On the one hand, it seems understandable that CIB and SIGMA are less known in Belarus, because these types of activities are not taking place in the country. On the other, low values for CBC in Georgia and for CIB in Ukraine prove the fact that implementers are rather aware of "their own" types of assistance, i.e. those where they act as direct recipients.

Consolidated values for the EaP region as a whole show that only three of altogether seven types of EU measures – technical assistance, Twinning and TAIEX – are more known than not to national beneficiaries (Diagram 2). In other words, below the coordinators' level there is typically no clear picture of the whole array of the EU instruments available to an EaP country.

This finding calls for a more targeted and inclusive awareness building on the part of both the EU and national coordinators. Proper understanding of eligibility of potential beneficiaries to other types of EU assistance than those already "mastered" may step up administrative reforms within the governments. This is particularly true about the most advanced, agreement-driven types of measures such as CIB or, possibly, budget support. Such reforms would also strengthen the position of governments in reaping the most possible benefits from the "more for more" approach put forward by the EU in 2012. [3]

Country-by-country disparities with regard to awareness of the EU assistance and its types are rather telling as well (Diagram 3). Belarus lags behind the rest of the region for obvious reasons. The second-worst level of awareness in Azerbaijan is partly attributed to the incompleteness of data (see Table 3). Of relevance, however, might be the strictly vertical manner of coordination of the EU assistance in the country, where the national coordinators play a strong role in delivering information to the end-recipients, while alternative sources are less used. Armenia, Georgia and Moldova display almost equally high levels of awareness, followed by Ukraine, being likewise far ahead of the two back-markers.

3 Communication "Delivering on a new European Neighbourhood Policy", JOIN(2012) 14 final, 15.05.2012.

Table 3. Awareness of EU measures and their main types

	AM	AZ	BY	GE	MD	UA
			per cent of total			
Aware	94.0	87.5	83.0	96.0	100.0	94.4
Partially or not aware	6.0	12.5	17.0	4.0	–	5.6
			per cent of cases			
Budget support	46.0	10.9	25.0	64.0	61.3	45.1
Twinning	86.0	74.4	10.0	80.0	74.2	86.3
TAIEX	80.0	74.4	25.0	84.0	71.0	80.4
SIGMA	64.0	74.4	5.0	58.0	35.5	39.2
Technical assistance	54.0	n.a.	60.0	60.0	90.3	51.0
CIB	52.0	10.9	20.0	47.0	38.7	35.3
CBC	52.0	n.a.	60.0	33.0	54.8	43.1

The level of participation in EU programming (Diagram 4) is in general quite high but uneven from country to country. Lower-than-average levels of participation were registered in Azerbaijan, Belarus and Moldova – for apparently different reasons. In Azerbaijan, 43 per cent of respondents claimed they did not participate in programming and preparation of EU measures, which again nourishes the assumption that this function is being performed by National coordinator's services. Moldova (26 per cent negative answers) should have improved the participation rate with the renewal of intense political cooperation with the EU and deployment of more EU assistance to the country upon the longed-for stabilisation following the political crisis of 2009-12. There is still much room for intensifying participation of national beneficiaries in Programming and preparation of EU-funded activities in the Eastern Partner countries.

2.2. Coherence of policy priorities

The survey respondents were asked to assess the extent, to which their requests have been taken to account during the programming stage of the EU assistance. Possible responses ranged from "5" (fully taken into account) down to "1" (neglected).

With regard to *thematic coverage,* the mean for the 6 countries was 4.0, ranging from 3.5 in Moldova to 4.4 in Armenia. In general, the three South Caucasus countries (values from 4.1 to 4.4) appeared much more positive than the EU immediate Eastern neighbours (3.5 to 3.8) about the way the programming exercise would consider their thematic requests for EU assistance.

With regard to the *resource input,* the confidence was slightly lower, with the mean of 3.8. Ukraine appeared the least satisfied with the EU response to the requests to commit resources, while Georgia saw hardly any problem with the appropriateness of resources (4.5).

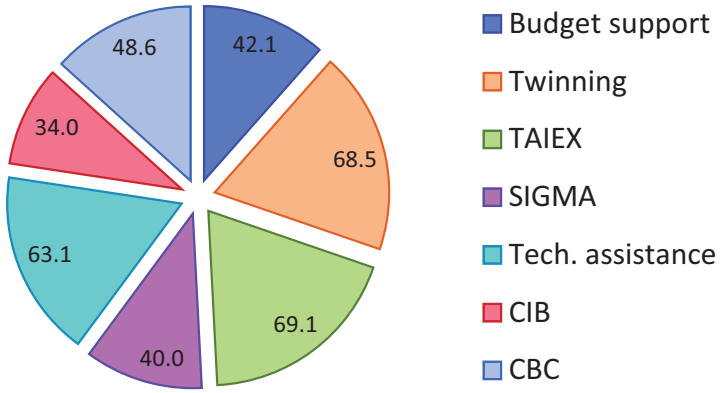

Diagram 2. Awareness of particular EU measures in EaP region
(per cent of cases)

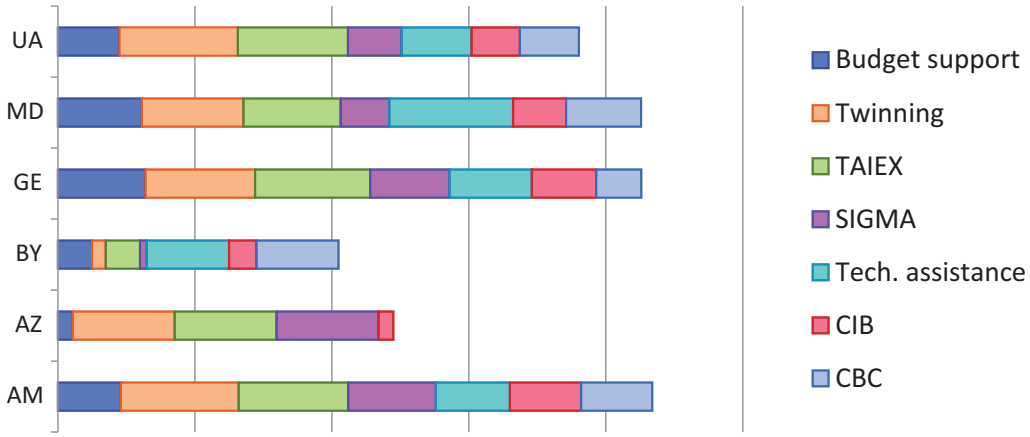

Diagram 3. Awareness of types of EU measures
by countries

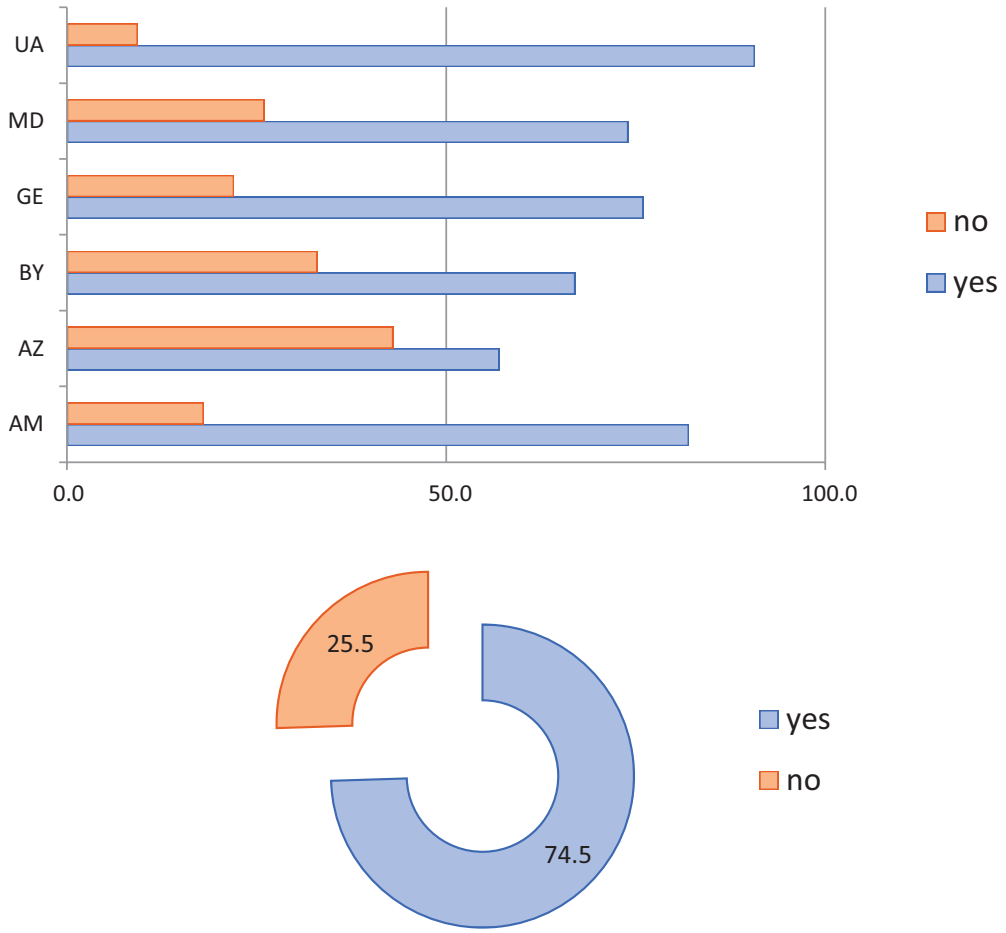

Diagram 4. Participation of national beneficiaries in EU programming, by countries (up) and consolidated for the region (down), in per cent of total

These results are difficult to interpret in any single way. On the one hand, larger funds allocated to a recipient country do not necessarily raise the effectiveness of assistance, particularly in an environment of endemic and overwhelmingly tolerated corruption. On the other hand, policy issues, to which EU assistance is targeted, for example introduction of EU product and/or SPS standards in the DCFTA context, can be exactly as complex as cost-intensive.

Assistance programming exercise, coordinated with the bilateral political process, offers a decent opportunity to find plausible solutions on these issues once the policy priorities are common (Diagram 5). In this sense the South Caucasus states show more confidence than Belarus, Moldova and Ukraine.

2.3. Timeline of programming

Lengthy preparation of EU programmes and projects, from formulation of objectives to the actual start of implementation, has often been a point of criticism by both cooperation parties. Indeed, important programme or project components might become obsolete, should the preparation phase last two years or more. A typical difficulty has been posed by frequent reorganisations in recipient administration or changes in key personnel (see section 3 for more details). On the other hand, projects aimed at dismantling administrative controls over the economy or strengthening the rule of law normally remain for a long time on the reform agenda in the EaP countries, since such undertakings need to overcome long-standing resistance of the institutions living from rent-seeking. In this case the programming exercise may require an extensive policy dialogue with recipient government to duly address systemic constraints.

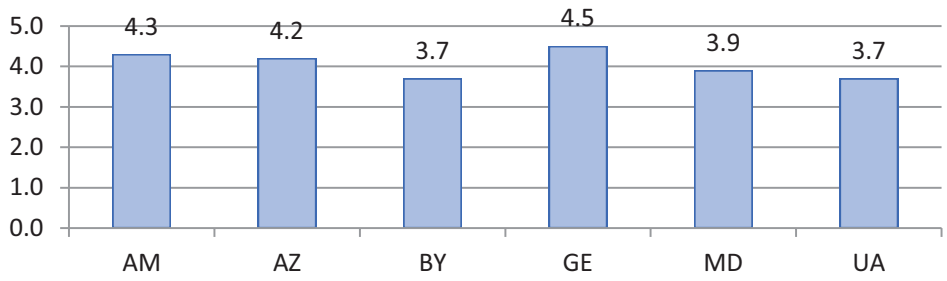

Diagram 5. Match of policy priorities between EU and recipient countries (mean 4.1):
Do policy priorities, to which EU assistance is geared, match those pursued by your organisation (5 – match fully … 1 – miss those priorities)

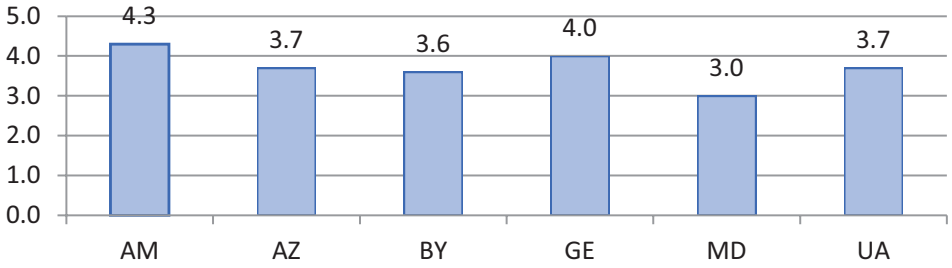

Diagram 6. Satisfaction with the timeline of programming (mean 3.7)
5 – timeline has been fully satisfactory … 1 - unsatisfactory

In cooperation with its partners, the EU has attempted to meet the need for rapid assistance deployment by introducing the TAIEX type of measure. TAIEX has been welcome and resorted to intensively in the EU Eastern Partners. Evaluations[4] have shown nevertheless that TAIEX can have sustainable effects only if it is well integrated into the longer-term EU assistance, since mere delivery of information about the EU legislation hardly addresses the appropriate scope, domestic constraints and difficulties of transposition of this legislation to the national legal systems of recipient countries.

The survey has shown that, at best, only Armenia and Georgia are broadly satisfied with the timeline of EU assistance programming (Diagram 6). In contrast, Moldovan respondents, representing overwhelmingly public administration, reported the lowest level of satisfaction among the 6 countries.

4 See Phare Ex Post Evaluation. Phase 1, Multi-Beneficiary Programmes: TAIEX. MWH Consortium, October 2007. http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/evaluation/ex_post_eval_taiex_oct_07.pdf

2.4. Commitment of countries' own resources

The respondents were asked if, during their national budget planning stage, they commit their own resources to the future activities to be funded by the EU. This question addressed in fact the practice of co-financing of EU measures, which the EU has always tried to achieve from partner countries to the extent most possible. With the CIB for instance, it is mandatory for the recipient national institution to place at least resources in kind (office premises, utility costs) at the disposal of the EU-funded measure.

The majority of respondents readily admitted that budget resources are being envisioned to the EU assistance measures at the programming stage (Diagram 7). The also underpinned this, as well as their participation in EU programming in general, with a quite high self-estimate of the quality of policy formulation by their organisation, with a rather homogeneous mean value of 4.0 at the 1 to 5 scale. The intention to commit own resources however appeared in conflict with the survey finding about the extent, to which priority reform measures, planned under EU assistance, are financed from the national budget (see section 4).

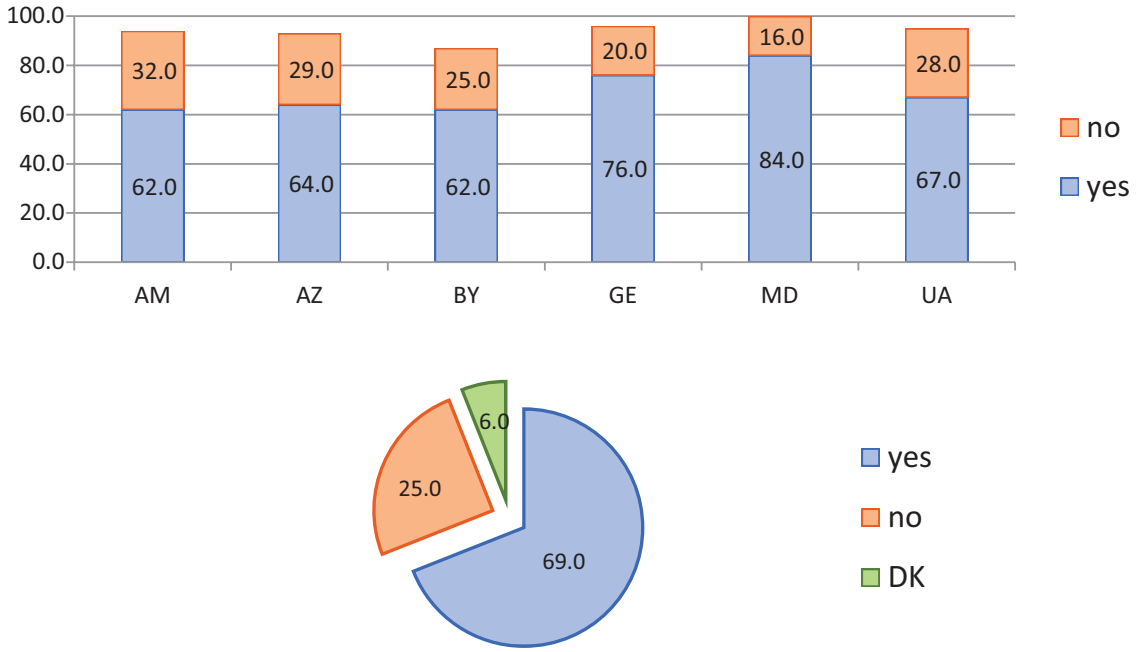

Diagram 7. Intention to commit own budget resources.
By countries (up) and consolidated for the region (down), per cent of total

Survey objective A "Participation of recipient EaP governments in EU assistance programming": main findings

- Recipient governments are generally well aware of opportunities offered by EU assistance
- Below the coordinators' level there is typically no clear picture of the whole array of the available EU instruments
- The level of participation in EU programming is quite high but uneven from country to country
- EU assistance generally matches countries' own policy priorities
- The commitment to allocate own budget resources to support EU measures does not always translate into appropriate co-financing

III
Survey objective B: Implementation of EU-funded Activities at National Level

This section discusses various aspects of implementation of EU assistance by government bodies – individual recipients. Specifically, it addresses internal procedures, the quality of personnel, organisational solutions, the quality of internal planning and reporting to national coordinators.

3.1. Monitoring

An inquiry about types of assistance received and monitored by the beneficiaries (see list in Diagram 3) revealed a very mixed picture. It can be said that Twinning and TAIEX were mentioned most often and hence remain the two most pronounced types of measures, in all countries with the exception of Belarus. Otherwise respondents seemed to have somewhat confused types of EU measures, e.g. misinterpreted "technical assistance" as an overcrossing notion, which could be applied to any type of measure. Noticeable was also a high rate of "don't know" or "none" answers in Belarus, which reflects the country-specific sample. As pointed below, Belarus had to be taken out from data consolidation, so as not to distort conclusions about the EaP region.

Monitoring of EU projects takes place mostly quarterly, often also monthly and semi-annually (Diagram 8). Beneficiaries have signalled their satisfaction with the existing frequency of monitoring, with 28 per cent have reported that they have turned to a more frequent monitoring in the course of implementation (Diagram 9). This should indicate a stronger national involvement and accountability for the results of the EU-funded activities.

The respondents assessed the extent, to which monitoring findings are taken into account with a mean value of 3.96 on a scale from 5 (fully) to 1 (ignored), which can be considered a satisfactory result. The following typical mechanisms were mentioned, in particular by Azerbaijani, Georgian and Ukrainian respondents, to explain how monitoring

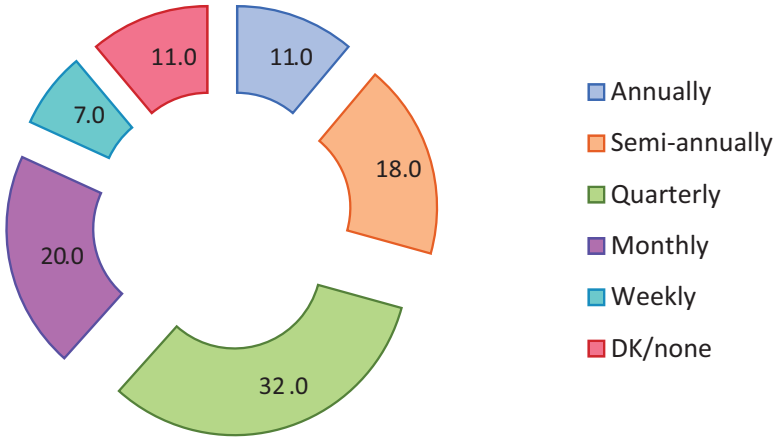

Diagram 8. Frequency of EU programmes/projects monitoring by national administrations
per cent of total, Belarus excluded

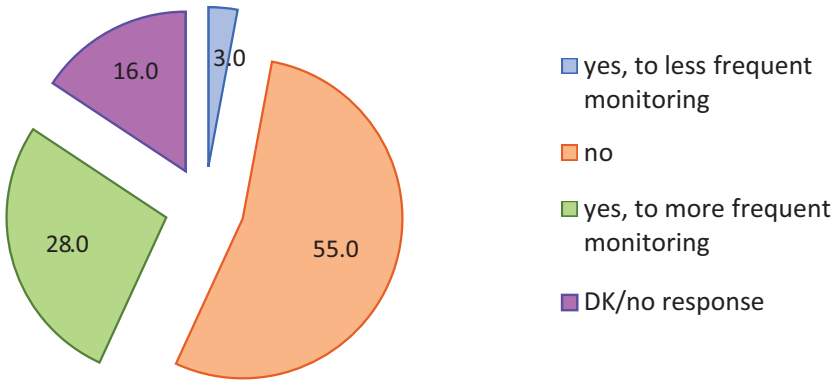

Diagram 9. Changes to the frequency of monitoring:
"Have you changed the frequency of monitoring during implementation?" (per cent of total, Belarus excluded)

results are implemented: introducing adjustments to programme or project planning, a stronger horizontal coordination among the stakeholders and more intensive consultations with the EU Delegations and individual experts.

In addition, respondents also mentioned, albeit occasionally, such mechanisms and measures as administrative pressure, more intensive training, application of IT instruments, financial support to project developers as well as attempts to raise additional EU funding.

3.2. Quality of resources

The majority of respondents signalled their satisfaction with technical resources used to implement the EU-supported measures (Diagram 10). Countries however diverged in assessing the quality of human resources (Belarus and Moldova were the least satisfied), their sufficiency and impact on implementation.

Belarus, Moldova and Ukraine feel that more personnel is needed to implement the EU measures (respectively 42, 55 and 44 per cent of respondents), while Armenia, Azerbaijan and Georgia (62, 80 and 84 per cent respectively) find the available personnel, broadly, sufficient.

With regard to the personnel turnover (Table 4), the situation in countries can hardly be considered satisfactory. Georgia shows the most stable situation over the 5 years of ENPI functioning, whereas the other countries report frequent personnel changes, to the detriment of an efficient implementation of EU assistance.

Top managers of recipient institutions have been most frequently replaced in Ukraine and Moldova, less frequently in Georgia and Azerbaijan, and rather occasionally in Armenia and Belarus. Asked about the impact of changes in top management on the progress of EU programmes and projects on the scale from 5 (no impact) to 1 (implementation of activities effectively stopped), country respondents were most confident in Georgia (4.7), followed by Belarus (4.4). Other countries reported values below 4 (Moldova and Ukraine 3.9 each, Armenia 3.8 and Azerbaijan 3.0), which can be assessed as posing an additional risk to the effectiveness of EU assistance. In an environment of weak institutions headed by well-placed personalities, the stability of top personnel remains crucial for the functioning of public administration in general and the way they implement EU assistance in particular.

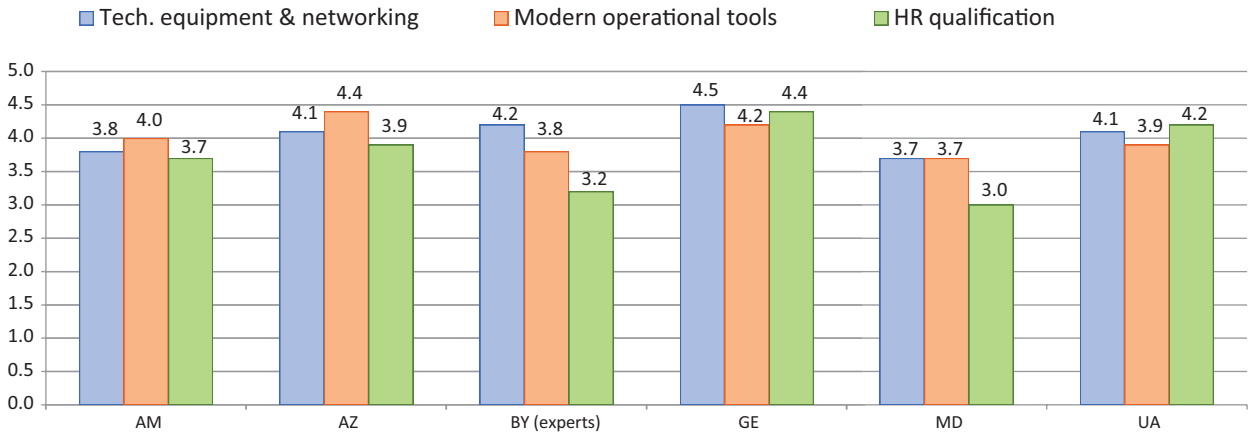

Diagram 10. Assessment of equipment and human resources involved in implementation of EU-supported measures, scale from 5 (excellent) to 1 (poor)

Table 4. Personnel turnover in the recent 5 years (per cent of total answers)

	Personnel has not changed	Next choice – has changed…	
Armenia	34	three times	18
Azerbaijan	27	twice	38
Belarus	8	once	31
Georgia	49	once	22
Moldova	36	twice	26
Ukraine	18	three times	28

3.3. Administrative set-up

The EU as assistance partner has initiated creation of similar management structures to coordinate its programmes and projects on the side of the recipients. National coordinators, normally ministers of economy or other high-ranking officials play the main role in deployment of the assistance by signing the financial agreements allowing the aid to flow into the country. Other elements of the structure comprise national coordinating units, programme implementation agencies (PAO), normally engaged in preparation of Twinning and TAIEX activities, and the so called focal points in line ministries and government agencies – the end-recipients of the assistance.

Despite the similarities in the administrative set-up, Eastern Partnership countries diverge in assessing their own systems (Diagram 11). Armenia, Georgia and Ukraine see their set-ups as optimal and do not plan any administrative changes. In contrast, Azerbaijan and Moldova expect some restructuring in the near future, mainly to raise coherence between the national policies and those of the EU, eliminate duplication of functions and introduce modern management tools. A significant part of respondents, except in Moldova and Ukraine, were not sure if the administrative changes are planned or not, which may be attributable to deficits in information sharing between coordinators and focal points (see Section 3.5).

3.4. Documentation turnover

The survey addressed the issue of documentation turnover in three aspects: clarity, timeliness and completeness. Asked if they find domestic action plans on EU assistance clear and easy to implement, Azerbaijani and Georgian respondents gave the highest rates (4.5 and 4.2 respectively), while those from other countries appeared less positive with rates fluctuating between 3.6 and 3.8. Clarity of documents is often undermined by duplication of reporting functions, insufficient accountability, high personnel turnover, lack of clarity and abrupt changes in government policies. The mean value for clarity was 3.9 on 5 to 1 scale.

Responses about timeliness (Diagram 12) and completeness produced even lower mean values, 3.55 and 3.67 respectively. Timeliness seems satisfactory only in Armenia and Georgia but calls for serious improvements in Moldova, Belarus and Ukraine. Reminders to submit plans or reports on implementation of EU-supported measures are common practice, as the deadlines are quite often missed. Likewise, these documents may often be sent back for revision, because exhaustive information is missing. In Moldova, Belarus and Ukraine, documents most frequently require ex-post overhauls (values 3.3, 3.4 and 3.5 respectively), and only Georgia can boast reaching the 4.0-threshold.

3.5. Information sharing

To examine the information sharing with the most achievable precision, the survey uniformly addressed four types of information flows:

a) Downward: from coordinators to implementers
b) Upward: from implementers to coordinators
c) Horizontal: among implementers
d) Horizontal: among coordinators

Each of these types of information flows was examined for its regularity and completeness, as well as whether or not it is regulated by normative acts (intra-governmental orders or decrees) and actually takes place. Finally, respondents were asked to signal if they are satisfied with actual situation with each of the four types.

The results revealed a very parti-coloured pic-

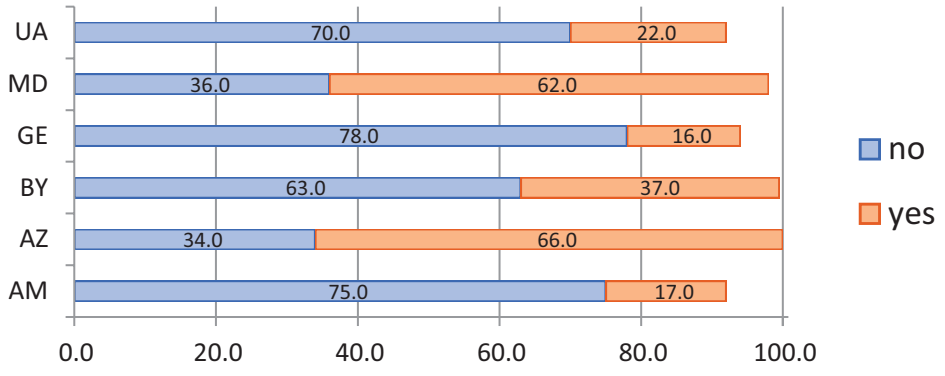

Diagram 11. Are administrative changes in EU assistance management planned?
(per cent of total)

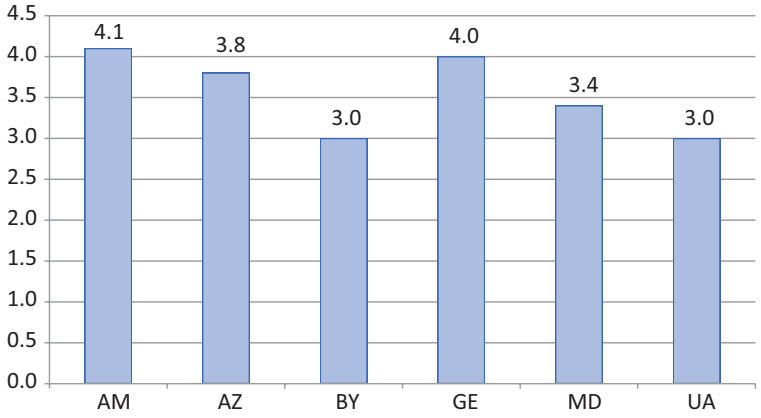

Diagram 12. Timeliness of documentation turnover, mean 3.55

(5 – documents are always received on time … 1 – received with delays despite several reminders)

ture, with much telling evidence both by types individual countries. Taken in the above sequence, information sharing appears gradually deteriorating with every next type. For example, while almost two thirds of respondents are satisfied with the downward information sharing, it is less than a half who find the horizontal information sharing among implementers satisfactory (Diagram 13). The same trend, even more pronounced, can be observed with regard to regularity and completeness of information sharing, with horizontal information flows much weaker than down- and upward. Similarly, horizontal information flows are less frequently regulated by normative acts, but information sharing of all types is nevertheless taking place among most of the respondents in all 6 countries.

Georgia stands out from the rest EaP countries for perhaps the least level of administrative regulation of information sharing, which is logical in view of the strong government stance on deregulation.

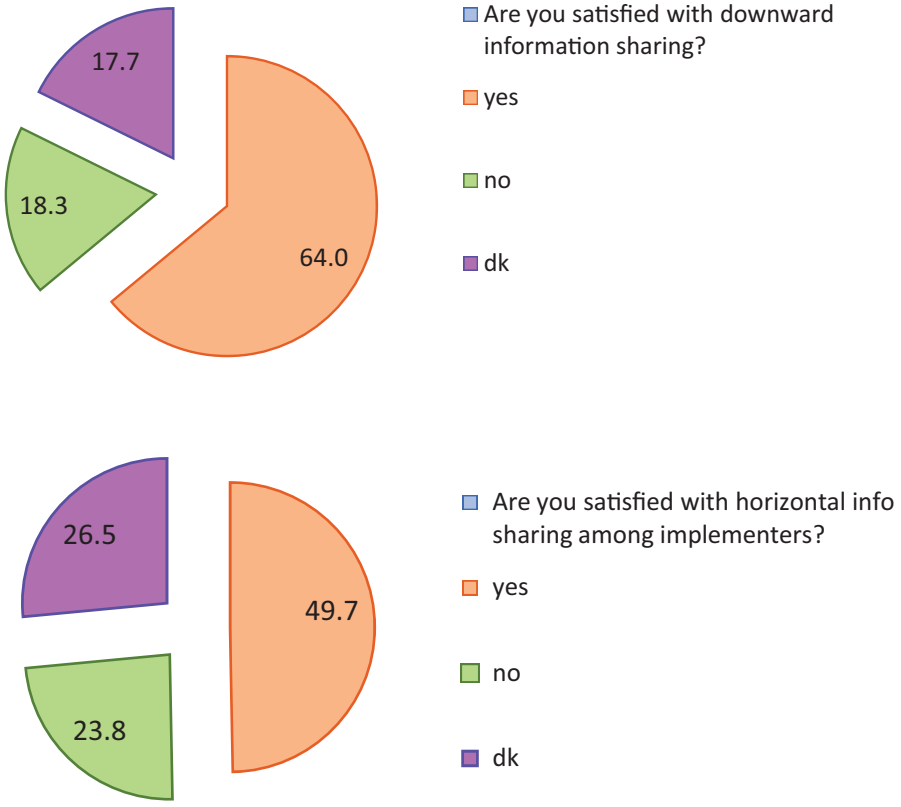

Diagram 13. Satisfaction with information sharing.

(per cent of total)

Even the one from coordinators to implementers is practiced rather without any reference to normative acts. Not much attention is being paid in the country to the fact that such regulations might formally exist but have become obsolete. On the other hand, the country has noticeably high rates of "don't knows" in responses. Uncertainty of respondents about regularity or completeness of information sharing might indicate, surprisingly, that no information sharing is taking place in that case.

Ukrainian respondents were quite critical in assessing regularity and completeness of information flows, and the satisfaction was pronounced only with regard to downward information sharing. For the remaining three types a totally new mechanism was desirable. These findings square with the overall feature of heavy and inflexible public administration. They also indicate that the country is trying to improve information sharing, however, the resistance remains strong, owing to the danger that open information may create to the nepotism.

Armenia is noticeable by the most positive responses on information sharing. For example, the level of satisfaction is the highest in the EaP region, and this applies to all 4 types information sharing. Evidence form the country, however, would not always support this optimism. Reforms in trade-related sectors, supported by the EU ever since 1997, have been progressing extremely slowly precisely because information sharing would not work in an environment of conflicting interests of stakeholders. In the recent years, however, with AA process and CIB programme in place, the situation has started to change for better.

Survey objective B "Implementation of EU-funded activities at national level": main findings

- The significance of monitoring as an effective management tool is recognized, and monitoring is increasingly used to ensure more national involvement in EU measures
- The quality of resources receives a high self-estimation, while modern tools are being mastered only slowly. Staff turnover and sufficiency remain a problem, in spite of introduction of new incentives to personnel. This problem should be addressed within the framework of national public administration reforms. Because institutions remain weak, changes in top management may have adverse effect on functioning of government bodies, including on EU assistance management
- Administrative set-up is considered optimal in some countries, but reforms are longed for in Azerbaijan and Moldova
- In the documentation turnover the key issues are timeliness and completeness of action plans and reports, calling for adjustments in national coordination mechanisms, more accountability and skills development
- Only downward information sharing, from coordinators to implementers can be broadly considered as smooth, while the reverse one as well as horizontal information sharing among coordinators and among implementers needs improvement. The value added, which originates from information sharing, may be misunderstood and misinterpreted in a non-transparent administrative environment. Countries have developed different mechanisms, practices and culture of information sharing, which European partners need to bear in mind in designing bilateral assistance cooperation

IV
Survey objective C: Perception of the Effectiveness of EU Assistance Management

Survey findings on the perceived effectiveness of the EU assistance to an EaP country rest on the insight about a number of specific issues, such as tangible policy results that would not have been achieved without EU assistance, value added of the new instruments such as Twinning or CIB, ability of recipients to assume and manage growing EU funding and allocation of own resources and its efficiency. One part of the conclusion was based on responses from the whole sample, another part – on preparedness to absorb more EU funds and the use of own resources – was based on interviews with respondent group II, "experts" (see Section 1.6). This distinction is drawn below to highlight experts' opinion.

4.1. Achievement of EU assistance objectives

Respondents have given a quite positive assessment of how the EU assistance programmes and projects were reaching their objectives, as formulated at the start of intervention (Diagram 14). The lowest value for Moldova may be interpreted as an indication of lesser efficiency: two Moldovan respondents, who have criticised some EU projects for missing its objectives, have the lack of qualified personnel as the main reason.

One respondent in Ukraine mentioned a weak understanding of project proposal as the reason for missing EU intervention objectives. Another indication of inefficiency came from Armenia, where one respondent commented, "we could have achieved the same result with less resources". In any case, such critical statements appeared rather an exception from the overall positive assessment.

4.2. Meeting the needs of recipients

Likewise broadly positive (mean value 4.2 for the whole sample) have been the assessment of the extent, to which EU assistance met the needs of recipient organisations (Diagram 15). Country responses ranged from 4.0 (Belarus and Moldova) to 4.5 (Georgia). The same mean value of 4.2 was registered in the question about the appropriateness of the types of the EU assistance, with country values ranging from 4.0 (once again Belarus and Moldova) to an impressive value of 4.8 in case of Georgia. This result means that recipient EaP countries broadly support the ENPI set of instruments and welcome agreement-driven assistance, including in the CIB framework.

Somewhat less positive was the assessment of the duration of EU support, with the mean of 3.9. Apart from Belarus, where the lowest value of 3.5 can be made attributable to the known limitations to the EU assistance, countries have given astonishingly similar assessments of between 3.9 and 4.1. Many recipients indicated that EU assistance could have lasted longer to achieve better results. In its turn, the EU would hardly share this approach, since durable projects often miss the target of creating recipients' own sustainable capacity to achieve development targets and implement reform programmes. But a lengthy support project or programme can likewise be seen as a constraint, where its design might lack flexibility to adjust to the new circumstances (see also Section 4.3).

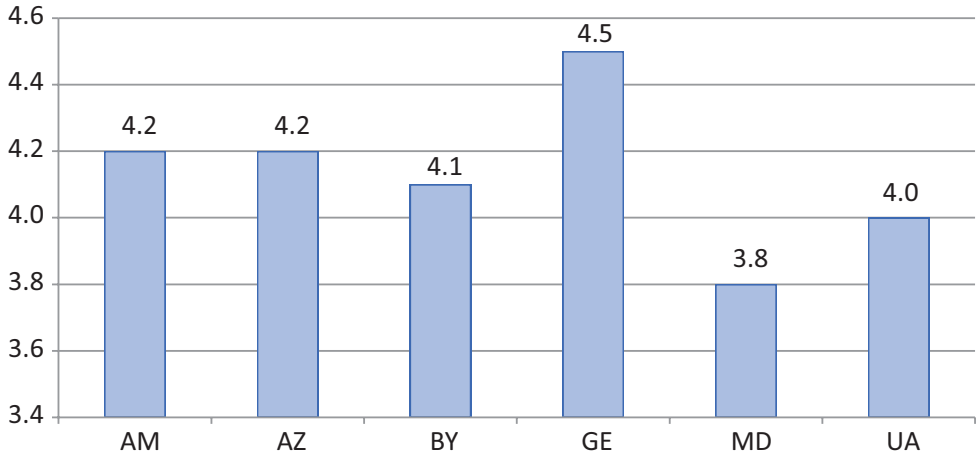

Diagram 14. Achievement of objectives of EU interventions.
(5 – objectives were fully achieved, 1 – objectives were missed)

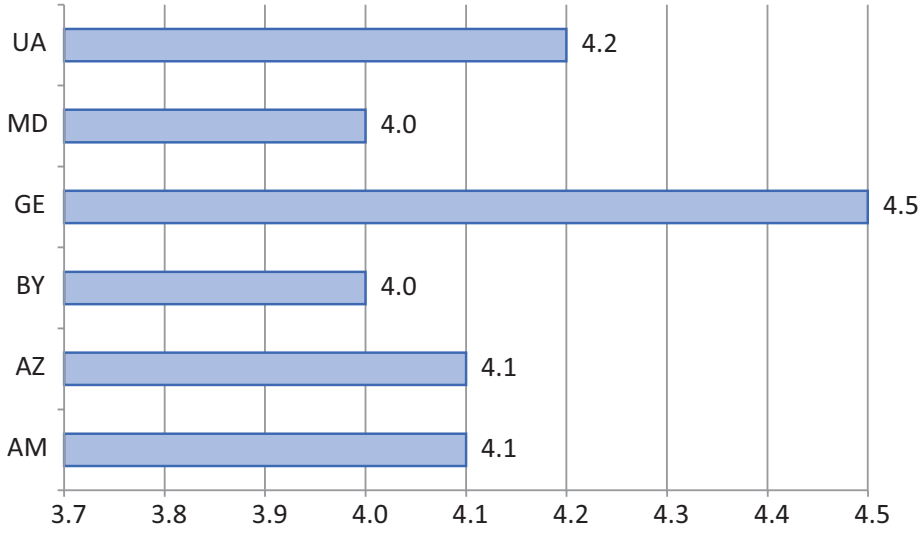

Diagram 15. Meeting the needs of recipient organisations.
To which extent has the EU measure met the needs of your organisation? (5 – met fully, 1 – missed those needs)

4.3. Preparedness to absorb growing EU funds

The survey team included this issue into the questionnaire to reflect on the absorption capacity of recipient EaP governments to allocate growing EU funds efficiently. This recipients' capacity has been a matter of concern for the EU, mainly because of vested interests and the respective risk of embezzlement of funds, but also in view of general inefficiency of public administration in the partner countries.

In an attempt to trace those constraints, respondents were asked to assess if the increase in EU assistance

a) would make more EU funds available to your organisation, and
b) can be managed by your organisation without difficulty.

The majority of respondents in Moldova (77 per cent), Armenia (72 per cent), and Ukraine (61 per cent) admitted that indeed, they expected that more EU funding would become available to their organisation. In contrast, Georgian recipients (36 per cent) would not necessarily associate growing EU assistance with more proximity to EU financing. Respondents mentioned the following mechanisms, through which they could get access to EU funding: technical assistance, Twinning, TAIEX, CBC and SIGMA; co-financing of trade-related regulatory convergence, allocating more funds to local administrations, development of communal services and education programmes (including VET), as well as demand-driven assistance.

With regard to the capacity to manage growing EU funds, critical self-assessment made in fact only Armenian respondents: one fourth meant that would bring additional burden. This position was much less shared in Moldova (16 per cent of total responses) and Ukraine (13 per cent). Ukrainian and Moldovan respondent explained additional difficulties to manage an increased EU assistance with

- inappropriate administrative set-up, scarcity of adequate personnel and inflexible internal procedures,
- insufficient soft skills of personnel involved,
- too long duration of EU measures, and
- too complicated application procedures, in particular regarding Twinning and CBC.

The explanation of difficulties, which hamper an effective management of growing EU funds on the beneficiaries' part, squares quite well with the survey findings on participation in EU programming and EU programmes implementation, in particular about the timeline of programming, personnel qualification and sufficiency, administrative set-up and attitude toward the duration of EU measures.

4.4. Allocation of own recourses and its efficiency

This section discusses the knowledge gathered by the survey team from interviews with experts. Experts generally support the idea that the EU assistance contributes to the achievement of national policy objectives in areas, where this assistance is rendered. Values were above 4.0, whilst only Ukrainian experts have shown scepticism (value 3.2). The latter most probably reflects long-standing policy discussions in the country about the depth of European integration that would be optimal for Ukraine.

Experts have named many national policy objectives, which could not have been reached without support from EU (or could have been reached at unreasonably high cost). These were, among others

- Higher energy efficiency, introduction of nature protection standards (Ukraine)
- Better protection of human rights and freedoms, renewable energy development (Moldova)

It should be noted that experts were generally reluctant to attain the merit of achievement of national policy to EU assistance, even if this assistance has been indeed substantial. Obviously, the policy course on European integration in any aspect covered by the pending Association Agreements would hardly bring any results without the EU support. On the other hand, the comprehensiveness of reforms initiated (or continued) within the AA framework demands strong commitment and political will of the partner governments, and the EU assistance – albeit significant – is just one of the inputs supporting that commitment.

The survey team made an attempt to test that commitment in just one aspect – co-financing of the priority reform measures, to which EU assistance is targeted, from the national budgets of recipient countries. Diagram 7 in section 2.4 of this report showed that, during the programming stage of EU assistance, governments readily envisioned own budget resources for co-financing.

Experts, however, appeared not so enthusiastic when asked about the actual extent of such financing. In Moldova, the value was 2.8, one of the lowest in the whole survey, in Armenia 3.0, and in Ukraine 2.5. It is obvious that allocation of budget funds to reforms, jointly agreed with and supported by the EU, is far from being sufficient in these countries. Georgian experts preferred to refrain from any quantitative estimation, but admitted the government would not be prepared to allocate budget resources, unless a meaningful impact assessment is carried out.

It is certainly not the finding of this survey that, normally, domestic reforms to bring a country forward on the way of European integration are cost-intensive. In the framework of ENPI, the EU has introduced direct budget support to meet that challenge. Whereas this instrument is considered helpful to achieve reform results, reference should be made to the possibility of diversion of the EU financing, once it is booked on the revenue side of a national budget, to other policy objectives.[5]

Table 5 sheds some light on this possibility. On the one hand, a substantial part of respondents admit that diversion can take place. Owing to the sensitivity of the issue, one can assume that a large part of "don't knows", particularly in Armenia, indirectly indicates the possibility of diversion. Budget execution in EaP partner countries stays beyond the control of the EU, hence it has to bear the risk and, in fact, the associated additional costs, that the funds disbursed to a partner country can be misallocated.

5 See Public Administration in EU Eastern Partner Countries, Comparative Report 2011. ECEAP, Tallinn, 2011, p.33ff.

Table 5. Diversion of budget funds .Does the budget system of your country allow diversion of EU sector-specific budget support to other objectives? (full sample except Ukraine, per cent of total)

	YES	NO	DK/NO ANSWER
Armenia	4	10	86
Azerbaijan	23	55	21
Belarus	22	78	–
Georgia	n.a.	n.a.	n.a.
Moldova	39	52	9
Ukraine (experts (5))	40	40	20

Survey objective C "Perception of the Effectiveness of EU Assistance": main findings

- Community assistance is perceived as effective with regard to coherence of policy objectives, tangibility of EU contribution to achieving those objectives, meeting the concrete needs of recipient organisations, and the set of the instruments applied in EaP countries
- The latter is particularly true about the CIB, driven by the association agreements negotiations, since it can ensure country ownership and accountability
- Duration of EU measures often requires a more precise consideration to raise the effectiveness
- Absorption capacity of recipient governments remains constrained, mainly by quality of resources, internal regulations and inadequate administrative set-up
- Co-financing by partner governments often appears below the target level agreed at the programming stage; the possibility of diversion of funds to other objectives during budget execution poses additional risk and may reduce the end effectiveness of EU assistance

Annex I. Survey questionnaire

Estonian Centre of Eastern Partnership
Public Administration Reform in EU Eastern Partners Comparative Report 2012
Survey "Effective management of EU assistance"

QUESTIONNAIRE N___

Interviewer's name _____
Interview date ____/_____/_____
Interview venue _____

GENERAL QUESTIONS

1. Name of organisation/institution _____
_____

2. Interviewee's name _____ Phone_____
Fax:_____ E-mail: _____

3. Type of organisation:

1. central government institution
2. local government institution
3. parliamentary institution
4. EU institution
5. NGO (please specify the type) _____
6. other (e.g. EU support project, please specify) _____

4. Field of activity:

1. Economy and trade
2. Finance (public finance)
3. Banking
4. Industry
5. Agriculture
6. Environment protection
7. Health care
8. Home affairs
9. Judiciary
10. Public administration
11. International relations
12. Human rights
13. Strengthening democratic institutions
14. Policy advocacy
15. Research and development
16. Capacity building (please specify the sphere) _____
17. Development aid
18. Other (please specify) _____

5. What is the function of your institution with regard to the EU assistance to your country?

1. Programming, coordination and monitoring of assistance (in cooperation with EU institutions)
2. Implementing projects and programmes
3. Other (e.g. advocacy, awareness building etc), please specify _____

A. YOUR ROLE IN PROGRAMMING AND PREPARATION OF EU ASSISTANCE

A6. Do you know the main types of EU assistance provided to your country?

☐ yes ☐ no

If yes please specify which (interviewer shall not read the answers):

Budget support ☐
Twinning ☐
TAIEX ☐
SIGMA ☐
Technical assistance ☐
CIB ☐
CBC ☐

A7. Do you (did you) take part in preparation of EU assistance projects?

☐ yes ☐ no

A8. Were your requests for assistance duly taken into account at programming stage?
(5-fully taken into account, 1-neglected)

8.1. in terms of thematic coverage

1_____2_____3_____4_____5 99.DK

8.2. in terms of resource inputs (technical and financial)

1_____2_____3_____4_____5 99.DK

A9. Has the timeline of the programming been satisfactory?
(5-fully satisfactory, 1-unsatisfactory)

1_____2_____3_____4_____5 99.DK

A10. Do policy priorities, to which EU assistance is geared, match those pursued by your organisation on its own? (5-match fully, 1-miss those priorities)

1_____2_____3_____4_____5 99.DK

A11. During budget planning, do you envision committing your own resources related to EU assistance (e.g. for Twinning projects, where beneficiary should provide office space, equipment etc)?

☐ yes ☐ no

A12. How can you assess the quality of policy formulation by your organisation?
(5-high, 1-low)

1_____2_____3_____4_____5 99.DK

B. MANAGING IMPLEMENTATION OF EU ASSISTANCE BY BENEFICIARY ORGANISATION

B13. Which type of EU assistance (programme, project or any type of measures) does your organization receive?

Budget support ☐ Twinning ☐ TAIEX ☐ SIGMA ☐ Technical assistance ☐

CIB ☐ CBC ☐ Other ☐ (please specify _____)

B14.1 How regularly do you monitor the progress of an EU-supported activity, e.g. by holding monitoring meetings or informal and formal reporting?

1. annually
2. semi-annually
3. quarterly
4. monthly
5. weekly

99. DK

14.2 Have you changed the regularity of this monitoring in the course of EU-supported activity?

1. yes, to less frequent monitoring
2. no
3. yes, to more frequent monitoring

99. DK

14.3 To which extent monitoring findings are taken into consideration? (5-fully, 1-ignored)
1_____2_____3_____4_____5 99.DK

14.4 If monitoring findings are taken into consideration, via which mechanisms?

_____
_____
_____

B15. How can you characterize the quality of resources available for implementation of EU assistance?

15.1 Technical equipment and networking
(5-available in full and operational, 1-in shortage, preventing due fulfilment of tasks)
1_____2_____3_____4_____5 99.DK

15.2 Availability of modern operational tools such as intranet, common working spaces etc
(5-available and operational, 1-not available)
1_____2_____3_____4_____5 99.DK

15.3 Qualification of human resources involved (5-excellent, 1-low)
1_____2_____3_____4_____5 99.DK

15.4 Personnel turnover at your organisation on key positions related to EU assistance management

1. Have been substituted three times and more in the last five years (please explain why)

_____
_____

2. Have been substituted twice in the last five years
3. Have been substituted once in the last five years
4. Have been continuously working at their positions in the last five years

99. DK

15.5 Is the number of staff involved sufficient for effective coordination and/or implementation of EU assistance

☐ yes ☐ no

If no why

_____

_____

B16. Has the top management of your organization been changed during the implementation of EU assistance?

☐ yes ☐ no

If yes, to which extent this has influenced the implementation of EU assistance?
(5-did not influence at all, 1-effectively stopped the implementation)
1_____2_____3_____4_____5 99.DK

B17. Are administrative changes inside your organisation planned for a better management of the EU assistance?

☐ yes ☐ no

If yes, for the following reason:

☐ to remove duplication of functions

☐ to achieve better coherence between policy planning and objectives of EU assistance

☐ for a better internal coordination

☐ for introduction of modern management tools

☐ other (please specify) _____

If no, for the following reason

☐ the current organisational structure is seen as optimal

☐ resources (material, financial, human) are insufficient for such changes

☐ other (please specify) _____

B18. Please assess the quality and timeliness of documentation turnover – refers to internal action plans and reports on measures to implement EU assistance

18.1 Do you find the existing quarterly, annual and medium-term action plans/programmes related to EU assistance clear and easy to implement?

(5-plans are clear and realistic, 1-plans are hard to understand and implement)
1_____2_____3_____4_____5 99.DK
18.2 Do you receive action plans and reports from other government agencies on time?
(5-receive on time without reminders, 1-receive with delays despite several reminders)

1_____2_____3_____4_____5 99.DK
18.3 Are these action plans and reports exhaustive in scope?
(5-documents are full and accepted at once, 1-documents require several ex-post overhauls)
1_____2_____3_____4_____5 99.DK

B19. Please assess information sharing related to EU assistance

	Downward (from national coordinating authorities to implementing agencies)	Upward (from implementing agencies to national coordinating authorities)	Horizontal among national coordinating authorities	Horizontal among implementing agencies
Regulated by normative acts	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
Takes place	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
If not, is desirable	☐ desirable ☐ not desirable	☐ desirable ☐ not desirable	☐ desirable ☐ not desirable	☐ desirable ☐ not desirable
Is full or incomplete	☐ full ☐ incomplete	☐ full ☐ incomplete	☐ full ☐ incomplete	☐ full ☐ incomplete
Is regular or irregular	☐ regular ☐ irregular	☐ regular ☐ irregular	☐ regular ☐ irregular	☐ regular ☐ irregular
Are you satisfied with the existing mechanism?	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no
If not, do you need a new mechanism?	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no	☐ yes ☐ no

C. QUESTIONS ABOUT EFFECTIVENESS OF EU ASSISTANCE MANAGEMENT

C20. What kind of unique assistance did you receive from the EU (financial, technical, etc, please specify)

_____
_____

C21. Were the EU intervention objectives achieved as planned?
(5-fully achieved, 1-failed to achieve)

1_____2_____3_____4_____5 99.DK

If the respondent points 1 or 2, ask what were the reasons of unsatisfactory results.

_____
_____
_____

C22. To which extent has an EU-supported intervention met the needs of your organisation?
(5-met the needs in full, 1-missed those needs)

1_____2_____3_____4_____5 99.DK

If the respondent points 1 or 2, ask to point specific areas where the intervention was not as effective as desired and explain what would respondent change in similar situation

_____
_____
_____

C23. Has the duration of EU-supported intervention been satisfactory?
(5-fully adequate to reach the needs of my organisation, 1-totally insufficient)

1_____2_____3_____4_____5 99.DK

C24. Has the type of the EU-supported intervention (measures) been satisfactory?

1_____2_____3_____4_____5 99.DK

If the respondent points 1 or 2, ask to specify which type should have been applied and why

_____
_____
_____

C25. In your view, do growing EU funds allocated to the country...
25.1 ...would mean a higher availability of the EU assistance to your organisation?

☐ yes ☐ no

*If **yes,** via which mechanisms*

_____
_____

25.2 ...can be managed by your organisation without difficulty?

☐ yes ☐ no

*If **no,** what is the main problem in that regard*

_____
_____

QUESTIONS TO NATIONAL EU ASSISTNCE COORDINATORS ONLY

26. Does EU assistance contribute to the achievement of national policy objectives in areas, where this assistance is rendered?
(5-indespensable to achieving those objectives, 1-contribution is negligible)

1_____2_____3_____4_____5 99.DK

If the respondent points 1 or 2, ask to illustrate the main obstacles

_____
_____

27. Do you perceive the new types of EU assistance (such as budget support, CIB) adequate to reach national policy objectives in the Associated Agreement related reforms?
(5-fully adequate, 1-inadequate)

1_____2_____3_____4_____5 99.DK

Ask to grade each type of assistance and in case of 1 and 2 grades to explain what should be changed

_____
_____
_____

28. Please name policy objectives, which would not have been achieved without an EU assistance (examples: WTO accession, better protection of human rights, easier access to justice, SME development etc)

_____
_____
_____

29. To which extent priority measures planned under EU assistance are financed from the national budget?
(5-financed sufficiently, 1-ignored)

1_____2_____3_____4_____5 99.DK

30. Does the budget system of your country allow diversion of EU sector-specific budget support to other objectives?

☐ yes ☐ no

Thank you for your cooperation

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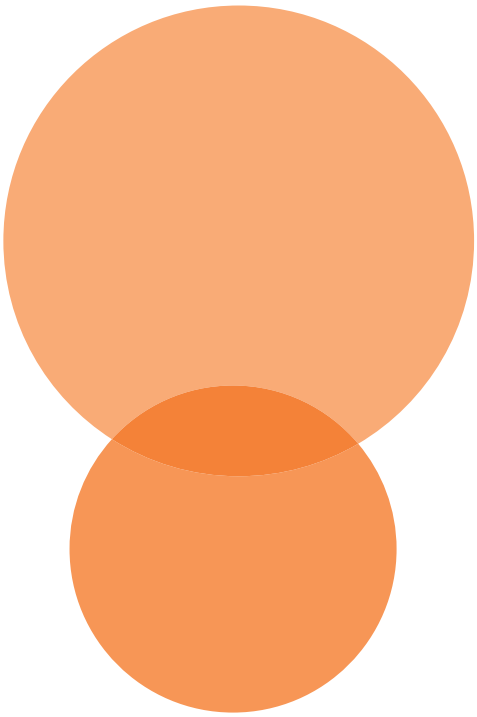

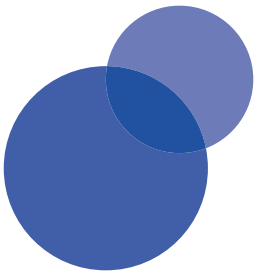

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