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Study on the EU and its Member States mobilizing Public Sector Expertise for Development

Final Report



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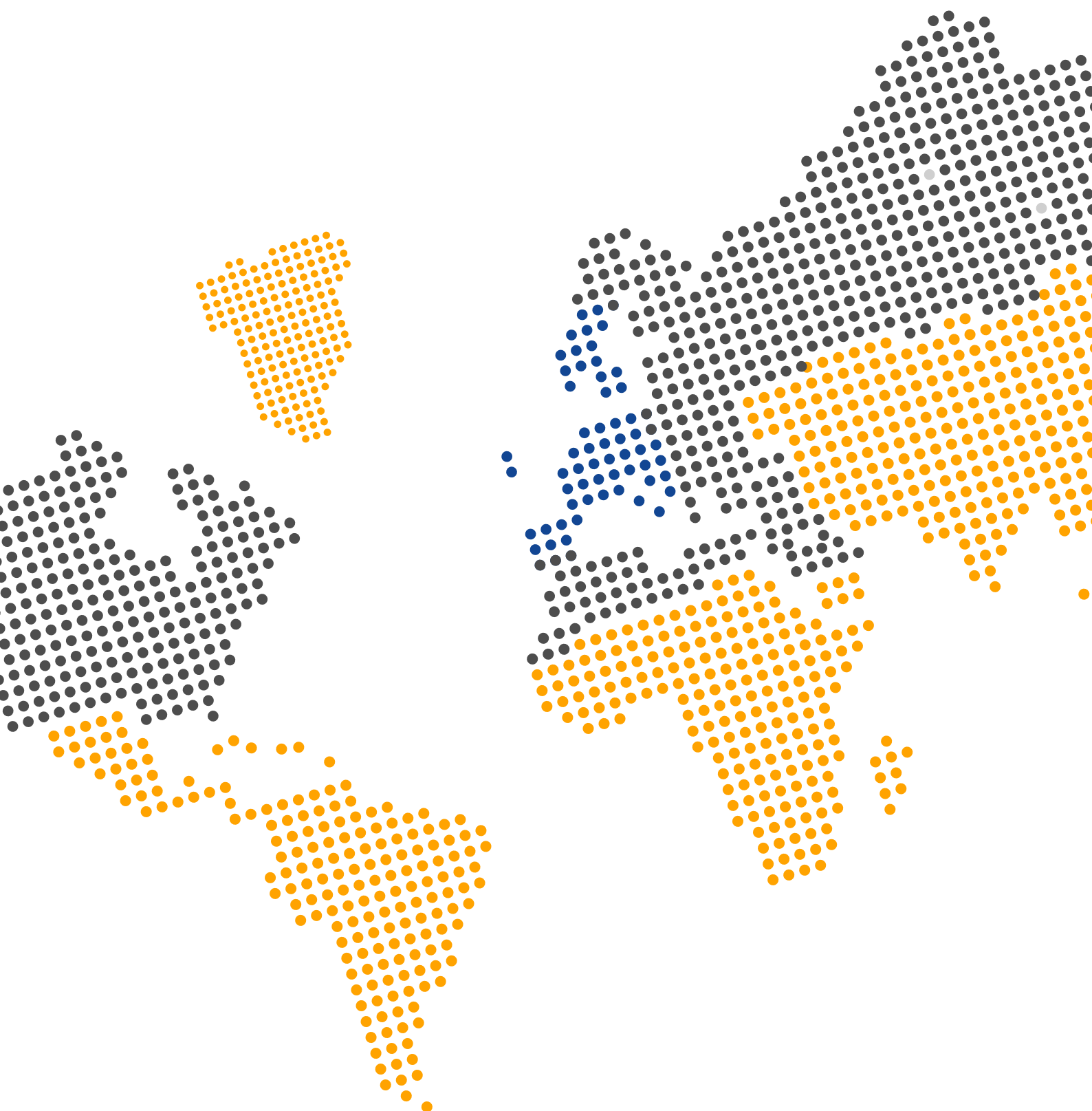
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Phase 1 – Mapping Quantitative results and key findings from EU Member States



Practitioners' Network
for European Development Cooperation



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Acronyms and Abbreviations

AT	Austria	LT	Lithuania
BE	Belgium	LU	Luxembourg
BCO	European Network of Broadband Competence Offices	LV	Latvia
BG	Bulgaria	MADC	Most Advanced Development Countries
CB	Coordinating Body	MFF	Multi-annual Financial Framework
CODEV	Working Party on Development Cooperation	MB	Mandated Body
CRS	Creditor Reporting System (OECD)	MSOs	Member State Organizations
		MT	Malta
CY	Cyprus	NDICI	Neighbourhood, Development and International Development Cooperation Instrument
CZ	Czech Republic	NL	The Netherlands
DE	Germany	NORAD	Norwegian Agency for Development Cooperation
DG DEVCO	Directorate General for International Cooperation and Development	ODA	Official Development Assistance
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations	OECD DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development
DK	Denmark	P2P	Peer-to-peer
EE	Estonia	PL	Poland
EFI	EU External Financing Instrument	PN	Practitioners' Network
EL	Greece	PN TF on PSE	Task Force on Public Sector Expertise of the Practitioners' Network
EGP	Environmental Governance Programme	PSE	Public Sector Expertise
ES	Spain	PT	Portugal
EU	European Union	RO	Romania
EU MS	EU Member States	SDGs	Sustainable Development Goals
FI	Finland	SE	Sweden
FR	France	SK	Slovakia
HR	Croatia	SL	Slovenia
HU	Hungary	TA	Technical Assistance
IE	Ireland	TAIEX	Technical Assistance and Information Exchange Instrument of the European Commission
ITE	International Technical Expertise	TC	Technical Cooperation
JI	Joint Implementation	ToR	Terms of Reference

Executive Summary

Public Sector Expertise (PSE) for development is a form of international technical cooperation that mobilizes expertise from European Union Member States' (EU MS) public institutions in order to promote reform and sustainable development policies through peer-to-peer (P2P) knowledge exchange and international institutional partnerships with partner countries.

The Commission proposal for a regulation establishing the Neighbourhood, Development and International Cooperation Instrument (NDICI) and the EU instruments for financing external action explicitly recognize administrative cooperation measures that involve public sector experts from EU MS. While public technical assistance is central to the achievement of SDGs 16 and 17, its potential is still largely underexplored and there is little knowledge about the structures, modalities and policies that govern PSE for development in EU MS administrations.

The Phase I of this study provides information on the P2P exchanges between public sector institutions and staff of 20 EU MS. It analyzes their legal and institutional frameworks that regulate mobilization of PSE for development cooperation. The study also examines existing bilateral PSE initiatives, the modalities and delivery tools used to deliver them and the capacities and needs that facilitate or hinder a wider promotion of European public expertise with peer institutions in partner countries.

The definition and practice of PSE vary widely among the EU MS consulted. Nevertheless, it is possible to identify common features around the content, goals and actors involved. Likewise, a number of common elements of strategic, legal/administrative, human resources and financial nature that impact on the effectiveness of PSE actions can be identified. Two of them are particularly relevant: (i) the flexibility to adjust to the administrative and institutional setting of both the EU MS and partner country institutions; and (ii) the existence of strong ownership and political will from partner countries to implement the agreed reforms.

Good governance, the rule of law and, in particular, public sector reforms, are the preferred sectors of intervention for most of the EU MS consulted. They are followed by human, environmental and economic development. The added value of PSE for the strengthening of institutional capacities, the promotion of sustainable public policies, administration reforms and the creation of international institutional partnerships is widely recognized.

The legal basis for the mobilization of PSE is diverse across EU MS, but those with specific regulatory frameworks tend to be more satisfied. The mapping suggests that there is room to improve financial and career-path related incentives for almost all EU MS. Yet, the lack of sufficient political guidelines and awareness of the strategic interest of PSE often constitute a stumbling block even in EU MS with the most elaborate legal frameworks.

The variety of experiences and the level of maturity of PSE among EU MS are reflected in the operational frameworks. While there is no standard model - and the absence of a "formal" institutional setting does not prevent the mobilization of PSE - the study identifies four basic elements:

1. An institution providing the "strategic framework."
2. A public agency responsible for the implementation.
3. A specific knowledge-sharing programme funded by ODA.
4. Sufficient human and/or financial resources.

This, in turn, poses the question about the level of coordination needed. Several EU MS have set up inter-ministerial committees suggesting that effective, institutionalized mechanisms are an advantage.

Perhaps the most contentious issue of the mapping has been **the need for a common understanding of modalities and delivery tools, which vary widely among EU MS**. This is an indicator of both, the heterogeneity of PSE experiences and the need to establish agreed guidelines on how the P2P actions in development cooperation are channelled (modalities) and what instruments (delivery tools) are used to transfer knowledge and experience.

Way forward

Based on the assessment of institutional capacities and needs, this study presents a number of recommendations to promote PSE as an innovative cooperation modality, including through “basic traits” of a common definition of PSE and a conceptual framework that organizes the different modalities and delivery tools reported. An agreed definition on both could be a cost-effective way towards harmonization of information shared among EU MS on what and how they mobilize PSE for development cooperation.

The analysis shows that EU MS have accumulated a critical mass of experience in PSE for development cooperation over the years that needs to be translated into good practices and shared with their peers. Building on the appetite for learning about best PSE practices between EU MS, NDICI provides the opportunity to “mutualize” the expertise between public institutions. While joint implementation involving PSE is still at its infancy, learning exchanges between EU MS can allow to further test and implement the recommendations emerging from this study in order to fully leverage the added value of PSE within the EU external actions and unfold its full support to the implementation of future joint European initiatives.

Introduction

This document is the final report of **Phase I – Mapping – of the “Study on the EU and its Members States Mobilizing Public Sector Expertise for Development”**.

The phase one of the study was commissioned by European Commission Directorate-General for International Cooperation and Development (DG DEVCO) and was carried out in close cooperation with DG NEAR, the Practitioners’ Network for European Development Cooperation (PN) by a team of experts contracted through the Consortium formed by DAI Brussels and VJW International.

The study outcome is based on several data collection methods, including deskwork, a written survey, and interviews. It explores the added value of public sector expertise (PSE) as an innovative cooperation modality in development cooperation. The mapping of EU MS existing operational structures, regulatory frameworks, delivery tools and bilateral initiatives, will serve as the empirical base for Phase II – Analysis Paper – on the strategic potential of PSE as an innovative cooperation modality with partner countries.

Within the overall concept of international technical cooperation, this mapping aims at capturing information on **“PSE peer-to-peer exchanges for development cooperation carried out by EU MS”**. As such, it focuses on project-type initiatives that mobilize the expertise of public sector institutions and their staff in the form of peer-to-peer (P2P) knowledge exchanges, more specifically those, which support policy reform in partner countries through structured exchanges of experiences between peer administrations. In line with the responses received, this mapping includes information on structures and initiatives applicable to P2P and other forms of PSE that are funded as part of bilateral cooperation.

This report as well provides the main outcomes and conclusions of the study and outlines a number of recommendations for future policymaking.

Study Objectives

Administrative cooperation involving public sector experts dispatched from EU Member States are among the methods of cooperation proposed in Article 22-7(b) of the Commission proposal for a regulation establishing the NDICI¹. This particular emphasis on the aspects of capacity development and partnerships between public institutions within technical cooperation at large implies that PSE can play a strategic role within the EU external actions agenda and the implementation of the Sustainable Development Goals (SDGs).

Already established in the form of the [EU Twinning](#) and [TALEX](#) instruments, a greater use of public sector expertise in EU development cooperation has the potential to become a cost-efficient and impactful instrument to trigger public sector reform, strengthen institutions and international administrative partnerships, and mutualize know-how.

¹ European Commission, Proposal for a regulation of the European Parliament of the Council establishing the Neighbourhood, Development and International Development Cooperation Instrument, 2018.

In spite of the ambition to enhance the use and coordination around expertise from public institutions since 2008², there is still little knowledge on the extent and modalities through which international technical cooperation from EU MS, which accounted for about EUR 3 billion per year in 2017 and 2018³, actually makes use of PSE. This emphasizes the lack of a structured debate despite “a favourable policy environment for almost 20 years”⁴.

It is particularly timely that the [Team Europe approach](#) invites all implementing partners to set up a coherent package that consists in the combination of technical and financial support options in line with partner countries’ specific needs and the EU strategic policy objectives. In a challenging geopolitical context, it is important to engage with partners more strategically in order to build stronger partnerships based on shared interests and values. The long-term vision of this approach will provide for a prominent role of public policy reform processes and institution building, areas for which PSE and P2P knowledge exchanges have a strong potential to promote sustainable development results and impactful policies.

These are some of the challenges underlying this study, which has as main goals:

1. To conduct a mapping on PSE mobilization by the EU and its MS.
2. To provide needs assessment with a set of strategic recommendations, including a comparative analysis of the findings of the mapping.
3. To suggest practical and effective ways in which PSE could contribute for strategic development actions in partner countries with tailor made approaches and based on partner countries national agendas and priorities and in complementarity with other development actions.
4. To contribute to the identification of concrete priorities, actions, activities and specific requirements for administrative cooperation measures such as twinning between public institutions, local authorities, national public bodies or private law entities entrusted with public service tasks of a Member State and those of a partner country or region, as well as cooperation measures involving public sector experts dispatched from the Member States and their regional and local authorities; as well as triangular arrangements whereby the EU and its MS coordinates with third countries its assistance funding to a partner country or region.

Scope and limitations

The scope of this mapping provides only a snapshot of EU MS existing structures and experiences in PSE for development cooperation. In some cases, several Member State organizations (MSOs)⁵ collaborated in order to provide an exhaustive picture of PSE mobilization, in other cases responses were provided by a single agency particularly involved in public technical assistance. As such, the capacities, needs and challenges presented in the framework of this study may provide an incomplete picture for some EU MS. The presentation of quantitative findings focuses on the identification of key messages and patterns that are illustrated with specific examples and comments provided by EU MS administrations.

20 EU MS provided their responses through an online questionnaire launched in March 2020. The exhaustiveness of responses and recommendations provided fluctuated across administrations. As such, 3 survey responses did not provide information on ≥10 questions and have only contributed to a limited number of sections and findings for this report.

2 European Commission, Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission, Backbone Strategy, 2008.

3 OECD CRS Data on “Experts and Technical Assistance”, available on [OECD QWIDS](#). [Last visit 10 August 2020]

4 Practitioners’ Network for European Development Cooperation, Mobilizing Public Sector Expertise for Development, Conclusions and recommendations of the Task Force on the use of PSE, May 2019.

5 As per EU financial regulation 2018 - [Regulation \(EU, Euratom\) 2018/1046 of the European Parliament and of the Council of 18 July 2018](#) – Member States organizations are defined as “an entity established in a Member State as a public-law body, or as a body governed by private law entrusted with a public-service mission and provided with adequate financial guarantees by that Member State”.

Information on EU MS specific structures, delivery tools and initiatives can be found in Annex 4, which systematizes key information in country specific fiches.

While EU policies refer to administrative cooperation measures and expertise from public institutions, there is no commonly agreed definition of the scope of PSE for development. In the absence of a standard definition, the mapping has identified a number of “basic traits” and worked on the assumption that PSE is a form of technical cooperation that involves P2P knowledge exchanges and international institutional partnerships. While the focus of this mapping was on “PSE peer-to-peer exchanges for development cooperation carried out by EU MS”, a certain flexibility had to be applied to information from EU MS that outsource public sector functions to the private sector. In fact, a clear distinction between peer-to-peer knowledge exchanges and other forms of PSE was not possible as in many cases it does not reflect the structures and policies that exist at EU MS level. Information specifically provided on Twinning and TAIEX instruments has not been taken into account but was highlighted in the mapping table on a case-by-case basis.

Very few examples of “long-term secondment”⁶ have been identified in the bilateral initiatives shared by EU MS, either because the project description did not include this reference or simply because this modality of PSE is not used widely. This is a major gap of the study and may point to the fact that EU MS so far prefer shorter-term interventions of knowledge sharing. In fact, most EU MS implement their PSE through project-type interventions that are delivered through trainings, study visit and workshops. In order to avoid one-off short-term projects, these interventions should be part of structural plans and institutional partnerships that work towards clear, long-term results. The information provided in the online survey and the follow-up interviews did not allow the team to identify the structural character of existing initiatives.

The report covers exclusively the perceptions and structures existing at EU MS level. It is neither an appreciation of needs at partner country level, nor of the effectiveness of PSE and P2P knowledge exchanges.

Methodology adopted for this study

In order to reach the objectives of this study, a number of activities - including desk research, an online survey and interviews - have been carried out in the course of this mapping.

Desk research

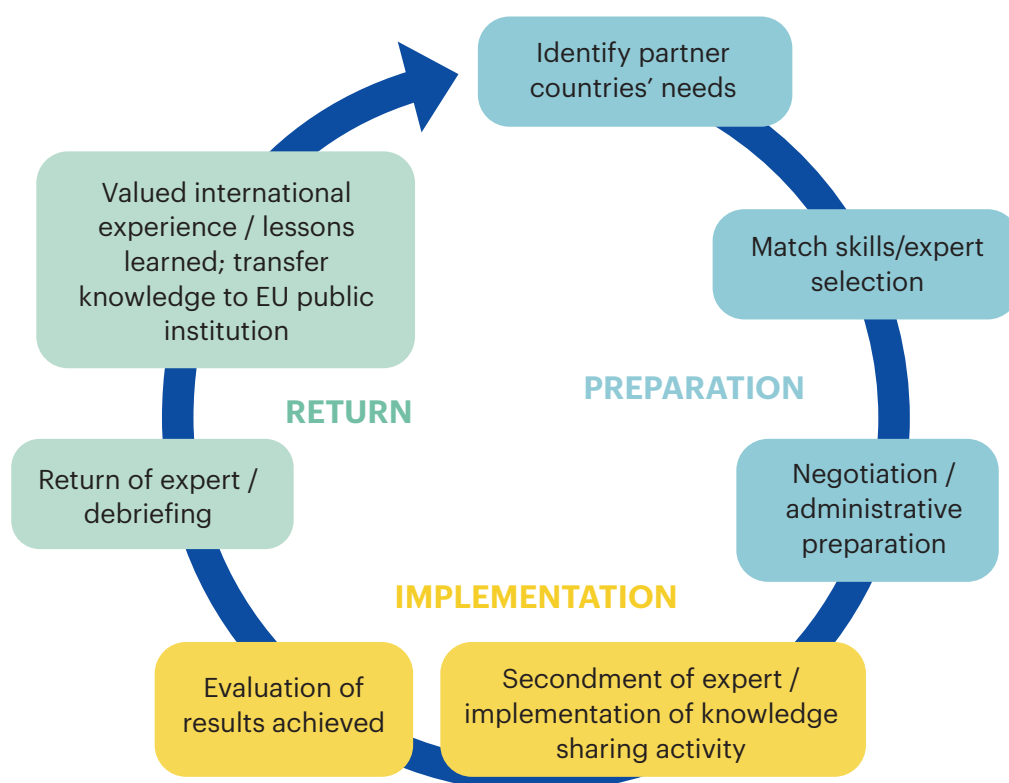
Desk research consisted of a study of key primary and secondary sources (i.e. policy documents, analytical studies, reports and other relevant datasets) and an analysis of the OECD database. This led to three main outputs:

- 1 The mobilization of PSE to provide experience and knowledge in support of policy reforms includes several phases – (i) preparation, (ii) implementation (secondment, mission, and/or home-based support), (iii) return to EU MS institution.

As **figure 1** illustrates, each of these phases includes different steps which are associated to specific procedures, capacities, and policies. To provide an evidence base for the difficulties that restrain EU MS from mobilizing PSE, the study clusters and examines strategic, legal/administrative, financial and institutional/human resource challenges.

⁶ A long-term secondment is understood as the embedment of a public sector expert in the administration of a partner country during which his/her post may require to be back-filled.

Figure 1: Mobilization of PSE



2 The analysis of the survey and of the interview data collected shows that many EU MS have set up robust structures, policies, and programmes to share their institutional expertise with partner countries. As such, the added value for the strengthening of institutions, promotion of sustainable public policies and administration reform as well the creation of international institutional partnerships is widely recognized among survey participants.

3 There is little experience about joint programming⁷ in the area of PSE. In fact, a truly European approach to PSE is still faced with a variety of distinct rules and procedures at EU MS level, not least the very definition of PSE among them.

Lack of comparable data on PSE spending

It is important to note that a comparable quantitative overview of EU MS allocations to PSE related initiatives is not available at this stage. The survey has confirmed that in most cases PSE expenditures do not coincide with official data from the OECD [Creditor Reporting System Aid Activity database \(CRS\)](#) on “Experts and technical assistance/donor country personnel”, but are also budgeted under “project-type interventions” and other programmes. In addition, the proportion of the amounts captured under OECD CRS “donor country personnel” that is really spent for PSE/P2P actions in the sense of this study remains unclear. Most EU MS report first and foremost the deployment of non-public agents/nationals to International Organizations under this code.

⁷ Joint Programming is a strategic engagement process by Team Europe and other European partners that starts with a joint analysis of the challenges and opportunities in a partner country and then develops a joint response in support of that country's national development priorities and associated financing strategy to achieve the SDGs.

Online survey

A broad outreach campaign to designated focal points in all EU MS administrations took place and the team was able to mobilize 20 out of 27 EU MS responses.⁸ Among the 7 EU MS, which did not participate⁹, two indicated that PSE is not a focus of their DC and one did not have the possibility to respond as capacities were tied to COVID-19 emergencies. The other 4 EU MS did not indicate a reason.

Building on the collected quantitative and qualitative information through the survey responses, the team of experts prepared a preliminary report on quantitative findings. Analysis of responses allowed the team to identify key information, initiatives, and information gaps for the respective EU MS as well as topics of future interest.

Interview phase

Furthermore, to fill these information gaps, six (6) follow-up interviews were conducted with EU MS selected based on geographical balance, experience in PSE, and level of detail provided in the questionnaire. A semi-structured online interview was carried out with questions around the identified strategic issues.

Structure of the report

Section 1 sets the scene of the study by presenting the scope of PSE with regard to its definition; its thematic and sectoral added value; its role in the framework of the Neighbourhood, Development and International Cooperation Instrument and its contribution in support of policy dialogue. Section 2 focuses on the identification of the structures and policies by showing the key features of EU MS legal bases and how the implementation of the different regulatory frameworks are faced with complex procedures and administrative and institutional challenges. It also presents the operational setting of EU MS as well as the main modalities and delivery tools used to transfer knowledge sharing through P2P interventions. Section 3 takes a forward-looking approach on joint implementation and provides inputs for future policymaking. In Section 4, the key conclusions and recommendations of this study are presented. They emerge from a number of challenges identified at strategic, legal/administrative, institutional/human resources and financial levels that impact on the effective mobilization of PSE by EU MS.

In addition, the report contains a number of annexes: first, the list of EU MS representatives interviewed (Annex 1); second, the online survey (Annex 2); third, an infographic that showcases the current state of play of the Mobilization of PSE for Development Cooperation (Annex 3) and; fourth, country fiches summarizing the main features of PSE in 19 out of the 20 EU MS that have participated in the online survey (Annex 4).

⁸ Austria, Belgium, Croatia, Cyprus, Denmark, Estonia, France, Germany, Ireland, Italy, Latvia, Lithuania, Malta, Netherlands, Poland, Romania, Slovakia, Slovenia, Spain, Sweden.

⁹ Bulgaria, Czechia, Finland, Greece, Luxembourg, Hungary, Portugal.

1. Scope of PSE: Content, goals and actors

The definition of PSE for development cooperation varies widely among EU MS. In general terms PSE is understood as a hands-on advice given by civil servants or public sector experts, in distinction to advice given by other experts (private consultants) to the public sector. However, there is an established practice to outsource a substantial share of public sector functions and the use of private experts in PSE initiatives, thus rendering the concept of public sector more “flexible”. For instance, DG DEVCO¹⁰ includes staff from private law bodies mandated by the state within the category of “public experts”. A crucial element to distinguish between PSE and other forms of technical assistance is the existence/or not of a structured institutional partnership between peer administrations for the transfer of expertise.

1.1 Defining PSE along its content, goals and actors

In this context, and while there is not a standard definition as yet, the different practices analyzed in the mapping allow for the identification of a number of “basic traits” that emerge around three elements: content, goals and actors involved. The following box summarizes the common elements in a definition of PSE for development cooperation:

CONTENT

“PSE is the provision of knowledge and the sharing of experience among peers in the public sector at large. Through this “pooling” of expertise, one of the peers puts his comparative advantage in a specific area at the service of the other peer. This exchange is believed to reinforce the trust and dialogue amongst them thus contributing to the generation of long-term institutional partnerships.”

GOALS

“Improve the institutional capacities of public sector in partner countries to effectively implement specific public reform programmes aimed at achieving development goals in an efficient and transparent way, thus contributing to the 2030 Agenda and the SDGs.”

ACTORS

“PSE involves public institutions (line ministries, public agencies) both at central and decentralized level, civil servants thereof and experts employed by public agencies”.

In general terms, the type of expertise used is primarily public experts (civil servants) from public institutions, although in some cases (i.e. France) public and private expertise is not differentiated when reported to the OECD-DAC. Participation of national public institutions (line ministries or public agencies) is the norm, whereas the presence of public institutions at sub-national level in PSE is less common - with the notable exception of Croatia, Poland and Spain¹¹.

¹⁰ “DEVCO Strategy on twinning” (p.1); Ref. Ares (2018)1352393.

¹¹ In Croatia 40% of PSE actions involve sub-national institutions, in Poland 70% and in Spain around 15% (Responses to Q.23).

1.2 Key elements of a PSE approach

According to EU MS administrations, PSE for development cooperation is mainly demand-driven, based on the needs of the partner country and the capacity of the European side to match them. Most EU MS indicate they have established standard procedures to make the “matching” successful, the main entry point being the Embassies in partner countries. As the main “institutional” mechanism to kick-off the process, they normally receive the formal request for support and carry out a first “needs assessment” in close coordination with MSOs. This normally takes place in the framework of policy dialogues along with specific policy guidelines used to programme PSE actions. Needs assessment are also carried out in the framework of fact-finding missions and/or project identification. However, it does not always become clear to which extent partner countries’ administrations are involved in the definition of selection criteria.

The follow-up interviews indicate the need to further institutionalize experiences centred in dialogue between public agencies in order for “sister agencies” (that is, public counterparts in partner countries) to participate in the selection of the experts – as is the case with other P2P instruments at EU level where partner countries’ administrations are closely involved. Nevertheless, selection processes remain an issue. In some cases, line ministries appoint experts that might not be the best candidate whereas in others there is lack of incentives for the best candidate to participate. An effective system of “matching” depends more on the commitment of the ministries and MSO to participate in P2P exchanges rather than in the availability of candidates.

The experience of “**matching**” evaluated by the Effective Institutions Platform in recent years shows that some criteria stand out as more effective than others: peers learn more effectively when matched according to shared challenges and problems; learning also happens when matched according to position and task or policy initiative. *EIP (2016), A Guide to Peer-to-Peer Learning. How to make peer-to-peer support and learning effective in the public sector?*

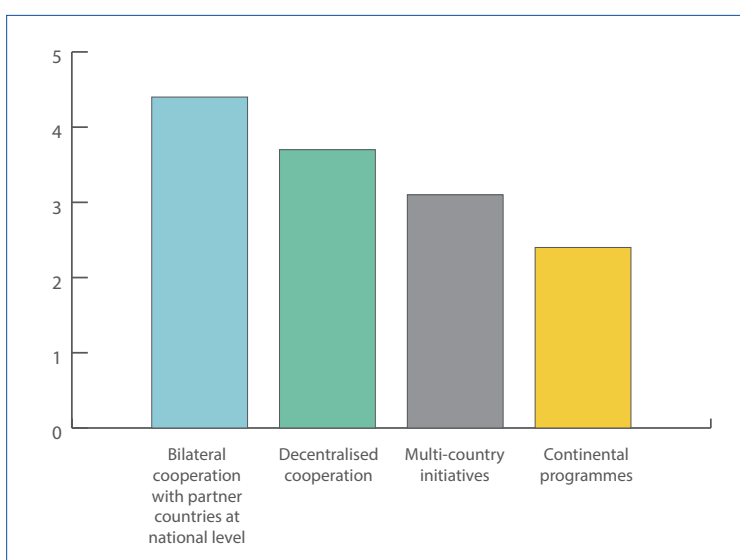
PSE actions are normally evaluated in order to improving the effectiveness of the knowledge and experience share with partner countries’ institutions. The evaluations take different approaches and range from classic satisfaction surveys to “standard” evaluation following DAC-OECD criteria. For instance, countries like Croatia, France, The Netherlands, Slovakia and Spain cite mechanisms such as satisfaction surveys by participants/institutions, the self-evaluation of experts and the results brought about in the context of policy dialogue. In addition, evaluations based on the DAC-OECD criteria are programmed for specific projects where PSE is one of the main components in Belgium, Cyprus, France, Germany, Estonia, Latvia, Malta and Spain. However, the systematic use of lessons learned across institutions remains an area for improvement.

All in all, two factors seem to determine the successful exchange of knowledge and the reforms planned: on the one hand, the flexibility from both sides to adjust to the administrative and institutional setting of the institutions of both the EU Ms and the partner country; on the other, the existence of a strong ownership and political will from the partner country to implement the agreed reforms.

1.3 Added value of PSE in thematic areas and priority sectors

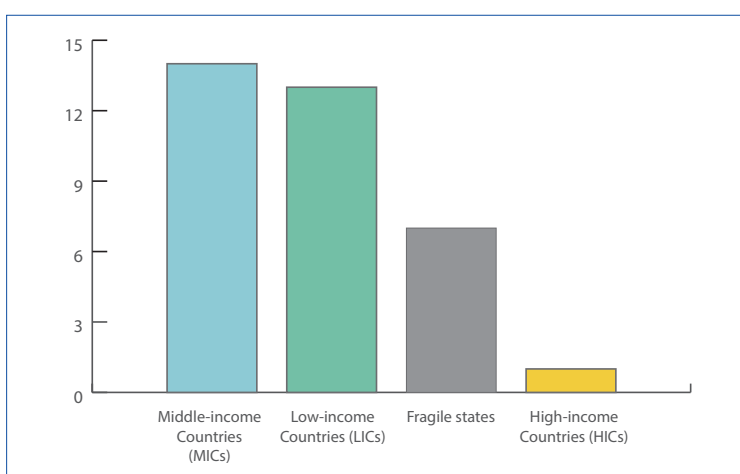
Bilateral cooperation and decentralized cooperation with public institutions are the main choices to deploy PSE among the majority of EU MS, particularly in Middle-income and Low-income countries. Multi-country initiatives and regional programmes, which help countries share lessons across borders, are less common among EU MS. Countries like Croatia, Estonia, Ireland, Latvia, Malta, Slovakia, Spain and Sweden also favour these options in addition to bilateral cooperation. **Figures 2 and 3** provide an indication of the value given by EU MS to these issues:

Figure 2: Relevance of PSE per type of cooperation [average value from 1 (minimum) to 5 (maximum)]



Responses to Question 5: “For which type of cooperation do you consider PSE most relevant?”

Figure 3: Prioritisation of PSE per country income classification’ (total responses)



Responses to Question 3: “Which sectors do you consider most relevant for PSE?”







“Thematic areas” are key strategic issues for which PSE can bring added value. The survey indicates preference for four: Institution building; promoting sectoral public policy; promoting administration reforms; and building partnerships and trust with them. These, in essence, could be considered the core objectives of PSE. Other more “economic/commercial” thematic areas related to financial cooperation, return of investment for the EU and support to the implementation of the External Investment Plan are not as relevant for PSE.







Figure 4. Relevance of PSE per thematic area [average value from 1 (minimum) to 5 (maximum)].



Responses to Question 2: “What do you consider the main added value of PSE?”

The very nature of PSE makes Governance at large, and the Rule of law and Public reforms in particular, the preferred sectors of intervention. Human development, including sectors like education and health, comes next followed by Environment and Climate change and Economic Development. **Table 1** provides a ranking of sectors clustered around the SDGs they touch upon based on the frequency of mentions:

TABLE 1: PRIORITY AREAS WITH SECTORS OF INTERVENTION	
<p>Priority 1 Governance (SDG 16)</p> <p>EU MS active: AT, BE, CY, DE, DK, EE, ES, FR, HR, IE, LT, LV, MT, PL, RO, SK, SL and SE</p> 	<p>Priority 2 Human Development (SDGs 3, 4, 5, 6 and 10)</p> <p>EU MS active: AT, CY, DE, DK, EE, ES, FR, IE, LV, SK, SL and SE</p>     
Institution building	Education and health
Public administration reform	
Public finance management	
Tax reform, Land reform	Gender equality
Rule of law	Employment
Justice reform and home affairs	
Anti-corruption policy, European values	Social welfare (Employment and health)
Democracy and human rights (Horizontal priority)	
Decentralization	Water and sanitation
Peace and security	

Priority 3 Environment and climate change (SDGs 2, 7 and 13) EU MS active: AT, DE, DK, ES, FR, HR, IE, SK, SL, and SE   	Priority 4 Economic Development (SDGs 9 and 12, 17) EU MS active: DE, DK, EE, ES and SL   
Food security and sustainable agriculture	Trade and economy
Environment and Climate change	
Sustainable energy	Green economy
Disaster reduction	

1.4 Role of PSE in the framework of the Neighbourhood, Development and International Cooperation Instrument (NDICI)

One of the objectives of the Practitioners' Network with regards to PSE is to strengthen cooperation, links and complementarity between EU MS mobilizing experts and institutions for P2P actions, create opportunities for cooperation and synergies at the implementation level. This is particularly relevant in the framework of the forthcoming NDICI, which includes public sector experts dispatched from the Member States and their regional and local authorities among the methods of cooperation between the Union and its partners¹².

PSE is one of the striking features of the EU's external action based on the vast wealth of knowledge and experience accumulated by European public administrations, notably in regional integration and transition. If promoted the right way this can also be the case for other areas of development cooperation. The challenge is to define what level of ambition PSE should have in the framework of the NDICI. There is consensus among the participating EU MS on the notion that PSE could play a strategic role if used more systematically - like in the EU enlargement process. In this regard, PSE could complement regular technical cooperation and support the implementation of other cooperation modalities. It could also help efficient and effective absorption and management of EU funding, facilitate the engagement of MS public institutions in policy dialogue, and increase the return of knowledge for EU MS administrations.

Some **recommendations to enhance the role of PSE within the NDICI** are the following: 1) Prioritize PSE as the main method of implementation, together with triangular cooperation, with Most Advanced Development Countries (MADC); 2) Promote the use of PSE to perform feasibility studies in key areas of intervention; 3) Allow more flexibility for **bilateral agencies** to engage in EU funded projects; and 4) Use **PSE for strategic positions** such as project/programme leaders/key experts.

¹² Article 22, paragraph 7, point b) of the Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the Neighbourhood, Development and International Cooperation Instrument. Brussels, 14.6.2018 COM (2018) 460 final.

1.5 Contribution of PSE in support of policy dialogues

The contribution of PSE in support of policy dialogues is another strategic issue that needs closer consideration. While this is common procedure among EU MS, the role of PSE varies. PSE can provide strategic input to place reform processes high on the political agenda and under different dialogue mechanisms such as donor-partner country roundtables, working sector groups or through bilateral networks between experts and senior officials that share and exchange information, knowledge and experiences. These “Networks of experts”, which can be more or less formal depending on the context, are seen as a good instrument for PSE to feed into policy dialogue with counterparts. For instance, EuroSocial+¹³ is an example where like-minded officials in Europe and Latin America can influence policy processes in a cost-effective way through P2P networks. In other instances, the role of PSE is more “secondary”, only providing input if the PSE programme contractually allows this.

The analysis of responses to the questionnaire shows that there exists an array of instruments (networks of experts; “intelligence” generated by experts in the context of secondments; dialogue between sister agencies, etc.) available to EU MS to impact partner governments’ policies, and that there is still room to use them more strategically. This is a shift of focus from the technical aspects of the delivery of PSE to what needs to be done to use these tools to increase EU influence.

It is important to highlight that EU MS identify other strategic roles for PSE in the margins of policy dialogue, thus contributing to improve country strategies (for instance by having evidence of the type of reforms needed) and the programming of bilateral aid. It can also support the identification of future P2P collaboration opportunities.

Some **recommendations on the role of PSE in policy dialogue arise from the study**: The first relates to coordination of information among EU MS. This suggestion aims at improving the exchange of information gathered through experts to better promote specific dialogues with state actors, notably along the principles of Team Europe and where Joint Programming exercises in partner countries take place. The second relates to the need to enhance the inclusiveness of policy dialogue by promoting an enabling environment for “sister organizations” to get involved in sector reforms with their respective line ministries.

¹³ For additional information please visit: <https://eurosocal.eu/en/consortium/> [last visit 10 August 2020].

2. Structures and policies

2.1 Legislation

The legal basis for the mobilization of PSE in international technical cooperation projects varies widely across EU MS. The results of this mapping indicate that a good legal basis, combined with the right incentives, is crucial to ensure institutional and expert motivation to engage, address challenges at different levels and clarify roles and responsibilities. However, it needs to be backed by sufficient political support in order to leverage the added value of PSE through effective procedures and adequate delivery tools.

This section presents the key features of existing legal frameworks and examines the elements that contribute to their conduciveness for PSE and P2P knowledge exchanges.

Key features of EU MS legal bases

The wide range of EU MS legal frameworks governing PSE and P2P exchanges can be divided across 4 broad categories. While only a selected number of EU MS mobilize their experts based on a specific law on technical assistance/international technical expertise (Cat. I), in most EU MS PSE is governed by laws and regulations on development cooperation (Cat. II). Some EU MS apply other national laws and regulations, namely civil service rules (Cat. III). Finally, only few EU MS administrations indicate there is no formal legal framework at all (Cat. IV), meaning that their administrative partnerships are mainly governed by policies and MoUs.

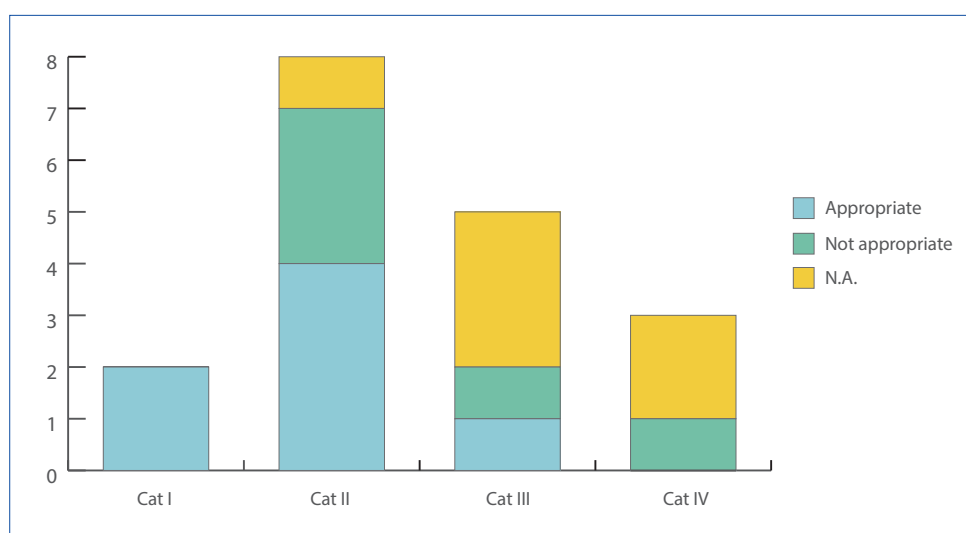
TABLE 2: TYPE OF LEGISLATION GOVERNING PSE/P2P	EU MS
(Cat. I) Specific law on international technical assistance/expertise	HR, FR
(Cat. II) Laws and regulations on international development cooperation (in combination with other national legislation)	EE, DE, ES, IT, LT, PL, SK, SL
(Cat. III) Other national laws and regulations (e.g. civil service acts, etc.)	BE, DK, MT, RO, SE
(Cat. IV) No specific legal basis	IE, LV, NL
N.A.	AT, CY

Satisfaction is highest in categories I and II where 5 out of 8 responding EU MS ¹⁴ administrations consider that their regulatory framework is appropriate (**Figure 5**). This applies especially for EU MS that have recently updated or amended their laws and regulations, like France, with the [2017 decree on the exercise of other activities by civil servants](#) and the [2018 circular on the mobilization of ministerial departments and subsidiary institutions in favour of international technical expertise](#) (ITE) complementing its 1972 law on ITE. Several of the newer EU MS have equally adopted improvements to their respective laws governing projects of technical assistance (Croatia) and those on Development Cooperation and Humanitarian Aid (Lithuania, Slovakia, Slovenia)¹⁵. These EU MS report that the modifications have taken into account lessons learned from specific PSE programmes, improved legal safeguards and clarified details for different PSE positions and delivery tools. By contrast, EU MS administrations that are less satisfied with their legal frameworks complain about fragmented approaches, cumbersome procedures and lack of institutional (vs. individual) engagement.

¹⁴ Out of 18 EU MS which outlined their legal basis only 11 indicated clearly whether it provides the appropriate framework.

¹⁵ HR: Law on implementation of projects of the international institutional cooperation of the European Union and projects of technical assistance, November 2018; LT: Law on Development Cooperation and Humanitarian aid, May 2013 (amended 3 November 2016); SK: Act No. 392/2015 Coll. On Development Cooperation and on Amendments and Supplements to Certain Laws (amended by Act No. 281/2019). SL: Decree on the implementation of international development cooperation and humanitarian aid (Official Gazette, No. 30/18).

Figure 5: Conduciveness of legal frameworks



Responses to Question 12 “Does the legal basis in your country provide the right regulatory framework and incentives for the mobilization of PSE?” per type of legislation.

An appropriate regulatory framework that defines rights and obligations, conditions for secondment, mission travel, financial mechanisms, coordination structures, and provides workplace security for the mobilized experts is a crucial building block to rule out obstacles to the mobilization of PSE. However, it is no guarantee for sufficient institutional and individual interest to participate in international assignments. Often, the mission comes with a heavy additional workload, managers face difficulties to replace their already restricted staff and differences in the remuneration across EU MS and MSOs can rapidly dissuade motivated civil servants. This makes it even more important that regulatory frameworks provide the right incentives, both at individual and institutional level.

EU MS responses to the mapping suggest there is room for almost all countries to improve the incentives allowing to fully exploit the potential of PSE for development cooperation. The incentives considered most important are financial and career-path related. As such, 6 respondents consider that there is need to remove restrictions to extra payments despite the additional workload. In fact, limitations to the payment of fees exist in a majority of EU MS but vary widely (see textbox). This is also the case for fiscal regulations, which remains a matter of internal regulation for EU MS. Career path incentives should at least establish safeguards and ensure civil servants are maintained in his/her position on return from long-term missions. Even more so, international experience should be acknowledged as an asset for future promotions, as it brings valuable return of knowledge both for the individual expert and for the public institution of the EU MS. Finally, several EU MS insist on the importance of in-house trainings, especially since not all civil servants with relevant expert knowledge automatically have the capacity to transfer it to an international context.

Broad acceptance of additional fees for experts

Most EU MS allow for the payment of indemnities and fees to experts mobilized on long and short-term missions. In 10 out of 18 EU MS administrations that responded to this question remunerations are regulated by the respective legislation and, as such, subject to national grids and limitations.

Five EU MS report that there are no specific regulation and/or limitations, while two respondents encounter challenges with unclear financial rules and regulations that do not apply to all line ministries.

Only Sweden considers that fees should not at all be paid to the individual expert, but to the sending public agency in order to avoid wrong incentives.

The acknowledgment of international experience at institutional level and the commitment of MSOs are critical elements to ensure both, the establishment of high-quality long-term partnerships and the matching of demand with the appropriate expertise. As one interview participant put it “As long as institutions understand the strategic interest of institutional partnerships with partner countries’ administrations there will always be a sufficient number of public sector experts”¹⁶. Other respondents who insist on the added value of institutional engagement suggest placing PSE more prominently under the SDG framework and its perspective of mutual interests. Finally, some participants propose to allow for co-financing mechanisms and cost recovery at agency level (rather than providing financial incentives directly to the expert) and even to make a minimum participation in bilateral technical assistance compulsory.

Political support as a key complement to effective legal frameworks

Even in countries with very elaborate legal frameworks, one ingredient that should not be missing is the political support from high level both upstream, in order to facilitate reforms towards regulatory improvement, as well as downstream, when it comes to the implementation of PSE related policies. In fact, a well-experienced coordinating body and excellent technical experts cannot make up for a managerial refusal if there are insufficient political guidelines and awareness on the strategic interest of PSE. For instance, even in Spain, where the 1998 Law for International Cooperation ([Law 23/1998](#)) establishes technical cooperation as the primary instrument for international cooperation, it has been difficult to ensure active engagement of administrations for a critical mass of projects. However, the Ministry of Interior, well aware of the strategic interest of P2P exchanges within police forces, has established adequate career incentives and mobilizes a significant number of experts.

Similar situations exist in France and Sweden, where the level of PSE engagement fluctuates across line ministries and MSOs. The long-standing technical expertise - and in the case of France the existence of a specific legal framework - have not been able to make up for the lack of negotiated agreements with line ministries.

Interestingly, in the framework of this survey, some newer EU MS like Croatia and Romania consider P2P exchanges as important parts of their foreign relations which benefits from appropriate political support. While Romania is a relatively new donor in international development cooperation and hasn’t set up a formalized legal framework for PSE ¹⁷, the exchange of expertise is “a key element in [...] bilateral relations that [...] is broadly supported and encouraged”¹⁸.

In Croatia, a system to share the experience from the EU accession process with countries from the Eastern European region has existed since 2012 and was formalized by law in 2018¹⁹. Knowledge sharing among peer in the area of EU accession and with regards to democratic transition with other countries is placed high on the political agenda, benefits from regular coordination and exchange with MSOs, and embedded in the National Strategy for Development Cooperation 2017 -2021 which lays out both areas as a high added value for Croatian external action.

Both countries operate mainly in their Eastern European Neighbourhood, but also aspire towards broadening their interventions to other partner countries. While the Romanian Agency for International Cooperation (RoAid) has organized several training sessions with countries from the Sub-Saharan Africa and CARICOM region, Croatia is still looking for opportunities to promote P2P knowledge exchange in the area of conflict and post-conflict transition, where it has significant expertise to share. A significant bottleneck is the lack of capacity at Embassy level in the Maghreb and other regions. This could be addressed through support from EU Delegations present in targeted partner countries.

16 As described below in the section on administrative challenges below, the availability of experts with adequate skills is the challenge most frequently mentioned by respondents.

17 RO: The conditions of the exchange of expertise are governed by internal regulations of public institutions and sectoral agreements signed with third parties.

18 Romanian response to question 20, Mapping survey.

19 HR: Act on the implementation of international institutional cooperation projects of the European Union and technical assistance projects, November 2018.

2.2 Administration of PSE

The implementation of a clear regulatory framework, as the foundation for international technical cooperation between institutions, is closely related to the existence of appropriate processes and capacities at different levels. Complex administrative procedures and challenges not only bear the risk to prevent the mobilization of PSE, they can also infringe on the quality of the intervention. Among the main challenges reported by EU MS are the availability of experts that can be sent on missions, the institutional awareness, cumbersome procedures and financial constraints.

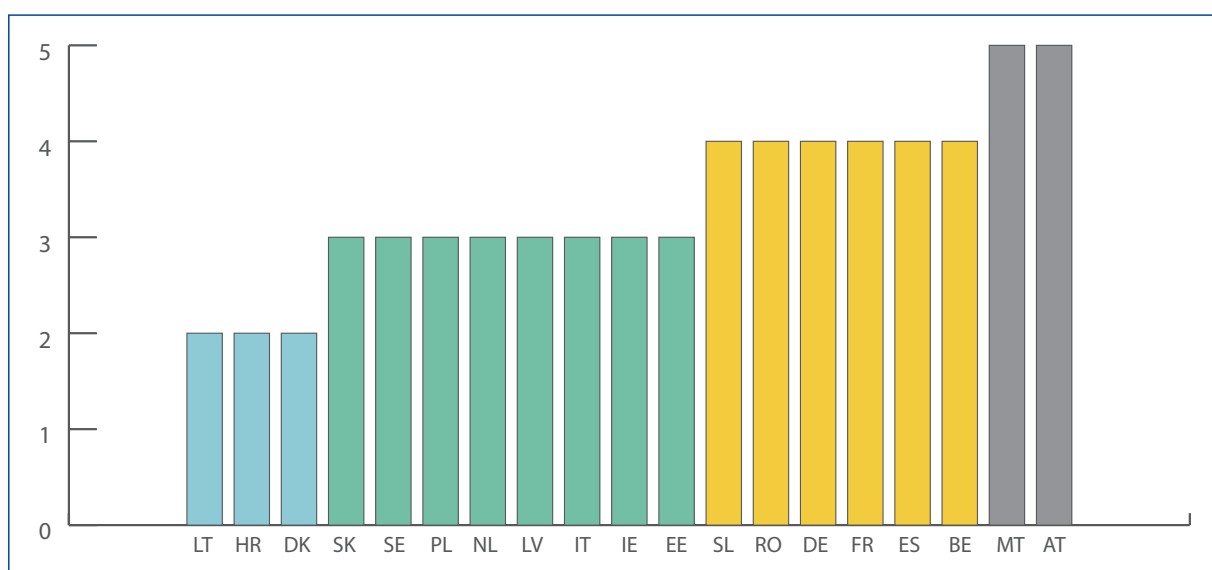
This section presents the EU MS perception of their administrative procedures and outlines key challenges at administrative and institutional level that can easily dissuade and delay the mobilization of experts through public institutions. The level of complexity and challenges reported in this survey indicates that the mobilization of PSE could strongly benefit from smoother guidelines and practices at all stages (preparatory, implementation, upon return).

Complexity of procedures

Sound cooperation between experts, MSOs and coordinating bodies at all stages is essential to foster the added value of P2P cooperation as an efficient instrument for institution building, partnerships and reform. However, it risks getting negatively impacted by delays and other complications that hinder the mobilization of an already limited pool of experts.

When being asked about the complexity of PSE mobilization from an administrative point of view, the majority of EU MS administrations report that the rules and practices surrounding the process are rather complex and challenging. On a scale from 1 (easy) to 5 (difficult) the average for all 18 EU MS who responded to this question is 3.3, with only 3 EU MS considering the mobilization of PSE as rather easy (2) and 8 EU MS considering that the mobilization is rather difficult or difficult (4 and 5). The EU MS who consider their administrative procedures for the mobilization of PSE as rather easy are Croatia, Denmark and Lithuania. For instance, Croatia has recently adopted new laws on technical assistance while Lithuania has done so on development cooperation. These laws clarify procedures, coordination modalities and incentives for the mobilization for public sector experts.

Figure 6: Complexity of administrative procedures

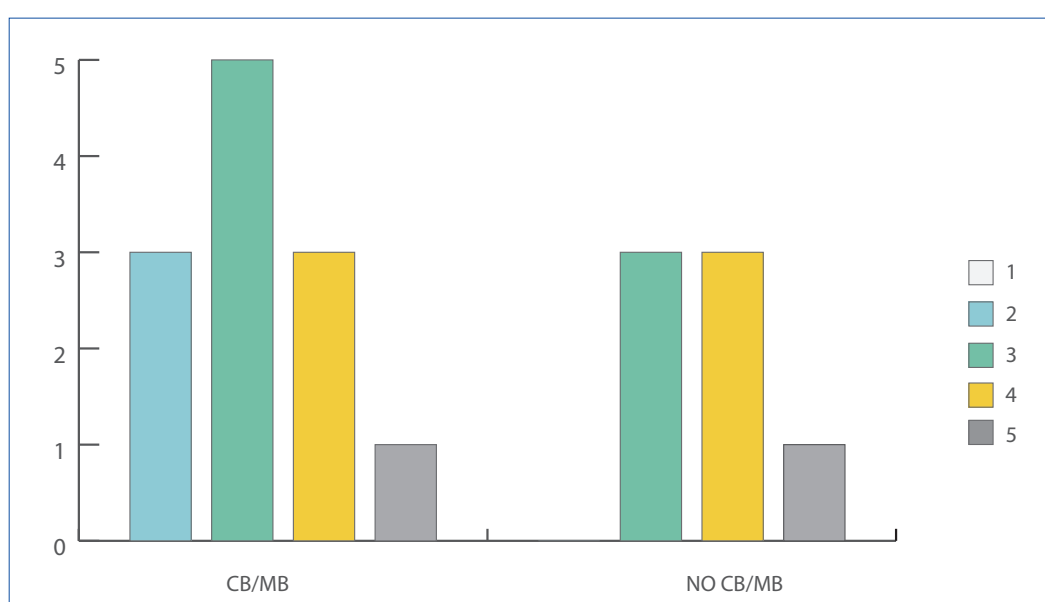


Responses to Question 16 "How complex is the mobilization of PSE from the administrative point of view? Please assess from 1 (easy) to 5 (difficult)"

On the higher end of the spectrum are Malta and Austria who consider their administrative procedures as very complex (5). Both indicate that the lack of available experts, an issue frequently reported among EU MS (**Figure 8**), is one of the main obstacles to the mobilization of PSE. Neither of them has a specific legal framework (related to development cooperation or ITE) in place.

Nevertheless, it is difficult to establish a clear pattern of the underlying reasons for the perception of administrative complexity. The specificity of the legal basis does not seem to influence the perception of complexity directly. In fact, EU MS administrations with more specific legal frameworks are generally not more satisfied with the mobilization of PSE from an administrative point of view and challenges encountered vary widely. However, it appears that EU MS with a coordinating or mandated body for PSE have a better perception of the fluidity of procedures. In fact, 8 out of the 11 EU MS that perceive their administrative procedures as rather easy or intermediate (2 – 3) have a coordinating or mandated body. In the meantime, only 4 out of 8 EU MS with rather – very complex procedures (4 – 5) have a coordinating or mandated body. This coincides with the findings of the follow-up interviews that institutionalized mechanisms for coordination combined with the willingness of MSOs to be coordinated largely facilitate the mobilization of PSE. (See Section 2.3 “Operational frameworks”).

Figure 7: Level of complexity for EU MS with/without coordinating bodies [Scale of 1 (easy) to 5 (difficult)]

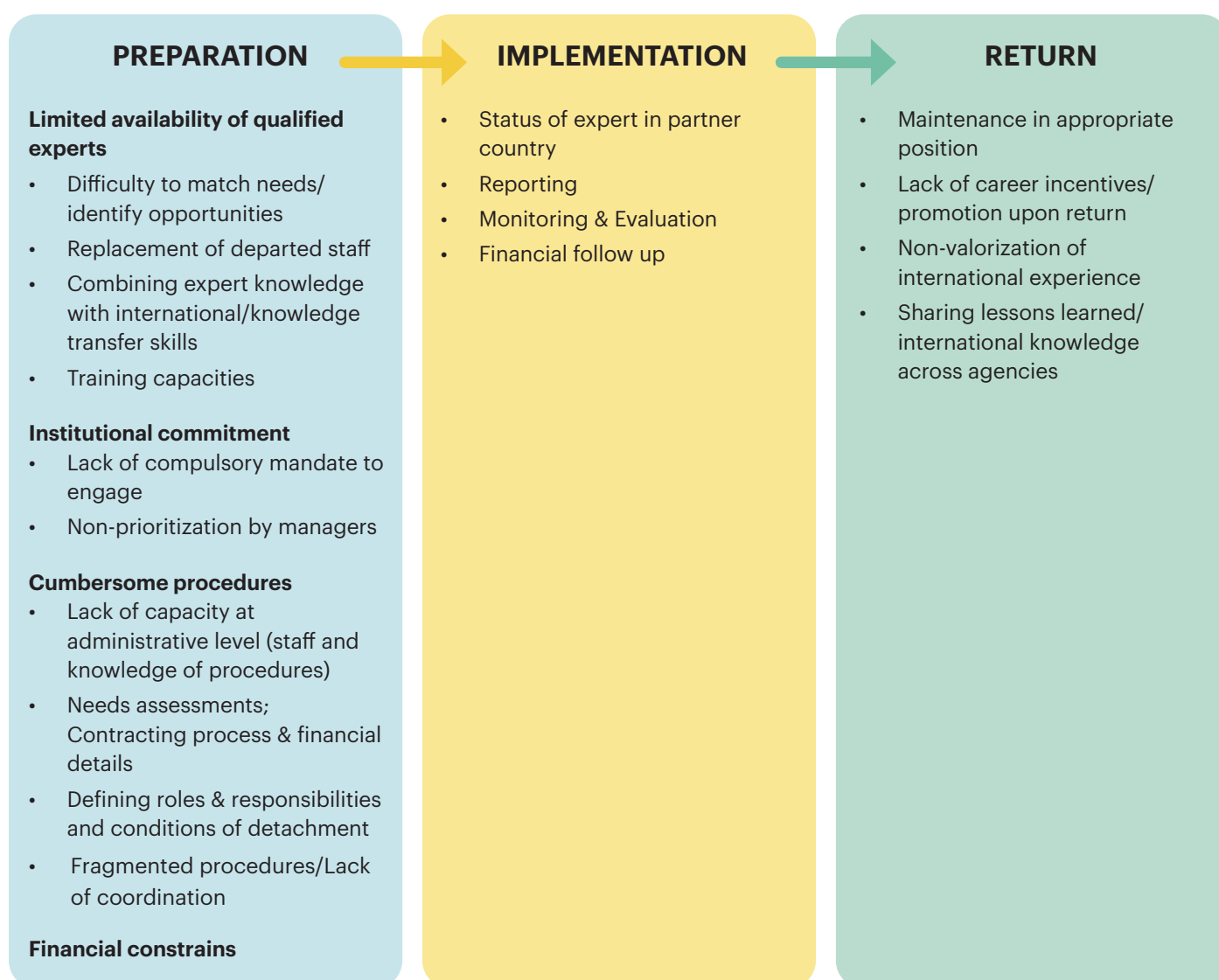


Responses to Question 16 “How complex is the mobilization of PSE from the administrative point of view? Please assess from 1 (easy) to 5 (difficult)” compared to EU MS with/without a coordinating/mandated body (Question 22)

Main administrative and institutional challenges

Challenges from an administrative point of view constitute a risk to the individual and the institutional motivation to engage in P2P knowledge exchanges. As such, they are closely linked with the capacities of the involved institutions. While most of the challenges identified by EU MS are situated at the preparatory/mobilization stage, the expectation of challenges during the implementation or upon return represent an additional obstacle when institutions and experts decide whether they should commit to a specific mission or project. In many cases, incentives provided by law and at agency level are a trade-off for disadvantages and challenges at other stages of the P2P initiative. For instance, if a public sector expert benefits from a legal guarantee for the maintenance of his/her position, he/she may be dissuaded by the actual lack of valorization from his/her hierarchy. In the same light, disharmonized practices on the payment of fees and career incentives can easily outweigh receptivity for the added value of international development cooperation. **Figure 8** provides details of the main administrative and institutional challenges that EU MS experience at different phases of PSE initiatives.

Figure 8: Administrative & institutional challenges at different stages of P2P exchanges

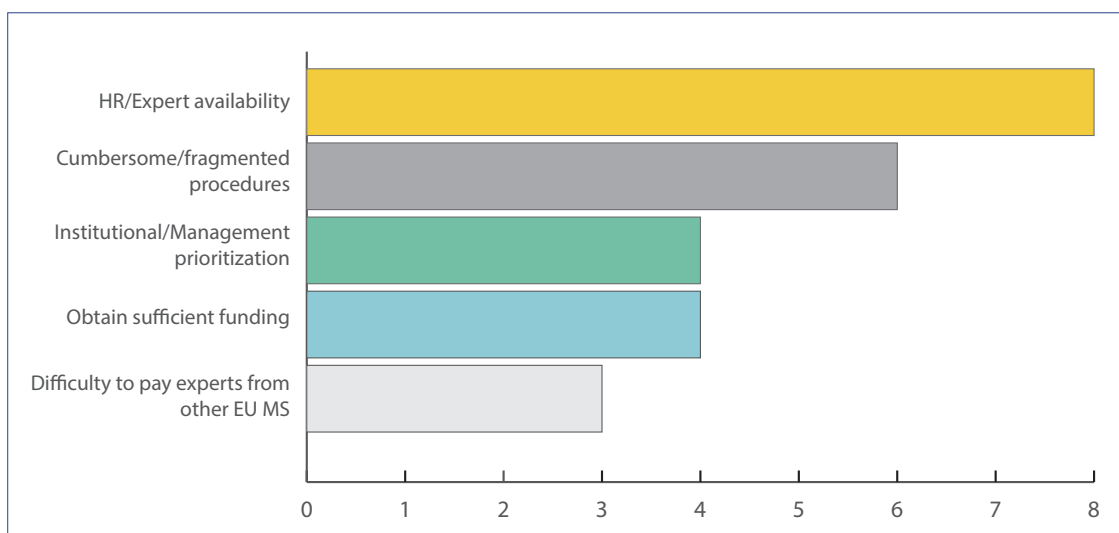


At the preparatory stage, main challenges can be combined in 4 clusters (availability of qualified experts, institutional/management commitment; cumbersome procedures; financial constraints). By far the most important challenge, mentioned by almost half of the respondents, is the lack of experts that have the appropriate qualification to engage in P2P cooperation with partner countries. This includes language skills, but also the capacity to transfer expert knowledge in appropriate ways, especially since many EU MS report that they still need to scale up their training capacities for international missions.

The **limited availability of experts**, in combination with **low levels of political support**, can often lead to managerial refusals and a lack of institutional engagement. Many MSOs prefer to remain focused on the delivery of regular duties, especially since it is often difficult to replace seconded experts and their additional know-how and knowledge upon return receives little recognition.

Even experienced development partners like Germany, Spain and Sweden **report cumbersome procedures** as an additional challenge. The lack of human resources in charge of administering PSE initiatives combines with limited knowledge of specific methodologies for needs assessments, funding proposals and reporting. In addition, the drafting of contracts and project agreements requires very specific knowledge, especially since almost half of the EU MS (9 out of 20) report that these documents also define rights and responsibilities towards the respective administrations (partner countries and EU MS institution).

Figure 9: Main administrative challenges at preparatory stage (total responses)



Although **PSE is generally considered a cost-effective way to deliver technical assistance²⁰**, several EU MS indicate financial constraints linked to the overall funding availability, the capacity to obtain funds that can compensate for departed staff, limited flexible financial resources for PSE mobilization on short notice and the fragmentation of financial incentives offered directly to experts. Cumbersome procedures and the lack of flexible financial resources can also make it difficult to remunerate experts from EU MS.

Additional constraints during the implementation phase can occur when it comes to complex reporting procedures (financial, reporting obligations of experts towards their home administration, monitoring and evaluation), unclear statuses of seconded experts and the assurance of coherent policies. **Upon return of seconded experts**, the recognition of international experiences as a guarantee for a return to a comparable or better position, even if incentivized by law, will also depend on the institutional awareness and capacity of MSOs to ensure satisfying arrangements for the returning expert. Clear guidelines and smooth collaboration practices at these stages will equally influence on the availability of experts and institutions to embark on PSE initiatives.

Quality control to avoid isolated short-term interventions

Overcoming constraints in the availability of human and financial resources should not come at the expense of sound quality control mechanisms. As the Effective Institutions Platform recalls²¹, peer learning needs to be combined with clear goals and mutual trust in order to be effective. In order to build such trust and work accordingly to the partner countries' needs and political context it is important to sustain partnerships over a long or medium term.

The results of the mapping confirm that it is critical to ensure a high quality selection process to ensure that experts correspond to the needs of the partner countries. As such, the administrations of both countries should work jointly to establish sophisticated matching criteria. In addition, several interview partners stressed that public experts should not only be assessed with regards to their technical knowledge, but also their intercultural competencies and the capacity to transfer skills. Others highlighted the danger of expert databases where matching tends to be less rigorous. It was recommended to limit such databases to very specific subjects and prioritize institutional partnership approaches where each administration designates the expert for individual missions. Spain reports about a new informatics tool that "assesses staff along the administrative proceedings"²² to choose the adequate expert (both within the public and private sector).

20 Practitioners' Network, Mobilizing Public Sector Expertise for Development, Conclusions and recommendations of the Practitioners' Network Taskforce on the use of Public Sector Expertise, May 2019, p.13 ; In the framework of this mapping this finding was confirmed by Croatia in the interview phase.

21 Effective Institutions Platform and National School of Government International, The future of peer-to peer learning and partnerships in the new development agenda, 2018.

22 AECID, response to Question 17 that asks about administrative challenges.

However, the overview of bilateral initiatives compiled in the framework of this mapping shows that most PSE is related to short-term engagements of experts (e.g. workshops, trainings, study visits, etc.). In fact, most EU MS have formal or de facto restrictions to the time a public sector expert can be mobilized²³. While some short-term deployments are part of longer-term projects and institutional partnerships, the available information did not allow to determine whether this is the case for the majority of initiatives.

Croatia: Ensuring commitment from line ministries and public administrations

In its 2017 – 2021 DC Strategy, Croatia puts a particular emphasis on knowledge sharing activities with countries from Southeast Europe. A pool of 300 experienced public experts is available to assist countries in their reform process.

Regular exchanges with the involved institutions are taking place through the Development Cooperation Inter-ministerial Working Group and an official network of contact points. This shall ensure that the trainings, seminars and study visits – which are generally of shorter duration – are part of structural partnerships that mobilize the most relevant expertise over time.

2.3 Operational framework

Operational frameworks reflect the variety of PSE set-ups and the level of maturity of this form of technical assistance among EU MS. The heterogeneity of experiences included in the mapping poses the question about what the best institutional setting could be to mobilize PSE. While there is no blueprint, certain basic traits emerge. This section presents the existing “institutional settings” within the different experiences analyzed. These “operational frameworks” set out the way EU MS mobilize PSE for development cooperation and may also include principles of “good governance” (e.g. EU values on gender equality, human rights, environmental sustainability, integrity of civil servants etc.) that EU MS want to promote through their P2P actions. Each operational framework contains at least the following elements: policy framework, organization, processes, and procedures.

In the case of PSE, the **policy framework** provides the general guidelines in which the experts and MSO will operate towards the achievement of strategic goals; the **organization** revolves around the existence of a coordinating body that will promote and steer the participation of the institutions/experts; and the **processes and procedures** provide the regulations under which the experts will conduct their participation in P2P actions. The study found that operational frameworks vary according to the level of maturity of PSE and the institutional/political setting of the EU MS; and the presence (or not) of a mandated body (often private law entities with a public-service mission).

The majority of EU MS report the existence of an operational framework to mobilize PSE with a coordinating (CB) – typically a public entity such as a Ministry of Foreign Affairs or bilateral agency – or a mandated body (MB). The results are shown in the table below.

²³ See textbox under Section 3 Joint Implementation.

TABLE 3: COORDINATING/MANDATED BODIES PER EU MS

EU MS	Operational framework	CB/MB	Role
BE	ENABEL	MB	PSE in external action
	Public administrations. Flexible Framework		For EU funded projects the administrations directly (facilitated by ENABEL)
DK	MoFA	CB	Promotion of PSE in external action/ development cooperation
ES	Framework agreement MFAC-DG NEAR		
	FIIAPP	MB	Promotion and management of mobilization of PSE in international cooperation
FR	Circulaire of 15 May 2018 appoints Expertise France as the «Opérateur de référence»	MB	Public agencies are invited to prepare their specific strategies with Expertise France's coordination
HR	Service for Knowledge Transfer (SKT)	CB	Coordination/implementation Twinning/accession negotiation
	Directorate for Development Cooperation and Humanitarian Assistance (MFA)	CB	Coordination of projects for other areas of development cooperation
LT	MoFA	CB	Promotion of PSE in external action/ development cooperation
	Central Project Management Agency (CPMA)	MB	Promotion and management of the projects involving Lithuania's PSE
MT	Direct Funds Unit within the Funds and Programmes Division	CB	Promotion of PSE in external action/ development cooperation
NL	MoFA	CB	NA
SE	MoFA (SIDA)	CB	Coordination and funding of agencies participating in P2P
	Public agencies from line ministries/ universities		
SK	MFA (SAIDC)	CB	Coordination and implementation of PSE in development cooperation
	Line Ministries		Provision of PSE (not all reporting/ coordinating with SAIDC)
SL	MFA and line ministries	CB	MFA: Bilateral technical assistance / Line ministries: visits and exchanges and secondments
	Center for European Perspective	MB	Although no exclusivity over PSE
	Center of Excellence in Finance		
PL	Ministry of Foreign Affairs		Coordinating role in development aid
	Public Foundation established by Government decision (Cooperation Fund Foundation)	MB	Carries out government administration projects that public intuitions cannot carry out themselves (e.g. for political reason)

Countries that have not answered to these questions or reported not having an operational framework are Cyprus (n.a.), Estonia (no OF), Ireland (no OF), Italy (no OF), Latvia (no OF), Romania (n.a.). Germany reports that there is no explicitly regulated operational framework but that some institutions (e.g. GIZ, Foundation for International Legal Cooperation, National Metrology Institute) carry out most PSE projects.

In this regard, the absence of an operational framework does not prevent the use of PSE. In some cases specialized agencies carry out most of the projects (e.g. German Development Agency (GIZ) Development Cooperation; German Foundation for International Legal Cooperation (IRZ) – law; National Metrology Institute of Germany (PTB) – metrology, etc.) while in others the coordination is assumed “*de facto*” by a particular agency or department within the MoFA (e.g. Ireland’s Department of Foreign Affairs and Trade Development Cooperation and Africa Division facilitates and provides support). The variety of experiences included in the mapping raises the question about the best institutional setting to mobilize PSE. The assumption tested during the follow-up interviews was that a “centralized” (i.e. the existence of a coordinating and/or mandated body) operational framework would make it more effective. The analysis indicates that regardless the level of centralization – there can either be one institution assuming responsibility to coordinate mobilization of experts or many MSOs and ministries mobilizing their own experts at will – the use of public expertise hinges upon the existence of effective institutionalised mechanisms of coordination (and the willingness to be coordinated). For instance, France reported that coordination of technical cooperation between “operators” takes place in line with thematic areas, but inter-ministerial/high level coordination is still lacking. Indeed, the lack of awareness and/or interest is probably one of the key factors that undermine the efforts to ensure higher shares of public technical assistance.

Setting up inter-ministerial committees to better coordinate the different institutions involved would be one of the responses to address this issue. An experience that has worked well in this regard is the set-up of the French Anti-Corruption Agency in 2016 to coordinate all actors involved in bilateral and multilateral activities where PSE is involved. Another is Slovakia’s Inter-ministerial working group to strengthen coordination on PSE mobilization. Of particular interest is also the experience of Norway’s “Knowledge Bank”, a department within NORAD responsible for coordinating technical cooperation provided by Norwegian governmental bodies in areas such as taxation, oil and gas, renewable energy, fisheries, gender equality, research, higher education and statistics, where Norway has relevant expertise that is in demand²⁴.

On the question of what could be the minimum foundations for the establishment of an operational framework for PSE mobilization in development cooperation, the study identifies at least four pillars: An **institution** responsible of providing the “strategic framework” of PSE for development cooperation (ideally a Ministry for Development); A **public agency** responsible for the implementation of bilateral projects where PSE for development cooperation is the main component; A **specific programme** to promote knowledge and experience sharing funded by ODA²⁵ and focused on those thematic areas where the EU MS has clearly identifiable comparative advantages (vis-à-vis other donors); and; **Enough human and financial resources** to implement the different actions. This arrangement does not pre-empt other possibilities based on the specific context of the EU MS.

Finally, open platforms for exchange, coordination and harmonization on the use of PSE for development cooperation are seen as effective instruments to benefit from the wide range of organizations active in this field. The following table shows the names of the networks for which EU MS have reported their presence:

24 For additional information please visit: <https://norad.no/en/front/the-knowledge-bank/this-is-the-knowledge-bank/> [last visit 10 August 2020].

25 One such example is the “Sharing of Slovak Experience” Programme for instance, which is a separate instrument of bilateral development cooperation, but it is also used to support other instruments defined in the Medium-Term Strategy for Development Cooperation of the Slovak Republic 2019 – 2023.

TABLE 4: REPORTED PRESENCE IN PEER NETWORKS/COMMUNITIES THAT PROMOTE P2P

EU MS	Network
BE	Practitioner's Network
DE	International exchange networks at professional level (courts of auditors, quality infrastructure, statistics, courts, etc.)
	Practitioners' Network
ES	AECID: no specific networks for PSE. Present in partner countries' networks; Practitioners' Network.
	FIIAPP: Practitioners' Network; GLAD: Global Action on Disability Network; "Red de Transparencia y Acceso a la Información" (RTA); "Red Iberoamericana de Protección de Datos"
FR	EXPERTISE FRANCE: Centre de Rencontres et d'Etudes des Dirigéants des Administrations Fiscales (CREDAF); Association Internationale des Services du Trésor (AIST); World Customs Organization (WCO) ; Practitioners' Network.
	ENSV-FVI (operator of the Ministry of Agriculture): OIE (World Organization for Animal Health)
	RINLCAO Network of National Anti- Corruption Institutions in West Africa
HR	United Nations Office for South-South Cooperation (UNOSSC)
LT	Practitioners' Network
NL	Involvement (until end 2019) in The East African Land Administration Network - with support from Nuffic (The Dutch Organization for Internationalization in Education).
PL	Eastern Partnership Academia
RO	Romanian Agency for International Development Cooperation is part of the Practitioner's Network
	MFA (as observer in the DAC-OECD): participation in P2P activities through the peer review exercises
SK	Practitioner's Network
	learn4dev
	Centre of Excellence in Finance
	PEFA Knowledge Network
SL	Sectoral platforms in line ministries (e.g. Health Network of South-East Europe)

2.4 Modalities and delivery tools of PSE

In describing the modalities and delivery tools used to mobilize PSE by EU MS a word of caution is necessary. There seems to be some confusion between the two concepts as an important number of responses included the same answer to describe “modalities” and “delivery tools” whereas in other cases the difference was not clear to the respondent. The following gives an idea of the plethora of “modalities” reported in the online survey: “cooperation agreements”; “knowledge sharing activities”; “Twinning and TAIX”; “(short-long) Secondments”; “Trainings”; “Seminars”; “Project-type interventions”; “Bilateral technical assistance”; “International Training Programmes” etc. The range of “delivery tools” reported is also wide: “informatics tools”; “experts’ database”; “Face-to face interaction”; “Knowledge exchange”; “Bilateral cooperation”; “Secondments”; “Workshops”; “Networking” etc.

These results indicate the need to provide a clear conceptual framework to organize the modalities and delivery tools identified by the EU MS for the mobilization of PSE.

Modalities of PSE

The conceptual framework proposed departs from the definition of “Aid modality” (equivalent to aid instruments or types of aid), that is, the “means” to transfer money, goods, and knowledge to partner countries. The DAC-OECD²⁶ defines the following types of aid:

- Budget support;
- Core contributions and pooled programmes and funds;
- Basket funds/pooled funding;
- Project-type interventions;
- **Experts and other technical assistance (TA);**
- Scholarships and student costs in donor countries;
- Debt relief;
- Administrative costs not included elsewhere;
- Other in-donor expenditures.

Since the TA aims to support partner countries’ capacity development at the individual, organizational, institutional and societal levels (through knowledge and skill transfer, pilot innovation, etc.), this modality clearly comprises the mobilization of PSE. Following on the DAC-OECD classification of aid modalities, TA is often provided in the form of project aid, or the dispatch of donor’s experts or private experts contracted by donors. Therefore, and for the purpose of this study, **the mobilization of PSE in bilateral development cooperation is understood as a form of TA that involves expertise from/mobilized through public institutions that is carried out through two main modalities: project-type interventions where PSE is one (or the main) component and the secondment of experts.** Both forms of PSE follow the distinction made by the Practitioners’ Network Task Force on the Use of Public Sector Expertise²⁷ between implementation modalities that may include PSE as one of several types of expertise within a project and those based exclusively on PSE.

Delivery tools of PSE

The next step is the definition of the delivery tools. The approach taken in the study is to define them as the “means” to achieve an “end”, in this case improving the ability of civil servants and/or institutions to deliver intended outcomes. This is commonly referred to as “capacity building”. This ability to meet objectives or to perform better is based on the implementation of “processes” with different formats and purposes. They are the delivery tools used by EU MS to transfer their expertise and are normally selected on the basis of the type of

26 OECD-DAC, DAC Statistics: classification by type of aid, available [online](#) [last visit 10 August 2020].

27 Practitioners’ Network op.cit. (May 2019).

expertise required, the traveling and time constraints of peers, their different backgrounds, and the goals of the initiative among other criteria. In general terms, the delivery tools can be clustered around two levels of capacity building:

- **Individual/group:** including public training courses and/or workshops; staff exchange programmes, internships;
- **Institutional:** including tailored training courses and workshops; study visits; staff exchange programmes (i.e. short term or long-term secondment of experts).

In the context of this study, each EU MS employs standard criteria to decide on the type of delivery tool. The most common are:

- Matching the needs with available expertise;
- Specific needs of the country;
- Common interests between EU MS and partner countries;
- Funding availability;
- Added value of PSE to achieve results.

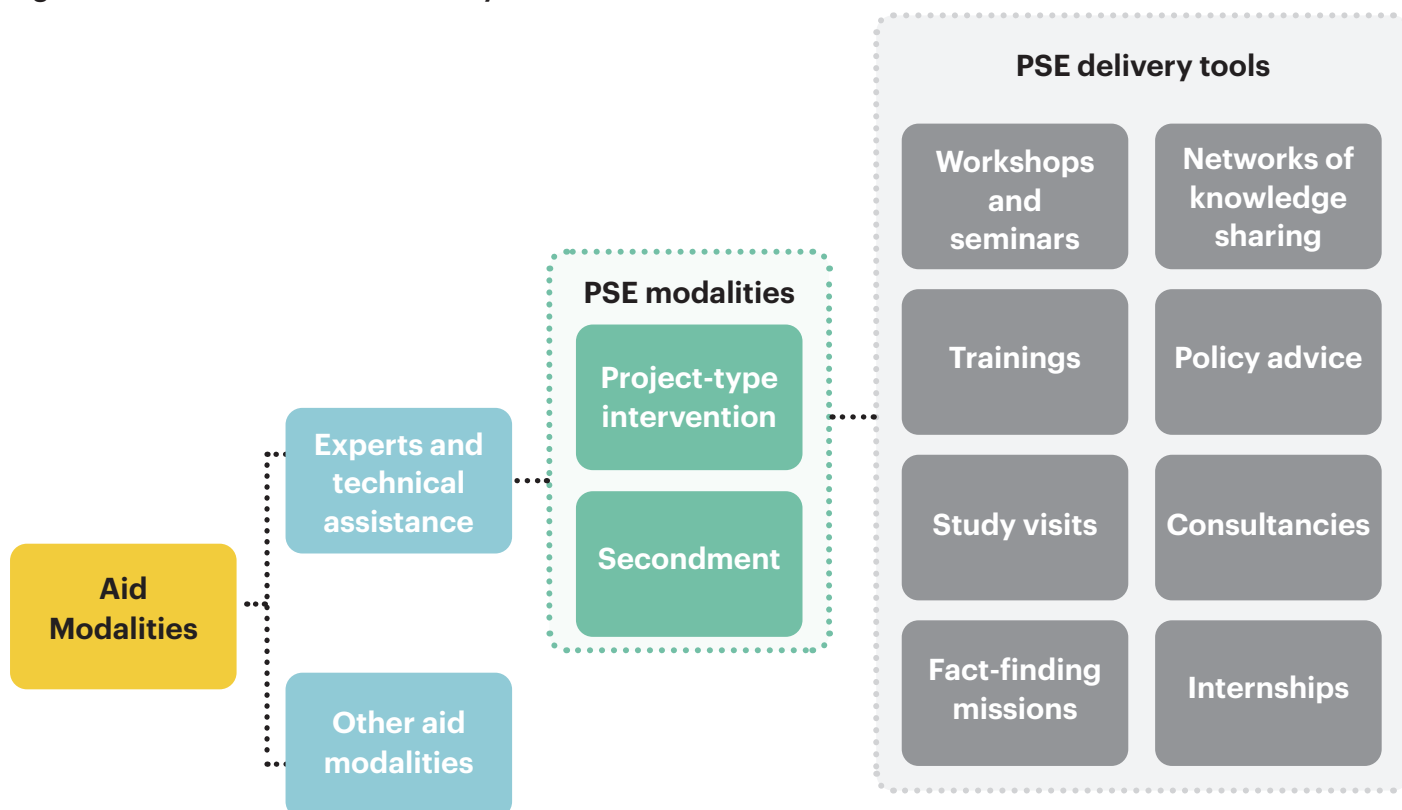
Summary of the conceptual framework

The conceptual framework proposed for the definition of modalities and delivery tools builds on the classification of the responses provided by the EU MS in the online survey.

TABLE 5: PROPOSAL OF A CONCEPTUAL FRAMEWORK FOR THE DEFINITION OF MODALITIES AND DELIVERY TOOLS	
Modalities of PSE	Common responses from EU MS
Project-Type intervention	<ul style="list-style-type: none"> • Cooperation agreements • Private companies supporting PSE projects • Knowledge sharing activities with EU MS • Projects and initiatives supported by MoFA • Project type interventions • Bilateral projects • Delegated cooperation • Consultancies • International Training Programs - regional or global
Secondment of experts	<ul style="list-style-type: none"> • Secondment of experts (short-and long-term) • Partner countries' experts embedded in EU MS public/para public structures • "Diplomatic Internship" (of a partner country's employee in an EU MS public institution, normally MoFA) • Short term interventions - consultations, expert missions to partner countries
Delivery tools of PSE related to...	Common responses from EU MS
Individual/group capacity	<ul style="list-style-type: none"> • Workshops and seminars • Internships • Exchanges of students and staff
Institutional capacity	<ul style="list-style-type: none"> • Study visits • Fact-finding missions • Networks of knowledge sharing • Consultancies • Policy advice

For the purpose of this study, the wide range of modalities and the delivery tools were organized as per **figure 10**. To ensure adequate reporting, EU MS were asked to confirm the modalities and delivery tools they use. 17 out of 20 EU MS responded to this additional request which allowed to identify country specific information and an overall agreement with the presented categories. Almost all EU MS (18 out of 19) use **Project-type interventions** as a modality to channel PSE to partner countries, while Secondments is used only by 11 EU MS. As for delivery tools, EU MS mostly use Workshops and seminars (18 MS); Trainings (17 MS); Study visits (16 MS); and Policy advice (15 MS), followed by Consultancies (12 MS) and Fact-finding missions (8 MS). Less common delivery tools are Networks of knowledge sharing (5 MS) and Internships (4 MS).

Figure 10: PSE modalities and delivery tools



Source: own elaboration based on [OECD-DAC](#) and PSE survey responses from EU MS

To sum up, mobilization of PSE is done mainly through two modalities: **Project-type Intervention** and **Secondments of experts**, using a wide range of delivery tools including Policy advice; Consultancies; Workshops and seminars; Trainings; Internships; Study visits; Fact-finding missions; and Networks of knowledge sharing.

3. Joint Implementation

Joint Implementation (JI) is at the heart of the New European Consensus on Development (2017), calling the EU and its Member States to support partner countries through joint implementation, thus promoting more coherent, effective and coordinated EU support based on shared objectives. Considered as the norm for delivery under the NDICI, there seems to be a high potential to engage EU MS in joint PSE initiatives at partner countries level. However, the mapping concludes that JI involving PSE is still at its infancy. The limited number of EU MS experiences that were shared mostly relate to participation in regional programmes with EU partners. For instance, Croatia reports an experience with the GIZ in the framework of the Open Regional Fund for South-East Europe; Italy took part in EU funded initiatives under the Development Cooperation Instrument, such as Bridging the Gap; Spain and France participate in programmes such as EuroSocial+, Euroclima+ and EI PAcCTO. These are examples of synergies between joint implementation and joint policy dialogue; and with multilateral partners such as the Environmental Governance Programme (EGP), a joint global programme between the Swedish Environmental Protection Agency and UNDP.

While the reasons for the limited use of JI modalities are manifold, several countries consider the existence of different rules, incentives and procedures as a demotivating factor and a major obstacle to a truly European approach to P2P cooperation.

However, when it comes to identifying where bottlenecks could be removed, very few EU MS consider that specific changes at the level of their own regulatory framework are necessary. In fact, 16 out of 18 respondents consider there are no legal obstacles to joint implementation at the level of their own national legislation. Common suggestions are to improve the facilities to mobilize and remunerate experts from other EU MS and to enhance the communication around Joint programming with regards to career opportunities and its relationship to national legislation and the usual tasks of civil servants.

A diverse range of restrictions to time PSE missions

The working hours a public expert can dedicate to international cooperation missions is particularly important when it comes to joint missions between experts from different EU MS. While only few EU MS have formal restrictions to the time a public sector expert can be mobilized, de facto restrictions, related to limited staff availability, and the need to prioritize national workload, apply in the majority of countries.

No restrictions LTE	Several years for LTE	De facto
ES, IE, LT, SE	FR	AT, BE, EE, DE, DK, IT, LT, MT, NL
Less than 1 year	Less than 2 months	
PO	HR, SK, SL	

In the same vein, there is little appetite to harmonize legal frameworks, but rather to **enhance JI through more harmonized practices, exchange of experience and better coordination**, for instance through the development of specific knowledge domains. In fact, the harmonization of legislation is often considered cumbersome as it could infringe on national competencies such as tax regulation. Only Spain seems to be in favour of adjusting the principle of non-eligibility of salary costs in the Financial Regulation (Art. 186²⁸), to ensure it is not implicitly extended to PSE from EU MS, and to promote incentives for the mobilization of PSE or even regulate them through a legal initiative of the European Union.

²⁸ European Commission, Financial Regulation applicable to the general budget of the Union, July 2018, p.212.

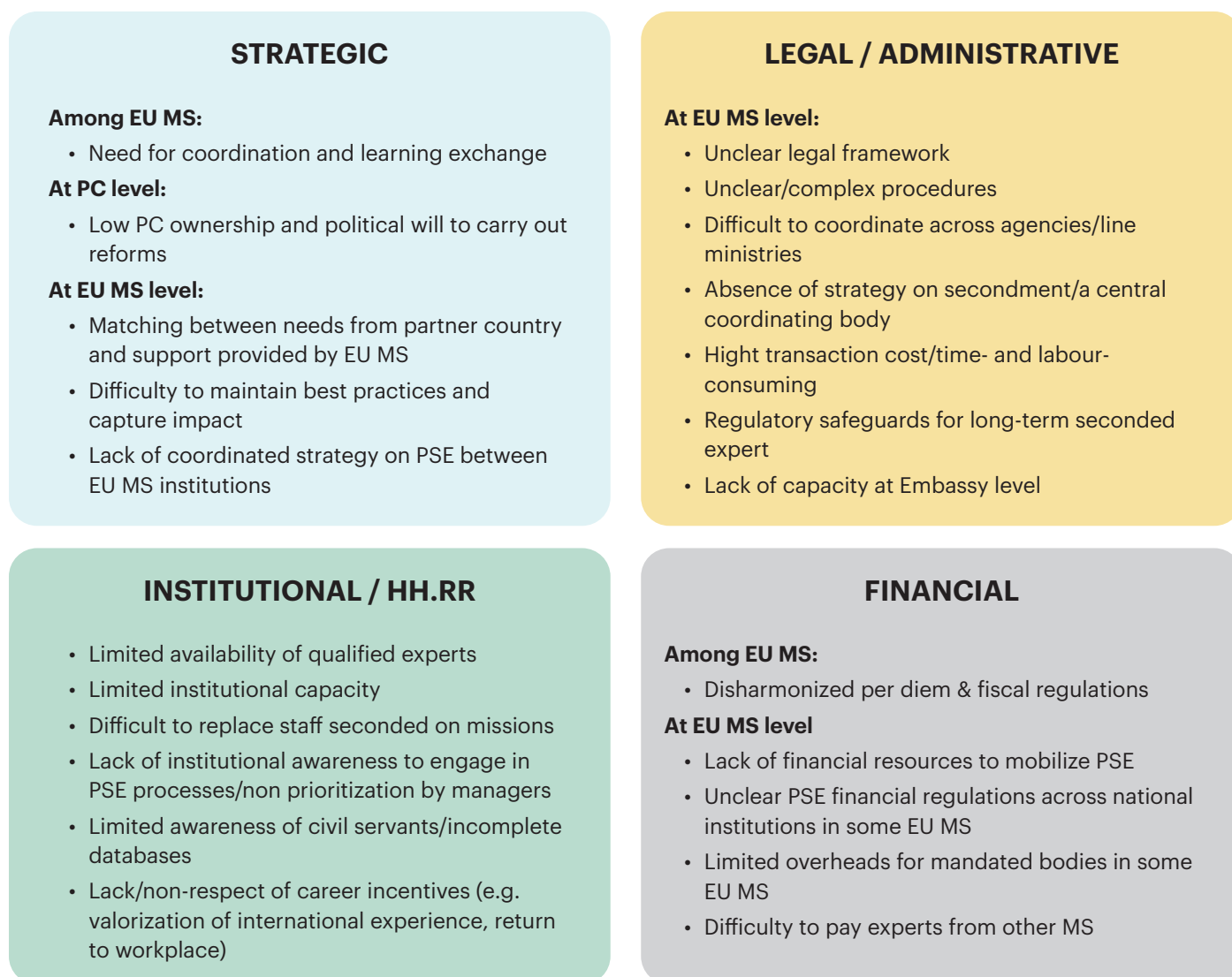
Apart from the adjustments to legal and regulatory frameworks, there is still room to promote JI mechanisms among EU MS and in coordination with the European Commission. The pooling of wider and deeper networks of national/local experts, information as well as know-how that EU MS members can mobilize is one of the assets of the Team Europe approach. As suggested by an interviewee it could also be particularly relevant to harness the added value of PSE through specific Joint programming learning events. This is in line with the conclusions of a recent study²⁹ commissioned by DEVCO and the Practitioners' Network on lessons learnt and good practices in joint implementation with the EU Practitioners' Network. The study highlights the direct impact of joint implementation in policy dialogue as it brings in a richer collection of knowledge resources. The PN could therefore develop good practice principles and recommendations for joint implementation where PSE is the main component based on showcases identified by their members.

²⁹ Practitioners' Network/DEVCO, Joint Implementation with the EU Practitioners' Network: Lessons Learnt and Good Practices. Brussels, 2018.

4. Conclusions and recommendations

The mapping has allowed to identify a number of challenges at strategic, legal/administrative, institutional/human resources and financial levels. These challenges relate to specific needs that will need to be addressed in the future in order to increase the leverage of PSE at EU MS level. They are shown in **Figure 11**.

Figure 11: Common challenges and needs



The mapping has also identified a number of “strengths” or “institutional capacities” among EU MS. They can be considered as the capabilities of the different models of PSE analyzed to set and achieve their goals, through knowledge, skills, systems, and institutions. These institutional capacities differ from one EU MS to another, but together they give an idea of the potential they hold to make PSE a game changer in the context of the EU post-2020 external and development agenda. They are presented in the following table:

TABLE 6: INSTITUTIONAL CAPACITIES IN THE AREA OF PSE

Area	Strength
Strategic level	<ol style="list-style-type: none"> 1. Comparative advantage as providers of public sector knowledge compared to non-EU donors, including specific knowledge and expertise in regional integration and transition; 2. Solid partnerships with partner countries; 3. Collection of instruments (networks of experts and knowledge sharing; “intelligence” generated by experts in the context of secondments; dialogue between “sister agencies”...) available to EU MS to impact partner governments’ policies; 4. P2P exchanges deemed as important part of foreign relations which benefits from appropriate political support;
Legal and administrative	<ol style="list-style-type: none"> 1. Existence of legal and operational frameworks to “regulate” the sharing of knowledge and experience; 2. Willingness to share experience and best practices on how to overcome most of the legal and administrative challenges;
Institutional/HH.RR	<ol style="list-style-type: none"> 1. Operational frameworks to pool resources derived from coordination arrangements (e.g. Team Europe response to COVID-19; Joint Programming); 2. Experiences in joint implementation among several EU MS with potential to grow; 3. Leading European public operators in public technical assistance;
Financial	<ol style="list-style-type: none"> 1. A significant proportion of ODA (3 billion per year in 2017 and 2018 according to OECD CRS data) is spent for “Experts and other technical assistance” and for capacity building initiatives that fall under project-type interventions with the potential to spend larger shares for PSE and P2P.

4.1 Conclusions

Scope and role of PSE in NDICI and policy dialogues

C1: DEFINITION OF PSE AMONG EU MS

No standard definition of PSE for development exists among EU MS. The formulations vary based on level of maturity of the experience as well as the institutions and experts involved. There may be need for a more flexible and “contemporary” understanding of the public sector that includes outsourcing of expertise provided by public employees to private experts/companies involved in public sector operations. The study suggests that, whatever the definition proposed, it takes into consideration at least three building blocks: the specific expertise of the EU MS; an institutional partnership between peer administrations; and the flexibility to select between a civil servant or another expert to perform the action.

C2: KEY ELEMENTS THAT IMPACT ON SUCCESSFUL PSE

Successful P2P actions are influenced by a number of elements of strategic, legal/administrative, human resources and financial nature. EU MS put the emphasis on two in particular: the flexibility to adjust to the administrative and institutional setting of both EU MS and partner countries’ institutions; and the existence of a strong ownership and political will from the partner country to implement the agreed reforms.

C3: STRATEGIC ROLE OF PSE IN THE FRAMEWORK OF NDICI

C3.1 PSE is a remarkable feature of the EU's external action based on the critical mass of experience accumulated by European public administrations, notably in regional integration and transition as well as in development cooperation. The forthcoming NDICI includes PSE among the methods of cooperation between the Union and its partners. NDICI presents a window of opportunity for PSE to be used more strategically in the implementation of EU external actions and in particular in development cooperation. As such, PSE can play an important role to contribute to different approaches, for example Team Europe, working better together through joint programming and joint implementation or the Humanitarian-Development-Peace nexus (or triple nexus) etc. In the same light, it can create linkages with budget support, help efficient absorption of EU funding and facilitate the engagement of EU MS public institutions in policy dialogue.

C3.2 Synergies with other tools and modalities of ODA could gradually build a pipeline of small actions and projects that can be turned into bigger programs and strategic partnerships for those PSE models that are ready to be scaled up.

C4: STRATEGIC ROLE OF PSE IN POLICY DIALOGUES

Every P2P exchange – be it EU or bilaterally funded – has the potential to increase EU political leverage through exchange of EU values and working practices. This notion on the role of PSE in fostering reforms through policy dialogues is shared among EU MS. A number of instruments (networks of experts; “intelligence” generated by experts in the context of secondments; dialogue between sister agencies, etc.) available to EU MS to impact partner governments' policies exist, and there is still room to use them more strategically. Policy dialogues are also used to inform EU MS of the needs of partner countries, thus feeding into country strategies and raising awareness of the need to provide PSE.

Legal frameworks

C5: A WIDE ARRAY OF LEGAL FRAMEWORKS ACROSS EU MS

The legal basis for the mobilization of PSE in international technical cooperation projects is highly diverse across EU MS. It can be broadly divided into four categories that are more or less specific for technical assistance and development cooperation. Countries with more specific regulatory frameworks are generally more satisfied. Several EU MS report they have recently adopted modifications that make their respective laws more conducive to the mobilization of PSE and clarify details for different PSE positions and delivery tools. Respondents to this survey emphasized the difficulties for the EU to address legal/administrative and other challenges that are of the MS domain. Yet, there is clear willingness to share experiences around sound frameworks and best practices.

C6: CENTRAL ROLE OF FINANCIAL AND CAREER INCENTIVES

An appropriate regulatory framework that defines rights and obligations as well as other conditions is a crucial building block to rule out obstacles for the mobilization of PSE. However, it also needs to provide the right incentives to catalyze institutional and individual interest in international assignments. The mapping suggests that there is room for almost all EU MS, even those with a very elaborate legal basis, to improve financial and career-path related conditions. This includes allowing the payment of fees and indemnities across MSOs, but also the valorization of international experiences for the respective career paths, especially since seconded experts usually bring back fresh know-how and expertise to their home institutions.

C7: EFFECTIVE LEGAL FRAMEWORKS NEED TO BE MATCHED WITH POLITICAL SUPPORT

Sufficient political guidelines and awareness of the strategic interest of PSE is often lacking and can prevent institutional engagement, even when a country has a very elaborate legal framework. As such, political support is crucial throughout the PSE initiative. This includes the preliminary stages of setting up the right regulatory framework as well as the implementation stage in order to effectively apply existing rules and regulations.

Administration of PSE

C8: COMPLEX ADMINISTRATIVE PROCEDURES

The mobilization of PSE could strongly benefit from smoother guidelines and practices to make up for an already limited pool of experts and institutions that are actively involved and aware of the added value of P2P exchanges. From an administrative point of view, the large majority of EU MS report that the processes surrounding PSE are rather complex (3.3 on a scale of 5). Main administrative and institutional challenges persist throughout the project but are particularly prominent at the preparatory stage (e.g. availability of experts, institutional commitment, cumbersome procedures and financial constraints). While it is difficult to clearly establish a pattern that explains this, the survey suggests that EU MS with a designated coordinating or mandated body have a better perception of the fluidity of their procedures.

C9: ENSURE QUALITY CONTROL AT ALL STAGES

Several EU MS stress the importance of high quality selection processes to match the needs of the partner countries with the appropriate expertise. They are also aware of the importance of strong institutional partnerships. However, in practice such principles are confronted with significant constraints of human and financial resources. The data on bilateral initiatives compiled in the framework of this mapping does not always allow to ascertain that short-term interventions such as workshops, training and study visits are indeed part of a longer-term institutional partnership.

Operational frameworks

C10: BASIC ELEMENTS OF AN OPERATIONAL FRAMEWORK

The variety of experiences and the level of maturity of PSE among EU MS is also reflected in the existing operational frameworks. While there is no standard model to be used as a reference, the study identifies elements that could be considered the foundations of any operational setting for the mobilization of PSE in Development Cooperation: 1- An institution responsible of providing the “strategic framework”; 2- A public agency responsible for the implementation; 3- A specific knowledge-sharing programme funded by ODA; and 4- Sufficient human and financial resources to implement the planned actions.

C11: MOBILIZATION HAPPENS WITHOUT OPERATIONAL FRAMEWORKS

The majority of EU MS report the existence of an operational framework with a coordinating or a mandated body to steer the process. However, the absence of a “formal” institutional setting does not prevent the mobilization of PSE: in some cases, specialized agencies will implement knowledge and experience sharing projects independently; in others, the mobilization will be assumed “de facto” by a public institution even though it has no explicit mandate for that.

C12: LEVEL OF COORDINATION TO EFFECTIVELY MOBILIZE PSE

The use of PSE irrespective of the existence or not of an operational framework poses, in turn, the question about the level of coordination needed. The study has tested a number of assumptions, one of them is that “the more centralized the system the better the mobilization of PSE”. The conclusion is that regardless the level of centralization – there can either be one institution assuming responsibility for coordinating the interventions of different experts, or many MSOs and ministries mobilizing their own experts at will – mobilization of PSE hinges upon the existence of effective, institutionalised mechanisms of coordination (not least the willingness to be coordinated). The setting up of inter-ministerial committees in some EU MS is an indication of the need to resolve this issue.

C13: OPEN PLATFORMS OF KNOWLEDGE EXCHANGE

Finally, open platforms for exchange, coordination, and harmonization on the use of PSE for development cooperation are all seen as effective instruments to improve EU MS frameworks. The presence of EU MS in networks is heterogeneous – the PN being one of the most cited although not by all EU MS – but there still little awareness on the existence of such networks. No specific network on the mobilization of PSE for development has been reported.

Modalities and delivery tools of PSE

C14: NEED FOR AN AGREED UNDERSTANDING OF MODALITIES AND DELIVERY TOOLS AMONG EU MS

Modalities and delivery tools are interchangeable concepts among EU MS. Indeed, in some cases, the responses to the questionnaire are very similar, in others the respondent had difficulties to differentiate both concepts. This is an indicator of both the heterogeneity of PSE experiences and the need to establish agreed guidelines on how development aid for P2P actions is channelled (modalities) and what instruments (delivery tools) are used to transfer knowledge and experience. For instance, the fact that modalities are not clearly defined results in EU MS not using their repertoire of knowledge-sharing activities to the fullest. Agreed definition on modalities and delivery tools is therefore a cost-effective way towards harmonization of information shared among EU MS on what and how they mobilize PSE for development cooperation.

C15: PROPOSAL OF A CONCEPTUAL FRAMEWORK ON MODALITIES AND DELIVERY TOOLS TO MOVE FORWARD

The study presents a conceptual framework that organizes the different modalities and delivery tools reported in a simple way. It proposes two main modalities for the mobilization of PSE in DC: project-type intervention and secondment of experts. The EU MS have an array of delivery tools to make the transfer knowledge and experience possible, including: Policy advice; Consultancies; Workshops and seminars; Trainings; Internships; Study visits; Fact-finding missions; and Networks of knowledge sharing.

Joint Implementation

C16: LIMITED USE OF JOINT IMPLEMENTATION

The mapping concludes that JI involving PSE is still at its infancy. The limited number of EU MS experiences mostly relate to participation in regional programmes with EU partners. While the reasons for the limited use of JI modalities are manifold, several EU MS consider the existence of different rules, incentives and procedures as a demotivating factor and a major obstacle to a truly European approach of P2P cooperation.

4.2 Main recommendations

The number and nature of challenges identified are too complex to propose specific, tailor-made recommendations in this study, something that also goes beyond the scope of the ToR. The following strategic recommendations emerge from the mapping in order to address some of the challenges identified, notably those that are at strategic and institutional levels. The recommendations are divided into two main sections: A) Overall recommendations and B) Strategic recommendations in line with needs and capacities emerging from the mapping.

A) Overall Recommendations

R1: Ensure a common definition of PSE and its modalities as the form of Technical Cooperation that mobilizes international institutional partnerships between peer administrations and experts from/through public institutions.

Despite the explicit reference of previous EU external financing instruments (EFIs)³⁰ and NDICI to administrative cooperation measures that involve public sector experts from EU MS as well as their regional and local authorities, there is not a common understanding of the basic traits of PSE (content, purpose and actors) yet. Definition of PSE among EU MS vary based on level of maturity of their experience in this domain and the need to overcome the traditional concept of PSE built solely on the role of public sector experts in P2P actions. The study proposes that any definition be based, *ad minima*, on three building blocks: the specific expertise of EU MS; institutional partnership between public entities and flexibility to select between a civil servant or another expert to perform the action. The definition should include a clear reference to the modalities and delivery tools of PSE for development cooperation as another area in need of a common approach.

R2: Use the Effective Institutions Platform (EIP) principles on P2P partnerships to underpin PSE knowledge exchange at EU level for development impact, partner countries' ownership and tailor-made approaches.

One of the issues to be addressed by future studies is testing the assumption that successful mobilization of PSE also contributes to greater development impact. EU MS survey responses did not show clear evidence whether PSE is showing results – in fact, one of the challenges indicated by Ireland was how to evidence such impact. The Effective Institutions Platform goes even further by indicating the risk in assuming that peer engagement is good “per se” because it takes place between public institutions or experts. In this context, the suggested EIP principles of P2P³¹ partnerships could be considered as the foundation of any learning exchange between EU MS:

- a. Horizontal and non-conditional partnerships;
- b. Allow sufficient time;
- c. Focus on mutual results;
- d. Understand the political context of the partner;
- e. Starting small;
- f. Focus on the individual;
- g. Empowerment and gender mainstreaming;
- h. Professional and personal humility;
- i. Importance of trust; Visibility of the learning;
- j. Focus on impact and real change.

30 DG DEVCO Strategy on Twinning (op.cit.) 2018, p.2

31 Effective Institutions Platform and National School of Government International, “The future of peer-to peer learning and partnerships in the new development agenda, 2018 (pp.19-25).

R3: Integrate clear reference to PSE into the NDICI programming exercise, updated JP guidelines and the Team Europe coordination efforts

The explicit reference of the NDICI proposal (article 22 par 7b) to administrative cooperation measures that involve public sector experts from EU MS opens a window of opportunity for PSE to feature high as an innovative mechanism to contribute to the overarching goals of the EU external and development agenda. This comes 12 years after the 2008 Backbone Strategy on Reforming Technical Cooperation has emphasized the importance to extend the mobilization of expertise from public bodies. The mapping survey, interviews and exchanges with the PN drafting committee indicate a lack of sufficient and structured follow-up policies that have eased procedures and further systematized the use of expertise from public institutions at EU and Member States level. EU MS welcome the possibility provided by the new NDICI to “mutualize” the expertise between public institutions with less competition among agencies for EU funds and through other financial incentives such as programme tenders that finance joint implementation of PSE initiatives.

R4: Emphasize the PSE added value for institution building, public administration reform, partnership/trust and as a complementary form of development cooperation in the framework of NDICI

The EU and its MS have a comparative advantage as providers of public sector knowledge and in strategic areas that underpin the achievement of the SDGs: Institution building; Sector public policy and administration reforms; Building partnerships with public institutions. In this regard, the NDICI presents a window of opportunity for PSE to be used more strategically. PSE can complement regular technical cooperation and contribute to other initiatives that take place in the framework of cooperation approaches such as Team Europe or working better together. In particular, PSE can facilitate the engagement of MS public institutions in policy dialogues and create linkages between public reform processes and budget support.

Specific recommendations to enhance the role of PSE within the NDICI raised by some EU MS are:

- a. Prioritize PSE as the main method of implementation, together with triangular cooperation, with Most Advanced Development Countries (MADC);
- b. Promote the use of PSE to perform feasibility studies in key areas of intervention;
- c. Allow more flexibility for Member State organizations to engage in EU funded projects;
- d. Use PSE for strategic positions such as project/programme leaders/key experts; and
- e. Find a common approach and avoid duplications in order to share PSE in a structured way.

R5: Emphasize the added value of PSE to further reforms through policy dialogues

EU MS recognize the role of PSE to support policy reform processes at a technical level as well as to create spaces for dialogue, exchange and partnership between administrations. The collection of instruments (networks of experts; “intelligence” generated by experts in the context of secondments; dialogue between “sister agencies”, etc.) available to EU MS to impact partner governments’ policies could bring more results if used more strategically, for instance through JI approaches. Specific recommendations to improve the role of PSE in policy dialogue raised during the interviews are:

- a. Enhance coordination of information among EU MS. This suggestion aims at improving the exchange of information gathered through experts to better promote specific dialogues with state actors, notably along the principles of Team Europe and where Joint Programming exercises in partner countries take place;
- b. Need to make policy dialogue more inclusive by promoting an enabling environment for “sister agencies” in partner countries to get involved in sector reforms with their respective line ministries.

B) Strategic recommendations in line with capacities and needs emerging from the mapping

R6: Improve coordination, synergies and learning exchange between EU MS to enhance full awareness of PSEs added value.

EU MS have amassed a critical mass of experience in PSE for development cooperation over the years that needs to be translated into good practices and shared with their peers. There is appetite among EU MS for learning what others are doing and how they can improve their own PSE processes. A stepping stone towards a regular exchange of information would be the creation of an specific network of knowledge sharing on PSE for development cooperation where the EU and its MS, as well as like-minded donors, pooled best practices and generated learning communities, for instance by enhancing the visibility of evaluations that showcase successful PSE initiatives. Different options can be assessed, from resuming the former Practitioners' Network Task Force on the Use of Public Sector Expertise as the genesis of this network, to creating an ad-hoc platform under the auspices of the Commission (DG DEVCO). This can be initiated by way of informal exchanges and discussions on the added value of the network. Several survey participants emphasized that other "cost-effective" options, like the approaches used for Twinning/TAIEX (seminars, trainings, and National Contact Points network) could also be taken into consideration.

R7: Incentivize the involvement of public experts in international assignments

Involvement of public experts is easier if there is an incentive for the public institution: for instance, if it fits with the priorities, activities and visibility of the institution. Including specific paragraphs in the institutional strategies on the importance of PSE in development cooperation and the valorization for career paths is a good start. This should be coupled with a reference on the modalities of PSE in the national Civil Service Act of the EU MS. Finally, if and when possible, payment restrictions should be removed.

R8: Increase the promotion of JI around sharing of knowledge and experience by European public institutions

Considered as the norm for delivery under the NDICI, joint programming holds potential to engage EU MS in joint PSE initiatives at partner country level. The little experience reported by EU MS in the context of the study points to the need of raising awareness about the possibilities that this instrument offers to EU MS willing to explore how to support institution building using PSE under joint arrangements. Some steps in this direction could be:

- a. Systematizing the EU MS offer on international expertise, emphasising the added value of each MS in PSE, be it sectoral, geographical, per delivery tool, etc.;
- b. Enhance collaboration with delegations to leverage new partnerships around the PSE offer, especially for partner countries where EU MS have limited diplomatic representation;
- c. Integrating PSE as a specific subject into joint programming exercises, for instance during joint analysis and joint responses to national development plans. This could lead to the identification of opportunities for joint implementation where PSE could be used;
- d. The PN to develop good practice principles and recommendations for joint implementation where PSE is the main component based on showcases identified by their members. As suggested by an interviewee it could also be particularly relevant to harness the added value of PSE through specific joint programming learning events.

R9: Innovative areas for P2P cooperation: digitalization

The COVID-19 crisis has shown the importance of appropriate digital infrastructures for the design and implementation of control measures, as well as for access to critical government services (e.g. e-learning in schools, e-health, on-line licensing etc.) by individuals and enterprises. However, sustainable digital transformation brings important challenges that are not always easily addressed by partner countries. This is an area where EU MS like Estonia, Sweden, Finland or Denmark, to mention just a few examples, have significant experience. Peer support in this area can include demonstration effects, technical assistance and cross training of officials, as well as effective interfaces among subnational digital systems in areas of common interest. Experiences at EU level for enhancing the administrative capacities of national and regional authorities to prepare and manage broadband deployment are taking place via the European Network of Broadband Competence Offices (BCO) and the TAIX-REGIO peer-to-peer facility. These practices can be used as an inspiration for bilateral or JI initiatives through PSE for development cooperation.

R10: Legal and administrative challenges: Promote learning exchange and compilation of best practices at national level.

Several EU MS emphasized the difficulties for the EU to address legal/administrative and other challenges that are of MS domain. In addition, the results of the online survey and the follow-up interviews show there is no appetite to harmonize legal frameworks. However, there is clear willingness to share experience and best practices around PSE at EU level. Some of the areas where this can be done are:

- a. Centralized operational frameworks/efficient systems to share expertise through Member State organizations;
- b. Harmonization of remuneration for international expertise across all line ministries/Member State organizations;
- c. Inter-ministerial coordination around thematic areas;
- d. Added value of PSE in order to generate sufficient political support and institutional willingness to engage;
- e. The importance to engage partner countries' administrations to ensure high-quality matching criteria;
- f. Good practices to allow for payment/mobilization of experts from other EU MS.

Annex 1: Interviewees

EU MS	DATE	REPRESENTATIVES
France	8-July	<p>Alice Dapogny, Head of unit “European twinnings and management of bilateral projects”, Department “Bilateral cooperation and mobilization of expertise”, Expertise France;</p> <p>Alisa Rozanova, Deputy director, Department “Economic and Financial Governance”, Expertise France;</p> <p>Morgane Berger, Task officer, Representative office in Brussels, Expertise France</p> <p>Daniel Wischnewski, Expertise France supervision Officer, Ministry for Europe and Foreign Affairs;</p>
Sweden	9-July	<p>Marie Bergström, Head of Cooperation/Dep Head of Mission at Embassy of Sweden, Sarajevo;</p> <p>Mikael Elofsson, Head of Macedonia, Albania and Kosovo Team (Reform Cooperation in Europe Department - Sida);</p> <p>Karin Metell Cueva, Head of the Capacity Development Unit (Sida);</p> <p>Kristina Kuhnel, Counsellor – Sida Coordinator at Foreign and Security Policy Department, Permanent Representation of Sweden to the EU, Brussels;</p> <p>Ylva Sahlstrand, Coordinator for Swedish Public Agencies within development cooperation (Sida);</p>
Croatia	10-July	<p>Iva Jantolek, First Secretary, Service for Knowledge Transfer, Directorate for South East Europe, Ministry of Foreign and European Affairs;</p> <p>Dubravka Smolic Vlaic, Head of Service, Service for Knowledge Transfer, Directorate for South East Europe, Ministry of Foreign and European Affairs;</p> <p>Dalibor Matić, Head of Division for Development Policy, Directorate for Economic Affairs and Development Cooperation, Ministry of Foreign and European Affairs;</p>
Estonia	10-July	<p>Karl Oskar Villsaar, Desk Officer for EU Development Cooperation at the Ministry of Foreign Affairs of Estonia;</p> <p>Livika Kalden, National Contact Point for “Institution Building” at the Ministry of Foreign Affairs of Estonia. Development Cooperation and Humanitarian Aid Division Department for External Economic Affairs and Development Cooperation;</p>
Slovakia	10-July	<p>Marcela Hanusová, Director of Department of Development Cooperation and Humanitarian Aid from Ministry of Foreign and European Affairs of the SR;</p> <p>Lucia Kišš, Director of Slovak Agency for International Development Aid;</p> <p>Veronika Basta, Sharing Slovak Experience Contact Point;</p>
Spain	14-July	<p>Eva del Hoyo Barbolla, Deputy-Director. Directorate General for Planning and Policy Coherence. Directorate General for Sustainable Development Policies- Ministry of Foreign Affairs, Cooperation and European Union;</p> <p>Daniel Masegoso Plaza, Head of European Union Area. Spanish Agency for Development Cooperation (AECID);</p> <p>Tobias Jung, Director for Strategy and Communication (FIIAPP).</p>

Annex 2: Survey questions

SCOPE OF PSE IN YOUR COUNTRY

1. What is your definition of Public Sector Expertise provided in the area of development cooperation?

2. What do you consider is the main added value of PSE? Please value from 1 (minimum) to 5 (maximum) the importance of PSE for the following goals?

a)	Institution building	
b)	Promoting sectoral public policy reform	
c)	Promoting public administration reform	
d)	Promoting policy dialogues with partner countries	
e)	Identifying public policy priorities for programming	
f)	Promoting European values	
g)	Building international partnership and trust	
h)	Implementing the 2030 Agenda	
i)	Informing financial cooperation	
j)	Implementing the European External Investment Plan	
k)	Return on investment for the EU MS public administration through internationalization of knowledge	

3. Which sectors do you consider most relevant for PSE?

4. In which types of countries do you prioritize PSE? Please tick the box as appropriate:

a)	Fragile states	
b)	Low-income Countries (LICs)	
c)	Middle-income Countries (MICs)	
d)	High-income Countries (HICs)	

5. For which type of cooperation do you consider PSE most relevant? Please value from 1 (minimum) to 5 (maximum) the importance of PSE for the following options:

a)	Decentralized cooperation	
b)	Bilateral cooperation with partner countries at national level	
c)	Multi-country initiatives	
d)	Continental programmes	

6. What should be the role of PSE for the future implementation of the Neighbourhood, Development and International Cooperation Instrument (NDICI)? Please elaborate.

7. What is your annual ODA expenditure for the mobilization of peer-to-peer assistance provided through your public servants and institutions in partner countries? Are all of these interventions accounted for under “experts and technical assistance” in the OECD CRS database?

8. How do you assess the need of a partner country for peer-to-peer assistance from your institutions/experts?
9. Do you evaluate your PSE programmes and initiatives? If yes, how? How do you use the lessons learned?
10. Do your PSE initiatives contribute to policy dialogue with the partner countries? If yes, how? Do they inform political dialogues and/or programming of your bilateral aid?

LEGISLATION ON PSE

11. Is there any specific legal basis for peer-to-peer cooperation in your country?
12. Does the legal basis in your country provide the right regulatory framework and incentives for the mobilization of PSE?
13. Do you think it needs further improvement to make it more effective? If so, please explain.
14. Are there any legal obstacles that prevent the mobilization of public sector experts in the implementation of joint actions ("Joint Implementation") with other EU MS in partner countries?
15. Is there any need to harmonize national legislation governing PSE missions at EU level? If so, what are your recommendations?

ADMINISTRATIVE PROCEDURES

16. Please assess from 1 (easy) to 5 (difficult) how complex is the mobilization of PSE from the administrative point of view (mark with x):

1	2	3	4	5
---	---	---	---	---

17. What are the main administrative challenges to mobilize public sector expertise for development in your country?
18. Are there any limits to the time a public sector expert might dedicate to international cooperation activities?
19. What are the rights and responsibilities of the seconded expert towards:
 - 19.1. The administration of the partner country he/she works with?
 - 19.2. His/her official administration?
20. Do the current rules and procedures in your country incentivize the mobilization of PSE? Is there anything more that could be done?
21. Are there any specific regulations or limitations to payments of fees and/or indemnities for PSE?

OPERATIONAL STRUCTURES

22. What is the operational framework to mobilize PSE in your country? Is there any mandated body specifically dedicated to promote PSE in the realm of external action/development cooperation?³²

23. What percentage of your PSE actions involves?

a) Public sector institutions (national and sub-national levels) having a partnership with other national institutions:	National:	_____ %
	Sub-national:	_____ %
b) Public sector experts from public institutions:		_____ %
c) Private companies/consultants contracted to carry out/support the PSE action:		_____ %

24. Are you present in any peer network or community that promotes peer-to-peer cooperation? If yes, can you please provide details about its name and nature?

24.1. If yes, how do you benefit from it?

24.2. If not, are you planning to join any?

MODALITIES OF PSE

25. Which modalities of PSE does your national system make use of? What are the advantages and disadvantages of those modalities?

26. Based on which criteria do you decide to use PSE or other modalities?

27. What PSE delivery tools does your system make use of? Which one (s) do you prioritize?

28. What costs/challenges do you experience when participating in peer-to-peer cooperation?

29. Do you have experience in joint implementation initiatives where peer-to-peer cooperation is involved? If so, please indicate the name of the initiative and the partners involved. How would you assess it?

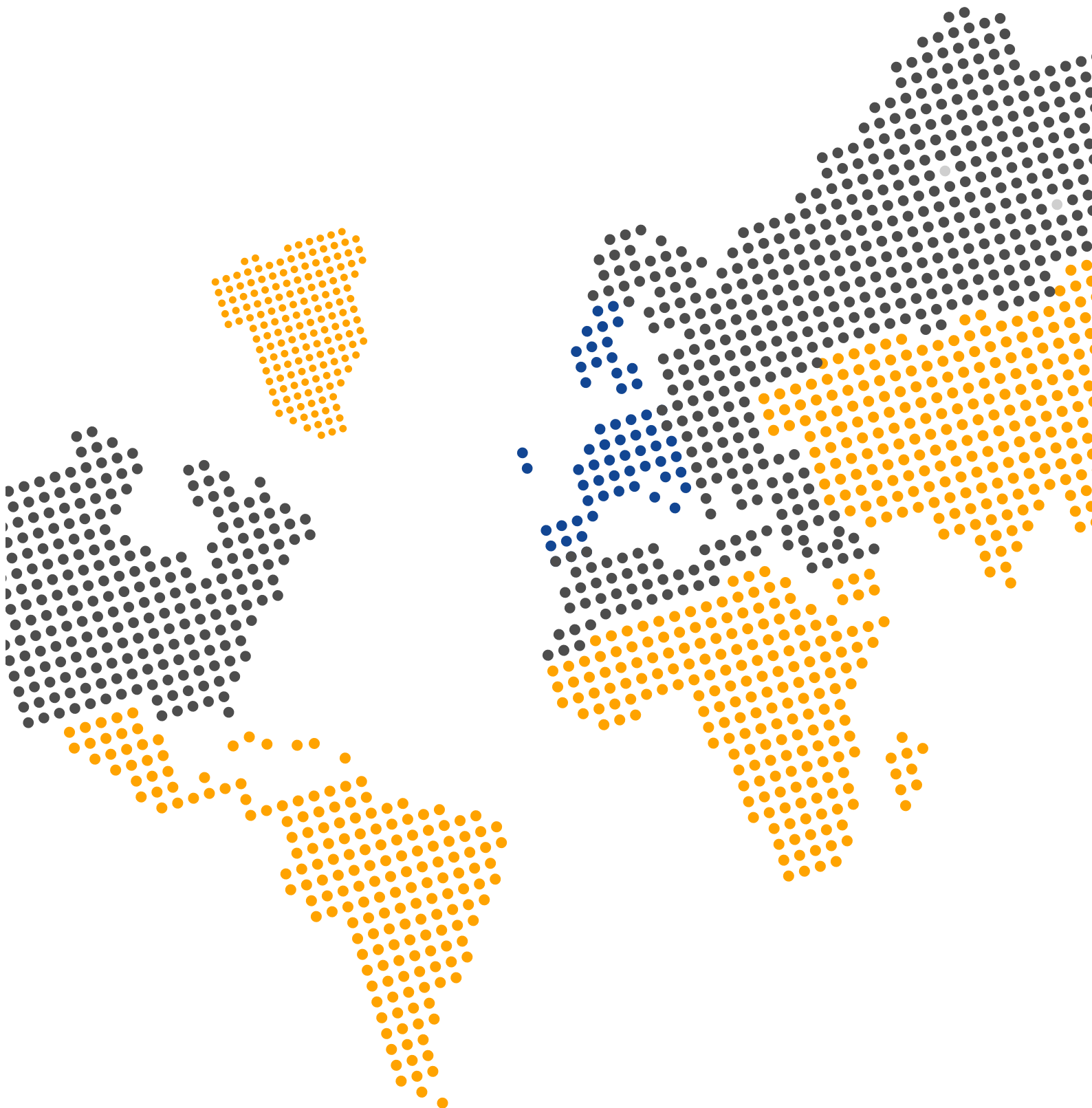
CURRENT BILATERAL INITIATIVES

30. Can you please provide information (project name, sector, geographical area, year of implementation, budget and policy reform processes being supported in partner countries) of your bilateral peer-to-peer initiatives/programmes?³³

³² Mandated bodies are defined as entities entrusted with the delivery of public services by law or government act

³³ Please note that for the purpose of this survey, PSE for Development Cooperation is exclusively understood as peer-to-peer learning exchanges provided through public servants and institutions which are not funded through EU funding instruments.

Annex 3: Current state of play of the Mobilization of PSE for Development Cooperation (Infographic)

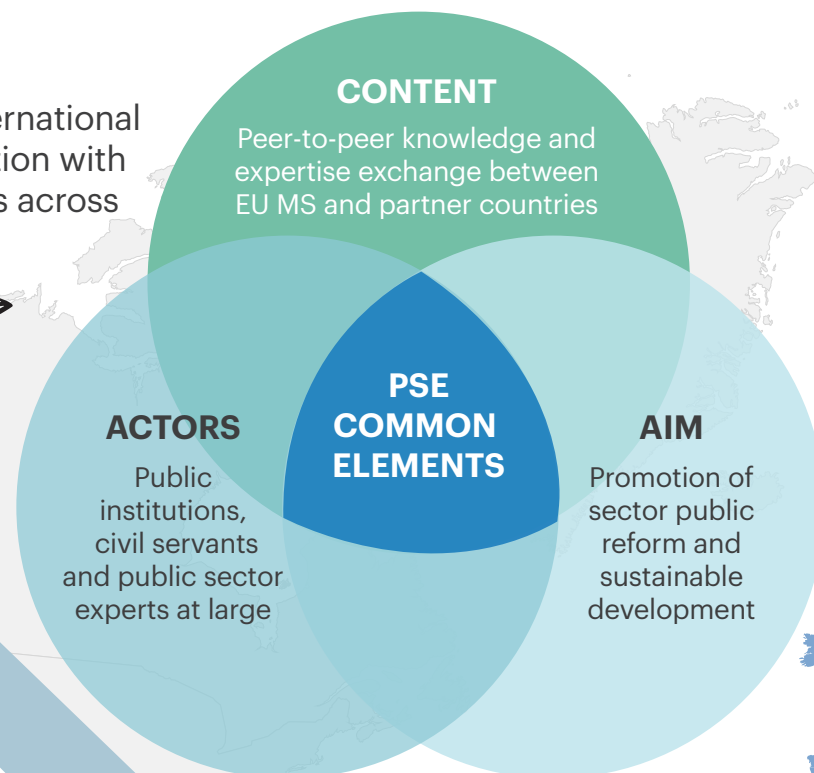




Public Sector Expertise (PSE) for Development

State of Play in EU Member States in 2020

PSE is a form of international technical cooperation with common elements across EU MS



Added Value and Priority Sectors for PSE

RANKING PER THEMATIC PRIORITY AREAS



GOVERNANCE
(Rule of Law and Public Sector Reforms)



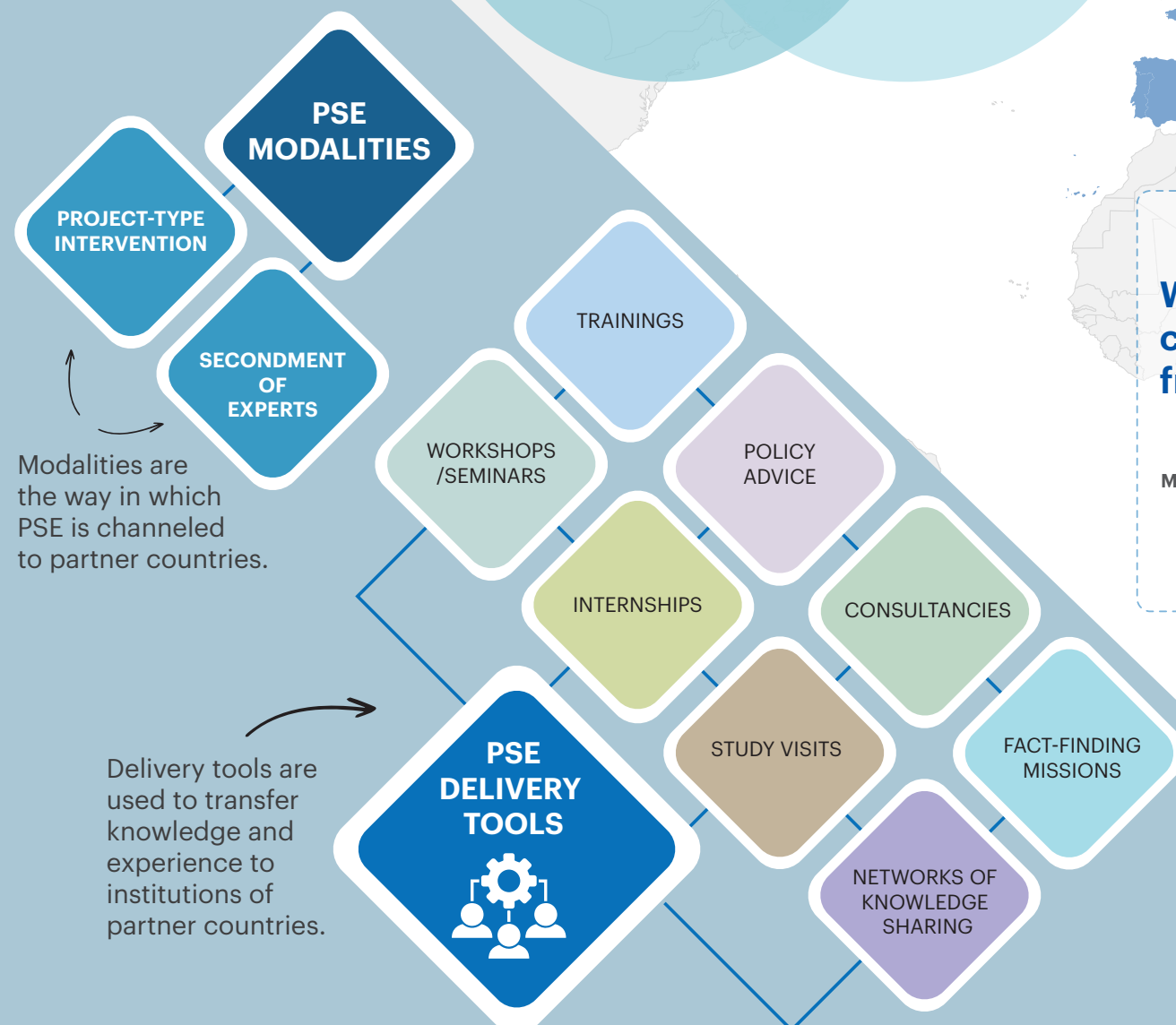
HUMAN DEVELOPMENT



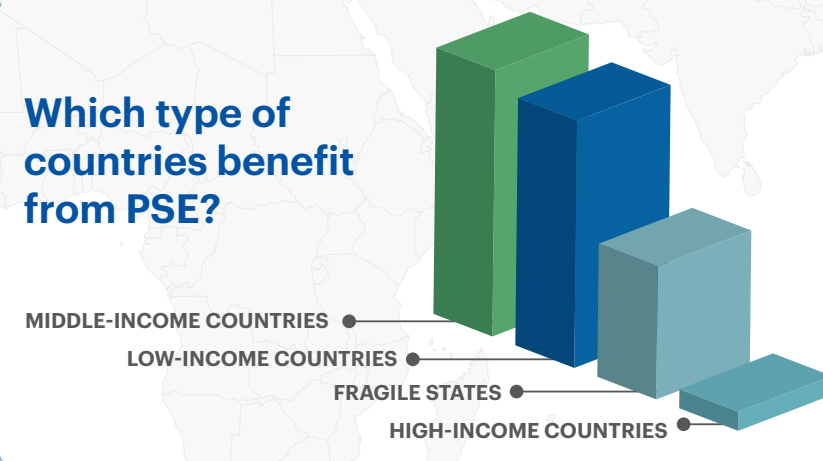
ENVIRONMENT AND CLIMATE CHANGE



ECONOMIC DEVELOPMENT



Which type of countries benefit from PSE?



What are some of the main challenges for EU MS to mobilize PSE?

- Matching between needs from partner country and support provided by EU MS
- Unclear/complex legal frameworks and procedures
- Lack of coordination in EU MS where different agencies/line ministries mobilize their expertise
- Availability of qualified experts
- Lack of career incentives
- Lack of financial resources to mobilize PSE
- Low institutional awareness to engage in PSE processes

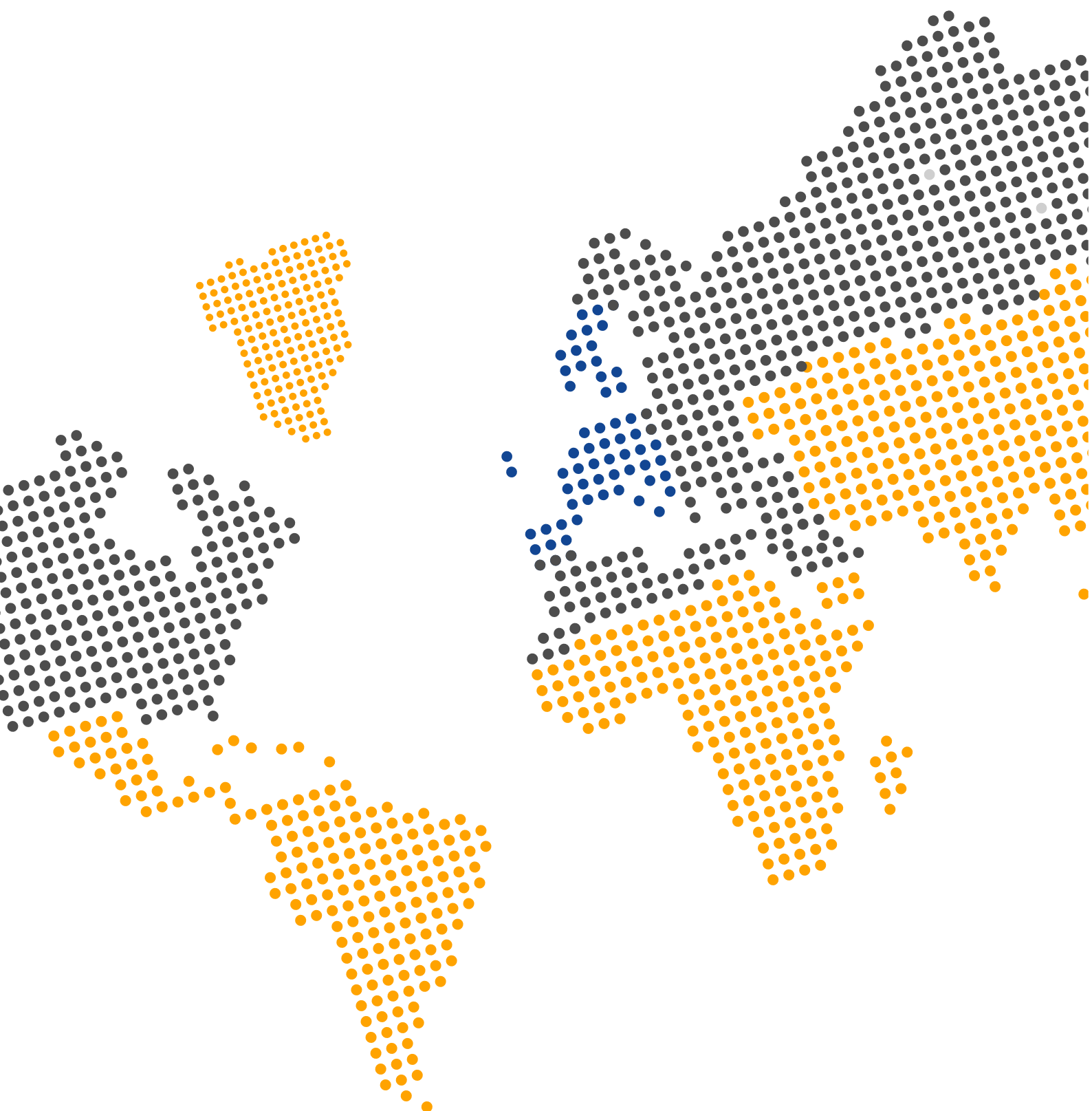
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This infographic presents information provided by EU Member States (MS) for the 2020 Study on the EU and its MS mobilizing Public Sector Expertise (PSE) for Development. PSE in the framework of this survey is exclusively understood as peer-to-peer (P2P) learning exchanges through public servants/institutions not funded through EU funding instruments. Information on EU-funded initiatives like TWINNING & TAIEX is excluded from the presentation.

Annex 4: Country fiches





AUSTRIA



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Definition

Provision of public sector expertise and experts in partner countries.

Main actors involved

- Civil servants
- Public institutions

Types of countries prioritized

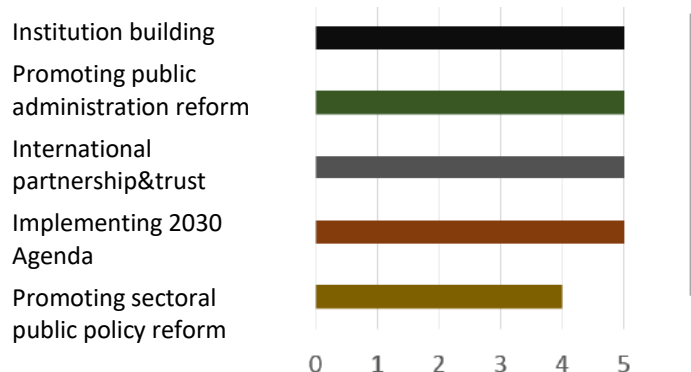
- Low-Income Countries
- Middle-Income Countries

Other key features

Policy dialogue: PSE contributes to policy dialogue, but the promotion of policy dialogue is not one of the priority targets of PSE interventions.

Needs assessments: Depend on requests from partner countries.

Top 5 added value of PSE in thematic areas and its importance [Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Austria procedures to mobilize PSE are considered **complex**:

[Scale of 1 (easy) – 5 (complex)]

The lack of available capacity for PSE initiatives is one of the key challenges.



The regulatory body

- Could benefit from further improvement to make it more effective
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

No specific legal basis for P2P/PSE within development cooperation

The operational structure is characterized by

- No formal operational framework/coordinating body
- No central ministry/agency in charge of supporting PSE related initiatives

The deployment of the expert is

- Limited in time (depending on work situation)
- Not limited in fees/indemnities

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Austria mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/Seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- Fact-finding missions
- ✓ Networks of knowledge sharing

Case study: Partnerships between subnational authorities – Capacity building in the countries of the Western Balkans and the Republic of Moldova (2018 – 2021)

In the framework of a regional strategy on the “Danube area/Western Balkans region” Austrian institutions have built a strong governance and public administration reform partnership with local and regional governments in six countries in the region and the Republic of Moldova.

The Austrian Association of Cities and Towns (AACT) together with the KDZ Centre for Public Administration Research provide tailor-made support to local governments and their associations in the region. AACT, in charge of overall coordination and political support, has extensive experience with European integration at local level. KDZ, responsible for day-to-day management, is the main source of expertise in quality management (as Austrian national centre in charge of the *Common Assessment Framework*), budget transparency, anti-corruption and other aspects of public administration reforms. AACT and KDZ collaborate through long term partnerships with their local peers – the Network of Associations of Local Authorities of South-East Europe (NALAS) and the Regional School of Public Administration of the Western Balkans (ReSPA).

The programme implements training programmes (e.g. a Quality Management Working Group established through ReSPA following the request of its members), policy advice (e.g. on the elaboration of annual Fiscal Decentralization reports and on Municipal Transparency in the region), networks of knowledge sharing as well as workshops and conferences to strengthen the capacities of a maximum of municipal civil servants, employees and other participants. Expertise from Austrian representatives is provided through short term missions which is mostly suitable due to the geographic proximity.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Public Sector Expertise for Development Cooperation in



BELGIUM



Definition Mutualize expertise and experts from MS public institutions and ENABEL with partner countries/institutions.

Main actors involved

- Civil servants
- Public institutions

Types of countries prioritized

- Fragile States
- Low-Income Countries

Other key features **Policy dialogue:** Policy dialogue led by Embassies. ENABEL collaborates closely.

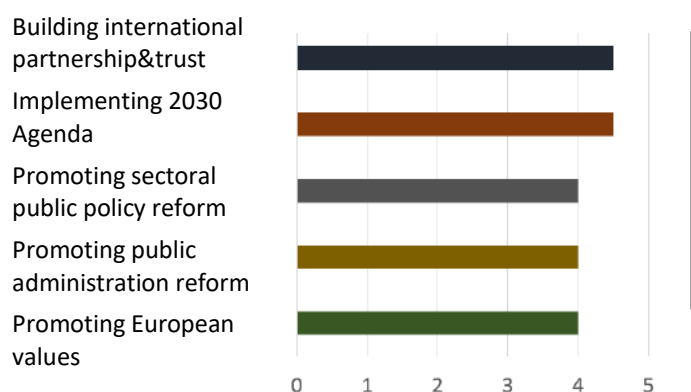
Evaluations: Mid- and end-term evaluations are undertaken for all programmes above 2.5 years. PSE learning experiences are still new and yet to be harnessed, but already indicate that there is mutual benefit for both peer administrations.

Strengths/Challenges: Belgium's *Global Approach Policy* provides a framework to facilitate PSE mobilization and there is a need to update the current legislation to enhance institutional (vs. individual) engagement within the growing number of PSE initiatives. Incentives for experts and the awareness of PSE added value within public institutions could be enhanced.

Cooperation agreements: Agreements in place with public institutions (administrations and universities) allow the mandated body to quickly mobilize short and long-term PSE.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) –5 (maximum)]



Priority sectors for PSE

Public Administration reform/Democracy/Human rights
Peace and Security
Justice/Home affairs/Parliament
Other relevant SDGs



2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Belgium procedures to mobilize PSE are considered **complex** [Scale of 1 (easy) – 5 (complex)]:



Key challenges are related to the lack of available experts and the institutional difficulties to replace experts on mission.

The regulatory body

- Could benefit from further improvement to make it more effective
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

- *Legislation on federal public administration;*
- *Legal framework for tendering;*
- *Recommendations of the specific administration, then granted by minister in charge.*

The operational structure is characterized by

- 2 frameworks
 - PSE mobilized directly *through administrations*
 - Through *Mandated body: ENABEL* - mobilizes PSE in support of interventions in partner countries

The deployment of the expert is

- Limited in time “de facto” (staff availability)
- Limited in fees/indemnities (Mandated body not entitled to pay experts from other institutions directly; some line ministries cannot be reimbursed due to the lack of income accounts)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Belgium mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: Development of the port sector in Cotonou (Benin)

This project aims to improve the competitiveness and performance of the Autonomous Port of Cotonou (PAC). The ambition is to strengthen its competitive position compared to other ports in the sub-region by working on: 1) Improving the business environment (strategic and institutional framework, maritime and port security, customs processes, etc.); 2) Investment facilitation; 3) Strengthening the skills of the various actors in their respective professions; 4) Supporting the implementation of the environmental policy of the Port and its partners.

This project is an example of Belgium's *Global Approach Policy* and involves several public actors in a coherent and complementary way : The Port of Anwerp engages in capacity strengthening in port governance and management, the Belgian Federal Police supports port security; the Belgian Defense is involved in maritime security, the Ministry of Finance supports capacity development regarding customs processes and efficiency; the Maritime Directorate of the Ministry of Mobility is providing expertise on the Maritime code and the institutional and regulatory framework.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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CROATIA



Definition

Central role is the sharing of experience, expertise and knowledge from the EU accession negotiations with countries from South East Europe and in the framework of European Neighborhood Policy (about 100 bilateral activities/initiatives per year). A wider form of knowledge exchange among peers in development cooperation exists, namely in the area of democratic transition.

Main actors involved

- Public institutions (national level and sub-national authorities)
- Civil servants deployed on the basis of an institutional partnership with peer administrations

Types of countries prioritized

- Middle-Income Countries
- South East Europe

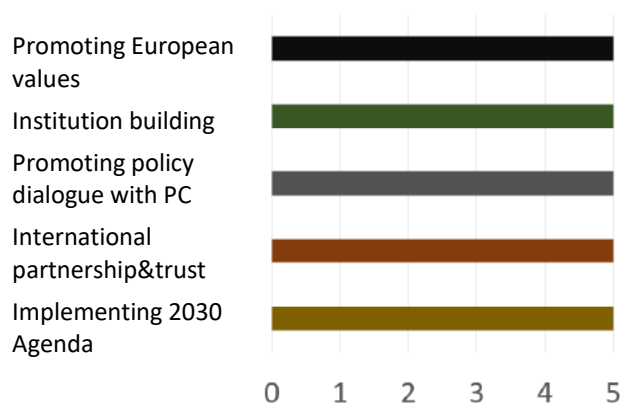
Other key features

Policy dialogue: PSE - through knowledge exchange and expertise sharing - contributes to policy dialogue with partner countries.

Evaluations: Lessons learned from satisfaction surveys are used to improve future knowledge sharing activities.

Strengths/Challenges: A wealth of expertise and available public experts that - due to limited outreach capacities at Embassy level - is not always matched with appropriate partnership opportunities/demand from partner countries.

Top 5 added value of PSE in thematic areas and its importance [Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Croatia, procedures to mobilize PSE are considered **easy** [Scale of 1 (easy) – 5 (complex)]:

Administrative challenges have been drastically reduced since the adoption of a new law (see below) in November 2018.



The regulatory body provides

- An appropriate basis for P2P cooperation
- An enabling environment to incentivize PSE

Most relevant laws/acts are:

- *Act on the implementation of international institutional cooperation projects of the European Union and technical assistance projects (2018);*
- *Act on Development Cooperation and External Humanitarian Aid (2008).*

The operational structure is characterized by

- Existence of coordinating bodies:
 - *Service for Knowledge Transfer (MFEA) - accession negotiations*
 - *Directorate for Development Cooperation and Humanitarian Assistance (MFEA) - conflict/post-conflict transition and similar*

The deployment of the expert is

- Limited in time (40 days/year, exceptionally 60 days/year)
- Not limited in fees/indemnities (for TA projects)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Croatia mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing

Best practice: Ensuring political support and commitment at all levels

PSE in Croatia is placed high on the political agenda. Based on its own extensive experience gained during the accession negotiation process, national administration is fully committed to share its knowledge with countries that have European aspirations and enter a process of democratic transition. The solid support to PSE is particularly enabled through strong political will since knowledge sharing is one of Croatia's foreign policy goals. This has recently resulted in the formulation of the legislative framework for PSE.

An important building block is Croatia's 2017 – 2021 Development Cooperation (DC) Strategy which puts a particular emphasis on knowledge sharing activities with countries from South East Europe. A pool of 300 experienced public experts is available to assist countries in their reform process. The 2018 act (see above) has laid out an overarching framework to enable equal participation of public sector bodies, regulate the legal status of experts and foresees financial incentives (daily subsistence allowance) for their participation in technical assistance projects. Upon return from their PSE assignments, experts will return to their initial position or shall be assigned to an appropriate job.

Regular exchanges with the involved institutions are taking place through the DC Inter-ministerial Working Group and an official network of contact points in the public administrations. This shall ensure that the trainings, seminars and study visits – generally of shorter duration – are part of structural partnerships that mobilize the most relevant expertise over time.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Public Sector Expertise for Development Cooperation in



CYPRUS



Definition

Public services and expertise, provided by the government to people living within its jurisdiction or, as per the objectives of EU development cooperation, benefiting the people of a partner country.

Main actors involved

- Civil servants
- Public institutions

Types of countries prioritized

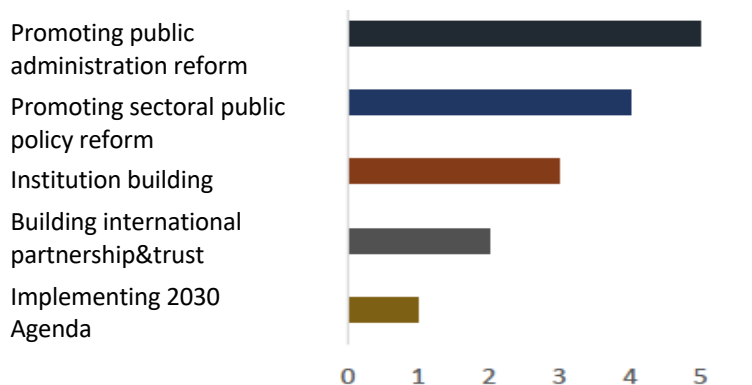
Fragile states

Other key features

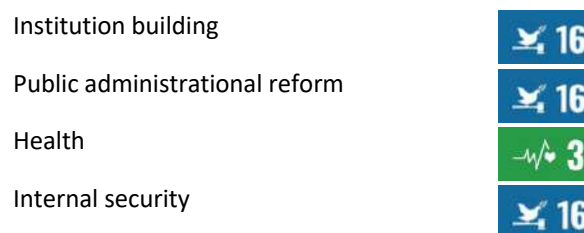
Policy dialogue: Cyprus considers PSE a useful tool in the context of both multilateral and bilateral aid programmes. It allows for interactive and informative political dialogues that improve programming and evaluation of interventions.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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#TEAMEUROPE

2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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DENMARK



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Definition

Expert advisers with experience of working with governments/the public sector can support the development of policies and initiatives that help public sector organizations to respond innovatively to the challenges they face. The public sector plays a central role in establishing favorable framework conditions (e.g. through policies, regulation, research, technology development, private sector incentives).

Main actors involved

- Civil servants
- Public institutions (national level and sub-national authorities)

Types of countries prioritized

- Low-Income Countries
- Middle-Income Countries

Other key features

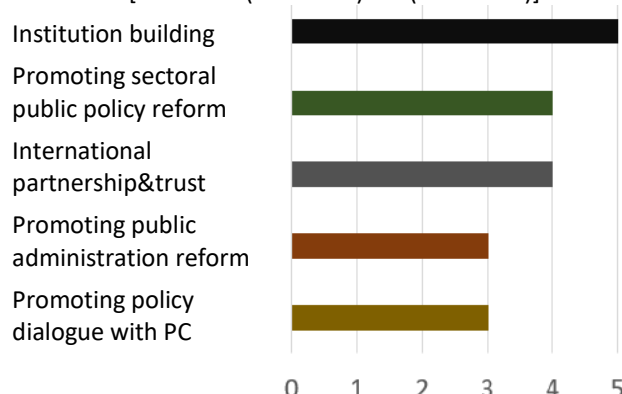
Policy dialogue: PSE – mainly implemented through Strategic Sector Cooperation projects – is constructed around a close collaboration between Danish and partner country authorities. This is part of a concrete and knowledge-based policy dialogue with focus on capacity building, modelling and best practices.

Evaluations: An evaluation process of the Strategic Sector Cooperation programme is ongoing and should result in an overall rethinking and improvement of the programme.

“Partnering with Denmark – Danish Authorities in International Cooperation” initiative: Launched in 2015, the Partnering with Denmark initiative is a central model for Denmark’s cooperation that promotes partnerships between public authorities and their counterparts to promote sustainable growth, contribute to stronger bilateral relations and open doors for Danish companies. As such it promotes the experience and competencies of public authorities, namely through (a) Strategic sector cooperation (SSC) projects between public institutions and (b) the deployment of growth counsellors with strong sector expertise to Danish embassies in SSC partner countries.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Partnership between public&private sector
Energy
Education
Environment
Health
Food production



Practitioners' Network
for European Development Cooperation

#TEAMEUROPE

2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Denmark, procedures to mobilize PSE are considered **easy** [Scale of 1 (easy) – 5 (complex)]:

Administrative challenges are mainly at sector level coordination between ministries to deliver on partner country demands for PSE.



The regulatory body provides

- An appropriate basis for P2P cooperation
- An enabling environment to incentivize PSE, but not equally across all sectors

Most relevant laws/acts are:

- *Danish Finance Act regulates Strategic Sector Cooperation;*
- *Other mentions: Strategy for Development Cooperation and Humanitarian Action; World 2030; Climate Law; Global Climate Action Strategy.*

The operational structure is characterized by

- Existence of coordinating/mandated bodies:
The Ministry of Foreign Affairs assumes this role for sectors in which it works

The deployment of the expert is

- Limited in time “de facto” (depending on specific situation, ministries and policies)
- Not limited in fees

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Denmark mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- ✓ Fact-finding missions
- ✓ Networks of knowledge sharing

Best practice: India-Denmark Energy Partnership (INDEP) 2020 -2025

Denmark has a long-standing tradition and experience to provide PSE learning to partner countries. This partnership between the Minister of Power of India (MOP), the Ministry of New and Renewable Energy (MNRE) and the Danish Ministry of Climate, Energy & Utilities to collaborate on green energy transition is based on a 5 year Memorandum of Understanding signed in 2020. It builds on the high level engagement between the Prime ministers of both countries to work towards a bilateral Green Strategic Partnership and aims to prepare the Indian energy system for the integration of 450 gigawatt renewable energy by 2030. The assignment is carried out by the Danish Energy Agency (DEA) and supported by the placement of a long-term sector expert within a MOP agency in India.

Initial experience under this partnership has been gained since 2018 through a Strategic Sector Cooperation project between the DEA and MNRE which focused on sharing Denmark's expertise and technology in the offshore wind sector. This is a sector of strong potential for collaboration as the technology has been developed for 30 years in Denmark and benefits from high ambitions in India. Knowledge was exchanged through mutual study visits and workshops between DEA and Indian delegations and the scholarships of 17 Indian officials for energy courses at the Technical University of Denmark.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Public Sector Expertise for Development Cooperation in



ESTONIA

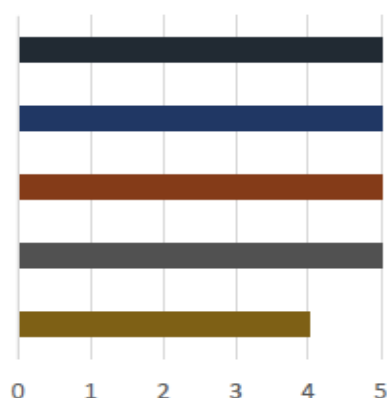


Definition	Public sector institutions providing their expertise and best practices to developing countries.
Main actors involved	<ul style="list-style-type: none"> Civil servants Public institutions
Types of countries prioritized	<ul style="list-style-type: none"> Middle-Income Countries Particular focus on partner countries: Afghanistan, Moldova, Georgia, Ukraine and Belarus. Estonia is also developing a strategy with African countries
Other key features	<p>Policy dialogue: Embassies are the main interlocutor with the partner country, but Estonian public institutions can also be in direct contact their peers in partner countries. Dialogue takes place during the drafting of the country strategies and the drafting of the criteria for the calls for proposals.</p> <p>Evaluations: Lessons learned are used in consecutive project application rounds or when comprising new country strategies. Estonian best practices are used in the project drafting phase (adjusted to the needs of the partner country).</p>

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]

Institution building
Promoting public administration reform
Promoting European values
International partnership&trust
Promoting policy dialogue with PC



Priority sectors for PSE

Rule of law
Education
Innovation
Trade and economy



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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Estonia, procedures to mobilize PSE are considered **rather complex**:

[Scale of 1 (easy) – 5 (complex)] ; Willingness of the public institution to mobilize PSE and lack of clarity of PSE financial regulations on the national level are some of the challenges that hinder PSE mobilization.



The regulatory body

- Does not provide an appropriate basis for P2P cooperation
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

- *Conditions and procedure for the provision of development assistance and humanitarian aid (2010);*
- *Civil Service Act (2014)*

The operational structure is characterized by

- The absence of a coordinating/mandated body:
There is no state level operational framework for the mobilization of PSE. Estonia is planning to set up a bilateral agency under the Ministry of Foreign Affairs (MoFA) that would further promote PSE in the field of development cooperation and humanitarian aid. Until then, the Development Cooperation and Humanitarian Aid Division of the MoFA is responsible for bilateral development cooperation.

The deployment of the expert is

- Limited in time “de facto” [due to variable salary restrictions (Civil Service Act) and the actual modalities of the PSE]
- Limited in fees [due to unclear financial rules (variable pay of up to 20% of salary) and PSE modalities]. Fiscal exemptions limited to Technical Assistance financed through EU funds unless the expert is employed with either the Employment Contracts Act or the Law of Obligations Act.

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Estonia mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: Awareness Raising of Pacific Island Development Aid Countries on Digital Service Delivery Opportunities

E-Governance and digitalization are areas where Estonia has gained much experience in recent years. The Estonian e-Governance Academy, in cooperation with the Australian Strategic Policy Institute (ASPI), implemented this project between 2018 and 2019 to raise awareness about the opportunities of digital service delivery among peer institutions in Fiji; Kiribati; Papua New Guinea; Solomon Islands; Samoa; Tonga and Vanuatu.

Estonia is sharing its experience in the field of e-Governance to encourage the use of digital technologies by partner countries' administrations, enhancing their abilities to define, develop, implement and resource roadmaps on e-governance. The project also enabled governments to engage institutional donors, investors and other service support providers by fostering enduring and creative public-private partnerships.



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FRANCE



Definition

The purpose of international technical expertise is to provide support (by sharing experience, feedback and skills) to administrations, communities and organizations in partner countries to contribute to the definition and implementation of more effective public policies.

Main actors involved

- International technical experts
- Peer institutions are generally public seeking to modernize their public policy actions and institutional capacities

Types of countries prioritized

- Fragile States
- Low-Income Countries

Other key features

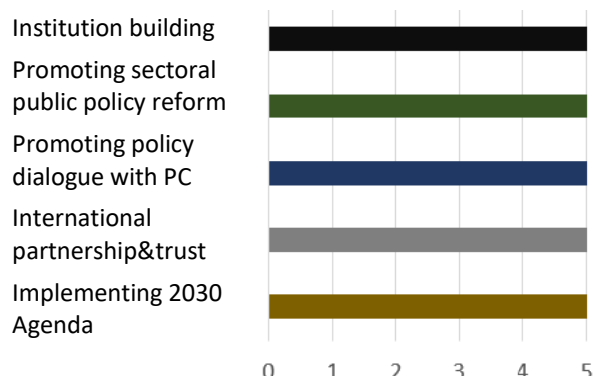
Policy dialogue: Depending on the contract ruling the PSE programme, experts may provide input to policy dialogue (led by Embassies' political chancelleries) on an ad hoc basis.

Evaluations: International technical experts are evaluated annually by Embassies as well as sectorial and geographical divisions of the Ministry for Europe and Foreign Affairs. Other programmes are evaluated according to donors' procedures.

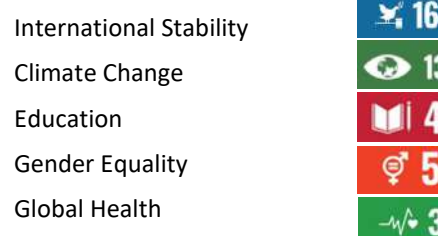
Strengths/Challenges: France has set up a clear and specific legal basis on PSE, including on different modalities and tools. Career path incentives include a guarantee of the maintenance of an appropriate position on return, but could be further improved to acknowledge the added value of international experience for future promotions.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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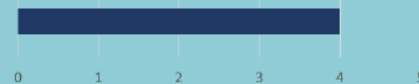
2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In France, procedures to mobilize PSE are considered **complex** [Scale of 1 (easy) – 5 (complex)]:
Coordination works particularly well between operators and around thematic areas, but remains difficult at higher levels.



The regulatory body

- Provides an appropriate basis for P2P cooperation
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

1. Law n° 72-659 on International Technical Expertise (1972)
2. Law n° 2014-773 on the orientation and programming of development policy and international solidarity (2014)
3. Decree n°2017-105 “on the exercise of private activities by civil servants [...]” for short term missions (2017)
4. Circular on the mobilization of ministerial departments and subsidiary institutions in favor of international technical expertise (2018)

The operational structure is characterized by

- Existence of a mandated body:
Expertise France - « opérateur de référence » of international technical expertise supporting other involved agencies (in line with Circular of May 15th, 2018)

The deployment of the expert is

- Limited in time (long term: 6 years ; short-term: case-by-case in line with workload and manager approval)
- Limited in fees/indemnities (in line with national grid for per diems)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

France mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing
- ✓ Other: Embedment of foreign colleagues in public/para-public structures

Case study: Technical Assistance Facility to the African Union – with a special focus on trade and digital development

Trade integration remains a steep challenge for the African continent, especially in the era of a growing digital economy. Common trade agreements like the African Continental Free Trade Area (AfCFTA) could become the stepping-stone for the African Union's efforts to achieve economic integration at the continental level. To support the implementation of the AfCFTA, France and the African Union have engaged in a strategic dialogue since June 2018 and have officially launched a technical assistance facility in July 2020. This facility supports the priorities of the Agenda 2063 through studies, strategy formulation and awareness raising activities.

French and international specialists from academia, sectoral ministries, agencies, public companies and international organisations provide technical support to the establishment of redistribution mechanisms as well as other tools and strategies for economic integration.

Topics of e-commerce have gained renewed importance in the context of the Covid-19 pandemic and have become a new priority in AfCFTA negotiations. Therefore, one of the first activities launched under the new Facility consists in assisting the African Union in drafting its sectoral strategy on e-commerce, as part of the implementation of the African Union Digital Transformation Strategy. In this context, the Technical Assistance Facility is also setting up a study providing concrete recommendations for the digitalisation and the improvement of e-commerce parcels delivery through African postal services. The latter will mobilise experts from the Universal Postal Union (UPU) and French postal services.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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GERMANY



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Definition

No standard definition. Two purposes: 1) PSE for improving the capability of the public sector in other countries (genuine); 2) PSE for implementing programmes and/or achieving policy goals (functional).

Use is often fluid in between these purposes depending on the goals of the initiative and the ministry that uses it. P2P is just a small part of PSE for Development Cooperation.

Main actors involved

- Civil servants
- Public institutions
- Private companies/consultants supporting PSE

Types of countries prioritized

- Low-Income Countries
- Middle-Income Countries

Other key features

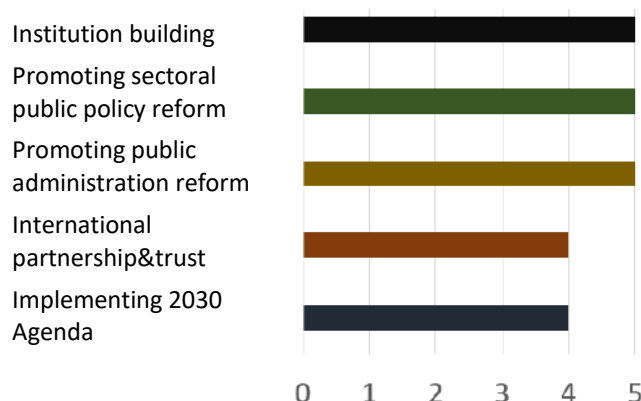
Policy dialogue: Depends on the ministry and partner country involved. Projects of the Ministry for Economic Cooperation and Development, which mostly have PSE components, are always part of bilateral negotiations and policy dialogue.

Evaluations: Regular evaluation of development cooperation projects and activities, including PSE components, but not of PSE per se.

Strengths/Challenges: PSE components are comparatively cost-effective and the legal framework provides a reliable basis for temporary deployments of officials and short term missions. Yet, the different relevant legal bases are not always well known by Human Resources Departments. Stronger incentives for institutional and individual engagement could equally strengthen PSE mobilization.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Relevance of PSE not limited to any sectors. Sectors usually depend on partner country context and interests.



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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Germany, procedures to mobilize PSE are considered **complex** [Scale of 1 (easy) – 5 (complex)]:



More could be done to raise awareness on the added value of PSE/secondments, develop a coordinated strategy, address long and complex preparation procedures.

The regulatory body

- Consists of several relevant legal bases that apply to different types of PSE
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

1. *Public sector HR deployment within Development Cooperation (with two special laws "Special Leave Ordinance" and "Federal Government Secondment Regulation")*
2. *General civil service law rules, regulated in the "Law on federal public servants", are more flexible and suitable for short-term missions*

The operational structure is characterized by

- No formal operational framework/coordinating body. This does not prevent the use of PSE:
Most projects are carried out by specialized agencies e.g. German agency for international cooperation (GIZ); Foundation for International Legal Cooperation (IRZ); National Metrology Institute of Germany (PTB), etc.

The deployment of the expert is

- Limited in time (depending on legal status formal limits or "de facto" limits to exceptional leave/extra payment)
- Limited in fees [can only be paid to seconded (salary could be capped to 1 monthly salary/year)/secondarily employed officials]

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Germany mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- ✓ Fact-finding missions
- ✓ Networks of knowledge sharing

Case study: Establishment of an ecosystem conducive to the emergence of a digital economy

Partnership between the German Federal Ministry for Economic Affairs and Energy (BMWi) and the Algerian National Agency for the Promotion and Development of Technology Parks (NATP) (2019 – 2020).

This partnership aims to establish an ecosystem that is conducive to the emergence of a digital economy in Algeria. It focuses on the strengthening of the institutional capacities of NATP, a subordinate institution of the Ministry of Knowledge Economy and Start-ups, which is a key institution in the implementation of the Algerian digital strategy.

Knowledge exchange between the German and the Algerian teams is organized through monthly expert missions, regular workshops, and exchanges by e-mail and phone between the missions. More specifically, German experts assist in the development of business plans, institutional strategies and ensure the Algerian experts have access to very specific technical expertise and an expanded business network that allows for joint events and other activities. For instance, a team of Algerian experts working on startup incubation has taken part in a one week study visit to Germany's most important start-up accelerators and has been given direct access to German researchers with whom they are now pursuing an independent partnership around an EU research project. They also maintain the contacts that were initiated with German companies to enhance the development opportunities of start-ups.



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Public Sector Expertise for Development Cooperation in



IRELAND



Definition

Coordination of public institutions' relevant expertise and resources to support and enhance development cooperation programmes and projects in developing countries

Main actors involved

- Civil servants
- Public institutions
- Private companies/consultants supporting PSE

Types of countries prioritized

- Fragile States
- Low-Income Countries

Other key features

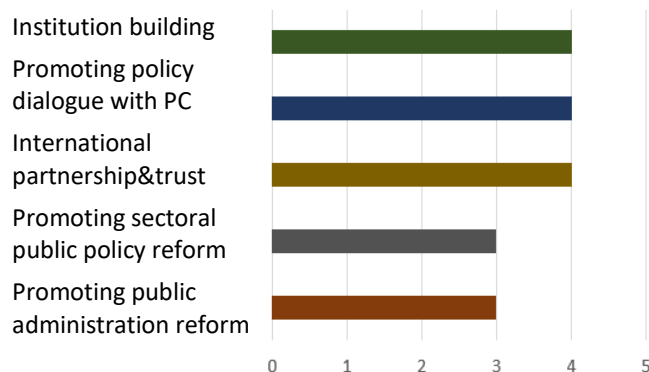
Policy dialogue: Some contribution to policy dialogue, while major focus remains knowledge sharing, technical advice and capacity enhancement.

Evaluations: Evaluations based on agreed work plans with specific performance indicators and milestones. Lessons learned are used to inform future programmes/partnerships, but systematic sharing across agencies could be improved through overarching PSE guidance/strategies.

Learning exchange across EU MS: Ireland is interested to enhance the sharing and maintenance of PSE lessons learned/best practices and would welcome opportunities to learn from other MS practices, strategies and frameworks.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Agriculture

Health

Education

Domestic Resource Mobilization (i.e. tax reform)



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

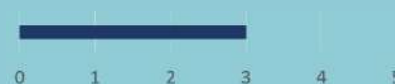
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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Ireland, procedures to mobilize PSE are considered **rather complex**:

[Scale of 1 (easy) – 5 (complex); Key challenges are related to the identification of partnership opportunities, monitoring & evaluation and policy cohesion.]



The regulatory body

- Could benefit from an overarching regulatory framework
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

No formalized legal framework. Most partnerships are governed by individual Memoranda of Understanding.

The operational structure is characterized by

- No formal operational framework/coordinating body.
This does not prevent the use of PSE:
The Development Cooperation and Africa Division of the Department of Foreign Affairs and Trade (DFAT), along with its missions, provides support & facilitates initiatives.

The deployment of the expert is

- Not limited in time (dependent on manager approval)
- Limited in fees (in line with DFAT's internal guidelines on disbursement of funds)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Ireland mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- ✓ Fact-finding missions
- ✓ Networks of knowledge sharing

Case study: Irish Development Experience Strategy in Vietnam

The Irish Development Experience Strategy (IDEAS) is a partnership between Irish Aid and the Government of Vietnam to share expertise and skills from Ireland's experience in the areas of education, agriculture, agri-food and business/economic development. The programme, launched in 2009 after a series of prior exchanges, aims to address capacity deficits that hinder the attainment of long-term development goals in Vietnam through peer-to-peer institutional links and exchanges between officials from dedicated ministries and agencies. In addition, workshops, conferences, scholarships and entrepreneurship trainings allow to share best practices from Ireland's economic experiences.

The programme has created partnerships in different areas, for instance around banking regulation (Vietnam's National Financial Supervisory Commission – Ireland's Central Bank) and economic forecasting (Vietnam's National Centre for Socio-Economic Information and Forecasting – Ireland's Economic and Social Research Institute).

A joint Ireland-Vietnam Steering Group meets twice a year to review progress and define common priorities for the upcoming work cycle. According to an evaluation of the 2011-2015 Vietnam country strategy IDEAS has created strong partnerships, mutual understanding and policy dialogue at highest level between the institutions and experts from both countries.



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Public Sector Expertise for Development Cooperation in



ITALY

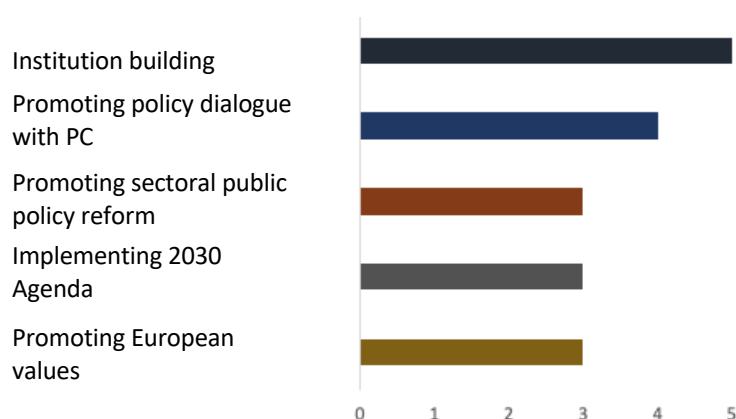


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Definition	A modality of technical assistance to help partner countries reach the SDGs. PSE entails also the promotion and exchange of best practices in order to contribute to sector reforms.
Main actors involved	<ul style="list-style-type: none"> • Civil servants • Public institutions
Types of countries prioritized	Low-Income Countries
Other key features	<p>Assessment of needs during policy dialogues: Policy dialogues with PC during the technical and financial programming phase provide key input to jointly evaluate best options for Italian public sector expertise involvement.</p> <p>Evaluations: Monitoring and evaluation activities are part of any initiative financed by the Italian cooperation. Based on good results in the areas of juvenile justice sector and inclusive education, actions have been replicated in other countries.</p>

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Italy does not indicate priority sectors for PSE



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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Italy, procedures to mobilize PSE are considered **rather complex**
[Scale of 1 (easy) – 5 (complex)]



The regulatory body

- Provides an appropriate basis for P2P cooperation
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

- *Italian Development Cooperation Law N. 125 (11.08.2014);*
- *Statute of the Italian Development Cooperation Agency (2019)*

The operational structure is characterized by

- A coordinating body:
Ministry of Foreign Affairs (Italian Agency for Development Cooperation-AICS).

The deployment of the expert is

- Limited in time (regular duties take preeminence over PSE involvement)
- Limited in fees/indemnities

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Italy mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- Policy advice
- Consultancies
- ✓ Workshops/seminars
- Trainings
- Internships
- Study visits
- ✓ Fact-finding missions
- Networks of knowledge sharing

Case study: Restorative Juvenile Justice - socio-educational models of social reintegration and alternative measures to detention in Egypt

Evaluations of bilateral PSE initiatives have shown that Italy's experience in the area of juvenile justice and inclusive education has generated valuable results that should be replicated in other public technical assistance missions. In May 2019, a joint fact-finding mission between the Italian Agency for Development Cooperation (AICS) and the Department of Juvenile and Community Justice (DGMC) of the Ministry of Justice of Italy travelled to Cairo to define a new initiative dedicated to minors in conflict with the law.

A delegation of 2 experts from the DGMC, the Regional Desk and the thematic referent of AICS Rome, supported by experts from the local AICS headquarters, carried out country dialogues and met with local experts to gather substantive data on the local context and needs for a future programme on "Restorative Juvenile Justice: socio-educational models of social reintegration and alternative measures to detention".



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Public Sector Expertise for Development Cooperation in



LATVIA

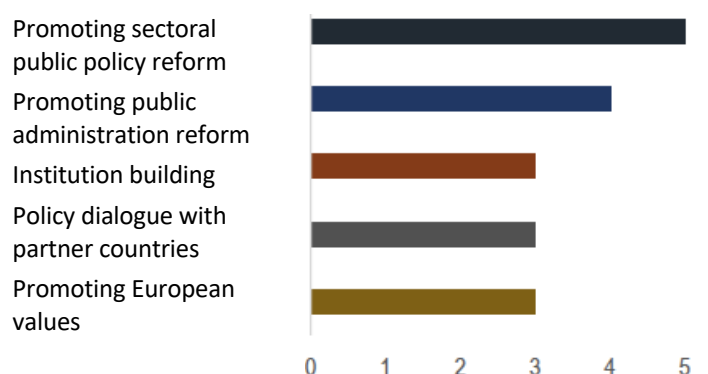


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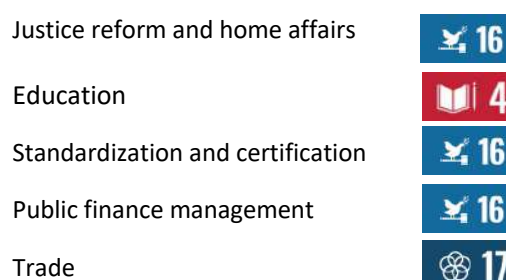
Definition	No standard definition. Best practice and experience provided in implementing sectoral reforms and adopting EU/international standards through development projects or ad hoc initiatives.
Main actors involved	<ul style="list-style-type: none"> Public institutions (national level and subnational authorities) Civil servants
Types of countries prioritized	Middle-Income Countries
Other key features	<p>Selection of PSE interventions: PSE projects are usually selected in open calls for proposals. There are also long-term PSE projects – notably for public finance management and education – funded directly from the bilateral development cooperation budget of Latvia's Ministry of Foreign Affairs (MFA).</p> <p>Towards a unified approach to sending experts in missions: Consultations on how to articulate appropriate mechanisms for the employment of public experts in international cooperation projects are ongoing. This emanates from the need for a unified approach to sending experts on short- and medium-term missions to partner countries, including with regards to their remuneration.</p>

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Latvia, procedures to mobilize PSE are considered **rather complex**:

Scale of 1 (easy) – 5 (complex); Limited capacity and expert availability and cumbersome remuneration arrangements for experts hampers mobilization of PSE



The regulatory body

- Provides sufficient basis for P2P cooperation, but it is still improvable
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

No specific legal basis for P2P/PSE within development cooperation.
Exchange of expertise from the public sector is governed by:

- Regulations regarding the maximum remuneration, daily allowance and the amount of hotel (accommodation) expenses of a person involved in the implementation of a development cooperation project (Regulations of the Cabinet of Ministers No.672/2010)

The operational structure is characterized by

- The absence of a coordinating and a mandated body
There is no established operational framework. However, this does not hinder the participation of public institutions and experts in PSE projects.

The deployment of the expert is

- Not limited in time ("de facto" limitations can apply depending on organization and expert responsibilities/workflow)
- Limited in fees/indemnities (Regulations of the Cabinet of Ministers No.672 from 2010)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Latvia mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: Capacity building of the supreme audit institutions of Georgia, Moldova and Ukraine for the establishment of a transparent and effective public funds control system

Latvia's Ministry of Foreign Affairs (MFA) regularly finances capacity building projects in the area of public finance management and the strengthening of supreme audit institution (SAI). In the framework of its partnership with the SAIs of Georgia, Moldova and Ukraine, the Supreme Audit Office of Latvia sets up regular knowledge sharing activities aimed at strengthening professional expertise in the areas of external audits, institutional capacities to implement reforms and strategic planning since 2016.

Peer-to-peer activities are focused on developing a methodology for performance audits – ISSAI standard adaptation and practice. Overall, the strengthening of their control systems for public funds also allows to enhance the independence of SAIs. Activities are in line with Ukraine's and Moldova's Association Agreements and should allow the partner countries to align with international SAI standards (ISSAI).

Several activities are coordinated with the project partner Supreme Audit Institution of Sweden.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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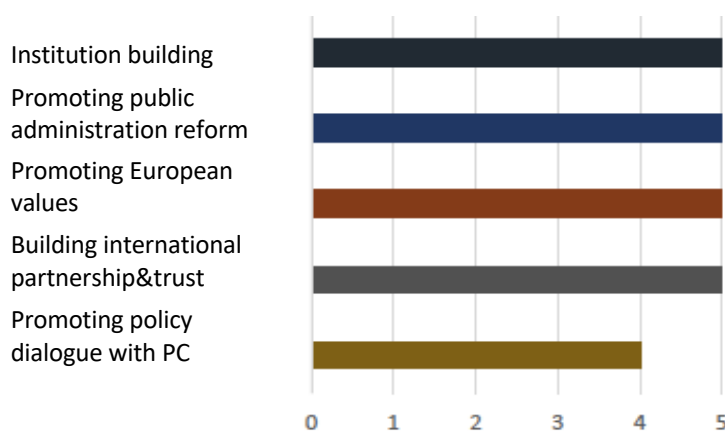
LITHUANIA



Definition	Civil servant - to - civil servant daily partnership with partner countries based on knowledge and experience sharing. PSE is an opportunity for newer EU MS to employ their transition experience and convey EU values within the objectives of EU development cooperation policy.
Main actors involved	<ul style="list-style-type: none"> Public institutions Civil servants and officers (police, prosecutors, state border control...) Employees working in public sector with employment contracts
Types of countries prioritized	<ul style="list-style-type: none"> Middle-Income Countries Particular focus on Eastern European Neighborhood and IPA (Western Balkan and Turkey) countries
Other key features	<p>Strengths of Lithuanian PSE: Amendments to the <i>Lithuanian Law on Development Cooperation and Humanitarian Aid</i> since 1st January 2017 have improved PSE mobilization by establishing the coordinating function of the Ministry of Foreign Affairs and the Central Project Management Agency (CPMA), pillar assessed by the European Commission, as agency implementing development cooperation programmes and projects. The number of institutions participating in development cooperation has increased and PSE participation has been strengthened by centralizing the administration of development cooperation in the CPMA.</p> <p>Lithuania's transition and accession to EU experience is highly requested by partner countries: Lithuanian public institutions cooperate intensively with East European Neighborhood and IPA (Western Balkan and Turkey) countries that seek to follow Lithuania's experience in transition and accession to the EU.</p>

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Lithuania, procedures to mobilize PSE are considered **easy**:

[Scale of 1 (easy) – 5 (complex)]; Lack of human resources in some public institutions and managerial support are still challenges to overcome by the Lithuanian PSE system.



The regulatory body provides

- An appropriate basis for P2P cooperation
- A sufficiently enabling environment to mobilize PSE

Most relevant laws/acts are:

- *Law on Development Cooperation and Humanitarian Aid (adopted on the 16th May 2013, new edition adopted 3rd November 2016);*
- *Description of Procedure for the Implementation of Development Cooperation Activities and Provision of Humanitarian Assistance by State and Municipal Institutions and Agencies, approved by the Lithuanian Government Resolution No 278 of 26 March 2014;*
- *Description of Procedure of the Implementation of the Development Cooperation and Democracy Promotion Programme, established by Order No. V-170 of the Minister of Foreign Affairs of the Republic of Lithuania on 12 June 2019;*
- *Lithuanian Law on the Civil Service, 2015.*

The operational structure is characterized by

- The existence of a coordinating and a mandated body

The Ministry of Foreign Affairs provides general guidelines and coordination of PSE. The Central Project Management Agency (CPMA), a pillar assessed agency, is mandated to work with development cooperation and to mobilize PSE.

The deployment of the expert is

- Not formally limited in time
- Not limited in fees and per diems if payment rate is provided in project agreement. If not provided, maximum salary applies as per the *Law on Development Cooperation and Humanitarian Aid* and the *Law on the Civil Service*

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that are (a) based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type intervention.

Lithuania mainly uses

Secondments

- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: “Safe and Interoperable Transport System in Moldova” (February – October 2019)

This PSE exchange was implemented by Lithuanian transport safety administration (LTSA) in cooperation with the Ministry of Economy and Infrastructure of Moldova with a total budget of 23.400 €. The project was funded by the Development Cooperation and Democracy Support Programme of the Ministry of Foreign Affairs and a partial contribution from the LTSA. This experience aimed to: 1) Provide recommendations to Moldavian transport institutions on how to assure safe, efficient and interoperable road, railway and maritime transport system in the framework of the EU-Moldova Association Agreement and; 2) Help regulate the most problematic areas of Moldavian transport sector in accordance with good practices of Lithuania and EU.

Lithuania provided 12 public sector experts to share their knowledge and experience and discuss the main challenges of the Transport Department, Ministry of Energy and Infrastructure of Moldova, National Transport Agency of Moldova, Railway company CFM and Port Giurgiulesti specialists. The project included six missions where Lithuanian transport experts shared their experience, lessons learned, and processes related to the fulfilment of their obligations to the European Union.



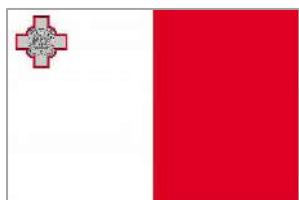
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#TEAMEUROPE

2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Public Sector Expertise for Development Cooperation in



MALTA



Definition

High-level of knowledge used in development cooperation. PSE in development cooperation relates to the sharing of information and knowledge in various areas including administrative reform, the introduction of specific policies and actions to implement them and building a sense of trust and dialogue amongst partners.

Main actors involved

- Public institutions
- Civil servants

Types of countries prioritized

- Low-Income Countries
- Middle-Income Countries

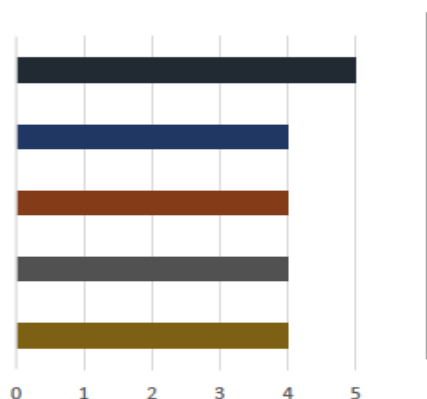
Other key features

Policy dialogue: Malta's PSE initiatives contribute to policy dialogue with partner countries (PCs), mostly through comparable research studies in all the PCs involved, publication of results and pilot actions to make sure that these results do translate into policies.

A Continuous Development Programme (CPD) could incentivize PSE among public experts: An incentive that could be introduced in the public service/sector is a progressive "Continuous Development Programme" (CDP) based on financial incentives and points earned according to the CDP activity in which the employee participates. This is a procedure followed by many professionals in other sectors (e.g. accountants, teachers, social workers).

Top 5 added value of PSE in thematic areas and its importance [Scale of 1 (minimum) – 5 (maximum)]

Promoting sectoral public policy reform
Promoting public administration reform
Institution building
Informing technical cooperation
Promoting policy dialogue with PC



Priority sectors for PSE

Public administration reform



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Malta, procedures to mobilize PSE are considered **complex**:
[Scale of 1 (easy) – 5 (complex)]; Lack of human resources and time to train personnel are the main factors to make mobilization complex



The regulatory body

- provides appropriate basis for P2P cooperation
- should provide further incentives to mobilize PSE

Most relevant laws/acts are:

*No specific legal basis for P2P/PSE within development cooperation.
Exchange of expertise from the public sector is governed by:*

- *Constitution and the Public Administration Act;*
- *Directives issued by the Principal Permanent Secretary under the Public Administration Act and the Public Service Management Code*

The operational structure is characterized by

- The existence of a mandated body

The mandated body specifically dedicated to promoting PSE in the realm of external action/development cooperation is the Direct Funds Unit within the Funds and Programmes Division. In addition, PSE activities have been delegated to line ministries within the public service, but the Public Service Commission (PSC) remains the regulator of these processes.

The deployment of the expert is

- Limited in time “de facto” (depending on usual workload of experts)
- Not limited in fees/indemnities

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Malta mainly uses

- ✓ Secondments (mainly through Twinning and TAIEX)
- Project-type interventions

Delivered in the form of

- Policy advice
- Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: Short Term Traineeship Programme with the European Institutions

In February and October 2019, the Institute for the Public Services issued a call for short term traineeship programme with the European institutions. The European Commission had launched a Traineeship Programme where officers occupying a ‘European desk’ or working in a European policy sphere in a national public administration (at administrator level with university background or equivalent) were given the opportunity to increase their knowledge on the EU Institutions and their procedures.

This programme was for a period of 8 1/2 days and was intended for newly recruited officers. The quota for Malta is two trainees per year.



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Public Sector Expertise for Development Cooperation in



POLAND



Definition

Public sector activities that support the implementation of foreign policy goals set up by the Ministry of Foreign Affairs and that are carried out in line with the Development Cooperation Act of 16 September 2011. Activities should also support institution building, protection of human rights, democracy/civil society and contribute to the implementation of the 2030 Agenda.

Main actors involved

- Civil servants
- Public institutions (national level and sub-national authorities)

Types of countries prioritized

Middle-Income Countries

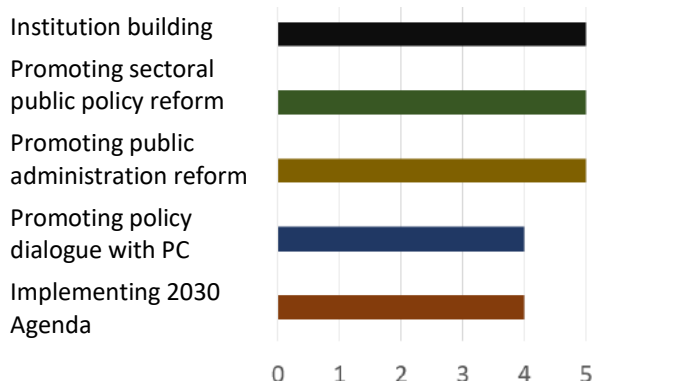
Other key features

Policy dialogue: PSE contributes to political dialogue with partner countries through various channels of communication. Partner countries in development cooperation are generally “priority countries” for foreign policy, thus have a strategic importance.

Evaluations: PSE programmes are evaluated, notably to determine the advantage of bilateral over multilateral cooperation, lessons learned and final results.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Institution building



2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

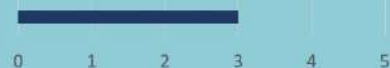
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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Poland, procedures to mobilize PSE are considered **rather complex**:

[Scale of 1 (easy) – 5 (complex)]; Key challenges are related to the lack of a sufficient number of available experts qualified for assignments abroad.



The regulatory body

- Could benefit from further improvement to make it more effective
- Should provide additional incentives to mobilize PSE

Most relevant laws/acts are:

- *Development Cooperation Act (16 September 2011);*
- *Civil Service Act (21 November 2008).*

The operational structure is characterized by

- A coordinating/mandated body:
 - *Ministry of Foreign Affairs (MFA);*

The deployment of the expert is

- Limited in time “de facto” (activities need to be carried out within one financial year)
- Not limited in fees/indemnities

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Poland mainly uses

- Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- Fact-finding missions
- ✓ Networks of knowledge sharing

Case study: Increasing competitiveness of Ukrainian regions and development of Polish-Ukrainian economic cooperation

Ukraine is one of the priority countries of Polish development cooperation and has benefited from a variety of activities carried out by Polish experts, many of them building on public expertise from Poland's transformation experience and reform processes.

One of the projects where Ukrainian stakeholders benefited from the expertise of their public sector counterparts in Poland was a project carried out by the Polish Ministry of Development Funds and Regional Policy in 2018-2020. The project aimed at increasing the institutional capacity of the Ukrainian central and regional administration in the area of regional competitiveness and entrepreneurship development. Among others, it targeted public servants (mainly employed in regional development agencies and / or entrepreneurship support centres) of the Cherkasy, Kiev, Lviv, Ternopil, Vinnytsia and Zhytomyr oblasts, the cities of Bila Tserkva, Korosten, Ovruch, Luhyny, Zhytomyr, Kiev and Lviv. Polish experts also cooperated with their Ukrainian peers from the Ministry of Development of Communities and Territories as well as the Ministry of Economic Development, Trade and Agriculture.

Annually over 100 public servants benefited from training sessions, conferences, seminars, study visits and the development of manuals and policy papers.



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ROMANIA



Definition

No standard definition. Knowledge and skills shared by Romanian experts from public institutions to third parties, through projects organized either in Romania or in the beneficiary country.

Main actors involved

- Civil servants
- Public institutions

Types of countries prioritized

- Fragile States
- Low-Income Countries

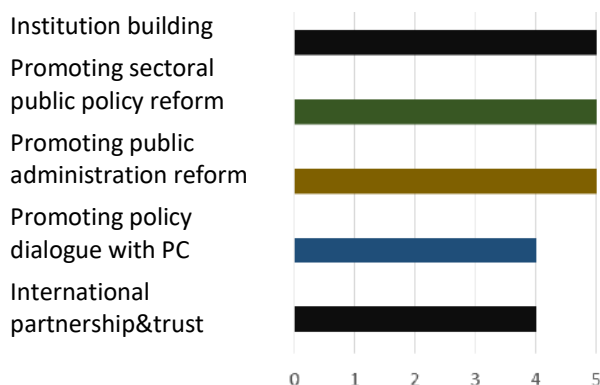
Other key features

Policy dialogue/bilateral relations: The exchange of expertise is a key element in the bilateral relations between public institutions and partner countries. Even in the absence of a specific regulation this practice is broadly supported and encouraged.

Needs assessments: Each public institution involved in PSE initiatives elaborates an individual analysis taking into consideration existent protocols and agreements signed with the peer administration.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) –5 (maximum)]



Priority sectors for PSE

Public sector policy/administration
Civil society
Anti-corruption



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Romania procedures to mobilize PSE are considered **complex** [Scale of 1 (easy) – 5 (complex)] in spite of broad support and encouragement for the exchange of public sector expertise.



The regulatory body

- Could benefit from further improvements
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

No specific legal basis for P2P/PSE within development cooperation (Law 213/2016 on International Development Cooperation and Humanitarian Assistance), but exchange of expertise from the public sector is governed by:

- *Internal regulations of public institutions.*
- *Sectoral agreement with partner countries, invitations and protocols*

The operational structure is characterized by

- No formal operational framework/coordinating body. This does not prevent the use of PSE:
The exchange of expertise is a key element of the bilateral relations that public institutions have with partner countries.

The deployment of the expert

- Has no formal limits to time/fees reported by EU MS
- Depends on internal regulations/agreements signed by sending institution

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that are (a) based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type intervention.

Romania mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- Policy advice
- Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- Fact-finding missions
- Networks of knowledge sharing

Case study: Mobility Fund for Experts in International Development Cooperation and Humanitarian Assistance Missions

The Mobility Fund is a financial instrument that facilitates the rapid transfer of Romanian experts and expertise with the purpose of meeting the needs of partner countries for development cooperation in sectors where Romania can bring added value.

For example, in 2018 and 2019 the visits and trainings within the framework of the Mobility Fund focused on sectors such as: energy, anti-corruption, city infrastructure and local development, use of European funds, emergency situations services and the importance of new technologies. In this context, training missions were organized with the Ministry of Internal Affairs (Department for Emergency Situations), Ministry of Foreign Affairs and Romanian Diplomatic Institute and the Competition Council of Romania. Activities were carried out to the benefit of countries such as: Republic of Moldova, Georgia, Zambia, Tanzania, Egypt, Montenegro, Tunisia and others.



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SLOVAKIA



Definition

Demand-driven expertise based on expert's knowledge and recommendations from successful public sector reforms in areas where Slovakia has added value vis-à-vis other donors. PSE is meant to help developing countries to meet the SDGs and make efficient use of EU programmes.

Main actors involved

- Civil servants
- Public institutions (national level; local and regional authorities)
- In justified cases, non-governmental organizations, the academic community and the private sector

Types of countries prioritized

- Low-Income Countries
- Middle-Income Countries
- Particular focus on Moldova and Georgia; partner countries from the Western Balkans (Albania, Bosnia and Herzegovina, Montenegro, Macedonia, Serbia) and the Eastern Partnership (Belarus, Georgia, Moldova, Ukraine)

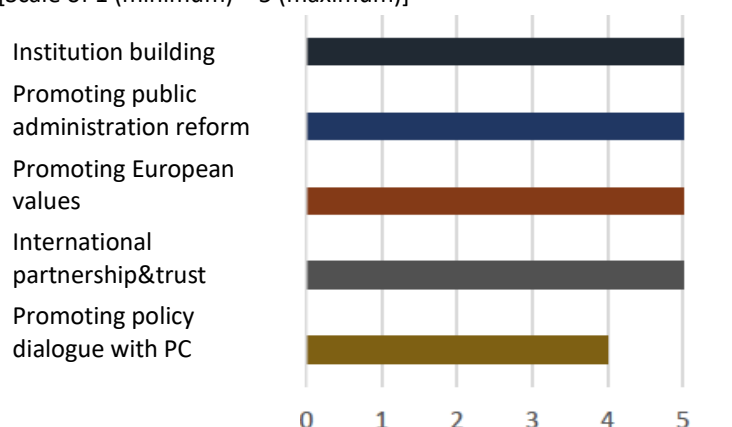
Other key features

Broad range of experts: The “Sharing Slovak Expertise” (SSE) - formerly the Center for Experience Transfer from Integration and Reforms (CETIR) Programme, established in 2011 – is a tool of official development cooperation launched in January 2019 to create partnerships with experts across government, public administration, local government, and the non-governmental, academic and private sectors. Hence, the Ministry of Foreign and European Affairs and the Slovak Agency for International Development Cooperation (SAIDC) put a particular emphasis on the coordination with relevant experts.

Implementation: SAIDC implements through its SSE Contact Point. Slovak embassies initiate and submit proposals for activities to the SSE Contact Point at SAIDC, based on requests from institutions in partner countries. A Steering Committee manages the tool, in accordance with an approved strategy, budget and activity proposals.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



Practitioners' Network
for European Development Cooperation

#TEAMEUROPE

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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Slovakia procedures to mobilize PSE are considered **rather complex**:
[Scale of 1 (easy) – 5 (complex)]; Slovakia reports a fragmented system for the mobilization of PSE across different ministries, many of whom have their own separate programmes.



The regulatory body

- Provides an appropriate basis for P2P cooperation
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

- Act No. 55/2017 on Civil Service;
- Act No. 392/2015 Coll. on Development Cooperation and on Amendments and Supplements to Certain Laws (as amended by Act No. 281/2019);
- Act No. 283/2002 on Travel Expenses Reimbursement.

The operational structure is characterized by

- The existence of a coordinating body:
Ministry of Foreign and European Affairs is the coordinating body. Mobilization is fragmented across line ministries and not all report to or coordinate with the Slovak Agency for International Development Cooperation.

The deployment of the expert is

- Limited in time (2 days to 4 weeks)
- Limited in fees/indemnities (for experts seconded to partner country)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Slovakia mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- Internships
- ✓ Study visits
- ✓ Fact-finding missions
- Networks of knowledge sharing

Case study: Effective Water Management Projects in Bosnia and Herzegovina (BiH)

This PSE experience took place between 2016 to 2018 where experts from SlovakAid and the Network of Institutes and Schools of Public Administration in Central and Eastern Europe (NISPAcee) met regularly with experts from BiH to share data collection and analysis on the water management situation in the country.

Two working trips of Slovak experts to BiH allowed for consultation with local experts, civil servants, project designers and managers of wastewater treatment plants. Site visits were made to existing wastewater treatment plants and constructions under progress. In addition, Slovak experts gave a 3-day training and prepared several manuals in English and Bosnian.



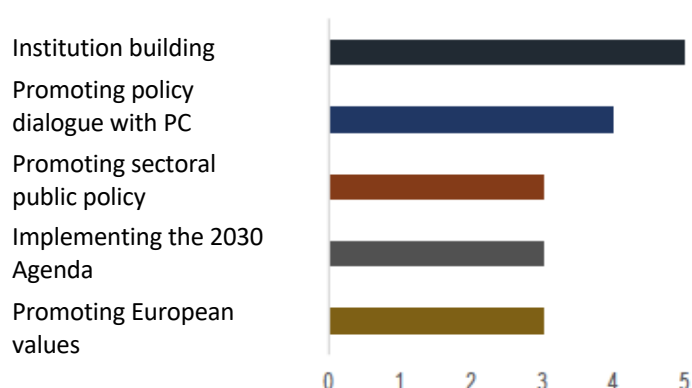
SLOVENIA



Definition	PSE is a form of "bilateral technical assistance" among the different types and modes of bilateral development cooperation as per the OECD-DAC.
Main actors involved	<ul style="list-style-type: none"> Public institutions at national and subnational levels Civil servants Consultants supporting PSE
Types of countries prioritized	<ul style="list-style-type: none"> Middle-Income Countries Particular focus on the Western Balkans and European Neighbourhood
Other key features	<p>An updated legal framework conducive to PSE: The International Development Cooperation and Humanitarian Aid of the Republic of Slovenia Act of June 2006 was updated in 2018 (Official Gazette, nr. 30/18) in order to streamline Slovenian cooperation with the post-2015 development agenda. The 2018 Act defines the key principles of Slovenian development cooperation, including implementing partners involved in PSE activities.</p> <p>Use of public foundations to broaden PSE: Through the Centre for European Perspective (CEP) and the Center of Excellence in Finance (CEF), Slovenia can effectively address the needs of partner countries in the Western Balkans and encourage the involvement of a range of experts from the state administration and the wider public sector, as well as experts from abroad, the private sector, academia and NGOs.</p>

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE



Practitioners' Network
for European Development Cooperation

#TEAMEUROPE

2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

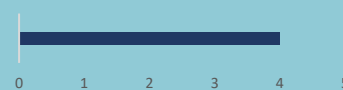
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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Slovenia, procedures to mobilize PSE are considered **complex**:

[Scale of 1 (easy) – 5 (complex)]; Despite recent improvements in 2018, the legal basis still causes administrative burden for the mobilization of PSE.



The regulatory body

- Provides an appropriate basis for P2P cooperation
- Should provide sufficient incentives to mobilize PSE

Most relevant laws/acts are:

- *International Development Cooperation and Humanitarian Aid of the Republic of Slovenia Act (Official Gazette, nr. 30/18);*
- *Decree on the implementation of the International Development Cooperation and Humanitarian Aid of the Republic of Slovenia (Official Gazette, nr. 74/18).*

The operational structure is characterized by

- The existence of a coordinating and a mandated body:

Ministry of Foreign Affairs - (national coordinator of development Cooperation and humanitarian aid) and line ministries. The Center for European Perspective operates like a mandated body but has no exclusive responsibility for PSE.

The deployment of the expert is

- Limited in time (maximum of 30 working days in a calendar year; in exceptional cases longer)
- Limited in fees/indemnities (daily allowance only for performed man/days in the PC; No fees for days worked in Slovenia (e.g. Study visits) unless Slovenian experts are engaged by eligible providers of development cooperation)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Slovenia mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- ✓ Fact-finding missions
- ✓ Networks of knowledge sharing

Case study: Legal consulting to defence institutions in Kosovo

Through a secondment of a civilian functional expert in 2019, Slovenia extends legal consulting to the Ministry of Defence and the Kosovo Security Force at legal, strategic, operational and tactical levels. This involves liaising and cooperating with representatives from the Kosovan defence forces and NATO as appropriate, for the preparation and implementation of the annual work program in the legal field. It also includes managing, coordinating and supervising all activities related to legal matters, preparation of analysis, assessments and reports in accordance with NATO requirements.

The sharing of knowledge focuses particularly on international law, the respect of human rights principles, the appropriate representation of all ethnic groups in Kosovo, and the implementation of UN Security Council Resolutions No. 1325 (Women, Peace and Security), 1612 (Children and armed conflict) and other related resolutions.



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2020 Study on EU and its Member States (MS) mobilizing Public Sector Expertise (PSE) for Development

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Public Sector Expertise for Development Cooperation in



SPAIN



Definition

Provision of knowledge, training and research through national public sector institutions (including governmental – both at national and subnational level-, judicial and legislative institutions) and their staff in policy dialogues and projects of international cooperation in the framework of the 2030 Agenda and the SDGs.

Main actors involved

- Public institutions (national level and subnational authorities)
- Civil servants
- Private companies/consultants supporting PSE

Types of countries prioritized

- Fragile states
- Low-Income Countries
- Middle-Income Countries
- High-Income Countries

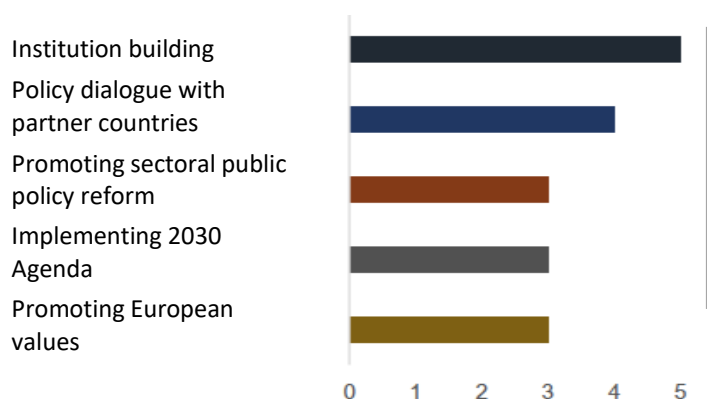
Other key features

Policy dialogue for better results: Trust-based dialogue leads to better assessment of needs and expected results. Spain uses the reinforced dialogue mechanism "*Mesa de diálogo país*" in many Latin American countries to build PSE around the priorities of the partner country. This leads to a joint commitment from stakeholders towards common goals. At planning level, Spain places policy dialogues into a broader framework through the Country Partnership Frameworks jointly signed with partner countries.

Knowledge management for PSE: Since 2019, the "*Programme for Transparency, Communication & Knowledge Management of the Spanish Cooperation System*" provides Spanish institutions involved in PSE with methods and tools to evaluate and integrate lessons learned in future development cooperation actions, including PSE.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]



Priority sectors for PSE

Social policies and rights (Health, Human Rights, Employment, Education)



Governance & public administration reform



Security and fight against transnational organized crime



Gender equality



Climate change, green economy and fair transition



Public finance management and infrastructure management



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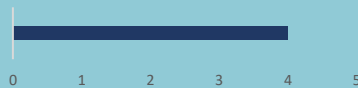
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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

In Spain, procedures to mobilize PSE are considered **complex**:

[Scale of 1 (easy) – 5 (complex)]; Some of the reasons why mobilization is complex in Spain are a) The need for active engagement of administrations; b) Limited coordination and access to PSE from decentralized administrations; and c) Lack of career incentives linked to the participation of civil servants in development actions.



The regulatory body

- Does not provide an appropriate basis for P2P cooperation
- Should provide sufficient incentives to mobilize PSE

Most relevant laws/acts are:

- Law 23/1998, of 7 July, on International Development Cooperation;
- Royal Decree 462/2002 for remuneration of service provision (by civil servants);
- Public sector legal regime (2015);
- Regulation of compensations for service reasons (2002);
- Public Sector Contracting Law (2018).

The operational structure is characterized by

- The existence of a mandated body

The Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP) is the Spanish public international cooperation entity mandated for the promotion and management of the mobilization of PSE from Spanish institutions in development cooperation actions.

The deployment of the expert is

- Not limited in time for long-term secondment; limited in time for short-term assignment.
- Limited in fees annually for short-term assignments. No regulatory limit in fees for long-term assignments

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Spain mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings
- ✓ Internships
- ✓ Study visits
- ✓ Fact-finding missions
- ✓ Networks of knowledge sharing
- ✓ Administrative partnership between institutions
- ✓ Policy dialogues

Case study: “INTERCOONECTA”, the Spanish Cooperation Plan for the Transfer, Exchange and Management of Knowledge for Development in Latin America and the Caribbean

INTERCOONECTA aims to generate knowledge partnerships for development through learning and collaboration between public sector professionals in Latin America and the Caribbean. PSE is carried out through the Network of Spanish Cooperation Training Centers in the region. The Spanish Agency for International Development Cooperation (AECID) in collaboration with Spanish public institutions provide **Specialized technical training and capacity-building** for public servants through a specific call in which the institutions formulate training programs in the form of seminars, workshops, meetings, etc.

The programmes are developed in the Training Centers either face-to-face or in a Virtual Classroom. INTERCOONECTA also offers: **Knowledge for Development Projects** for the effective application of knowledge in partner countries; **Communities of Experts and Institutional Networks** that support knowledge exchange on specific topics; and **Actions to support knowledge management** to contribute to AECID's regional objectives in Latin America and the Caribbean. INTERCOONECTA has an initial budget of 14 MEUR for the period 2017-2021.



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Public Sector Expertise for Development Cooperation in



SWEDEN



Definition

No standard definition. Knowledge and experience sharing carried out by public institutions aimed at strengthening partner countries' rule of law as well as their capacity development to achieve democratic development. PSE is based on the following democratic principles: openness, inclusiveness, transparency and participation.

Main actors involved

- Public institutions (Swedish public agencies)
- Civil servants

Types of countries prioritized

- Fragile states
- Low-Income Countries
- Middle-Income Countries
- Transitional economies

Other key features

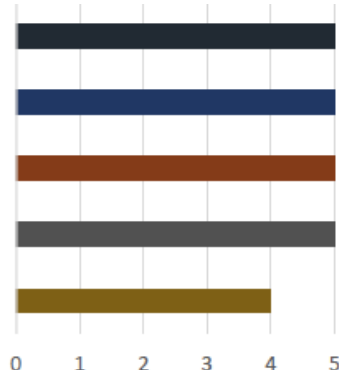
Potential to grow: There is appetite from many Swedish public agencies to participate in PSE actions and develop their own role in the framework of Sweden's development cooperation policy. At least two factors prevent them from meeting their ambition: clearer instructions from the Swedish Government to define their mandate and ear-marked funds to cover the costs of their experts' participation in PSE actions.

Approach based on building partnerships: Sweden promotes wider programmes where a Swedish agency is one of several actors involved, thus aligning PSE actions with the principles of SDG 17. Seen as an advantage for Sweden's PSE system, this often takes the form of International Training Programs at regional or global levels.

Top 5 added value of PSE in thematic areas and its importance

[Scale of 1 (minimum) – 5 (maximum)]

Institution building
Promoting public administration reform
Promoting European values
International partnership&trust
Promoting policy dialogue with PC



Priority sectors for PSE

Employment
Health
Rule of Law
Food security and agriculture
Disaster risk reduction and climate change
Water and sanitation



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Legal and operational framework

Adequate regulatory and operational frameworks are essential to ensure the deployment of PSE. Additional important factors are political backing for the sending institutions, coordination structures and the right incentives for public experts.

Swedish public agencies can participate in international development cooperation provided they have a mandate to do so. They must follow the objectives set out in the bilateral, regional and thematic strategies for development cooperation and humanitarian assistance, approved by the Government.

In Sweden, procedures to mobilize PSE are considered **rather complex**:

[Scale of 1 (easy) – 5 (complex)]; The legal basis is not sufficient to encourage public agencies, which sometimes do not prioritize development cooperation. Lack of capacity to carry out sound context analysis, and lengthy and sometimes difficult processes before being able to get the necessary funding are other factors that hinder mobilization of PSE in Sweden.



The regulatory body

- Could benefit from further improvement to promote P2P cooperation
- Should provide further incentives to mobilize PSE

Most relevant laws/acts are:

- *Public agencies' mandate in their instruction from government/ or in the appropriation directions;*
- *Bilateral, regional and thematic Strategies for development cooperation;*
- *The Administrative Procedure Act for civil servants (1986)*

The operational structure is characterized by

- The existence of a coordinating body

The Swedish International Development Cooperation Agency (Sida) is in charge of coordination and funding of agencies participating in P2P

The deployment of the expert is

- Not formally limited in time
- Limited in fees/indemnities (must only be paid to the sending public agency)

PSE modalities and delivery tools

Long-term structural partnerships and a high-quality matching process are crucial to ensure PSE initiatives achieve sustainable results. EU MS use implementation modalities that (a) are based exclusively on PSE (e.g. long and short-term secondments) or (b) include PSE as one or the main component in project-type interventions.

Sweden mainly uses

- ✓ Secondments
- ✓ Project-type interventions

Delivered in the form of

- ✓ Policy advice
- ✓ Consultancies
- ✓ Workshops/seminars
- ✓ Trainings/International Training Programmes
- Internships
- ✓ Study visits
- ✓ Fact-finding missions
- Networks of knowledge sharing

Case study: "Advanced International Training Programme: Productive Employment and Decent Work for Sustainable Development" (March-November 2020)

Sida and Arbetsförmedlingen – the Swedish Public Employment Service – organise this International Training Programme to facilitate mutual learning and peer to peer exchange on productive labour market development and social dialogue to partner countries. Arbetsförmedlingen is the institution mandated by Sida to execute the programme, which aims to strengthen the capacity of decision makers and other stakeholders from Africa and Asia in the field of labour market policy and social dialogue.

Countries invited to participate are Kenya, Mozambique, Rwanda, Uganda, Bangladesh and Cambodia. The participants are senior staff from ministries, government agencies, trade unions/federations, employers' organisations/federations, NGOs and enterprises that are encouraged to convene, disseminate and test new knowledge and practices acquired. Swedish experts and peers share their experience through seminars and lectures, workshops, study visits and group discussions.



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