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**Twinning as a Method for
Institutional
Development: A Desk
Review**

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ACRONYMS

CBI	Capacity Building Institution
CEMR	Council of European Municipalities and Regions
EC	European Community
EU	European Union
GEF	Global Environment Facility
HNP	Health, Nutrition and Population Program
ICR	Implementation Completion Report
IDF	Institutional Development Fund
IFRLFM	Intergovernmental Fiscal Relations and Local Financial Management
LICUS	Low-Income Countries Under Stress
NGO	Non Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
OECD	Organisation for Economic Co-operation for Development
OED	Operations Evaluation Department
PAD	Project Appraisal Document
PSR	Project Status Report
PREM	Poverty Reduction and Economic Management Network
SAR	Staff Appraisal Report
SDI	Service Delivery Institution
SIDA	Swedish International Development Co-operation Agency
SITRC	Sectoral and IT Resource Center
TA	Technical Assistance
UN	United Nations
UNDP	United Nations Development Programme
UTO	United Town Organizations
WBI	World Bank Institute
WBIEG	World Bank Institute Evaluation Group
WBIST	World Bank Institute Sector and Thematic Programs

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EXECUTIVE SUMMARY

Institutional development is a key element in assessing overall development effectiveness. While there is evidence of positive impact of World Bank projects on client countries, it has been difficult, as yet, to determine how they affect institutional development in particular. Twinning is an instrument for building institutional capacity that has been used by many international development aid organizations, including the World Bank, particularly by the World Bank Institute (WBI), which identifies twinning as an important business strategy at the local level in its client countries.

This paper first presents a brief history of twinning, which started in the form of “town twinning” (or municipal twinning) after World War II, and has become an innovative means for building and strengthening institutional capacity in the past few decades. The paper then attempts to identify basic concepts and manifestations of twinning, its key advantages and disadvantages, and conclusions about the method drawn from various aid organizations through available and relevant documentation.

The information herein was collected primarily through the research services available from the Joint Library and Sectoral and IT Resource Center (SITRC) of the World Bank. A Web research was also conducted on specific Bank projects that had a twinning component, and on reports on twinning by outside aid organizations.

Definitions and Practices

Twinning is perceived and practiced by aid organizations in a variety of ways. The World Bank, for example, defines twinning as a “process that pairs an organizational entity in a developing country with a similar but more mature entity in another country,” and recognizes the method as one of its four primary technical assistance delivery modes, along with long-term advisors, short-term advisors, and training. The Bank uses twinning to transfer relevant operational knowledge between two organizations similar in function and structure. The European Community (EC) has employed numerous twinning projects since 1998 to facilitate the accession process for countries that wish to join the European Union (EU). Twinning takes the form of the secondment of EU experts for over a year, with a combination of other arrangements such as short-term missions, training, and specific technical services (computer and translation).

Main Features and Issues of Twinning

Distinctive features of twinning arrangements are that they: (a) are an institution-to-institution relationship, based on partnership between two organizations; (b) achieve sustainable organizational capacity building; (c) are based on long-term cooperation that continues after project completion; (d) are highly flexible and can change according to need; (e) use various modes of activity to ensure sustainability; and (f) carry a notion of learning. Key issues to consider when twinning is employed are: (a) the selection of

appropriate partners; and (b) the design of the arrangement and relationship. Twinning is more likely to be successful when the following elements exist: (a) commitment of the parties; (b) a high level of competence and flexibility on behalf of the supplier; (c) feasibility of designated tasks; (d) periodic follow-ups after project completion; and (e) positive work relationships.

Advantages and Disadvantages

Major advantages of twinning are that it combines training with technical assistance; offers flexible work plans and long-term cooperation; encourages immediate acceptance of the supplier by the recipient; spreads positive impact extensively throughout the recipient institution; and offers positive psychological effects to both parties. Major disadvantages include the potential of conflict between twins; lack of incentive; high costs; and the potential for being a less favorable method when the problems pertain to the the country's governing administration.

Lessons Learned

The extent of the Bank's use of twinning may not be known exactly, but most of the projects documented and reviewed were highly successful. The online Project Document search identified 17 Bank-funded projects from 1990 through 2004 that employed twinning. Six of the seven completed projects were reported successful, and the ongoing projects are very positive about twinning. Factors that contributed to successful twinning include staff commitment, particularly at the senior management level; clear expectations and realistic and flexible work plans; and close and candid progress reports. Factors that contributed to unsuccessful cases include the recipient party's inability to select English-speaking staff and a lack of thorough pre-project country analysis.

Overall, twinning has been widely accepted and regarded as a useful and effective method of sustainable institutional development by outside aid organizations, but is more effective at the operational than the institutional level. The Swedish International Development Co-operation Agency (SIDA) and the Norwegian Agency for Development Co-operation (NORAD) have had numerous positive twinning experiences. Results show, however, that the impact of twinning is often more evident at the operational level (e.g. improving technology or technical skills) and less evident at the institutional level. Both organizations conclude that successful twinning is influenced by the following: the amount of effort cooperating parties put into defining such key concepts as institutional development and sustainability, and the degree to which these concepts are operationalized; the degree to which management is involved during project formulation; and the quality of pre-project analysis on the recipient partner's institutional and governance background.

Implications for WBI

WBI has a history of building institutional capacity. It has established solid partnerships with a number of partner institutions worldwide, some of which have produced highly positive results. As WBI continues to improve its tools for institutional development, the

use of twinning should be further explored and refined. Currently, several different forms of relationships exist, such as institution-to-institution, program-to-program, and program-to-network. WBI needs to identify its goals of institutional development and determine which form(s) of relationships will maximize results.

1. TWINNING FOR DEVELOPMENT

1.1 Institutional development is central for development effectiveness. While World Bank projects have been found to provide many benefits for client countries, their effects on institutional development have been modest. A 1998 report by the Operations Evaluation Department (OED) described the Bank's impact on institutional development as "improving but still weak."¹ In 2002, OED reported that the Bank's performance in relation to institutional development showed only a "marginal increase."²

1.2 One noticeable exception to this pattern is for projects that include twinning. Twinning has been used as an instrument for building institutional capacity by many international development assistance organizations, including the World Bank. The World Bank describes twinning as a "process that pairs an organizational entity in a developing country with a similar but more mature entity in another country."³ It is one of several modes through which the Bank funds technical assistance projects, along with long-term and short-term advisors, formal and informal training, and equipment and supplies.⁴

1.3 Twinning arrangements have also been highlighted in the Bank's strategic approach to low-income countries under stress (LICUS). LICUS are characterized as having weak institutions with poor governance in which traditional aid programs have neither been used effectively nor have produced desired results. A Task Force report underscores twinning as a key element in Bank support of LICUS, particularly in terms of developing independent economic and social policy think tanks, government civil service training institutes, central banks, and women's groups for delivering social services to the poor.⁵

1.4 At the World Bank Institute (WBI), twinning has been identified as an important business strategy for building strong local institutional capacity in its client countries, including LICUS, as it shifts gear toward a more country-focused approach. Under the Institute's Sector and Thematic Programs (WBIST), two types of capacity enhancement business models were initiated in FY04: service delivery institutions (SDI) and capacity building institutions (CBI).⁶ The CBI model specifically aims for twinning arrangements between a select group of local institutions and WBI, and several pilot twinning programs are planned for FY04.

1.5 The term "twinning" was introduced to WBI fairly recently. The main purpose of this paper, therefore, is to identify the basic concepts and uses of twinning, as well as its

¹ OED, "1998 Annual Review of Development Effectiveness," 1999.

² OED, "2002 Annual Review of Development Effectiveness," 2002.

³ The World Bank *Handbook on Technical Assistance*, 1993.

⁴ OED, "Technical Assistance," *Lessons and Practices*, No. 7, 1996

⁵ The World Bank, "World Bank Group Work in Low-Income Countries Under Stress: A Task Force Report," 2002.

⁶ Based on a concept note prepared by WBIST, October 2003.

advantages and disadvantages as a method for institutional development, and to provide WBI with information that can be used to help assess and improve the quality of its programs. Based on a desk review of various studies and reports that are available both from inside and outside the World Bank, the paper presents a brief history of twinning, how it is defined in the context of institutional capacity building, and how it is practiced in various aid organizations, including the World Bank. The paper then discusses results and lessons learned from existing twinning arrangements employed by various aid organizations and identifies the fundamental goals of twinning and the approaches to achieving those goals. Bank-funded projects that have used twinning in their project design are reviewed, and factors for successful and unsuccessful arrangements are identified. The major advantages and disadvantages of twinning are also addressed using various studies conducted by other aid organizations. Finally, the application of fundamental twinning elements in WBI's twinning programs is briefly discussed.

A BRIEF HISTORY OF TWINNING⁷

1.6 The practice of twinning started in the form of “town twinning” (or municipal twinning) during the 1950s in Europe.⁸ To protect Europe from another devastating war and promote general peace and unity among all European countries, various regional organizations were established after World War II to bring populations from different municipalities together through various cultural exchanges and friendship events. These organizations have fostered strong local businesses and economic and social relationships between European municipalities over the years. One of the largest regional organizations, the Council of European Municipalities and Regions (CEMR), for example, brings together more than 100,000 local and regional authorities through 40 national associations in 29 countries in Europe today.⁹

1.7 The United Towns Organizations (UTO), a European organization similar to CEMR also born in the mid 1950s, primarily operates on a North to South basis, as seen in the case of France's assistance to newly independent Francophone-African countries. Stressing the importance of providing social and educational assistance to its member municipalities, the Organization lobbied for “cooperation twinning” at the United Nations, which led to the creation of a UN resolution in 1971 on twinning between cities in industrial countries and developing countries as a means of international cooperation. Today UTO consists of 2,000 municipalities in 80 countries.

1.8 Twinning has been adopted in many sectors.¹⁰ A common application is school-to-school twinning. Schools are twinned to share financial resources to promote school improvement as an alternative to school consolidation, enhance educational opportunities

⁷ Much of this section relied on information from “*An Introduction to Decentralized Cooperation: Definitions, Origins, and Conceptual Mapping*,” (2003) by Pierre Hafteck.

⁸ Similar practices of town-twinning later began in the United States during the 1960s through organizations such as Sister Cities International.

⁹ The information is available on the CEMR website (http://www.ccre.org/docs/jumelages/jume1_en.htm).

¹⁰ Examples include twinning between universities (Lewis and Pratt, 1996), and NGOs (EC).

for students and staff collegiality, and to disseminate good practice in educational development.¹¹

1.9 The use of twinning for international development began a few decades ago. Traditionally, much of the international aid programs have been geared towards highly specific areas of development such as infrastructure and agriculture. During the 1980s, however, international development organizations began to focus on larger and more complex issues of development at the institutional level, such as poverty, governance, and environment. Consequentially, aid organizations began to pay more attention to the functionality of their client governments and focused their aid programs on building and strengthening institutional capacity.¹²

1.10 At the same time, the rationale for technical assistance began to shift from traditional substitution (or gap-filling) technical assistance to technical assistance that would emphasize and foster flexibility, learning, and independence (World Bank 1993).¹³ The World Bank, like many OECD countries, has adopted these new aid philosophies. The Bank continues to rely on substitution technical assistance, however, in areas where capacity building is not the key objective of projects (World Bank 1993, Berg 1993). “What works and does not work” in terms of the Bank’s technical assistance has been assessed extensively.¹⁴

1.11 As aid organizations continue to search for better ways of delivering their assistance, institutional twinning has gained considerable attention as an innovative instrument for building institutional capacity (Jones and Blunt 1999). With the use of twinning, the emphasis of technical assistance has moved from individuals in selected areas to the institutions within which the individuals operate.

METHOD AND SCOPE OF THE REVIEW

1.12 Through the research services available from the Joint Library and Sectoral and IT Resource Center (SITRC) of the World Bank, as well as a Web search and direct contact with the Bank’s Operations Evaluation Department (OED), the author collected numerous studies and reports on the subject of twinning as a method for institutional development.

¹¹ There are many studies available on school twinning. See, for example, two reports by Rees (1996); and Saunders and Hamilton (1999) on twinning for staff development in higher education.

¹² The Bank’s new approach to institutional building and public sector reform began in the late 1990s, focusing on addressing reforms in the institutional and governance context, and assessing the role of state and other relevant institutions that determine incentives, such as policy-makers and service providers (PREM 2001).

¹³ Substitution (or gap-filling) technical assistance refers to advisory, implementation, and supervision capacities that a country obtains from abroad to supplement local capacities (World Bank 1993).

¹⁴ For example, some of the reasons for the Bank’s historically poor performance of technical assistance for institutional development are explained as a blueprint approach to project design and implementation; quick turnover of key project staff; and incompatibility between ensuring project efficiency and achieving institutional goals (Buyck 1991). Key elements of successful technical assistance operations include: complementarity with the Country Assistance Strategy; efforts in understanding the client’s demand for reform, governance context, and management capacity, through advance analyses; client ownership and participation in project preparation; medium- to long-term process oriented approaches; attentive supervision by experienced staff; and adequate Bank staff skills and incentives (PREM 2001).

The present paper was written based on a desk review of these studies (see the Annex for a list of reviewed studies and reports).

1.13 To understand the basic concept and design of twinning, a substantial amount of information was drawn from several key World Bank documents, including the Working Papers “*The Twinning of Institutions: Its Use as a Technical Assistance Delivery System*” (Cooper 1984) and “*The Bank’s Use of Technical Assistance for Institutional Development*” (Buyck 1991), as well as the *World Bank Operational Manuals*, the “*Handbook on Technical Assistance*” by the Operations Policy Department, and various reports on technical assistance by Operations Evaluation Department (OED). The Poverty Reduction and Economic Management (PREM) Network undertook a review of its technical assistance projects in “*Technical Assistance in the PREM Portfolio: Stocktaking and Lessons Learned*” (2001), and was also used to understand the general trend of the Bank’s technical assistance operation.

1.14 Both the context and magnitude of the Bank’s actual twinning practices are difficult to gauge, since there is no central mechanism that systematically documents these aspect of the Bank’s technical assistance projects.¹⁵ An assessment of the extent to which the Bank uses twinning in delivering technical assistance is, therefore, limited to the results obtained by a desk review of various Bank project documents, which are available on the Bank’s online document recoding system, the *ImageBank*.¹⁶ The *ImageBank* classifies Bank documents largely in three groups: Analytical and Advisory Work, Publication and Research, and Project Documents. A search was conducted in the Project Documents category, which has 30 subcategories. The present paper is based on a review of 17 documents/reports found within the Project Document category, for the report period of 1990 to the present, which had a reference on twinning. They include seven Implementation Completion Reports, four Project Appraisal Documents, five Staff Appraisal Reports, and one GEF (Global Environment Facility) Project Document.

1.15 In addition to the information obtained from the World Bank’s *ImageBank*, a literature review was conducted to obtain information on the twinning experiences of aid institutions other than the World Bank. Several studies and reports on twinning programs conducted by the European Community (EC), the Swedish International Development Co-operation (SIDA), and the Norwegian Agency for Development Co-operation (NORAD) were reviewed.

¹⁵ Pointing to this difficulty, Buyck (1991), for example, used several approaches to obtain twinning information within the Bank, including interviews with Bank Operational staff, and reviews of project appraisal documents, project files, and Bank and non-Bank technical papers, for her assessment of the Bank’s use of twinning.

¹⁶ The *ImageBank* is an online collection of more than 40,000 World Bank operational documents, publications, and working papers.

2. DEFINITIONS AND PRACTICES OF TWINNING

2.1 Twinning is defined and/or explained, and practiced by international aid organizations in a variety of ways. Examples from three organizations---the World Bank, the European Community (EC), and the Swedish International Development Cooperation Agency (SIDA)---are described below.

THE WORLD BANK^{17,18,19}

2.2 The World Bank defines twinning as a “process that pairs an organizational entity in a developing country with a similar but more mature entity in another country” (The World Bank Handbook on Technical Assistance, 1993).²⁰ It represents the establishment of an institutional relationship between an organization seeking assistance (the recipient) and an organization providing such assistance (the supplier).

2.3 The main purpose of twinning is the transfer of relevant operational knowledge, including managerial, financial, and technical skills and systems, between two institutions as similar in function and structure as possible. Twinning is designed to facilitate the process through which the recipient organization improves its organizational efficiency and effectiveness by providing the recipient organization with an opportunity to learn through concrete examples and practical applications provided directly by its more experienced “twin” organization (rather than studying reports).²¹

2.4 The World Bank recognizes twinning as one of four delivery modes for technical assistance, and is defined as the “transfer, adaptation, mobilization, and utilization of services, skills, knowledge, technology, and engineering to build national capacity on a sustainable basis.”²² The four delivery modes are shown below (Box 1).

¹⁷ The World Bank *Handbook on Technical Assistance*, 1993.

¹⁸ Buyck, B., “*The Bank’s Use of Technical Assistance for Institutional Development*,” The World Bank Working Paper, No. 578, 1991

¹⁹ Cooper, L., “*The Twinning of Institutions*,” World Bank Technical Paper Number 32, 1984.

²⁰ Twinning is also defined by Cooper (1984) as a “professional relationship between an operating entity in a developing country and a similar but more mature organization in another part of the world.”

²¹ A similar purpose of twinning is given by the United Nations Development Programme (UNDP), which states that twinning is “to enable the assisted institution to gain access on a systematic and continuing basis to know-how accumulated in the other institution and, ideally, to develop a more permanent partnership from which both institutions will profit for an extended period of time” (Berg 1993).

²² *World Bank Operational Manual: OP 8.40, 1994.*

Box 1. A List of Delivery Modes of Technical Assistance at the World Bank

(a) *Long-term advisors* (recruited individually or through a consulting firm) who assist in creating and enhancing skills while performing specific functions (“counterpart training”), and provide professional backstopping for local personnel who do not have the experience they need. The borrower should explicitly commit to replacing long-term advisors with local candidates.

(b) *Short-term advisors* who perform specific tasks (e.g. studies on an ad hoc basis) or provide training that is readily available.

(c) *Twinning*, which creates a professional relationship between an entity in the country seeking technical assistance and a similar entity in another country. The latter must have been established for some time, have a full complement of technical and professional experts, and be willing to share its knowledge and experience.

(d) *Training*, which may be provided to developing country nationals in the Bank’s Economic Development Institute (EDI)²³ or local or foreign academic institutions or industrial establishments, or through participation in seminars, workshops, and study tours.

Source: World Bank Operational Manual, GP 8.40, 1994

2.5 Twinning is differentiated from other forms of technical assistance by its scope, the quality of services provided and the level of interaction (World Bank 1993, Buyck 1991):

- *Scope of services.* Twinning can provide a much broader range of technical services than other traditional forms of technical assistance. The supplier has a broad range of operational experiences and in-house resources that can be utilized when tackling problems.
- *Quality of services.* The supplier can provide quality and feasible recommendations and advice to the recipient, since its staff is more capable of trouble shooting and provide services for long periods of time, which helps them develop a deeper understanding of the constraints facing the recipient partner.

2.6 The extent to which the World Bank uses twinning arrangements in its projects has not been systematically documented, and is therefore not known, since the current central project system does not distinguish projects that involve a particular mode of technical assistance, such as a twinning arrangement, from those that do not involve such an arrangement.²⁴ One study suggested that the use of institutional twinning at the World Bank may have been rather limited: only eight percent of the projects approved in fiscal years 1987 and 1988 pursued twinning as a form of technical assistance.²⁵ Another source, on the other hand, indicated that the use of twinning may be a fairly common strategy for

²³ The current World Bank Institute.

²⁴ One of the findings by PREM on the Bank’s practice of technical assistance also noted that the documentation of performance in relation to knowledge transfer and training, as well as project status, is inadequate in the current Bank processes (PREM 2001).

²⁵ A study by E.J. Berg, “*Rethinking Technical Cooperation*,” UNDP, 1993, noted that eight of 135 approved Bank projects during the fiscal years were reported using twinning arrangements, and additional four projects were considering the use of such an arrangement. Another study by Buyck (1991) noted that twinning was pursued in at least 12 projects in Africa during the same time frame.

Bank projects, even though the term twinning may not have been used in the project documents.²⁶

2.7 Online research based on the Bank’s internal project document system indicate that there have been at least 17 Bank-funded projects, both complete and ongoing, since 1990 that used or have expressed the intension of using twinning arrangements.²⁷ Based on the dates of the project documents, the number of projects with a twinning practice varied from zero to five projects per year since 1990 to present. A list of the 17 projects identified by the search is provided in the Annex of this report (Annex Table 1). The 17 projects were delivered to 16 Bank client countries, and represent ten different sectors, including Banking/General Industry and Trade, Education, Electric Power and Other Energy, Environment/Urban Development, Finance, Law and Justice/Public Administration, Mining, Oil and Gas, Transportation, and Water, Sanitation and Food Protection (Table 1). This list may not be exhaustive and may not represent all Bank projects that used twinning during this period; it only reflects those projects whose official project documents have been available online.

Table 1. Bank-funded Projects with a Twinning Component by Sector, 1990-Present*

Sector	No. of Projects	Country
Banking / General Industry and Trade	1	Ukraine
Education	1	Malaysia
Electric Power and Other Energy	2	Uruguay / China
Environment / Urban Development	3	Mexico / Latvia (2)
Finance	3	Mongolia / Poland / Philippines
Law and Justice and Public Admin.	2	Mauritius / Albania
Mining	1	Guinea
Oil and Gas	1	Indonesia
Transportation	2	Kenya / Bangladesh
Water, Sanitation, and Flood Protection	1	Turkey
Total	17	

*Based on the 17 projects identified by the Bank’s online project document search.

THE EUROPEAN COMMUNITY (EC)^{28,29}

2.8 The twinning initiative of the European Commission (EC) began in 1998 to facilitate the accession process to the European Union (EU) for candidate countries. In order for the candidate countries to be fully capable of adopting and implementing the common entitlements and obligations binding all EU members, these countries must develop and strengthen their institutional and administrative capacity prior to joining the EU. EC has used twinning as a major tool of delivering its pre-accession assistance to the candidate countries for institutional building with the intention of establishing a modern, efficient administration in each of these countries.

²⁶ This was noted by a few senior-level staff of WBI at an internal discussion on twinning.

²⁷ Project documents that included the Implementation Completion Reports, Project Appraisal Documents, and Staff Appraisal Reports on the ImageBank, were reviewed for the document dates between 1990 and present.

²⁸ EC, “*Twinning in Action*,” 2001.

²⁹ EC Website, <http://europa.eu.int/comm/enlargement/pas/twinning>.

2.9 Twinning at EC is a process through which administrative and technical expertise is made available to candidate countries. It involves the secondment of EU experts (“pre-accession advisors”) to the candidate countries, for a minimum of one year, to work full time on a specific project in the corresponding ministry in the candidate country. In addition to dispatching long-term experts, twinning projects may include a combination of other arrangements, such as executing carefully-planned short-term missions, conducting training events, and providing specific services in areas such as translation and computer software, to ensure the targeted results.

2.10 Twinning projects are designed to establish strong institutional capacity so that candidate countries are ready to take on the obligations of EU membership. To this purpose, the projects have the following features:

- The goal of twinning is result-oriented. The projects are designed to deliver specific and guaranteed results.
- Twinning operates on a project basis. The parties agree in advance on a detailed work program, and the means to achieve it, and jointly implement the specific project.
- A needs assessment is performed by the EC and each candidate country to help match priorities identified by the EU with the needs of the candidate country. EU member states are invited to propose the methods for meeting the needs identified in a project.
- The projects are monitored by the EC throughout their duration. The focus of a project may be adjusted during its duration, according to need, with approval from the EC.

2.11 EC has designed a substantial number of twinning projects over the past few years, and the overall demand for such projects increases consistently every year. The continuation of twinning is considered to be essential for EU accession process efficiency. Fourteen EU member states have been involved in twinning initiatives since 1998, providing projects in 10 candidate countries.³⁰ Examples of EC twinning projects are shown below in Table 2.

Table 2. EC Twinning Projects per Sector

Sector	1998	1999	2000	Total
1. Agriculture & Fisheries	24	17	20	61
2. Environment	16	8	16	40
3. Structural Funds	15	1	25	41
4. Consensus & Social Policy	0	21	10	31
5. Public Finance & Internal Market	23	33	30	86
6. Justice & Home Affairs	25	22	26	73
7. Public Administration	0	4	2	6
8. Transport, Energy & Telecom	0	8	6	14
9. Others	0	11	8	19
Total	103	125	143	371

Source: EC, “Twinning in Action,” October 2001

³⁰The 14 member states involved in twinning projects are Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Netherlands, Portugal, Spain, Sweden, and United Kingdom. The ten candidate countries that have received twinning projects are Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovak Republic, and Slovenia.

THE SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY (SIDA)^{31,32,33}

2.12 SIDA launched its first twinning project in the early 1980s and has accumulated a significant amount of twinning experience over the past two decades. SIDA describes twinning as cooperation between two sister organizations---an organization in a developing country and its sister organization in Sweden--which share similar mandates and societal responsibilities. SIDA's twinning operatives are manifested through exchanges of staff, education and training, technical support, long-term placement of experts and supply of expertise in the form of short-term consultants.

2.13 SIDA's twinning projects are aimed at strengthening the capacity of recipient, particularly public sector organizations in its partner countries. SIDA's Division for Democratic Governance (DESA), for example, uses twinning in areas such as auditing, statistics, tax collection and police cooperation programs. The common objectives of twinning cooperation include:

- Improving professional skills.
- Introducing new methods and new techniques.
- Reorganizing work programs and simplifying public administration.

2.14 SIDA views twinning as a highly efficient method of development that enables its partner organizations to develop much more rapidly, and in a sustained manner, than they would unaided. Several key assumptions and characteristics of SIDA's twinning cooperation include the following:

- *Cooperation.* The general framework of the project is agreed upon by both SIDA and the partner country with the intention of honoring such key conditions of Swedish development aid as democracy and human rights.
- *Individual solutions.* The purpose of twinning is to help partner organizations develop on its own; not to copy Swedish solutions to problems.
- *Learning.* Twinning must make learning possible at both individual and organizational levels. The efficiency of twinning depends on the idea that that partner organizations learn from each other, for the mutual benefits of both parties, by conducting similar tasks and sharing experiences.
- *Multiple levels of cooperation.* Interactions between partner organizations must occur at different levels in hierarchy simultaneously in order for the cooperation to be sustainable.
- *Long-term partnerships.* Twinning should aim for a long-term cooperation. While SIDA's typical aid agreements run for a three-year period, a longer

³¹ SIDA, "Twinning: Cooperation between organizations in the public sector," www.SIDA.se/SIDA/articles/7600-7699/7647/F9185.pdf.

³² Jones, M.L. and P. Blunt (1999), "Twinning as a method of sustainable institutional capacity building," *Public Administration and Development*, Volume 19, 381-402, October 1999.

³³ Strömberg, T., "Description and Analysis of Twinning between Two Network Organizations," SIDA Working Paper No. 12, 2002.

cooperation period should be anticipated for a twinning cooperation, e.g. 7-10 years, until the desired results have been achieved.

3. AIMS, APPROACHES AND ADVANTAGES

3.1 What are the fundamental aims of twinning arrangements? What are the key approaches to project design and relationships between twin partners? What are the advantages and disadvantages of twinning? In this section, some of the key issues pertaining to twinning practices are presented, followed by a review of existing twinning projects from the Bank and other aid organizations.

FUNDAMENTAL AIMS OF TWINNING

3.2 While sustainable institutional capacity development is the common aim of twinning according to many aid organizations, including the World Bank, EC, and SIDA, the specific goals vary. World Bank documents, for example, clearly set forth that twinning is for *transferring* relevant operational knowledge and skills to the recipient organizations, as opposed to *developing* knowledge and skills:³⁴

- “‘Transfer’ of skills is to be distinguished from the ‘development’ of skills, in the sense that the primary reason for selecting twinning as a mode of technical assistance delivery is to bring to the recipient proven and successful ways of improving organizational efficiency and effectiveness through the selection of a supplier of similar structure (Buyck 1991).”
- “Twinning is about transferring directly relevant operational knowledge between two institutions. When recipient conditions are not sufficiently common to those of an identifiable supplier, an obvious need exists to develop institution-specific solutions. In such cases, individual advisors or consultant teams are likely to be more appropriate than twinning (World Bank 1993).”

3.3 In the cases of EC and SIDA, on the other hand, the emphasis of twinning seems to fall more towards *developing* recipient partners’ knowledge and skills. EC, for example, starts its twinning arrangements by conducting a careful needs assessment of EU candidate countries in order to prioritize areas of assistance. SIDA carefully reviews the recipient countries’ cultural, social and economic background in order to find the solutions that are most appropriate for the recipient partners. In both EC and SIDA, having the *flexibility* to make midcourse adjustments, if necessary, is key to a successful twinning project, since reciprocity (i.e. the process of two partners learning together) is valued. Twinning is highly synonymous with *learning* for both the EC and SIDA.

3.4 Many of the studies reviewed for this report suggest that, in theory, *learning* is a critical component of twinning. Cooper (1984) notes, for example, “*Implicit in the*

³⁴ The author acknowledges that the materials referred to here were written in the early 1990s, and that perhaps more recent definitions of twinning should be available in the Bank. Responses from the Operation Manual Queries were, however, that no updates or revisions have been made to the content of *Operations Manuals 8.40* or to the *Handbook of Technical Assistance*. The descriptions of twinning in these documents are still widely in use.

twinning concept is the possibility of fostering institution-to-institution cooperation and learning, which theoretically, can be a highly effective approach to the institutional development of the client.” Jones and Blunt (1999) note that activities such as formal, off-the-job training courses, in-house training courses, on-the-job training and study visits are typically used in a twinning arrangement to promote learning. Jones and Blunt caution, however, that these activities alone are unlikely to encourage learning at the organizational level. In their view, the primary goal of twinning is the *creation of a culture of learning* and must be explicitly defined at the project’s outset and fully committed to and disbursed by management.³⁵

3.5 Buyck (1991) categorizes twinning arrangements into three types of activity: consultancy services, management contracts, and joint ventures. She notes that in the case of the World Bank, the arrangements typically take the form of either consultancy services or management contracts. For the 17 Bank-funded projects identified earlier, the degree to which the conceptual framework of twinning arrangements are described in detail varies. On-the-job training, site visits and advisory services are the most prominent key activities; however, few of the reports explain how these activities might help the recipient twins to learn at the organizational level and eventually transform them into strong institutions.

3.6 Most of the Bank documents indicate that the targeted twinning cooperation was, or will be, provided by appropriate foreign entities selected as the suppliers, but the exact role of the Bank itself in twinning arrangements is not clearly defined. The Bank appears to play the role of intermediary broker, ensuring that recipient organizations find the right “matches” to twin with, and oversees the development of overall work. Overall, there seems to be less emphasis on learning at all levels in Bank project documents.³⁶

APPROACHES TO ACHIEVING GOALS

3.7 There are several key issues to consider when designing and implementing twinning arrangements, including the distinctive features of twinning arrangements, partner selection, ideal relationship between partners, and elements of success. The following sections attempt to list the components of each of these key issues, as outlined in various studies (Cooper 1984, Buyck 1991, Bank 1993, Askvik 1999, Jones and Blunt 1999, Proctor 2000, Olowu 2002, PREM 2001, SIDA Website).³⁷

³⁵ The quality of leadership is key to creating a culture of learning according to Jones and Blunt (1999). They add that, in order for learning to take place at the organizational level, management must encourage questions from staff at all levels, foster critical thinking throughout the organization, consistently identify learning opportunities and act on them, and predict the outcomes of such actions (p.387).

³⁶ The Bank’s revised guidelines on technical assistance provisions emphasize the use of participatory, interactive learning approaches, such as action-planning workshops that incorporate log-frame or similar tools (PREM 2001). While twinning is considered to be one of the Bank’s four modes of technical assistance, the extent to which this new guideline has been utilized in the realm of twinning is difficult to assess from the current document review.

³⁷ See each of the cited reports for more detailed descriptions of key design and implementation issues; some reports (Cooper 1984, Buyck 1991, and the Bank 1993) have sections specifically devoted to these issues.

Distinctive Features of Twinning

- An institution-to-institution relationship based on partnership between two organizations.
- Emphasis on sustainable organizational capacity building.
- Long-term cooperation that continues after project completion.³⁸
- Flexibility to alter the work program over time, as needed.
- Use of a mix of various activities, such as staff exchange, short- and long-term placement of experts, advisory and consultant services, study tours and periodical visits, training events (formal or informal and on-the-job), and provision of specific services (e.g. technical aid).
- Learning (both individual and organizational).

Selection of Twinning Partners

- Having a similar field of tasks, function, and structure.
- Technology/system compatibility.
- Pace and direction of institutional and governance reform.³⁹
- Language.
- Clearly identified needs of the recipient partner (technical, organizational, managerial), and corresponding competence and capacity of the supplier.
- The supplier's command of and experience with development issues.

Design of the Arrangement and Relationship

- *Staff selection.* The roles of key staff and long-term advisors should be clearly defined and well monitored.
- *Ownership.* The arrangement should be demand-driven.
- *Effective integration of learning theory into practice.* Individual learning does not necessarily lead to learning at the organizational level. A clear conceptual framework of learning processes should be reflected in the overall design.
- *Managing the relationship as organizational change.* Organizational cooperation projects should be understood as a major intervention in an existing organization, and as a process leading to major change. The priority should not only be

³⁸ Typically for a few years, and sometimes for 10 to 20 years in education and research areas (Cooper 1984).

³⁹ For example, the shift in the Bank's technical assistance operations in the late 1990s implies that Bank projects should now include in their design such pre-project preparations as institutional and governance reviews to assess the incentive mechanism, corruption prevalence surveys, stakeholder analyses, and participatory mechanisms (PREM 2001).

directed toward technical or professional upgrading, but also toward immediate managerial involvement.

- *Optimizing the duration.* Institutional building is a long, complex process; twinning requires careful judgment by the stakeholders and a precise timeline.

Elements of Success

- *Commitment.* The recipient partner is committed to change, and the supplier is committed to the assistance.
- *Multi-level involvement.* The supplier staff is involved with all levels of the recipient organization.
- *Expertise.* The supplier has experience in the area of demand.
- *Flexibility.* The work program is flexible, and can change as needed, as the recipient organization's needs and capabilities change over time.
- *Feasibility.* The tasks are feasible, for example, in terms of time allocated and technological compatibility.
- *Follow-up.* The supplier continues to provide periodic support after project completion.
- *Positive work relationship.* The partners have mutual respect for each other, and establish a good working relationship.

ADVANTAGES AND DISADVANTAGES OF TWINNING

Advantages

3.8 The Bank's technical assistance handbook (World Bank, 1993) notes that twinning can:

- Integrate training with technical assistance: The supplier's staff can provide on-the-job training while serving as advisors to the recipient institution, or the recipient's staff can visit the supplier's institution for training.
- Facilitate flexibility: Twinning allows for greater flexibility to reassess and adjust work programs as the recipient's needs change over time.
- Provide long-term cooperation: The initial contract may be short (two or three years), but the relationship between the two partners is often expected to continue beyond the expiration date of the contract.

- Hold down costs:⁴⁰ Suppliers are selected through competitive bidding, primarily on the basis of their service quality; cost, however, plays a major role in the initial choice of twinning.
- Encourage developing country's consulting capacity if suppliers from developing country are used.

3.9 Other advantages noted include the following (Berg 1993, Cooper 1984):

- Since two partners share a similar business and operational environment, acceptance of the supplier by the recipient is immediate and larger.
- Positive impact can spread more extensively throughout the institution, since twinning interaction involves more individuals at more levels thereby reducing the risk of staff attrition.
- Twinning, a two-way exchange, can offer positive psychological effects through mutual cooperation and trust developed over a long period of time.

Disadvantages

3.10 Conversely, there are several disadvantages to twinning (World Bank 1993, Berg 1993, SIDA, Cooper 1984):

- The potential of conflicting needs, which may arise due to the supplier's lack of experience in the consulting services required (contract negotiation, fee schedule, and formulation of realistic work plans) or familiarity with developing countries.
- The potential for twinning to be a hidden form of tied aid.
- Potential obstacles, such as lack of incentives to twin by profit-making institutions.
- Potential high costs, including the cost of training and supervision of the partner institution; the time and effort to find the suitable match; and the cost of selecting a wrong partner.
- Twinning can be a less favorable method when the project revolves around a recipient country's governing administration and includes issues like weak legislative and financial frameworks and personnel and salary problems.
- Increases in recipient dependency if the supplier should take too much control over the organization.

⁴⁰ *The Handbook* notes that twinning can save as much as 40 to 50 percent of the cost of technical assistance delivered through consulting firms. As discussed later, this contradicts results from both external and Bank studies, which report the cost of twinning as high and note it as a disadvantage.

4. LEARNING FROM EXISTING PRACTICES

4.1 This chapter reviews the twinning experience from projects funded both by the World Bank and by other donors, describes features of successful twinning arrangements, and suggests ways of improving twinning based on this experience.

TWINNING IN BANK-FUNDED OPERATIONAL PROJECTS

4.2 Of the 17 Bank-funded projects that had a twinning component, seven projects have been completed and have produced Implementation Completion Reports (ICRs). Are the elements for success noted above evident in the Bank-funded twinning arrangements? What are the lessons to be learned from these ICR exercises? What were the results of these twinning arrangements in the Bank projects, including the factors contributed to the successes of the projects and difficulties contributed to the failures of the projects?

4.3 Results of the twinning arrangements, as well as the overall performance of the seven completed Bank-funded projects within which twinning was a key component are summarized in Table 3, below. Six of the seven project reports suggest highly successful twinning arrangements, and conclude that twinning was an effective method for institutional capacity development. For example, in the “Technical Assistance to Enhance Competitiveness Project” for Mauritius, a twinning arrangement was made between the Mauritius Standards Bureau (MSB, recipient) and the South African Standard Bureau (supplier) to strengthen MSB’s infrastructure of services. The result of the arrangement, as noted by the ICR, was highly successful: MSB has been transformed into a modern institution and has joined the International Standards organization (ISO).

Table 3. Results of Twinning Arrangements in Bank Projects, as Assessed by the Implementation Completion Reports of Seven Projects

(See Annex for the complete description of each project)

Country / Project	Overall Project Performance Ratings	Twinning Component in the Project		
		Content	Results	Challenges
Mauritius TA to Enhance Competitiveness Project	Outcome: HS Sustainability: HL Institutional development impact: HS	Part of the initiative to strengthen the Mauritius Standards Bureau (MSB)	“Establishing twinning arrangements, as well as the accreditation of the domestic service provider by reputable international organizations were highly effective alternatives to the traditional standards bureau arrangements. The MSTQ initiative transformed MSB into a modern Standards Bureau which enjoys credibility internationally.”	(not specifically identified)
Guinea Mining Sector Project	Outcome: S Sustainability: L Institutional development impact: SU	Data Component of the Project: Geophysical and geological data and maps	“A remarkable success.” - The contracting of special services proved to be the right decision. Twinning arrangement with a geological survey from an important industrialized country (Canada) contributed to the success of the arrangement.”	(not specifically identified)

(Table 3 continues on next page.)

(Table 3 continued.)

Uruguay Power Sector Modernization Project	Outcome: S Sustainability: L Institutional development impact: SU	Development of procedures, management training, and transfer of software and computational systems	A twinning arrangement was an effective method to reorganize and modernize the management and operational practices, and associated training and computerized tools of a local power company.	(not specifically identified)
Poland Financial Institutions Development Loan Project	Outcome: S Sustainability: L Institutional development impact: SU	Transfer of know-how to seven commercial banks who lacked the technical skills and financial strengths to survive and grow in market-based environment	"Twinning was highly successful as a first-stage pre-privatization institutional capacity building exercise and contributed effectively to the success of the Government's program of transformation and privatization of the State-owned banks;" "twinning worked well and proved to be an effective mechanism for transferring know-how." Polish bank's commitment and willingness to learn and to change (provision of a range of local support); IFC focused on identifying and match-making for the pairs of banks to be twinned; and the Bank defined and organized the substance of the development work needed and the relationship between the twinning parties.	Conflict of interest between the recipient and foreign banks; Lack of specialist skills in technology; lack of experience in how to conduct comprehensive organizational change and difficulty in changing corporate culture; High cost of twinning; Long and difficult contract negotiation process due to relative inexperience of all interested parties
Indonesia Gas Utilization Project	Outcome: S Sustainability: L Institutional development impact: SU	Institutional strengthening of the recipient gas utility, PGN	Twinning (long-term technical collaboration) was "successful in institutional development and technology transfer, providing a broad-based package of technical assistance in key operating areas and integrated know-how transfer and staff training."	Implementation delays of a twinning arrangement (reasons not identified)
Mongolia Banking Sector Project	Outcome: S Sustainability: L Institutional development impact: M	Commercial Bank Twinning	"Highly satisfactory" - a) the twinning program included a comprehensive diagnostic of the recipient's operations and led to the implementation of various programs of institutional strengthening; b) improved skills across the bank, reflected in the better performance of the bank; c) the bank is currently going through privatization proceedings.	To attract a suitable foreign commercial bank as a twinning partner, given both the limited commercial potential that Mongolia represented for commercial banks and the resources available for the arrangement.
Turkey Water & Sanitation Project	Outcome: S Sustainability: L Institutional development impact: M	Design and Implementation of Action Plans	The twinning contract was discontinued due to constraints that adversely affected the recipient (BUSKI) and its operations. BUSKI thereafter pursued the possibility of engaging a private operator to take over its operations but this plan also failed. BUSKI carried out various activities for institutional strengthening on its own with assistance from local institutes.	Difficulties in assigning adequate counterpart staff in BUSKI due to a lack of BUSKI counterpart staff who could speak English and the hiring freeze imposed by the central government in public and municipal enterprises due to deteriorating macroeconomic conditions

(ICR Ratings: HS=Highly Satisfactory, S=Satisfactory, U=Unsatisfactory, HL=Highly Likely, UN=Unlikely, HUN=Highly Unlikely, HU=Highly Unsatisfactory, H=High, SU=Substantial, M=Modest, N=Negligible)

FACTORS FOR SUCCESSFUL TWINNING ARRANGEMENTS IN BANK PROJECTS

4.4 What factors accounted for successful twinning exercises in the Bank projects? Two of the successful twinning cases, Finance sector projects for Mongolia and Poland, provided detailed accounts in their ICR reports of their twinning arrangements and why they were successful.⁴¹ Each identified several key factors to their success.

4.5 In the case of Mongolia, the state-owned commercial bank was twinned with a Norwegian bank to improve the recipient's skills in commercial bank operations. The arrangement, run over a period of 18 to 24 months, cost US\$0.6 million. Three specific factors contributing to the success were identified:

- *Commitment of the senior level staff.* The ICR noted that the commitment and perseverance of the senior staff responsible for the twinning arrangement in the recipient party had a substantially positive impact on the project. The CEO of the recipient party (commercial bank) described the program as *“particularly useful for our bank’s senior and middle management in terms of developing their conceptual thinking and refining their working approaches and methods as well.”*⁴²
- *Skills development reached critical mass.* The development of skills was applied to staff throughout the recipient organization. In this way, knowledge and skills acquired by the organization is less vulnerable to changes in key management positions. The project *sustainability* is rated as likely.
- *Recipient partner clearly defined expectations.* Twinning was an effective methodology for the transfer of technical skills because the recipient institution had a clear idea of and strong interest in what they wanted out of the arrangement.

4.6 In the case involving Poland, seven state-owned commercial banks were twinned with seven different European banks over a period of 2.5 years at a cost of US\$22 million.⁴³ Six arrangements were reported successful. Each successful bank achieved the initially planned goals, i.e. developing a sound strategic plan, strategic planning skills, and budget and performance targets for branches and head office units and implementing modern credit, treasury and asset/liability management processes. Factors contributing to the success were identified as:

- Senior management's commitment to change.
- The willingness of the recipient party to learn.
- The competence and experience of the supplier.
- Frankness of communication between twinning partners.

⁴¹ There are projects other than those of Mongolia and Poland that received the higher overall project performance ratings of institutional development impact by the ICRs, e.g. projects for Mauritius and Guinea (Table 3). However, the ICRs for these countries did not provide a description of why their cases were successful.

⁴² *Mongolia ICR, Report No. 24211*, June 6, 2002.

⁴³ *Poland ICR, Report No. 19349*, June 21, 1999.

- The flexibility shown by the foreign twins in adapting to the Polish environment.

4.7 Some positive unexpected attributes of twinning were also reported for Poland, including the following: (a) new management philosophies and methods were developed; (b) a vision for the future was defined at the participating banks; (c) new insights into the roles and responsibilities of management and professional development of staff were developed; (d) long-term commercial banking relations between the domestic and foreign twins were established through formal and informal assistance; and (e) twinning encouraged direct foreign investment and facilitated the implementation of a privatization program.

4.8 The ICR for Poland's project noted that a twinning arrangement is more likely to succeed if well prepared and well managed by suitably qualified staff from both parties. The report cautioned, however, that such arrangements should be considered carefully as similar approaches in other countries have had varying degrees of successes. Of key importance for success are:

- Clear expectations combined with a sound work schedule.
- Realistic pacing and an understanding of the absorptive capacity of the local partner.
- Close and candid monitoring of the project's progress, especially in the early stages, in order to correct problems and ease difficulties.
- Full involvement and commitment to the success of the twinning arrangement by the senior management of the recipient party.

CHALLENGES AND LESSONS LEARNED FROM THE BANK PROJECTS

4.9 Perhaps the most important lesson to learn comes from a Water and Sanitation project from Turkey, whose twinning arrangement was suddenly forced to cease during the project implementation.⁴⁴ A twinning contract was entered between a Turkish public water and sanitation company (recipient) and a British utility operator to assist the Turkish company in strengthening its institutional capacity. After the entering of the contract, however, the recipient party had difficulty in *assigning adequate staff* to work with the foreign twin due to a lack of English speakers, as well as to the hiring freeze imposed by the Turkish government in public and municipal enterprises during the same period. This is clearly a case in which a twinning arrangement was made prematurely, without conducting a proper assessment of the readiness of the recipient party. The ICR report questions the Bank's support of twinning itself, which allowed the project to incorporate this particular type of technical assistance:

- "In hindsight, the Bank's support for a twinning-type technical assistance contract may now be questioned, given the evidence that is currently available Bank-wide in regard to the relative inefficacy of this kind of arrangement. However, at the time the project was designed, the Bank's position in this regard was by no means

⁴⁴ Turkey, ICR, Report No. 23350, December 21, 2001.

clear and the jury was still out as to the desirability or otherwise of twinning or other technical assistance arrangements (ICR, p.10).”

- “Particular care needs to be given to the design and implementation of technical assistance arrangements for institutional strengthening. In the case of the project, the growing doubts within the Bank in regard to the efficacy of twinning-type TA contracts warranted that special attention should have been given during the project preparation to establish the borrower commitment and anticipate possible disruptive factors such as the lack of appropriate counterpart staff (ICR, p.11).”

4.10 In Poland’s project, the twinning practice suffered the following difficulties:

- *Conflict of interest between the recipient and supplier organizations.* One of the seven Polish domestic banks (Bank Gdanski) felt that its foreign twin (a bank from the Netherlands) had a conflict of interest as the foreign bank had access to the domestic bank’s confidential client information at a time when it decided to open its local office in the area where the domestic bank operates (Gdansk).
- *High cost of arrangements.* The cost of twinning arrangements was high and could only have been justified for a larger bank.
- *Lack of specialized skills.* Design of information technology strategies in the domestic banks was slow due to a lack of specialist skills. This hampered full development of management information systems.
- *Lack of knowledge on organizational change.* The domestic banks did not have sufficient experience in conducting comprehensive organizational changes, and had difficulty improving their corporate cultures.

4.11 For Mongolia, this was the first opportunity for the state-owned bank to rely on internationally funded consulting services. The main challenge in the arrangement was to *identify an appropriate twin* because of Mongolia’s limited commercial potential and limited resources. Other challenges included the identification of evaluation criteria of consulting services, training local staff, and finding a mechanism for monitoring the progress of contracted works.

LESSONS FROM OTHER AID ORGANIZATIONS

4.12 What are the experiences of other aid organizations engaged in institutional capacity building? A journal on international development, *‘Public Administration and Development,’* introduced several studies, all conducted within the past few years, on the use of twinning for capacity building in developing countries as experienced by various international aid organizations.⁴⁵ In the following sections, results from some of the studies are discussed.

⁴⁵ For example, the twinning experiences of the Swedish International Development Co-operation Agency (SIDA) by Jones and Blunt (1999), the Norwegian Agency for Development Cooperation (NORAD) by Askvik (1999), a South Africa/Canada twinning program by Proctor (2000), and a Dutch/Namibian program by Olowu (2002).

4.13 Two studies on the twinning experiences of two European organizations, the Swedish International Development Co-operation Agency (SIDA) and the Norwegian Agency for Development Cooperation (NORAD), were presented by Jones and Blunt (1999) and Askvik (1999), respectively.⁴⁶ The study on SIDA discusses its two twinning arrangements to promote sustainable institutional capacity building: the National Statistical Center of Laos, which was twinned with Statistic Sweden, and Namibia's Office of the Auditor General, which was twinned with the Swedish National Audit Bureau. NORAD has used twinning since the early 1990s to promote organizational cooperation between Norway and developing countries. The NORAD study presents a comprehensive review by the Ministry of Foreign Affairs on the country's twinning practices, including case studies on institutional development projects in Namibia, Tanzania, and Mozambique in the oil, fish and research sectors.

4.14 The two studies indicate that both SIDA and NORAD had mixed results from their twinning exercises, but shared the following findings:

- Studies concluded that twinning can be a positive and effective method for institutional building.
- On the other hand, the positive impact of this method has been evident mostly at the operational level (e.g. improving both the technology and technical competence of local staff and transfer of physical resources, such as equipment). The impact at the institutional level (e.g. institutional sustainability, organizational learning, administrative routines and procedures, and the development of accountable leadership) is less evident.

4.15 SIDA identifies twinning's strengths as: its ability to provide a broad range of relevant services; similarities of corporate identify and institutional mandates; relevant competence and skills in the Swedish twin; prospects for collegiality; easy and effective interaction; easier access to developing country government (p. 30). From the Swedish twin's point of view (e.g. Statistics Sweden), advantages of twinning included: long-term relationship; sharing of professional skills and institutional practices; involvement of both organizations in issues such as management, rules, values and attitudes; credibility and legitimacy in relation to reform process; support for and autonomy in risk taking; and coordinated flexibility. It also enjoyed some operational advantages such as a significantly steady income over a long period of time; opportunities for improving professional competence; overseas travel and financial rewards; and an enhanced international profile.

4.16 From the recipient twin's (e.g. Laos) point of view, advantages included increased confidence, flexibility, and access to valuable financial and technological resources. Jones and Blunt (1999) emphasize, however, that other forms of cooperation provide with equal sufficiency the following advantages: physical resources (e.g. vehicles and computers); opportunities for staff to advance their careers through education and training; foreign travel; and higher status. Advantages specific to twinning are the enhancement of organizational confidence and the stimulus of working with a wide range of professionals.

⁴⁶ Jones, M.L. and P. Blunt, "Twinning as a method of sustainable institutional capacity building," October 1999; and Askvik, S., "Twinning in Norwegian Development Assistance: a Response to Jones and Blunt," October 1999.

4.17 Several weaknesses were also attributed to twinning, including:

- *Cost.* Twinning costs more than other cooperation methods.
- *Risks of selecting unsuitable partners.* The two twins may share common tasks, but this does not necessarily mean that they are suitable partners.
- *Dealing with partners from different backgrounds.* Some twinning parties are forced to cope with fundamental differences, such as disparate political, social, and geographical backgrounds; discrepancies in size, experience, and organizational cultures; and dissimilar technological prowess.
- *Motives of partners.* Partners, for various reasons, may find it in their interest to prolong the project, making it difficult for the aid agency to evaluate and terminate the project.
- *Dependency.* The recipient twin may become dependent after a long period of partnership with the supplier twin.
- *Relationship tensions.* Negative consequences may arise in the partnership, for example, when the supplier twin attempts to seek financial gains from the twinning partnership or when it does not share the fundamental goal, development cooperation, of twinning.
- *Retention of skilled staff.* Staff that have acquired valuable skills and knowledge through twinning may potentially leave their organization upon completion of the project for higher paying jobs in the private sector.⁴⁷

HOW CAN TWINNING BE IMPROVED?

4.18 The above review identified three strategies for improving twinning: (a) strengthening the role of aid organizations as facilitators of twinning, (b) involving higher levels of institutional management in twinning decisions, and (c) conducting thorough country-level assessments in advance of initiating twinning arrangements.

Strengthening Role of Relevant Aid Organizations in Facilitating Twinning

4.19 Both Swedish and Norwegian studies address to the role of aid organizations in their twinning arrangements. Regarding SIDA, Jones and Blunt (1999) note that the role of aid organizations should go beyond finding the appropriate twins; aid organizations should also provide the recipient twin with guidance on key issues such as general missions and goals, the concept of institutional building, sustainable institutional outcomes, and the nature of the relationship between the twinned organizations. Regarding NORAD, Askvik (1999) adds that the results of twinning cooperation can be unpredictable unless the

⁴⁷ In the case of SIDA's Laos project, there is significant concern about increased staff turnover. For the Namibia project, on the other hand, this threat is minor since the OAG (recipient twin) has salaries comparable to those in other government sectors, as well as to the private sector. In addition, the Namibia project has created an attractive career structure for staff with opportunities for professional and personal development (incentives).

relevant donor agencies are capable of clarifying their policies and objectives and can guide the twinning efforts from the policy-making perspective.

4.20 The key finding of the NORAD study was that supplier assistance varied in competence and capacity, particularly when the tasks involved went beyond providing technical expertise to the higher goals of organizational performance. While most of the suppliers possessed technical competence, only some institutions, such as larger public sector institutions, had vast twinning experience and were composed of units specializing in development issues. The Norwegian study stresses that a twinning arrangement in itself does not bring about institutional building; the parties involved must have a mutual understanding of key issues such as the goals of cooperation and how these goals can be realized.⁴⁸

Support for Twinning at the Higher Level of the Institution

4.21 Both studies conclude that although twinning cooperation seems to have a positive impact at the operational level in regards to improving technology and enhancing technical skills, changes in management and overall strategy level are less evident. Intervention by an aid agency will not be successful unless support is provided at the higher levels of the institution where the policy is made, and the relevant surroundings change simultaneously (Jones and Blunt 1999). It is particularly critical that the management or strategy level be involved in the formulation of project goals in order to have more influence at the organizational level (Askvik 1999).

Thorough Pre-Project Analysis

4.22 Twinning arrangements at SIDA focus explicitly on “discrete” organizations in terms of governance, since the Agency believes that this will “produce systematic improvements that will impact positively at the level of its super-ordinate development cooperation goals (Jones and Blunt 1999).” Twinning projects have a better chance of favorable long-term impact if in-depth assessments of the recipient country’s mode of governance, as well as other key issues such as the organizational culture, are conducted before the projects are agreed upon.

⁴⁸ For example, are organizational weaknesses addressed primarily at the technical level (e.g. transfer of technology) or also at the organizational level? In NORAD’s twinning project between the Norwegian Petroleum Directorate and the National Directorate for Coal and Hydrocarbons in Mozambique, the Norwegian twin agreed to take on the latter responsibility, providing the newly created government body with assistance in almost any relevant areas including consultancy services, policy and law making, organizational development, training, and technical assistance (p.407).

5. INSTITUTIONAL DEVELOPMENT AT WBI

5.1 The World Bank Institute (WBI), the learning arm of the World Bank, delivers knowledge-based events and programs to government officials, policy makers, researchers, and business and community leaders as a means to poverty reduction and economic development. Based on the idea that “progress must come from within but is often catalyzed by learning from outside,” WBI places particular importance on building partnerships with learning institutions around the world, helping them to formulate, improve, and deliver their own knowledge / learning programs.⁴⁹

5.2 WBI has only recently begun to use the term “twinning” in its strategy of building partnerships with learning institutions in its client countries. WBI has, however, a long history of providing its services and products to help learning institutions around the world develop their institutional capacity. This section first presents evidence of WBI’s contributions to building institutional capacity in local partner institutions, as documented by two of its mature thematic programs. It then discusses WBI’s recent initiatives to further improving its capacity enhancement strategies within its sector and thematic programs.

EVIDENCE OF INSTITUTIONAL DEVELOPMENT FROM MATURE PROGRAMS

5.3 This section describes two WBI programs that have contributed to institutional development. Both can be considered examples of twinning.

Case 1: The Health, Nutrition, and Population Program

5.4 The Health, Nutrition, and Population (HNP) Program at WBI has developed partnerships with more than 25 training institutions worldwide over the past five years.⁵⁰ The HNP Program aims to strengthen client capacity for achieving critical health, nutrition, and population goals, particularly those relevant to the Millennium Development Goals (MDGs).⁵¹ It is one of the most successful examples of WBI’s partnership initiatives with learning institutions; today, more than 80 percent of HNP initiated face-to-face learning events are offered directly by the local institutions to target audiences within the countries.

5.5 The HNP Program has three partnership models: the large country network model, in which a network with multiple local training institutions is established within a large country (e.g. China and Nigeria); the regional single institution model, in which a single institution is selected to operate at the national or regional level (e.g. Chile, Hungary, Lebanon, Senegal, and Thailand); and the regional network model, in which a network of

⁴⁹ “WBI Annual Report 2003,” The World Bank Institute.

⁵⁰ The general information on this Program was provided by the Program Leader, Abdo Yazbeck (WBIHD), and the Program website (www.worldbank.org/wbi/healthandpopulation).

⁵¹ The MDGs directly relevant to the Program include eradicating extreme poverty and hunger; reducing child mortality; improving mental health; combating HIV/AIDS, malaria and other diseases; and promoting gender equality.

multiple countries is established based on some common similarities in language or other cultural and economic background (e.g. West Africa, East Africa, Latin America, and South East Asia).

5.6 Under the large country network model, the foundation of a partnership with China, for example, was established in 1989, when the government of China requested assistance from WBI (then Economic Development Institute, or EDI) to respond to various emerging health-related issues prompted by the political and economic change in the 1980s (Box 2).⁵² Over the past 14 years, the WBI-China partnership has produced a number of highly positive results, including the following: (1) some of the trained researchers became senior advisors to national and local governments, thereby directly contributing to the policymaking processes; (2) the network courses stimulated the central government to improve its technology (e.g. development of a video conferencing system) to reach policymakers throughout the country; (3) the translated training materials have been adapted in courses at higher academic institutions.

Box 2. Highlights from the “WBI-China Health Sector Partnership – Fourteen Years and Growing”

Demand:

During the 1980s, China experienced structural transformation, in which market economies began to replace the state-planning model. Service delivery sectors such as the health sector were unprepared: Authorities lacked analytical information and skills to formulate new policies; and there was a critical shortage of officials, trainers, and researchers knowledgeable in health economics and financing.

WBI Responses:

1989: Upon request from the Government, WBI agreed to provide assistance through organizing senior policy seminars, and establishing a network of local institutions to train academic faculty and compile training materials for government officials. WBI conducted a needs assessment, which identified that: 240,000 health executive needed training; and key staff in the health sector, such as government leaders (who were identified mostly as medical doctors) and faculty members of medical colleges, lacked skills and knowledge in health economics, management, or policy analysis.

1991: The China Network for Training and Research in Health Economics and Financing was formally launched, which included the following specific activities: WBI hired consultants to work on the Network; the Network and the Ministry of Health developed a five-year action plan; a proposal for the Bank’s technical assistance grant was made; and the Government committed a fund to support operational activities.

Results:

- The network grew from initial 7 institutions to 19 institutions nationwide, and trained 1400 executives from various ministries and provinces and over 700 academics and trainers;
- Thirty network-trained researchers became senior advisors to central and local governments;
- China’s policy and academic community explored new technology, e.g. China’s internal video conferencing system, to expand reach to more policymakers nationwide;
- The translation of training materials has led to their adaptation for use in regular graduate and undergraduate courses by training centers and universities; and
- The international aid organizations such as the World Bank, World Health Organization, and United Nations Children’s Fund (UNICEF) have increasingly relied on network-trained researchers for policy research in the China’s health sector.

Source: WBI Capacity Enhancement Briefs, No. 4, February 2004.

⁵² Yang, C., S. Hu, and A.S. Yazbeck, “WBI-China Health Sector Partnership: Fourteen Years and Growing,” *WBI Capacity Enhancement Briefs, No. 4, February 2004.*

5.7 The WBI partnership with China was prompted by a strong demand from the national government. The Program project report states that the early stage of building a network is the most critical and can be costly with few tangible results. Realistic expectations and patience are described as prerequisites for success, as observed in China. The Program believes that China's network model can be replicated for other large countries if certain conditions exist, including the following:

- Government commitment and strong leadership.
- An initial needs assessment leading to a shared understanding of objectives and long-term commitment among partners.
- An open and transparent forum for planning and discussions between all parties.
- Investment of resources (e.g. financial support and staff time) by WBI, the Bank Operations, and the government.
- Interest and support from the international development community.

5.8 Another network model under the HNP Program, the regional network model, has released a report on the experience of one of the networks, the Francophone Network of training institutions in West Africa.⁵³ The "Adapting to Change Learning Program on Population, Reproductive Health and Health Sector Reform," one of the core areas under the HNP Program, launched its first annual multi-week core course in Washington, DC in 1999 and targeted a global audience. After a series of regional pilot workshops in West Africa, the first French core course on "Population, Reproductive Health and Health Sector Reform" was successfully delivered by the Francophone Network, comprised of fifteen members, in January 2001. The Network offered its second Francophone course in June 2002, followed by a national course for Burkina Faso in June 2003 at the request of the Ministry of Health of Burkina Faso.

5.9 The Network is highly organized, and is comprised of a Network coordinator (chairman), an administrative committee (secretariat), as well as a steering committee, formed by training / research institutions, relevant UN agencies, and the World Bank, which manages the overall work of the Network. The report describes that a regional network was initially regarded as an experimental model with significant risk, particularly in terms of high start-up costs. Ownership and sustainability, on the other hand, would be expected to surpass those achievable through, for example, a partnership with one institution. The rationale for a regional network of multiple partner institutions is summarized as the following:

- Given the broad scope of the program content, a single institution wouldn't be able to provide training in all subjects.
- A potential risk stemming from attrition, or brain drain, can be avoided if multiple institutions are strengthened.

⁵³ "Adapting to Change: Francophone Program on Population, Reproductive Health and Health Sector Reform – Report of the Technical Review Meeting 22-23 August 2003, Turin Italy."

- A greater success is expected in fostering a community of best practice through sharing of trainers and materials between institutions.
- Financial, technical, and organizational responsibilities are shared by all twinning institutions.

5.10 For a successful functioning of a network comprised of multiple institutions, the report on the regional network provides several lessons and recommendations including:

- Strong leadership is a prerequisite for moving the program forward.
- Key players should be appointed, including at least one senior WBI staff member for overall support; a task team leader from Bank Operations to ensure the link between training and operational activities; and a minimum of two strong regional/national training institutions as core members.
- A strategic planning meeting should be organized to discuss network objectives, organization, and the specific actions to be conducted, including course activities.
- In addition to training, the network should formulate research agenda, develop a community of best practices (through Web-based discussions), publish briefs and reports, and participate in the French Web-based poverty course.
- A better marketing strategy should be developed, for example, by involving international donors.

Case 2: The Fiscal Decentralization Program^{54, 55}

5.11 The Intergovernmental Fiscal Relations and Local Financial Management (IFRLFM) Program is one of the three components of WBI's Public Finance, Decentralization, and Poverty Reduction Program. The objectives of the IFRLFM Program are: to promote local government and public policy reforms in developing countries; to expand the capacity of key stakeholders (including central and local governments) for undertaking intergovernmental fiscal and urban management reforms; to provide support for local fiscal and political institutional development; to build capacity and human capital through demand driven client learning; and to support fiscal decentralization reforms.

5.12 Since the IFRLFM Program was introduced in 1998, WBI has established formal training and co-financing partnerships with over 40 institutions. The Program's training partner institutions include universities, research centers, and think tanks. The main goal of the IFRLFM Program is to build its capacity so that it can take over full responsibility for delivering the Program, which was initially developed by WBI.

⁵⁴ The WBI Public Finance, Decentralization and Poverty Reduction Program Website (www.worldbank.org/wbi/publicfinance/decentralization).

⁵⁵ Bussmann W., M. West Meiers, and A. Hadorn, "Fiscal Decentralization in an Era of Globalization: An Evaluation of the World Bank Institute's Decentralization Program," *WBI Evaluation Studies No. ES02-54*, 2002.

5.13 While WBI oversees the overall preparatory and implementation processes of the IFRLFM Program, its involvement with the projects partner institutions has been minimal in recent years. Increasingly, training partners have been heading up all major aspects of organizational training, including the identification of regional needs, advertising courses, selecting participants and trainers, refining organizational logistics, and developing courses led by their own trainers, experts or guests from institutions such as the government, academia, or the private sector both within their own countries or regions and from other international and/or regional institutions. In addition, a consortium of training institutions has been formed, which develops a multi-year program (e.g. Central Asia in 2001). The evaluation report on the Program notes that:

“The Fiscal Decentralization Program has handed important responsibilities over to them [partner training institutions] and supported their self-initiated activities. Partners have been able to combine and cross-fertilize the Program training that they gave jointly with WBI with their other activities. Chances are good that the training of the majority of these partners will be firmly rooted and entirely taken up by them within the coming years (WBI Evaluation Studies No. ES02-54).”

5.14 The partner institutions themselves describe the quality of their partnerships with WBI through the IFRLFM Program as follows:

- While the basic parameters of the IFRLFM program have been maintained, increasingly more time has been devoted to addressing questions concerning country / regional needs.
- WBI’s partner institutions have begun to collaborate with partners from their own country or region.⁵⁶
- The experience of organizing the IFRLFM has created spin-offs, e.g. further training activities organized by local partners.
- Trained personnel from partner institutions are increasingly called upon as resource persons by other international organizations.

5.15 At the same time, partner institutions expressed the need for sustainable partnerships, and continuous learning opportunities for themselves. The recommendation made by the evaluation study was described as follows: WBI should develop an *explicit exit strategy* guided not by short-term budget decisions, but by the vision to assure sustainability and allow cross-fertilization between WBI and its partner institutions. The strengths, and challenges / issues of partnerships described in the evaluation study (written in 2002) are summarized in Table 4 below.

⁵⁶ For example, at the third offering of the IFRLFM in Africa (Uganda, November 2000) organized by the Municipal Development Program for Eastern and Southern Africa (MDPESA), two-thirds of the presentations were made by local and regional resource persons.

Table 4. Strengths and Challenges of the Program: Partnerships and Network, as Reported by Partners (as of 2002)

Strengths	Challenges / Issues
<ul style="list-style-type: none"> • Cross-fertilization between the World Bank and partners • Regional stronghold as main asset • Combination of international and local resource persons • Partner-oriented management of the program • Flexibility in partnerships and courses • Technical support from WBI 	<ul style="list-style-type: none"> • Lack of follow-up on country experiences • Regional partnership not yet sustainable enough (anchor partnerships in such a way the activities can be carried out when WBI pulls out) • Continue integrating local teams • Improve horizontal links between partners • WBI should be committed to multiyear planning • Improve donor coordination to facilitate resource mobilization

Source: Table 6.2 "Options for the Future: Results from Budapest Experts Workshop," WBI Evaluation Studies, No. ES02-54, 2002.

5.16 Since the publication of this evaluation in 2002, the Program team has addressed many of the challenges and issues identified in Table 4 above. Among the most prominent changes are the Program's focus on working directly with countries on decentralization issues, particularly in China, Guatemala, Jordan, Nicaragua, Mozambique, Pakistan, Russia, Sudan, Turkey, and Yemen.

FY04 STRATEGY FOR BUILDING INSTITUTIONAL CAPACITY: SECTOR AND THEMATIC PROGRAMS

5.17 The Sector and Thematic Programs of WBI (WBIST) identified two business models in FY04 to enhance institutional capacity in its client countries: twinning with capacity building institutions (CBIs) and partnering with service delivery institutions (SDIs). CBIs are, in general, training, research, or academic institutions whose primary function is to train professional staff. SDIs, on the other hand, are represented by government ministries and public and private sector enterprises from various fields. The aim of twinning cooperations with CBIs is to strengthen the training capacity of the selected institutions, whereas partnerships with SDIs involve establishing the SDIs' institutional capacity in the areas needed, through WBI's advisory services, consultations, training events, workshops and seminars.

5.18 For FY04, six CBIs and eight SDIs have been identified by WBIST (Table 5). Four programs are designated as core pilot programs from each of the CBIs and SDIs in FY04; the remaining programs are standby programs. Program statuses varied at the time of the review.⁵⁷

⁵⁷ The SDI/CBI programs were at various stages at the time of this desk review: Five SDI programs and three CBIs had either a signed or nearly completed memorandum of understanding (MOU). For other programs, the dialogue between WBI and the counterpart institution had just begun, or the concept note for program was being developed.

Table 5. WBIST Business Models for Institutional Development

Capacity Building Institutions (Twinning)	Service Delivery Institutions (Partnership)
Burkina Faso – Centre de Formation Continue (CEFOC)*	Bangladesh – Bangladesh Bank*
India – Administrative Staff College of India (ASCI)*	Indonesia - Association of Water Enterprises*
Russia – Moscow Medical Academy (MMA), Higher School of Economics*	Jordan - Ministry of Municipalities, Rural Affairs, and Environment
Uganda – Makerere University	Kenya - Retirement Benefits Authority (RBA)*
Vietnam - Ho Chi Minh Political Academy (HNPA)*	Russia - Ministry of Labour and Social Policy
Multi-country network – East and South Asia Network Partnership (ESANP)	Russia - Russian Federation of Commerce & Industry (RFCCI) / Russian Union of Industrialists and Entrepreneurs (RUIE)*
	Thailand - Department of Statistics
	Turkey - Ministry of the Interior and the Prime Minister's Office

Source: WBICA, February 2004

Note: The asterisk (*) indicates a core pilot program for FY04.

5.19 Given that WBI has distinguished two different types of institutional development models, to what extent do WBI twinning programs address issues important to successful twinning arrangements, as articulated by other aid organizations? Assessing the CBI programs against various design features of twinning was difficult as many of the programs have just been established, or detailed documents describing the exact features and scope of the twinning arrangements were not yet fully available at the time of the review. The concept notes of the programs suggest, however, that WBI's twinning practice is unique in that each of the CBIs is assigned to one of WBI's Thematic Programs (or vice versa) (Table 6). The primary purpose of most of the twinning arrangements is to enhance the CBIs' capacity in developing and implementing quality training programs, specifically by their adapting and delivering WBI's existing programs, or programs and learning events customized to meet the particular needs of the countries or regions.⁵⁸

Table 6. CBI Twinning Programs

CBIs	WBI Thematic Program	WBI Dept.	Purpose of CBI Twinning Program
Centre de Formation Continue (CEFOC) Burkina Faso	Rural Poverty & Development Program	WBIEN	To enhance CEFOC's capacity: (a) on rural development at the institutional and policy level; (b) to deliver quality training on nontraditional areas; (c) deliver Distance Learning training through GDLN and become a key provider of the topic in West Africa
Administrative Staff College of India (ASCI) India	City Development and Urban Management Program	WBIFP	To enable and facilitate establishment of an Urban Management Program for India at ASCI
Moscow Medical Academy (MMA) & The Higher School of Economics Russia	Health, Nutrition and Population Program	WBIHD	To customize and deliver the Health Sector Flagship Course for Russia and some of the Russian speaking former Soviet Union countries

(Table 6 continues on next page.)

⁵⁸ A twinning program with ASCI in India takes a slightly different approach in that WBI works with ASCI to establish a new local learning program using only local resource persons.

(Table 6 continued.)

CBI	WBI Thematic Program	WBI Dept.	Purpose of CBI Twinning Program
Ho Chi Minh Political Academy (HNPA) Vietnam	Poverty and Growth Program	WBIPR	To (a) review the content of existing economic courses; (b) develop a leadership program on economic reform agenda; (c) advise on modern teaching methods; (d) improve economic library resources and advise on electronic library; and (e) pilot new courses on economic reform areas
Makerere University Uganda		WBIPR	(Concept Note being developed) To train 800 academic staff from Makerere University and other universities in Uganda by delivering WBI's Intergovernmental Fiscal Relations and Local Financial Management Course
East and South Asia Network Partnership (ESANP) multiple countries	Health, Nutrition and Population Program	WBIHD	To customize and deliver Health Reform and Financing Flagship Course and Reproductive Health and Reform Course

Source: WBIST, February, 2003.

Note: WBI Department: Environment and Sustainable Development (WBIEN); Financial and Public Sector (WBIFP); Human Development (WBIHD); Poverty Reduction and Economic Management (WBIPR).

ARE THE APPROPRIATE TWINS SELECTED?

5.20 WBI does not only operate as the broker in twinning cooperation, but also as the supplier by providing recipient partners with its own unique products (e.g. training programs, modules, instructional methods, etc). In terms of selecting appropriate twins, one of the key criteria for successful twinning, the following dynamics are necessary:

- *Similarity in operations.* Both WBI (supplier) and the CBIs (recipients) should share similar business concerns, namely, providing training and learning services to their constituents.⁵⁹
- *Supplier Competence.* WBI, as the learning arm of the World Bank, has a wealth of knowledge and experience in working on development issues. Using both in-house and external resources, it also has the capacity and expertise to address specific issues.
- *Learning.* WBI and the CBIs intend to work together in building CBI institutional capacity through sharing work programs based on the mutual understanding and educational reciprocity.

ARE THE TWINNING ARRANGEMENTS INSTITUTION-TO-INSTITUTION RELATIONSHIPS?

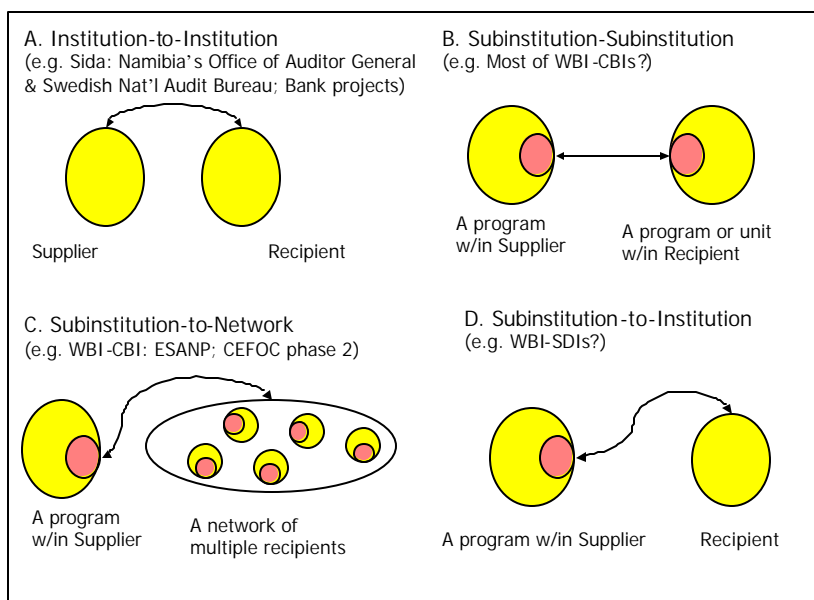
5.21 Twinning practices observed at aid organizations such as SIDA and NORAD typically take the form of twinning of two whole units or subunits within institutions (or organizations). WBI's twinning practices appear to take a slightly different form; only specific programs within an institution are being twinned.⁶⁰ Twinning also has typically

⁵⁹ Current CBIs represent universities or institutions of higher education (India, Russia, Uganda, and Vietnam), a training center affiliated with such institutions (Burkina Faso), and a network of various training and policy institutions from multiple countries (ESANP).

⁶⁰ In a way, WBI's twinning initiatives are similar to the twinning of education programs between two partner schools.

involved one-on-one relationships between the partners; one of the WBI twinning programs, on the other hand, aims for a relationship with a network of multiple organizations.⁶¹ Further, although WBI's relationships with the SDIs are not exactly described as twinning, each of the SDIs is also mapped against one of the existing WBI thematic programs for the purpose of building the counterparts' institutional capacity; the arrangements appear very similar to those with CBIs, except for the fact that the recipient partners are not training institutions. These various types of partnerships are shown in the diagrams below (Figure 1).

Figure 1. Type of Supplier-Recipient Relationships, as Observed in Various Programs



Note 1: In the case of WBI's arrangement with CEFOC (CBI), the twinning relationship is described by the task manager as Type D for the moment; but it is aiming for Type C in the long run, for a relationship with other multiple training institutions in the West Africa region.

Note 2: WBI's relationships with SDIs (Type D) are currently phrased as partnerships and not twinning.

5.22 The unique features of WBI twinning have both positive and negative implications. On the positive side, since it is the skills with and knowledge of the supplier's specific products that are being twinned for the recipients, once the two parties have agreed on which products to twin and how to twin them, the twinning arrangements may be less vulnerable to issues that are normally critical in an institution-to-institution relationship, such as the progress of institutional change (e.g. resistance to changes in organizational

⁶¹ Another example of twinning that involves multiple entities is found in twinning practices by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The International Center for Technical and Vocational Education and Training (UNEVOC) of UNESCO has established a twinning system that specializes in technical and vocational education. There are over 200 UNEVOC national centers in 137 countries. A Center may be twinned with one or more other entities, including another UNEVOC Center, a research institution, a vocational education institution, and a body responsible for policy design, curricula, teaching materials or assessment in the area of vocational education, and a private enterprise (UNESCO Website).

culture and the impact of management level involvement).⁶² The potentially negative implication is that, in case of twinning with a network comprised of multiple institutions (Type C in Figure 1), defining and achieving institutional capacity and sustainability may be more complicated. One might also argue whether or not the twinning of “programs,” as opposed to the twinning of whole organizations or subunits within an organization, is sufficient enough to ensure the twinning arrangement’s validity as an instrument for building institutional development.

WHAT ARE OTHER DESIGN ISSUES TO BE ADDRESSED?

5.23 One of the CBI arrangements, a Vietnam pilot program with the Ho Chi Minh Political Academy (HNPA), has a comprehensive concept note describing the design, scope, and features of its twinning arrangement.⁶³ The brief description of the arrangement is given below (Box 3).

Box 3. An Example of WBI Twinning Cooperation: Capacity Enhancement for Ho Chi Minh Political Academy (HNPA)

A twinning arrangement has been established between WBI Poverty Reduction and Economic Management (WBIPR) and Ho Chi Minh Political Academy (HNPA), a Vietnam’s national training center for middle- to high-level civil servants. HNPA has a total staff of 2,000 in various facilities located throughout the country (e.g. in Hanoi and 61 provinces), and provides courses for Ph.D., Masters, and Bachelors programs in various areas, including political science, political and development economics, history, culture, philosophy, and public finance and administration. The purpose of the twinning arrangement is to assist HNPA in modernizing its training capacity in the area of economic reform through two objectives: to modernize and strengthen the economic management training for teachers and research staff from the Faculties of Economic Management and Development Economics (short-term objective); and to ultimately support Vietnam’s economic reform through enhancing the country’s capacity in designing and implementing economic policies (long-term objective).

Source: WBIST, March 2004

5.24 The twinning arrangement with HNPA is mapped across key dimensions of twinning cooperation, as outlined in various reports and studies (Table 7). Based solely on the information in the concept note, this particular arrangement clearly addresses some of the critical issues pertaining to twinning. Examples of the mapping exercise are provided for selected WBI pilots in Annex Table 2.

⁶² In the case of a twinning cooperation with ASCI in India, however, WBI works with all levels of the partner institution (e.g. the institution head, the academic council, and the urban program staff) and the relevant government counterpart to ensure that the new program has adequate and full buy-in.

⁶³ “Vietnam Pilot: Supporting Capacity Enhancement in Ho Chi Minh Political Academy (HNPA) – Draft Concept Note,” provided by WBIST, March 2004.

Table 7. Mapping of Key Dimensions of Twinning Cooperation: An Example from WBIPR-HNPA Twinning

Selected Key Dimensions	WBIPR-HNPA Twinning
Design Issues	
Type of twinning relationship	Program-to-Institution
Emphasis on sustainability	The program provides a fundamental opportunity set in place that will sustain continuous improvement and growth of HNPA
Learning	Yes
Long-term cooperation	Multi-year program: 1 st phase 3 yrs (FY04-06); 2 nd phase (FY06-07)
Use of multiple instruments	Training-of-trainers (ToT); advisory and consultation services; study tours by donors; short-/long-term courses; e-learning; library upgrade; new technologies for learning
Recipient's clearly defined needs	A diagnostic review was conducted by consultants. HNPA's short-term priorities identified include: a review of the content and curricula of courses in economics and economic reforms; training of trainers in 3 subject areas (development econ; public finance; and trade) and teaching methodologies; modernization of economic library resources; and strengthening of policy research capacity.
Conceptualization of the link between individual learning and institutional capacity (and operationalize it in terms of outcomes)	WBI courses will include civil servants as audience who are the implementers of economic reform; the policy notes written by the Bank's Operational Unit, as well as ongoing studies by local think tanks, are reflected and integrated in the program content; and a program for 'leadership' will be developed in the second phase.
Flexible and feasible work plans	A 'phased' approach is taken to ensure focus and manageability of the arrangement. An action plan is being worked out with all stakeholders.
Selection of Appropriate Partners	
A similar business field	HNPA is a training facility.
Supplier's technical competence and experience with development issues	WBI, as the learning arm of the World Bank, has a wealth of knowledge and expertise in both the subject matter and development issues.
Technology/system compatibility	Training in computer skills for trainees to be provided; training facilities and information systems (e.g. video conference, internet access) to be upgraded
Consideration for language	Training in English language planned to be provided by British Council / U.K. Dept. for International Development (DFID)
Other issues	
Ownership (demand-driven approach)	The primary responsibility for design and implementation of the arrangement rests with HNPA. WBIPR supports HNPA by advising on technical components; developing external partnership with other universities or training institutions in the Asia-Pacific region; and leveraging donor support.
Consideration for cost	The total cost of \$3-4 million for FY04-06 is expected. A multiple-donor financing approach through Trust Funds to be explored. Also, Bank's Institutional Development Fund (IDF) is being accessed.

Source: HNPA Draft Concept Note, March 2003

5.25 In most of the available concept notes, the key twinning dimensions are not sufficiently addressed. The particular issues that need to be addressed include the following:

- Mix of activities to ensure sustainability. Many twinning programs have identified the following components as among the modes of cooperation employed: technical input (e.g. assisting in designing and implementing a learning event); the delivery of training-of-trainers events and other relevant WBI courses; advisory services; and support for technology and infrastructure arrangements.

Are these enough to ensure sustainability of the CBIs as institutions with strong training capacity?

- Pre-program assessment. One of the WBI twinning programs (Burkina Faso) described using a Capacity Enhancement Needs Assessment (CENA), a new capacity enhancement product of WBI, to identify the needs of the country in the area of rural development. Do other programs have similar efforts?
- Long-term cooperation. Twinning arrangements for institutional development typically run for at least a few years; what would be the appropriate duration of twinning cooperation between WBI and CBIs?
- Demand-driven. What methods or criteria are used to select the WBI counterpart institutions (e.g. CBIs) for institutional development? Are selections need-based or supply-driven on behalf of WBI?

6. CONCLUSIONS AND IMPLICATIONS FOR WBI

6.1 Twinning does not have a single, distinctive definition shared by all aid organizations. Its concept, design, and use vary across aid organizations, and outcomes are mixed. To better understand twinning, this paper attempted to put forth, through a review of the literature and available project documents, some common elements and features in the design and practices of twinning arrangements and relationships, as well as some factors for successful and unsuccessful practices shared by these organizations. Although there is still room for debate, the following can be concluded about twinning, based on the review:

What is Twinning?

- *Twinning is an institution-to-institution relationship.* The actual tasks may be project specific, but the ultimate goal of twinning is to build a partnership between two parties at the institutional level for mutual benefits.
- *Learning is implicit in the concept of twinning.* In most of the cases reviewed, it is clear that twinning means learning. When the term twinning is used in a project, it is understood that the project's goal goes beyond the transfer of operational skills and knowledge to the long-term achievement of sustainable institutional capacity building. The process of how individual learning leads to a greater organizational learning also needs to be clearly defined and complied with for optimal results.
- *Twinning involves various activities.* Each aid organization uses a different mix of twinning activities to deliver technical assistance. Typically reported activities include short- or long-term placement of experts, study tours and missions, advisory and consultancy services, training events, and the provision of specific operational services (e.g. technology). Training of individuals or an organization usually complements other types of activity for institutional sustainability.
- *There are several key elements in twinning design.* The supplier partner should be carefully selected to ensure that the supplier has both technical expertise and experience with / knowledge of development issues and organizational development; the project arrangements must be flexible; and a long-term process oriented approach should be taken in developing a relationship.

What are the Lessons to be Learned?

- The extent of the Bank's use of twinning may not be exactly known, but most of the projects documented and reviewed were highly successful. Through the online Project Document search, 17 Bank-funded projects, employed from 1990 through 2004, were identified as having a twinning component. Six of the seven projects that have already been completed reported their twinning arrangements as successful. Some of the ongoing projects have also reported highly favorable

project status. Factors attributed to successful twinning include staff commitment, particularly at the senior management level; clear expectations and realistic and flexible work plans; and close and candid monitoring of project progress. Factors contributed to the unsuccessful case were the recipient party's inability to select appropriate English-speaking staff and a lack of thorough pre-project country analysis.

- *Twinning has been widely accepted and regarded as a useful and effective method for sustainable institutional development by other aid organizations, but the results are limited at the operational level.* The Swedish International Development Co-operation (SIDA) and the Norwegian Agency for Development Cooperation (NORAD) have had numerous positive twinning experiences. Their results showed, however, that the impact of twinning is often evident in the operational level (e.g. improving technology or technical skills), but less evident at the higher management, organizational level.
- *Studies suggest that several factors may significantly influence the outcomes of twinning cooperation.* Aid organizations that have employed twinning initiatives stress that the success of a twinning cooperation is, to a large extent, determined by: the degree to which the parties define key concepts pertaining to twinning, such as the meaning of institutional development, and whether or not the key concepts are operationalized in terms of the outcomes; the degree to which the management level is involved during the twinning arrangement formulation; and the quality of pre-project analysis regarding the recipient partner's institutional and governance context.

What are the Implications of Twinning for WBI?

6.2 WBI has a long history of working in the area of institutional development. It has established solid partnerships through its existing thematic programs with a number of training, research, and academic institutions worldwide. As evidenced in two examples of its matured programs, many of these partner institutions have achieved sufficient capacity to successfully organize and deliver learning programs that meet the needs of their respective countries or regions.

6.3 In an effort to further enhance its institutional capacity development initiative, WBI identified in FY04 two distinct strategies for two different types of institutions: twinning with Capacity Building Institutions, including training, research, and academic institutions, and partnering with Service Delivery Institutions comprised primarily of government ministries, and public and/or private enterprises. Based on the present review of various literature on institutional development, the implications for WBI are as follows:

- *The use of twinning in building the capacity of partner training institutions should be further explored and refined.* As WBI furthers its role as the learning arm of the Bank operations, the tools and methods it uses to deliver WBI learning programs must be consistently reviewed and refined. Many reports from aid organizations, including the World Bank, suggest that twinning can be a highly effective method for institutional building when all the key ingredients for success are incorporated. The elements of good practices and lessons learned are

increasingly documented and available. WBI should fully take advantage of the feedback supplied and assess which elements are applicable to and appropriate for the Institute to improve its twinning cooperation with the CBIs.

- *WBI needs to identify the specific strategies for institutional development it intends to use.* WBI's twinning method is unique in that it uses some of its existing thematic programs as a basis for developing the training capacity of its partner CBI institutions. Which form of cooperation (i.e. supplier/recipient relationship) does WBI intend to seek in its initiative for institutional development: an institution-to-institution based relationship, or other types of relationship such as program-to-program, or program-to-network? The partnerships with the SDIs, which are different from twinning, are also an important part of WBI's initiative. WBI should clearly differentiate between approaches to CBIs and SDIs regarding institutional development. This could be facilitated if all current programs clearly define, and operationalize in terms of the outcomes, the goals of partnerships.

ANNEXES

**ANNEX 1: A List of Bank-Funded Projects with a Twinning Component
(Based on Project Documents from 1990 to Present)**

Date and Type of Document	Sector	Sub-Sector	Project	Country	Twinning Arrangement Component			
					Recipient	Supplier	Purpose	Duration of Arrangement /Cost
06/25/02 ICR	Mining	Central government administration; Law and justice; Mining and other extractive	Mining Sector Investment Promotion Project (P001077)	Guinea	Ministry of Mines, Geology and Environment (MMGE)	A geological survey firm (Canada)	To contract services for the Data Component of the Project (deliver geophysical and geological data and maps, with the mining cadastre and mining information, all installed ready to use on new computers) and their supervision *Key approaches: (not identified)	Twinning period not identified Data Component USD 7.03 million
06/06/02 ICR	Finance	Central government administration; Law and justice; Banking	Banking, Enterprise and Legal Technical Assistance Credit Project (P047683)	Mongolia	State-owned commercial bank, Trade and Development Bank (TDB)	A foreign bank (Norway)	To provide advisory services and on-the-job training in key areas of commercial bank operations. The supplier would provide dedicated staff to assist TDB's newly established Debt Workout Unit in loan accounting, financial analyses and debt restructuring for the four private enterprises, as a pilot to be extended to other commercial banks. Areas covered in twinning also included strategic planning, marketing, organizational review, financial/credit management, work-out, IT and automation, human resource management and training. *Key approaches: Advisory services; On-the-job training. Initial period focused on diagnostic services to prioritize and summarize the needs	18-24 months in 1998-1999 USD 0.6 million
12/21/01 ICR	Water, Sanit. and Flood Protect.	Sub-national government administration; Solid waste management; Water supply; Sewerage	Bursa Water and Sanitation Project (P009065)	Turkey	Bursa Water and Sanitation Company (BUSKI)	A reputable water and sewerage utility operator (UK consortium)	Institutional strengthening: To assist BUSKI in designing and implementing an action plan consisting of training for staff and management; increasing the volume of water billed; and Asset and Capital Investment Management System; a Management Info System; and a new tariff schedule that would promote water conservation, control water pollution, and ensure BUSKI financial viability *Key approaches: (arrangement discontinued)	Contract entered in March 1994, but discontinued in early 1995
05/15/01 PAD	Env.	Central government administration; Sub-national government administration; Renewable energy	Methane Gas Capture and Use at a Landfill – Demonstration Project (P063463)	Mexico	The national agency, Social Development Secretary(SE DESOL)	An international operating facility	Provision of managerial and technical assistance as part of capacity building initiative; and replication of the demonstration project in the LAC region (dissemination of results) *Key approaches: Internships; Site visits by managers at landfill gas operating facilities in other countries	Capacity building (incl. twinning): USD 0.9 million; Dissemination twinning: USD 0.26 million; Preparations for dissemination: 0.185 million
03/30/00 ICR	Law and Justice and Public Admin.	Central Government administration; General industry and trade sector; Other domestic and international trade	Technical Assistance to Enhance Competitiveness Project (P001918)	Mauritius	Mauritius Standards Bureau (MSB)	South African Standard Bureau	Provision of technical assistance to strengthen infrastructure of the Metrology, Standards, and Testing Quality (MSTQ) services *Key approaches: Senior staff exchange assignments	Twinning period not identified

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03/01/00 PAD	Law and Justice and Public Admin.	Law and justice; Tertiary education	Legal and Judicial Reform Project (P057182)	Albania	The Law Faculty of Univ. of Tirana	European law faculty *A contract has been awarded to the Institute of Social Research of Middlesex University, London (PSR 12/20/03, Update)	Provision of legal training to upgrade the law teachers' qualifications *Key approaches: Training in Albania or abroad *Project status (PSR 12/20/03 Update): Twinning is "progressing well." After a slow start, the legal education component of the project is making a significant improvement (Component Rating – "satisfactory"). The Tirana Law Faculty is making slow but steady progress in implementing its structural, organizational, managerial and budgetary reforms, in addition to fundamental reform of the Faculty's curriculum and teaching methods. A rigorous admission policy (no more than 150 students per year) has helped to alleviate excessive pressure on the limited Faculty capacity and provide decent legal education, and is providing the space to carry out the institutional strengthening program of the Faculty. The Faculty has improved its staff development program (e.g. appropriate work plans; and application of performance evaluation); produced a new Faculty journal for students and academics; and has been granted financial and administrative autonomy (Allocated some budget of its own, for the first time).	Training of faculty staff abroad USD100,000; and technical assistance to support twinning USD 50,000 (PAD) *Status: The cost of the overall legal education component, which includes (i) twinning; (ii) substitute teachers program; (iii) rehabilitation and expansion of the Faculty of Law; and (iv) survey on quality of Law Faculty graduates, is USD 1.6 million. The rehabilitation plan (iii above) has been cancelled, and the USD \$1 million is question have been reallocated to other components of the Project.
12/22/99 ICR	Electric Power and Other Energy	Power	Power Sector Modernization Project (P008146)	Uruguay	A local power utility (UTE)	A foreign utility, UEF (Spain)	Implementation of a Institutional Development Program (IDP) under a twinning contract: Provision of technical assistance to develop adequate procedures, management training, and transfer of software and computer systems *Key approaches: Advisory; training; transfer of software and computational systems	Overall IDP plan: June 1990 – July 1993
12/02/99 PAD	Electric Power & Other Energy	Sub-national government administration; Power	Tongbai Pumped Storage Project (P056424)	China	A provincial power company (ZPEPC)	Overseas utilities	Twinning is one of the six components of the management training program to upgrade management and commercials skills of staff *Key approaches: 2 groups x 2 persons/group to be trained	Overall training program: USD 2.5 million. Twinning starts in 2001; Six months per program
06/21/99 ICR	Finance	General agriculture, fishing and forestry sector; Central government administration; Banking; Capital markets; General finance sector	Financial Institutions Development Loan Project (P008585)	Poland	Seven State-owned commercial banks	Seven European banks (Netherlands, Ireland, Denmark, Italy, and UK)	Provision of technical assistance and transfer of know-how in the agreed areas including: strategic planning, budgeting and performance measurement, organization structuring, human resource management, training, credit and asset/liability management, financial control and accounting, branch operations, marketing, internal audit, management information systems, and automation planning *Key approaches: Resident experts; manuals; systems demonstrations; training; and site visits	2.5 years USD\$22 million, out of the US\$50 million financing under FIDL for institutional development

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06/15/99 ICR	Oil & Gas	Central government administration; Oil and gas	Gas Utilization Project (P003960)	Indonesia	The state gas corporation, PGN	An experienced operating entity, British Gas (UK)	Long-term technical collaboration for technology and know-how transfer and staff training. Enhancement of PGN's skills in market development, planning, design, construction and operation of natural gas compression, transmission and distribution systems, project/financial managements, cost control, long-term planning, and implementation of the Project. *Key approaches: On-site staff training	(not identified)
02/19/99 PAD	Finance	Animal production; Housing construction; General transportation sector; Health; Sub-national government administration	Local Government Finance and Development Project (P048588)	Philippines	Local Government Unit (LGU)	(not identified)	A part of LGU training and capacity building *Key approaches: (not identified) *Project status (PSR 12/16/03 Update): Training implementation needs to be accelerated. Demand-driven training has yet to be started.	(not identified)
02/28/98 GEF Project Document	Urban Development Env.	Renewable energy; Solid waste management; Other industry	Solid Waste Management and Landfill Gas Recovery Project (P040553)	Latvia	The municipal waste disposal site (GLE) and the subsidiary company (GLC)	a foreign waste management company (Sweden), complemented by a business consultants	Provision of technical assistance through twinning to enable the staff of the disposal site to efficiently operate the waste processing system and to achieve maximum revenue from the generated LFG and separated by-products (transfer of technology and provision of managerial assistance during the project implementation) *Key approaches: (the terms of reference to the twinning arrangements to be discussed) *Project status (PSR 12/15/03): The technical component of SIDA financed twinning arrangement continues to be successful.	USD 400,000 August 1998 onwards
10/25/96 SAR	Multi-sector (Banking, General Industry and Trade)	Banking; General industry and trade sector	Export Development Project (P044851)	Ukraine	The state's EXIM bank	An experienced Western EXIM bank or other suitable institutions	Provision of assistance for improving the institutional effectiveness (to turn the EXIM bank into an effective and focused export support and financing institution); strengthening the capacities in strategic and technical areas *Key approaches: Consulting services *Project status (PSR 12/30/03): Eximbank has almost completed the procurement and disbursements under the institutional building component of the project. One consultant has been identified.	1997 Second quarter USD 2.5 million
11/20/95 SAR	Urban Dev.	Sub-national government administration; General transportation sector; Sewerage Water supply	Municipal Services Development (P034584)	Latvia	A municipal water enterprise (DU)	A foreign utility (Finland)	Institutional strengthening to assist the enterprise in shifting its financial and operations management practices towards a more market-oriented and commercial basis appropriate to an independent utility *Key approaches: Consultancy; advisory services; technical assistance; training *Project status (PSR 6/28/02): "Institutional development – satisfactory." Twinning activities included operational	3 years (1/1/96-2/26/99) USD 1.2 million

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							support, training, visits, support for strategic planning process, computerized billing system, etc. DU appreciated the activities, which opened new ways and visions to the traditionally stagnant utility environment. One of the institutional efficiency indicators is the number of staff per serviced population. DU has been able to steadily rationalize activities, so that the mid 1990's staff of 457 declined to 385 in 1997 and further down to 320 in 2002. But the western benchmark value of 1.2-1.5/1000 population served, giving a target staff for DU of 120-150 is still far off. These benchmarks are not fully reliable in a different socio-economic setting.	
11/08/95 SAR	Transport.	Central government administration; Roads and highways	Nairobi-Mombassa Road Rehabilitation Project (P035691)	Kenya	Ministry of Public Works and Housing	A foreign Road Agency	<p>Institutional support: Provision of technical advise and training for supervision of maintenance contracts and the establishment of the Road Works Inspectorate within the Dept of Roads</p> <p>*Key approaches: Training (study visits by the Road Dept officers); secondment to the Road Agency; Technical advice and information; and technical assistance (periodic follow-up visits by the Road Agency to monitor the work of the Inspectorate)</p> <p>*Project status (11/18/03 Update): The Ministry has dropped this component in light of its decision to move ahead with long-term performance-based contract maintenance, train its staff in contract management and also it realized that moving ahead with this contract would mean extending the contract beyond the current revised closing date of the Credit of March 31, 2004. In light of the forthcoming institutional reforms under the proposed Northern Corridor Project, the team has concurred with this decision.</p>	Approximately 4 years
06/03/94 SAR	Transport.	Roads and highways	Second Road Rehabilitation and Maintenance (P009465)	Bangladesh	Various road-related agencies in the country	A foreign government road agency, consultants, and overseas universities or training institutions,	<p>A part of the institutional development component of the project: Provision of technical assistance to improve the planning, management, and implementation of civil works in the road sector, and improve road safety</p> <p>*Key approaches: A "joint venture"</p> <p>*PSR (1/29/01): Technical assistance component of the project- "satisfactory."</p>	Initially 4 years (Institutional development component itself aims for 8-10 years)
11/09/92 SAR	Edu.	Central government administration; Pre-primary education; Secondary edu.; Tertiary education; Primary education	Third Primary and Secondary Education Sector Project (P004324)	Malaysia	Ministry of Education	Reputable universities or institutions	<p>A staff development program: Improvement of the management efficiency, targeting about 1,000 senior and middle level managerial and technical personnel</p> <p>*Key approaches: Training; Studies; specialist services</p> <p>*PSR (6/19/1996): No status reported.</p>	4percent of the project cost USD 342 million

Note: ICR = Implementation Completion Report ; PAD = Project Appraisal Document; PRS = Project Status Report; and SAR = Staff Appraisal Report

ANNEX 2: Mapping of WBI Pilots for Institutional Development to Key Dimensions of Twinning: Examples (Based on Comments Provided by the Task Managers and the Concept Notes)

Selected Key Dimensions	WBIEN-CEFOC (CBI) Burkina Faso	WBIHD-MMA/HSE (SDI) Russia	WBIHD-ESANP (CBI) Multiple countries	WBIPR-HNPA (CBI) Vietnam	WBIHD-RBA (SDI) Kenya
Design Issues					
What type of relationship does your pilot arrangement with your partner represent?	Program-to-Institution, followed by Program-to-Network	Program-to-Institution	Program-to-Network	Program-to-Program (or Program-to-Institution?)	Program-to-Institution
Is sustainability part of your objectives?	Yes, as long as WBI exists, twinning is a different way to organize courses.	Yes	Yes	Yes	Yes
Is learning implicit in the concept of the arrangement?	Yes, explicit as well.	Yes	Yes	Yes	Yes
What is the duration of the twinning arrangement?	3 years or more	Under development	Under development	Multi-year program: 1 st phase 3 yrs (FY04-06); 2 nd phase (FY06-07)	3 years from June 25, 2003
What types of instruments or activities does your program intend to use?	Courses (Face-to-face and DL); workshops; others depending on future programs	TOT course; short-term missions; courses; partner meetings	TOT course; short-term missions; courses	Training-of-trainers (ToT); advisory and consultation services; study tours by donors; short-/long-term courses; e-learning	Workshops; conferences; short-term missions
Was there any attempt to identify the needs of your counterpart before the twinning arrangement was established?	Not formally.	Yes, two missions to Moscow and a partnership meeting in Paris.	Yes, but limited.	A diagnostic review was conducted by consultants. HNPA's short-term priorities identified include: a review of the content and curricula of courses in economics and economic reforms; training of trainers in 3 subject areas (development econ; public finance; and trade) and teaching methodologies; modernization of economic library resources; and strengthening of policy research capacity.	Yes, the initial 3 months of the MoU were dedicated to diagnosis and preparation of work program.
Does your present program document describe how individual learning will lead to the overall institutional change?	We didn't plan individual learning aiming at any institutional change.	No	No	WBI courses will include civil servants as audience who are the implementers of economic reform; the policy notes written by the Bank's Operational Unit, as well as ongoing studies by local think tanks, are reflected and integrated in the program content; and a program for 'leadership' will be developed in the second phase.	Yes, through the preparation of documents (the strategic plan being one of them).
Is there a mechanism in place to adjust the current work plans, if needed?	We are willing to set up a monitoring system.	Yes	Yes	A 'phased' approach is taken to ensure focus and manageability of the arrangement.	Yes, we are in permanent contract with the RBA and our plans are discussed with them in advance.
Are the current work plan feasible given the time allocated?	Depends on other factors than time.	No	No		Yes
Selection of Appropriate Partners					
A similar business field	Yes – CEFOC is a training institution.	Yes – MMA specializes in training; HSE is a State University training professionals.	Yes – ESANP is a group of training and policy research institutions.	Yes – HNPA is a training center for mid-to high-level civil servants.	Yes

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Selection of Appropriate Partners					
A similar business field	Yes – CEFOC is a training institution.	Yes – MMA specializes in training; HSE is a State University training professionals.	Yes – ESANP is a group of training and policy research institutions.	Yes – HNPA is a training center for mid-to high-level civil servants.	Yes
Supplier's technical competence and experience with development issues	Yes - WBIEN	Yes - WBIHD	Yes - WBIHD	Yes – WBIPR	Yes - WBIHD
Does your counterpart has a compatible technology or system in place?	-	-	-	Training in computer skills for trainees to be provided; training facilities and information systems (e.g. video conference, internet access) to be upgraded	Yes
Does your counterpart has a language compatibility?	We all speak French (the problem is the translation of materials into English for WBI internal use).	Yes	Yes	Training in English language to be provided by British Council / U.K. Dept. for International Development (DFID)	Yes
Other issues					
Do you have any specific follow -up activities to be implemented after the completion of the arrangement?	Yes, but to be determined when needed.	Yes	Yes		The program is still in its initial phase and has more than 2 years of work ahead.
Are there any staff appointed at WBI and at your counterpart who will serve as long-term advisors or task managers for the duration of the twinning arrangement?	No, we only use program staff (seconded).	Yes	Yes		The task manager.
Does your program include any specific effort to ensure your counterpart's ownership of the twinning arrangement?	No, the counterpart has already high level staff and we build out twinning programs together.	Yes	Yes	The primary responsibility for design and implementation of the arrangement rests with HNPA. WBIPR supports HNPA by advising on technical components; developing external partnership with other universities or training institutions in the Asia-Pacific region; and leveraging donor support.	Yes, our activities are focused on supporting the work of the local team.
Does your program have any specific plans to ensure the availability of funding throughout the arrangement?	The twinning arrangement is aimed at decreasing ptd cost; it should in a long term help to save some money.	Yes	Yes	The total cost of \$3-4 million for FY04-06 is expected. A multiple-donor financing approach through Trust Funds to be explored.	No, costs are within the budgetary capacity of our program.

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