

Support to the Maritime Sector in Latvia

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**Department for Central and
Eastern Europe**

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**Sida Evaluation 96/34
Department for Central
and Eastern Europe**

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Abbreviations

BITS	Swedish Board for Investment and Technical Support
CBC	Cross Border Cooperation Programme; a Phare programme
DGPS	Differential Global Positioning System
DMA	Department of Maritime Administration, Ministry of Maritime Affairs
GMDSS	Global Maritime Distress and Safety System
GPS	Global Positioning System
IMO	International Maritime Organisation
MAL	Maritime Administration of Latvia
MD	Maritime Department, Ministry of Transport
MOT	Ministry of Transport, Latvia
MRCC	Maritime Rescue and Coordination Centre
OPR	Oil Pollution Response
SAR	Search and Rescue
SEK	Swedish crowns
Sida	Swedish International Development Cooperation Agency
SNMA	Swedish National Maritime Administration
TOR	Terms of Reference
VTS	Vessel Traffic Services

EXECUTIVE SUMMARY

Background

Sida has been providing support to the Latvian maritime sector since 1991. The support comprises several different projects, which have been divided into phases. Initially, the support was provided as part of joint programmes for the three administrations responsible for maritime affairs in the Baltic republics, but as from 1992 several projects have also been approved which only concern the maritime sector in Latvia.

The number of approved Latvian projects in the maritime sector is today 3 with an aggregate budget of SEK 1.4 million financed by SIDA. The number of joint programmes amount to 7, of which one is under implementation. The total SIDA appropriations for the joint Baltic projects in the maritime sector amount to SEK 5.4 million, of which approximately SEK 1.8 million are for Latvia.

The recipient of the aid has been the Ministry of Maritime Affairs and subsequently the Maritime Department (MD) of the Ministry of Transport. Since the establishment of the Maritime Administration of Latvia (MAL) in July 1994, it has been the effective recipient of the support, although other institutions in the maritime sector have also been able to take part in and benefit from project activities. The MAL is a semi-independent agency of the state responsible for, *inter alia*, the regulation of maritime safety, accident investigations, the provision of traffic services such as pilotage, navigation aids, hydrography, sea chart production, maintenance of the ships' register, and search and rescue (SAR) activities. The Swedish partner has been the Swedish National Maritime Administration (SNMA).

The Evaluation

In view of the relatively large number of projects to the Latvian maritime sector and that Sida is currently in the process of developing a sector strategy for its support to transport and communications in the Baltic states, Sida has decided to undertake a review and evaluation of the achievements to date and to identify possible motives for continued assistance to the sector. To undertake this evaluation, Sida engaged an independent consultant (this Consultant). This evaluation follows a similar evaluation undertaken in 1995 of the support to the Estonian maritime sector which was also carried out by this Consultant. An evaluation of the Sida support to the maritime sector in Lithuania is undertaken jointly with the evaluation of the support to the Latvian maritime sector, and is reported on separately.

The purposes of the evaluation exercise are:

1. To evaluate the relevance results, cost-effectiveness, sustainability and effects of the support provided so far to the development of the Latvian maritime administration, and identify major issues with respect to project definition and implementation; and
2. To identify aspects to consider in any possible further Sida support to the sector to ensure effective support and the establishment of the Latvian maritime sector on a self-sustained basis.

Findings

The projects subject to evaluation comprise one project which was implemented during 1993, the projects which were mainly implemented during 1994 and 1995, and a single project which was initiated in 1995.

The Swedish support has mainly been of an institution building nature, and has included formal and on-the-job training in order to transfer methods and techniques used for the execution of functions which are typically performed by a maritime administration. The Swedish support has also been directed at developing the institutional framework of MAL as concerns its financing and organisational structure, and - to a limited extent - the legal framework for the regulation of maritime safety. Part of the support has also been directed at the development of proposals for the upgrading of the navigation aids in Latvian waters. There has been no hardware components in the support by Sida to the Latvian maritime sector.

The project 'Strengthening the Institutions Focusing on Safety' comprised two distinct components. The first component was a review of the organisational structure of the maritime affairs sector. Its findings are reported on in the report *Organizational Review of the Department of Maritime Administration*, September 1993, which contains proposals for the development of the predecessor of MAL, the Department of Maritime Administration (DMA) in the Ministry of Maritime Affairs. It appears that only a few recommendations of this report have been implemented, while others have not.

The second component concerned navigation aids, and is reported on in the report '*Aids to Navigation; Rehabilitation Programme; Latvia*', October 1993. Main achievements were (i) an identification of the navigation aids in Latvian waters; and (ii) proposals for a crash programme, a short term programme and a medium term programme for the rehabilitation and upgrading of navigation aids. The outputs of this project have been used in subsequent programmes for the rehabilitation and renewal of navigation aids in Latvia, although these programmes have been financed by other donors

The project 'Review of Shipping Dues, Latvia' concerned the financing of MAL and the type and level of charges that may be implemented on ships in order to generate revenues for the provision by MAL of different types of services. The findings and recommendations of this review are contained in the report *System for Shipping Dues*, March 1996. This work is said to have been helpful to the work done by MAL in the field, although little direct use has been made of the outputs under the project.

Another project referred to as 'Maritime Department and Maritime Administration Department Organisational Development and Institutional Support', has not yet been completed and has not been reported on, although it is understood that completion is imminent. It is this Consultant's impression that the scope of this project has changed substantially during implementation, which probably also in part explains the slow pace of implementation, including the lack of a project completion report to date. In lieu of the more fundamental institution-building activities, as planned originally, the project has covered such matters as (i) inspection procedures with respect to safety onboard vessels; (ii) the design of the seamen's registry; and (iii) procurement assistance for the acquisition of assets. It seems likely that this change in the scope of the project has reflected the actual needs of the MAL.

The project concerned with SAR in the fifth phase, i.e. 'Search and Rescue at Sea', which is a joint programme for the Baltic states is nearing its completion. The ultimate aim of the project is to ensure that staff are adequately trained and routines have been developed for

SAR and OPR operations to ensure that the Baltic states are able to perform these functions in accordance with international requirements.

The assessment made by this Consultant, is that results and the sustainability of the projects in the Latvian maritime sector have been mixed. There are some clear achievements, in particular, as concerns the support in the field of navigation aids and SAR. This support has probably also been cost-effective.

In-between falls the support in the field of shipping dues. Although the recommendations with respect to shipping dues under this project apparently have been of limited use so far, it appears that other concepts and approaches developed during this project, in particular during a seminar that was carried out in Sweden, have made a definitive impression on MAL, and that several of these concepts are now being adopted, including proper longer term planning, more rigorous investment planning, etc. The positive aspect of this project can be attributed to its vocational training elements. This Consultant is therefore apt to believe that this project, in principle, has also yielded results and that these results are sustainable.

The concrete achievements under the two remaining projects - the two concerned with organisational development of the maritime administrations - are, however, difficult to identify. It is this Consultant's belief that the reason for this is to be found in the rather chaotic situation that has characterised the institutional arrangements in the maritime sector in the period since 1992. Different groups appear to have been pulling in different directions as concerns the future institutional arrangements in the sector. It appears that the consultants of SNMA have been drawn in on one of the sides in this process. The lack of identifiable results under these projects, in particular when seen against what the TOR for these two projects state, could thus be explained by that they were responsive to rather specific needs, and needs that did not have political support.

Having said this, this Consultant would also like to add that these two projects have not necessarily yielded negative or no results at all. Firstly, these projects have provided general information about organisational and operational aspects of the maritime sector of relevance to the Latvian maritime administrations. Secondly, it appears that some use has been made of efforts made under these project. Thirdly, it appears clear that the Swedish involvement has given a clear boost to the morale of the staff of previously DMA and later MAL. And finally, it should be mentioned that all persons interviewed in the MAL have stated that they consider that the support so far has been of importance to the development of the Latvian maritime sector, in general, and MAL in particular.

Recommendations

While the maritime administration now in essence is up and running, there are still a number of needs that may warrant Swedish support. Part of such support should be straightforward - support with a clear focus on either the development of operational skills (vocational training) or the provision of such skills (e.g. consultancy services to assist with design and procurement) - provided a number of conditions are met by the Latvian government. When developing such future projects there is a need to carefully consider the approach to vocational training.

There may also be a ground for more ambitious assistance in the institution building field. For such assistance to materialise, it will however be absolutely essential for Sida to ensure that the proposed projects are developed adequately. In particular, this means that appropriate conditions and arrangements for implementation have been established and that all these arrangements as well as the scope of the proposed project have the full support of all relevant Latvian parties. This will likely entail that the project is being commenced through a

project preparation exercise, before the actual project is initiated. It is also likely that possible future institution building projects will require personnel to be stationed for longer periods of time in Latvia.

Lessons Learned

There are a few lessons to be learnt from the Latvian experience. Firstly, good vocational training is always useful and also much appreciated, although effectiveness requires a good command of English; there is still an inadequate number of Latvians with an adequate knowledge in English. However, this Consultant believes that there is now also a need to consider other approaches to training of a longer term nature, whereby, for example, Latvians are being seconded to a foreign maritime administrative for a longer period of time primarily in order to develop a full appreciation of the actual workings of a modern maritime administration, but also to hone language skills. Secondly, projects which have a clear operational orientation are relatively easy to implement. And thirdly, when projects become more complex, and involve more pure institutional development aspects, there is no escape from proper and careful project preparation, including the identification of conditions for successful project implementation.

However, more complex institutional development projects not only require a more disciplined processing procedure, but also more careful supervision. This will, in turn, require on part of Sida that it takes steps to ensure that there is full compliance between on the one hand the formulations in its decision memoranda and the terms of reference (TOR) guiding the consultants implementing the projects, and between what is promised in the decision memoranda plus TOR and what is subsequently reported on. In addition, in order to facilitate the enforcement of accountability, Sida should require the specification of operational performance indicators, and should also require reporting by the consultants on the actual achievements in terms of these performance indicators.

1. INTRODUCTION

1.1 Background

BITS/Sida¹ has been providing support to the Latvian maritime sector since 1991. The support comprises several different projects, which have been divided into phases. Initially, the support was provided as part of joint programmes for the three administrations responsible for maritime affairs in the Baltic republics, but as from 1992 several projects have also been approved which only concern the maritime sector in Latvia. Projects implemented in 1991 are part of phase one, projects implemented during 1992 are part of phase two, etc. Projects currently under implementation are thus part of the fifth phase.

The number of approved Latvian projects in the maritime sector is today 3 with an aggregate budget of SEK 1.4 million financed by SIDA. One of these projects is still under implementation, while the others have been completed. The number of joint programmes amount to 7, of which one is under implementation. The total SIDA appropriations for the joint Baltic projects in the maritime sector amount to SEK 5.4 million, of which approximately SEK 1.8 million are for Latvia. For a list of the projects, see Annex 1

The recipient of the aid has been the Ministry of Maritime Affairs and subsequently the Maritime Department (MD) of the Ministry of Transport. Since the establishment of the Maritime Administration of Latvia (MAL) in July 1994, it has been the effective recipient of the support, although other institutions in the maritime sector have also been able to take part in and benefit from project activities. The MAL is a semi-independent agency of the state responsible for, *inter alia*, the regulation of maritime safety, accident investigations, the provision of traffic services such as pilotage, navigation aids, hydrography, sea chart production, maintenance of the ships' register, and search and rescue (SAR) activities. The Swedish partner has been the Swedish National Maritime Administration (SNMA), sometimes assisted by other consultants.

Most of the projects have involved institution-building activities, including staff training in such areas as management development and SAR activities. However, one project has also been directed at assisting with the development of the facilities required by MAL, mainly navigation aids.

In 1993, Sida undertook a review of Sida-financed projects to the transport and communications sectors in the Baltic States (see *Transport and Communications in the Baltic States*, November 4, 1993). The emphasis of the review was on identifying an appropriate strategy for SIDA-support as to areas for support and the approach to be used for developing and implementing projects.

In view of the relatively large number of projects to the Latvian maritime sector and that Sida is currently in the process of developing a sector strategy for its support to transport and communications in the Baltic states, Sida has decided to undertake a review and evaluation of the achievements to date and to identify possible motives for continued assistance to the sector. The evaluation would focus on projects implemented mainly during 1994 and 1995,

¹ On 1 July, 1995, several Swedish government agencies involved in development assistance - including the Swedish Board for Investment and Technical Support (BITS) and the Swedish International Development Authority (SIDA) - were merged to form the Swedish International Development Cooperation Agency (Sida). The Swedish support which before had been channelled through BITS was from this date taken over by Sida. In the sequel reference will only be made to Sida, being the legal successor of BITS.

and under implementation during 1996. To undertake this evaluation, Sida engaged an independent consultant (this Consultant); terms of reference and list of projects to be evaluated are at Annex 2. This evaluation follows a similar evaluation undertaken in 1995 of the support to the Estonian maritime sector which was also carried out by this Consultant (see *Evaluation of BITS Support to the Maritime Sector in Estonia*, 16 May 1996.). An evaluation of the Sida support to the maritime sector in Lithuania is undertaken jointly with the evaluation of the support to the Latvian maritime sector, and is reported on separately.

The evaluation was undertaken through interviews and visits to Riga and the offices of SNMA in Norrköping; persons interviewed are at Annex 3. This report contains the findings and conclusions of the evaluation.

1.2 Purpose

The purposes of the evaluation exercise are:

1. To evaluate the relevance results, cost-effectiveness, sustainability and effects of the support provided so far to the development of the Latvian maritime administration, and identify major issues with respect to project definition and implementation; and
2. To identify aspects to consider in any possible further Sida support to the sector to ensure effective support and the establishment of the Latvian maritime sector on a self-sustained basis.

2. THE ADMINISTRATION OF MARITIME AFFAIRS IN LATVIA

2.1 Structure and Legal Framework

Following Independence, the Ministry of Maritime Affairs was established in September 1991. This Ministry was responsible for both the regulation of the fishing industry, ports and maritime affairs in general. The Department of Maritime Administration in the Ministry was, *inter alia*, responsible for hydrographics, safety, search and rescue, ships and personnel registration and navigation aids (although navigation aids until September 1993 were still under the control of the Russian navy). The Ministry was largely self-financing.

In September 1993, the former Ministry of Maritime Affairs was abolished and the Department of Maritime Administration (DMA) was incorporated into the Ministry of Transport (MOT). Subsequently, in July 1994, the Maritime Administration of Latvia (MAL) was established as a semi-autonomous agency of state under the MOT. MAL took over most of the functions of the DMA, with the exception of policy formulation, legislation, international affairs, and the monitoring and regulation of MAL, shipping companies and ports. These remaining functions are now the responsibility of the Maritime Department (MD) in MOT with a staff of 18 persons.

The establishment of MAL was the result of a policy established by the Government of Latvia in 1993 and implemented during 1994 to separate core-functions of the government such as policy making, legislation, overall budgeting and monitoring from non-core functions such as ordinary operational functions and the day-to-day performance of safety and security regulation. In terms of the new policy, the non-core functions were to be transferred to boards, funds, inspectorates and other semi-independent entities which would also be able to operate on a self-financing basis.

MAL was established in terms of the Latvian Maritime Code, 1994, which sets out the division of responsibility between the MOT, the port authorities (see below) and MAL. The head of the MAL is the Director, also having the title Chief Harbour Master. As there is no board, the Director in effect reports to the Minister of Transport, and through the director of the MD (although the Maritime Code explicitly identifies both the functions and powers assigned to the Director of MAL). While MAL thus enjoys considerable independence in a number of day-to-day matters, such as the hiring and firing of staff, salary structure and benefits, policy matters, and the appointment of the Director are controlled by the MOT, and effectively by the Minister. The budget of MAL is also approved and monitored by the MOT. MAL may contract loans with the approval of the government.

MAL is a complete organisation with respect to its functions, and is responsible for everything from ice breaking to search and rescue and to inspection and maintaining the ships' register. The only exceptions to this rule is that the actual responsibility for maritime pollution rests with the Marine Environment Inspectorate in the Ministry of Environmental Protection and Regional Development. However, while this Ministry prepares, for example, oil pollution combatting plans and also has some resources available to combat oil spills, the actual coordination for the combatting of oil pollution, etc., has to be performed by MAL. The Ministry of Environmental Protection and Regional Development does not have any resources for this purpose, and therefore has to rely on the resources of MAL for surveillance, reporting and to some extent also for combatting purposes.

The organisation of MAL has undergone several changes since its establishment. The present organisation comprises the following three departments, with approximate number of positions indicated in brackets: (i) Shipping Safety Department (520), headed by the Deputy

Director; (ii) the Chief Engineer (10); and Maritime Services (200). There is also a staff function (25).

The total staff thus amounts to about 750. There are, however, several vacant - key - positions in MAL. One acute area is the shortage of skilled inspectors. A substantial number of the employees were formerly employed by the state organisations in Latvia during the period of the Soviet Union responsible for fishing and shipping i.e., in the latter case, in what was then known as Morflot. This means that the background of the employees to a considerable extent is in the fishing and merchant marine, although such organisations as Morflot was responsible also for regulatory affairs, including ship safety.

The staff function consists of six independent units, each directly subordinated to the Director. The Shipping Safety Department, which effectively corresponds to what earlier was referred to as the Port Regions Department, consists of four units, one each for the three main ports, Riga, Ventspils and Liepaja, and one for the remaining seven smaller ports. The Regions are responsible for assisting ships when entering the ports, as well as for inspection of (larger) vessels, including the performance of Port State Control. The Chief Engineer's Department is involved in construction activities, transport and fire safety service. The Maritime Services Department comprises three divisions, Hydrographic Services, which is charged with hydrographic surveys, aids to navigation, fairway maintenance and the production of sea charts and other nautical publications, Search and Rescue Services, which includes the Maritime Rescue Coordination Centre (MRCC), and Survey and Inspection, which is responsible for survey and inspection of (smaller) vessels, the register of seamen and the registers of ships and yachts.

The Law on Ports (of 1994) identifies the type of charges that may be imposed by MAL on shipping, including light dues and pilotage dues. The revenues raised from these sources are today used to finance the operations of MAL and are also collected directly by MAL, but MAL may also receive appropriations from the revenue fund of the government. The level of the dues have to be reviewed by the Maritime Department in the MOT before being approved by the Minister of Transport.

The Latvian Maritime Code was enacted in 1994 and came into effect at the same time as the Law of Ports. It was prepared with the help of the International Maritime Organisation (IMO). Regulations issued in terms of this Act reflect the currently applicable regulations within the international community of maritime affairs. The set of regulations is not yet complete - particularly as concerns the implementation of the safety enforcement system - but the gap is gradually being closed. The preparatory work is done by MAL, while the finishing details is the responsibility of the Legal Division in the MD of MOT.

Latvia is a member of the IMO as from January, 1993. Latvia is not yet a member of the International Fund for Compensation for Oil Pollution Damage, the International Hydrographic Organisation (IHO) or of the International Association of Lighthouse Authorities (IALA)².

Latvia has acceded to most of the major international conventions in the maritime sector. Main exceptions include the International Convention on Maritime Search and Rescue, 1979 and the International Convention on Oil Pollution Preparedness, Response and Co-operation, 1990. Latvia has adhered to the Understanding on Common Shipping Policies, but has not signed the OECD Memorandum of Understanding on Port State Inspections as it lacks the capacity to enforce it.

² Different sources provide different information about whether or not Latvia is a member of IALA. The position of the Director of MAL is that Latvia formally is not a member.

There are three major ports in Latvia, viz. Riga, Ventspils and Liepaja. The landlord and nautical/maritime tasks in these ports are handled by port authorities. The port authorities are public enterprises, with each port board comprising members appointed by the government (50%) and by the local authorities (50%). The port authorities of the seven smaller ports are controlled by the local authority concerned. There are several port operators in Riga, including Riga Commercial Port, the Baltic Shipping Company (which operates two passenger terminals), Riga Sea Fishing Port and Riga Kremeri/Voleri Port (the former inland waterway port). In Ventspils, there is a commercial port and a sea fishing port. There are both private and state-owned port operating companies; the state-owned companies are established as state enterprises under the MOT.

Under the Law on Ports, 1994, a Ports Council was established, comprising representatives of several ministries and of the port authorities, the cities concerned and MAL. While this Council is understood to have an advisory role, it apparently plays an important role as concerns the development of both the port and the maritime sector. The Ports Council is to be viewed as a part of the government machinery. Its influence partially derives from the condition that it controls expenditure from the Port Fund which is fed by 5% of all the dues imposed on shipping. The Port Fund is administered by MAL.

2.2 Issues

Notwithstanding the fact that oil pollution response formally is the responsibility of another ministry, MAL is essentially a complete organisation for the management of maritime affairs, as this sector is normally organised and operated in market economies. As concerns staffing, MAL is also largely a complete organisation, although competency has not been fully developed in some fields. This applies in particular to inspection activities, where competency is not only inadequate but where there are, as noted, several vacant positions in the organisation. The main source of the problem is that MAL is not able to recruit the required people on account of its salary structure. Although, MAL can control its salaries and pays better than what is normal in the government service, the salaries offered by the private sector are much higher than what MAL can afford to pay today for the skills required.

A number of other issues with respect to the administration of maritime affairs in Latvia should be noted. Firstly, the degree of autonomy of MAL. Although not part of the Ministry, MAL in effect enjoys partial independence, and most major questions have to be settled in close consultation with the Ministry. MAL is therefore in effect subject to ministerial rule. Although the current legislation sets out the powers of MAL, it seems certain that the demarcation line of responsibilities has not been defined clearly. MAL wishes to see a greater degree of autonomy, and the Ministry appears not to be opposed to such a development.

Indeed, the MOT is currently working on a proposal for transforming MAL from its present status of being an agency of the state to a state-owned enterprise. This transformation would, *inter alia*, entail that MAL would come under the control of a board, but presumably also more clearly defined goals with respect to its financial performance, including being subjected to a requirement of paying dividends or, at least, income tax.

Related to this matter is the question of how the reform process is being executed. As noted, the management of the maritime sector has been undergoing a number of changes. It appears that these changes largely have been driven by the new political establishment without much consultation with the immediately affected parties. This has created an atmosphere of uncertainty, a situation which has been aggravated by the different cultures that can be found in the new political establishment, in the Maritime Department of the MOT, which to a large extent represents a new class of bureaucrats, and the MAL, with a staff largely having a background in the trades of the merchant marine, or similar. Ultimately, this

situation is to be seen as a result of 'poor government', and adequate procedures for consultation as part of a policy development process. The need for bringing this issue up here is primarily that this Consultant believes that it has had an impact on the course of development of the Swedish assistance to the maritime sector.

A third issue concerns the borders between MAL and other organisations. As indicated above, responsibility for oil pollution combatting falls under a different Ministry. While the MAL has no objection to this arrangement, in principle, the actual division of responsibility has apparently never been formalised in legislation. Nor has any agreement been entered into between the Ministry of Environmental Protection and Regional Development and the MAL for defining more clearly their working relationship. Another related issue is where the actual responsibility for SAR should rest. Proposals have been advanced for transferring this function from MAL to the military Coast Guard, as has already been done in Estonia

The nature of MAL as a mixed organisation, part of which is purely regulatory in nature, and part is actually a provider of services is a fourth matter of concern. No clear distinction has been made between these two different functions. This can also be observed in the present organisation. Although MAL now has a separate Division of Shipping Safety, its function is mainly that of coordination and policy development. The actual safety inspection work is done by the Harbour Masters in the various Ports Region Divisions, and these Divisions are also involved in a number of operational functions such as VTS, i.e., operational functions that in principle should be subject to oversight by an inspectorate in order to ensure compliance with safety regulations. This mixture of functions is not an ideal arrangement, and there is therefore a need for making a clear separation between authority and accountability with respect to service functions and regulatory functions. The matter has been touched upon in a project under the Swedish support.

3. DONOR SUPPORT TO THE MARITIME SECTOR

The Swedish support, to be considered further below, has been one of the most important in the field of maritime affairs (excluding ports and shipping). Other important donors comprise mainly Denmark and EU through the Phare programme.

Denmark has helped the Ministry of Environmental Protection and Regional Development to develop an oil contingency plan in the event of a major oil spill. Another assistance has been the performance of hydrographic surveys of the entrance channels to Liepaja, Riga and Ventspils ports during 1992 and 1993. A major support programme from Denmark during 1994 was the provision of radio stations as part of the build-up of a Global Maritime Distress and Safety System (GMDSS). This system now covers all of Latvia, but is based on a decentralised approach. During an envisaged second phase, a unified system, allowing for remote control from one station of all stations is envisaged; see below. Denmark has also provided support for the dismantling of radioactive isotope (Sr⁹⁰) generators used by two lighthouses, and the replacement by other sources of energy (solar panels), and a crash programme for urgent support to navigation aids (*inter alia*, the repair to lighthouses). Denmark is currently implementing a training programme in Port State Control, a programme which is similar to what Sweden has done in both Estonia and Lithuania. It is understood that Denmark in the future will finance the provision of a buoy tender.

The support under the Phare programme was initiated in 1993, when master plan studies were carried out for Riga and Ventspils ports. More recently, Phare has financed the study *Liepaja Harbour Environmental Study*, which was completed in early 1996. It is being considered to implement the recommendations of this study, which entails major dredging and disposal activities of contaminated material, jointly with the outcomes of the *Master Plan Study for Liepaja Port*, which is currently being undertaken with financing from Sida. Two other ongoing activities under the Phare programme include (i) the provision of a training programme in international safety management (ISM), in order to enable Latvia to manage the new ISM Convention which is gradually coming into effect as from 1996 (Holland has also provided training in this area); and (ii) a review of Latvian transport legislation to ensure its harmonisation with EU legislation. In the first case the assistance has been completed, while the consultant for the latter component is being recruited.

As part of the 1995 programme under the Phare facility referred to as Cross Border Cooperation (CBC), EU will provide ECU 1.5 million in order to finance a new VTS tower for Riga. This new facility will also be used by miscellaneous other functions, and will house the MRCC and be the centre for the GMDSS for Latvia. Although not yet definitive, it is expected that the 1996 CBC budget will finance (i) the second phase of the establishment of a fully integrated GMDSS; (ii) measurement equipment for carrying out hydrographic services; and (iii) modernisation and upgrading of some navigation aids. The cost of these three components is estimated at ECU 0.4 million.

Miscellaneous other assistance has also been provided by other countries/donors. Germany has donated equipment for four mobile SAR teams, and Finland has granted a loan on soft conditions for the acquisition of an ice breaker. IMO recently financed the services of a consultant to review the issues with respect to the ratification, management and implementation of international conventions including related organisational and staff development issues. A further IMO mission planned for the near future will review the legal framework of the maritime sector on behalf of the MD.

As concerns other parts of the maritime sector, it should be mentioned that Holland has financed a programme which was initiated already in 1992, which focuses on the operations in the ports. The programme referred to as *Improvement of Logistics Chain in Latvia*

comprises altogether 8 different sub-projects. One of these sub-projects covers the VTS of the ports of the country, and it under this support that the aforementioned need for a new VTS tower in Riga was identified, which will now be financed under the Phare programme. Assistance with the implementation of this project will also be provided by Holland.

There appears to have been limited - if any - overlap in donor activities in the sector. The Swedish support has emphasised software and has focused on MAL, while other donors have placed greater emphasis on hardware and have directed their assistance also to other recipient parties. It should be mentioned that the capability to manage donor activities has been strengthened through the establishment of the Project Management Unit in the MOT. This Unit is to review and monitor all donor financed activities in the transport sector to ensure co-ordination and compliance. A foreign expert is assisting the Unit, under financing from the Phare programme.

4. THE SWEDISH SUPPORT - ROLE AND CONTENTS

4.1 Overall role

The Swedish support has mainly been of an institution building nature, and has included formal and on-the-job training in order to transfer methods and techniques used for the execution of functions which are typically performed by a maritime administration. The Swedish support has also been directed at developing the institutional framework of MAL as concerns its financing and organisational structure, and - to a limited extent - the legal framework for the regulation of maritime safety. Part of the support has also been directed at the development of proposals for the upgrading of the navigation aids in Latvian waters. There has been no hardware components in the support by Sida to the Latvian maritime sector.

4.2 Review of Projects

The projects subject to evaluation comprise one project which was part of the third phase (i.e. it was implemented during 1993, the projects which comprised the fourth phase and were mainly implemented during 1994 and 1995, and the single project which makes up the fifth phase and which will be completed during this year. For a list of the projects, see Annex 1 or 2.

The project 'Strengthening the Institutions Focusing on Safety' comprised two distinct components. The first component was a review of the organisational structure of the maritime affairs sector. Its findings are reported on in the report *Organizational Review of the Department of Maritime Administration*, September 1993, which contains proposals for the development of the predecessor of MAL, the DMA in the Ministry of Maritime Affairs. It appears that only a few recommendations of this report have been implemented, while others have not, partly for reasons discussed further in Section 5.2.

The second component concerned navigation aids, and is reported on in the report *Aids to Navigation; Rehabilitation Programme; Latvia*, October 1993. Main achievements were (i) an identification of the navigation aids in Latvian waters; and (ii) proposals for a crash programme, a short term programme and a medium term programme for the rehabilitation and upgrading of navigation aids. When evaluating this support it has to be remembered that it was undertaken at a time when the Russians had not yet handed over the navigation aids to the Latvian authorities. This did not take place until September 1993, which was later than expected earlier. The outputs of this project have been used in subsequent programmes for the rehabilitation and renewal of navigation aids in Latvia, although these programmes have been financed by other donors

The project 'Review of Shipping Dues, Latvia'³ concerned the financing of MAL and the type and level of charges that may be implemented on ships in order to generate revenues for the provision by MAL of different types of services. The findings and recommendations of this review are contained in the report *System for Shipping Dues*, March 1996. This work is said

³ In the TOR for this Evaluation, project LVA0722 is referred to as 'Strengthening the Institutions' (Annex 2). Firstly, this is not an appropriate translation of the name used in the BITS decision memorandum. Secondly, the same terminology is used with respect to project LVA0721, which is confusing, also on account of this latter name being a faulty translation of the title used in the BITS decision memorandum for this particular project. For that reason, the English names used in the contract documents for these two projects are used in the text here.

to have been helpful to the work done by MAL in the field. During 1995, a revision of the existing dues was made, which has been implemented with effect from January 1, 1996. However, in this revision it appears that limited if any of the recommendations made in the report could be taken into account. Although one of the recommendations made is that light dues should be charged on the basis of gross registered tonnes of a boat and not its volume, and such a change was effected as from January 1 1996, it appears that this change may have been prompted by other circumstances and a general awareness in the maritime administrations that this is the normal basis for the calculation of light dues in the world.

Another project - like the previous one belonging to the fourth phase - referred to as 'Maritime Department and Maritime Administration Department Organisational Development and Institutional Support'⁴, has not yet been completed and has not been reported on, although it is understood that completion is imminent⁵. According to the Sida documentation, including the TOR formulated for the project, it was expected to concern a number of fundamental aspects related to the development of the Department of Maritime Administration in the Ministry of Transport. It is this Consultant's impression that the scope of this project has changed substantially during implementation, which probably also in part explains the slow pace of implementation, including the lack of a project completion report to date; see further below. In a letter from SNMA to Sida dated 29 June 1996, it is stated that the project has covered such matters as (i) inspection procedures with respect to safety onboard vessels; (ii) the design of the seamen's registry; and (iii) procurement assistance for the acquisition of assets. It seems likely that this change in the scope of the project has reflected the actual needs of the MAL (see also below under 5.3)⁶

The project concerned with SAR in the fifth phase, i.e. 'Search and Rescue at Sea'⁷, which is a joint programme for the Baltic states is nearing its completion. The ultimate aim of the project is to ensure that staff are adequately trained and routines have been developed for SAR and OPR operations to ensure that the Baltic states are able to perform these functions in accordance with international requirements.

⁴ See footnote 3.

⁵ According to SNMA, the project was in effect completed in October 1995.

⁶ According to information received from the SNMA, Sida was informed about the changed scope of the project during the spring of 1995.

⁷ This project is not listed in the TOR for the evaluation exercise, but has been added by this Consultant as it was part of the evaluation exercise carried out of the Sida support to the Estonian maritime sector in 1995.

5. EVALUATION OF THE SWEDISH SUPPORT

5.1 Introduction

In the report *Transport and Communications in the Baltic States; A review of SIDA-financed projects and a strategy for the future*, November 1993, a number of recommendations/guidelines were presented concerning the future support to, *inter alia*, the maritime sector in Latvia, including:

- support should be provided to non-revenue generating activities concerned with the performance of basic public functions and with an emphasis on institution building;
- support should be based on a request from the proposed recipient party, and should preferably be linked to an explicit development programme for this party;
- greater use should be made of experts stationed for longer periods of time in the country
- more emphasis should be placed on vocational training;
- arrangements for implementation should be made more detailed and mixed teams for implementation should be made use of; and
- indicators of achievement should be introduced in order to allow for the monitoring of results of the projects.

It appears that the projects which have been implemented or are being implemented in the Latvian maritime sector since the publication of this report have only partially followed these guidelines.

While the first principle, the focus on institution building as well as the performance of basic public functions (item 1) have been important components of the support, the second item (the need for a development programme) has not been used as an instrument in order to develop this support. This has not been critical for the work related to aids of navigation and SAR, where the needs and actions have been easy to define, but has likely had implications with respect to the other projects which have been more of a 'pure' institution building nature, as elaborated on further below.

The stationing of personnel for longer periods has not taken place (item 3), and the projects under review here have all been characterised by, in the same way as the projects implemented during the period up to and including 1992, of short-term visits. Long term expertise would not have been relevant for all the projects during the period since 1992, but this Consultant believes that such an input would have been necessary in order for successful implementation of 'pure' institution building projects such as LVA0721.

Vocational training (item 4) has clearly only been relevant for some projects, where this method also appears to have been used successfully. Vocational training has been the core of the SAR project, and the shipping due project apparently also contained a seminar of a vocational nature, which appears to have been the more successful aspect of this particular project.

For those projects where well-developed implementation arrangements (item 5) would appear to have been critical, efforts to this end as part of project preparation appear to have been limited. To take an example: an important requirement in order to be able to carry out the project on shipping dues is full and unimpeded access to the financial and planning data of MAL. Apparently the consultants when carrying out their assignments had problems in having the required information released, as also reflected in the rather thin description of the financial position of MAL, which is now contained in the final report: *System for Shipping Dues*.

Finally, indicators of achievement have to some extent been introduced, in particular for project LVA0721. These indicators have, however, become meaningless as the scope of the project has been changed; see above. Indicators have also been established for the SAR project but formulated in a way that they are not operational, i.e., they cannot be used to measure the achievements of a particular effort in an unequivocal way. For example, one indicator is the signing of bilateral SAR agreement with neighbouring states. It is understood that such agreements do not yet exist, but the explanation for this is likely to be quite complicated and not related to the efforts or lack of efforts under the 'Search and Rescue at Sea' project. Another indicator used is the ratification of the SAR Convention, which in the case of Latvia is still not in the process of being achieved. Again, this delay should, however, not be seen as an indication of the project not having achieved its real objectives.

5.2 Results

The assessment made by this Consultant, is that results and the sustainability of the projects in the Latvian maritime sector have been mixed. There are some clear achievements, in particular, as concerns the support in the field of navigation aids and SAR. This support has probably also been cost-effective.

In-between falls the support in the field of shipping dues. Although the recommendations with respect to shipping dues under this project apparently have been of limited use so far, it appears that other concepts and approaches developed during this project, in particular during a seminar that was carried out in Sweden, have made a definitive impression on MAL, and that several of these concepts are now being adopted, including proper longer term planning, more rigorous investment planning, etc. The positive aspect of this project can - as noted - be attributed to its vocational training elements. This Consultant is therefore apt to believe that this project, in principle, has also yielded results and that these results are sustainable.

The concrete achievements under the two remaining projects - the two concerned with organisational development of the maritime administrations - are, however, difficult to identify. It is this Consultant's belief that the reason for this is to be found in the rather chaotic situation that has characterised the institutional arrangements in the maritime sector in the period since 1992, and the tensions which apparently developed between the 'seamen' of the DMA (and subsequently the MAL), on the one hand, and the political leadership (possibly including the new bureaucrats), on the other. Different groups appear to have been pulling in different directions as concerns the future institutional arrangements in the sector, and the 'seamen' appear to have been the losers on paper (although the end results have clearly not been contrary to their interests). In these developments it appears that the consultants of SNMA have been drawn in on the side of the 'seamen'. The lack of identifiable results under projects LVA0441 and LVA0721, in particular when seen against what the TOR for these two projects state, could thus be explained by that they were responsive to rather specific needs, and needs that did not have political support.

Having said this, this Consultant would also like to add that these two projects have not necessarily yielded negative or no results at all. Firstly, these projects have provided general information about organisational and operational aspects of the maritime sector of relevance to the Latvian maritime administrations. Secondly, it appears that some use has been made of efforts made under these project; this appears particularly to have been the case for project LVA0721, but then primarily in areas not referred to in the Sida decision memorandum or in the TOR (see above under 4.2). Thirdly, it appears clear that the Swedish involvement has given a clear boost to the morale of the staff of previously DMA and later MAL. And finally, it should be mentioned that all persons interviewed in the MAL have stated

that they consider that the support so far has been of importance to the development of the Latvian maritime sector, in general, and MAL in particular.

5.3 Lessons for the Future

There are a few lessons to be learnt from the Latvian experience. Firstly, good vocational training is always useful and also much appreciated, although effectiveness requires a good command of English; there is still an inadequate number of Latvians with an adequate knowledge in English. However, this Consultant believes that there is now also a need to consider other approaches to training of a longer term nature, whereby, for example, Latvians are being seconded to a foreign maritime administrative for a longer period of time primarily in order to develop a full appreciation of the actual workings of a modern maritime administration, but also to hone language skills. Secondly, projects which have a clear operational orientation are relatively easy to implement. And thirdly, when projects become more complex, and involve more pure institutional development aspects, there is no escape from proper and careful project preparation, including the identification of conditions for successful project implementation.

This Consultant has in his earlier work in the transport sector in the Baltic States, recommended Sida to consider more complex institution building projects (see *Transport and Communications in the Baltic States*, November 4, 1993). At the same time, this Consultant also stressed the importance of the formulation of a development programme and the need for a greater involvement of Sida staff to ensure that project preparation would be adequate.

The desire on part of SNMA to become involved in more pure institution building activities in the maritime sector in Latvia can be seen as having been prompted by this earlier recommendation made by this Consultant. The project preparation has, however, been inadequate, and the following can be used to substantiate this claim. It appears clear from the available documentation that project LVA0721 was developed and formulated in late 1993, i.e., after the dissolution of the Ministry of Maritime Affairs, but before the future course of the Department of Maritime Administration - eventually resulting in its transformation into MAL - had been laid out. The request for support to Sida was dated 21 March, 1994, and Sida then took its decision on 15 June, 1994. This decision was communicated in a letter dated 29 August, 1994, and finally the contract for the project was signed on 2 September. During this period, the scope of works of the study appears not to have changed at all, and in spite of the fact that the MAL had been established already on 17 July during the same year, a fact that completely changed the very basis for the project. Copies of the contract including the TOR was received by Sida 20 April, 1995.

It appears that one reason why the above development was possible is that project LVA0721 was not channelled through the Project Management Unit (PMU) of MOT, which in principle is to review and co-ordinate all the projects in the transport sector. Indeed, it appears that so far none of the maritime projects has passed through this Unit. This also applies to the reporting on the projects. It is this Consultant's understanding that new procedures in this regard have been implemented recently, possibly on account of the amalgamation of BITS into the new Sida.

However, while this development should be welcomed, it will not suffice in order to ensure that pure institution building project are developed adequately in the future. In conclusion, this Consultant would recommend that if Sida is not prepared to enforce a more rigorous process for preparing 'pure' institution building projects, then Sida should refrain from financing such activities. A more disciplined processing procedure will, in addition, require on part of Sida that it takes steps to ensure that there is full compliance between on the one

hand the formulations in its decision memoranda and the TOR for the projects⁸, and between what is promised in the decision memoranda plus TOR and what is subsequently reported on. In addition, in order to facilitate the enforcement of accountability, Sida should require the specification of operational performance indicators, and should also require reporting by the consultants on the actual achievements in terms of these performance indicators.

⁸ In his earlier report on the Estonian maritime sector, this Consultant commented on such discrepancies, which can also be found for the projects in the Latvian maritime sector.

6. FUTURE SUPPORT

Officials of the MAL generally are of the view that further assistance is required in some of the areas in which support has been provided so far. Two areas have been identified in particular, viz. (i) training in special - operational - skills, mainly for financial management and ships inspection and surveying; and (ii) assistance for the implementation of a Differential GPS (DGPS) station in Ventspils. The purpose of such a station is to reduce the level of error in the GPS system, a satellite-based system that, *inter alia*, is used for navigation purpose. By building such a station at Ventspils, the entire Baltic Sea would be covered by DGPS, after Finland having assisted Estonia in 1994 with a similar station at Ristna providing coverage of the Gulf of Finland. The proposal is that Latvia would finance a portion of the actual cost of the equipment, while Sweden would finance the remaining portion plus all the consultancy services required, including design and supervision⁹.

When evaluating the need for further assistance, the following should be considered: Firstly, MAL is now in some important respect a self-going institution. There is a need to foster that position and ensure that the institution does not become aid dependent.

The second is that the difficulty in developing certain skills in the MAL is related to its problems in recruiting persons with an adequate knowledge of English. There is no reason to train people in special skills such as surveying or Port State Control, if the trained person subsequently transfers into another job because of better employment conditions. MAL must develop or - if so required - be empowered to be able to develop special facilities for taking on special skills. The implication is that MAL must be able to enter into contracts with the people concerned.

The third is that in the event that Sweden were to become involved in a investment project such as the provision of a DGPS station, then adequate assurances must be provided by the Latvians up front to ensure that their contribution will be made according to an envisaged time schedule. There is also a need to ensure that a decision to make available financing for the provision of this equipment is based on adequate reasoning in terms of its economic contribution, as reflected in its ability to reduce risks to maritime transport. Finally, implementation arrangements should be appropriate in that a distinction will have to be made between the roles of the various parties involved in the implementation phase; see further the evaluation report of the BITS/Sida's support to the maritime sector in Lithuania.

Suggestions have also been made for Sweden to become involved in further institution building projects related to (i) the ongoing process for giving the MAL a greater degree of autonomy, possibly in the form of a state-owned enterprise (although this should be seen as tentative in view of that the thrust of the proposed reforms are as yet unclear); and (ii) to the development of the legal framework for enforcing shipping safety. As concerns both these two activities, there is a need to point to the conclusions of the previous section of this report. It is also clear that no such projects should be initiated without the full involvement in project preparation of both the MAL and the Maritime Department of MOT. Also, as concerns the legal framework, there is a need to consider the findings of the IMO mission that is planned to be undertaken in June 1996, with the purpose of reviewing the legal framework in the maritime sector.

In addition, it has to be recognised that MAL has limited absorptive capacity to deal with more complex legal and institutional problems. This is, *inter alia*, witnessed by the fact that MAL has not yet formulated any strategy for its future development. For support to be

⁹ This Consultant was informed by MAL that preparatory work on this project has been initiated by both MAL and SNMA, but no documentation has been available.

meaningful and effective, MAL will also have to strengthen its human resources in certain fields.

7. CONCLUSIONS AND RECOMMENDATIONS

While the SIDA-financed support to the maritime sector in Latvia, in principle, has had a clear and relevant focus, implementation results have been mixed. The main reason why some projects have not attained (all) the envisaged results is inadequate project preparation. A particular aspect of this is that the projects concerned have not been adequately developed to meet and be responsive to the needs of Latvia.

While the maritime administration now in essence is up and running, there are still a number of needs that may warrant Swedish support. Part of such support should be straightforward - support with a clear focus on either the development of operational skills (vocational training) or the provision of such skills (e.g. consultancy services to assist with design and procurement) - provided a number of conditions are met by the Latvian government, as detailed in Section 6. When developing such future projects there is a need to carefully consider the approach to vocational training.

There may also be a ground for more ambitious assistance in the institution building field. For such assistance to materialise, it will however be absolutely essential for Sida to ensure that the proposed projects are developed adequately. In particular, this means that appropriate conditions and arrangements for implementation have been established and that all these arrangements as well as the scope of the proposed project have the full support of all relevant Latvian parties. This will likely entail that the project is being commenced through a project preparation exercise, before the actual project is initiated. It is also likely that possible future institution building projects will require personnel to be stationed for longer periods of time in Latvia.

Latvia: BITS/Sida-Financed Projects in the Maritime Sector

The list includes all projects, including projects involving all three Baltic states. These latter projects are identified by 'BAL', while projects only involving Latvia are identified by 'LVA'. The projects subject to evaluation are marked by *.

Projects	Cost	Year Approved
<u>Phase one:</u>		
BAL0091 Seminars in Maritime Safety	544 100	1991
<u>Phase two:</u>		
BAL0201 Baltic Transit - Maritime Links to Future Transport Network	870 000	1992
BAL0201 Seminar Baltic Transit - Maritime Links to Future Transport Network - Extension	140 000	1992
BAL0211 Seminars on Management of Maritime Safety and Environmental Protection	507 000	1992
BAL0231 Establishing Institutions and Routines for Search and Rescue and Oil Pollution Response	540 000	1992
<u>Phase three:</u>		
LVA0441 Strengthening the Institutions Focusing on Safety*	466 000	1992
BAL0381 Applied Operational Maritime Safety and Environment Protection	889 000	1992
<u>Phase four:</u>		
LVA0721 Maritime Department and Maritime Administration Department Organisational Development and Institutional Support* ¹⁰	584 000	1994
LVA0722 Review of Shipping Dues, Latvia* ¹¹	312 000	1994
<u>Phase five:</u>		
BAL0531 Search and Rescue at Sea* ¹²	1 886 850	1994

Total appropriations for BAL-projects: SEK 5 376 950

Total appropriations for LVA-projects: SEK 1 362 000

¹⁰ See footnote 3.

¹¹ See footnote 3.

¹² See footnote 7.

TERMS OF REFERENCE

Evaluation of BITS/Sida's Support to the Maritime Sector in Latvia and Lithuania

Background

BITS has been providing support to the Latvian and Lithuanian maritime sectors since 1991. By spring 1996, this support had come to comprise 7 projects at a total cost of approximately SEK 3.828.000. Latvia and Lithuania have also benefitted from BITS/Sida supported projects to the maritime sector which have been directed simultaneously to all three Baltic states. A complete list of the bilateral projects for Latvia and Lithuania is found here below.

The recipient of this aid has been

for Latvia: Maritime Administration Department
 Ministry of Maritime Affairs

for Lithuania: Ministry of Transport

The Swedish partner has been the Swedish National Maritime Administration.

The projects have mainly involved institution building activities, including staff training in areas such as management, safety at sea, operational safety of ships and environmental protection and combatting oil at sea.

In view of the large number of projects to the development of the maritime sector in the Baltic States, Sida has decided to undertake a review and evaluation of the achievements to date and to identify whether any motives for continued assistance to the sector are at hand. To undertake this evaluation, Sida intends to recruit an independent consultant (the Consultant). These terms of reference will guide the work to be performed by the Consultant.

Purpose

The purpose of the evaluation exercise is to evaluate the relevance, results, cost-effectiveness, sustainability and effects of the support so far provided to the development of the maritime administration in the Baltic States, and identify major issues with respect to project definition and implementation.

To identify aspects to consider in any possible further Sida support to the sector to ensure effective support and the establishment of the Latvian and Lithuanian maritime sector on a self-sustained basis.

Scope of work

The scope of work will include, but will not necessarily be limited to, the following:

1. A brief description of the current institutional structures of the two countries as concerns the maritime administration in Latvia and Lithuania, including the current legal framework, and identification of major changes in the process which have been implemented.
2. Describe the overall strategy used by the respective Maritime Administrations to build up and establish fully fledged maritime administrations and identify current plans under formulation or implementation to this end.
3. Describe other donor support of importance - from all different sources and not only from BITS/Sida - to this sector. Identify the thrust of the support of the different sources of support.
4. Identify the role played by BITS/Sida support within the overall framework of the development of the Maritime Administrations and in the context of support from other possible sources.
5. Review each of the projects funded so far by BITS/Sida, identify their specific roles, their objectives, and any performance indicators specified for the project. Assess the projects against these roles, objectives and performance indicators.
6. Evaluate the relevance of the support from the point of view of the strategy for donor support identified in the report *Transport and Communications in the Baltic States, November 4, 1993*.
7. Identify major issues with regard to the execution of the BITS/Sida support, the manner in which it has been implemented both with respect to the provision of technical assistance services and the arrangements and absorptive capacity on the Latvian and Lithuanian side, including important features in the enabling environment.
8. Comment briefly on possible impact on equality between men and women
9. Describe possible impact on the environment

10. Identify the need for further support, and the scope, objectives and arrangements of such support.

Method of work and Time Schedule

Study of relevant documentation available at Sida. To collect the required material, the Consultant will initially visit the Swedish National Maritime Administration in Norrköping, who has been the lead consultant for all the consultancy services provided to date. He will then visit relevant counterparts in Riga, approximately 3 days as well as Vilnius and Klaipeda for approximately 4 days, 7 days in total, for fact finding. Preferably, the visits should be made before 31 May 1996.

Reporting

Within 10 working days from the end of the visit of the capital cities, the Consultant will submit first draft reports to each counterpart in the respective countries and to the Swedish National Maritime Administration for their review. After having received the comments from the counterparts and from the Swedish National Maritime Administration, draft final reports will be submitted within five working days to Sida.

All reports should be written in English in three copies, one for each country and include executive summaries and a final report shall be delivered to Sida not later than June 26, 1996.

The final report shall be outlined in accordance with Sida's standard beginning with a comprehensive summary of conclusions and recommendations. A separate summary shall be produced in accordance with the outline in "Sida Evaluations Newsletter: Instructions for Evaluations Managers and Consultants", as well as a completed form of "Sida Evaluations Data Worksheet".

Undertakings

Sida will inform relevant ministries of the evaluation and forthcoming visits by the Consultant. The Consultant will be responsible for practical arrangements in conjunction with the missions to the Latvia and Lithuania and other visits. Sida will make available or cause to make available all written material (reports, project preparation documents, project completion reports, etc.) deemed to be of relevance to the evaluation exercise by the Consultants and Sida.

List of projects to be evaluated

Completed projects:

Latvia

LVA0441	Strengthening the institutions focusing on safety	SEK 466 000
LVA0721	Strengthening the institutions	SEK 584 000
TOTAL		SEK 1 050 000

Lithuania

LTU0311	Navigational aid	SEK 195 000
LTU0312	Navigational aid	SEK 295 000
LTU0471	Rescure at sea and Oil Pollution Response	SEK 1 600 000
LTU0472	Inspection of ships	SEK 376 000
TOTAL		SEK 2 466 000

Projects under implementation:

Latvia

LVA0722	Strengthening the institutions	SEK 312 000
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Persons Interviewed

Ministry of Transport:

Laila Racina, Deputy Director, Maritime Department
Vigo Legzdins, Deputy Director, Strategic Planning Department
Michel Pochard, Deputy Head of the Project Management Unit (Consultant financed under EU Phare Programme)

Latvian Maritime Administration:

Bruno Zeilins, Director
Gunta Otersone, Interpreter
Valdis Dreimanis, Deputy Director and Head of Shipping Safety Department
Janos Zlidnis, Senior Communications Engineer, Chief Engineer's Department
Imants Zamlakovs, Deputy Chief, Hydrographic Services
Zinta Meldere, Chief Economist
Andris Bernans, Chief, SAR Service, Latvia
Maris Gailis, Chief, MRCC Riga

Swedish National Maritime Administration:

Joackim Heimdal, Norrköping
Sven Kurin, Lighthouse engineer, Norrköping
Thomas Ljungström, Head of Budget Department, Norrköping
Willand Ringborg, Director, International Projects, Norrköping

Sida Evaluations - 1995/96

- 95/1 Educação Ambiental em Moçambique. Kajsa Pehrsson
Department for Democracy and Social Development
- 95/2 Agitators, Incubators, Advisers - What Roles for the EPU's? Joel Samoff
Department for Research Cooperation
- 95/3 Swedish African Museum Programme (SAMP). Leo Kenny, Beata Kasale
Department for Democracy and Social Development
- 95/4 Evaluation of the Establishing of the Bank of Namibia 1990-1995. Jon A. Solheim, Peter Winai
Department for Democracy and Social Development
- 96/1 The Beira-Gothenburg Twinning Programme. Arne Heileman, Lennart Peck
The report is also available in Portuguese
Department for Democracy and Social Development
- 96/2 Debt Management. (Kenya) Kari Nars
Department for Democracy and Social Development
- 96/3 Telecommunications - A Swedish Contribution to Development. Lars Rylander, Ulf Rundin et al
Department for Infrastructure and Economic Cooperation
- 96/4 Biotechnology Project: Applied Biocatalysis. Karl Schügerl
Department for Research Cooperation
- 96/5 Democratic Development and Human Rights in Ethiopia. Christian Åhlund
Department for East and West Africa
- 96/6 Estruturação do Sistema Nacional de Gestão de Recursos Humanos. Júlio Nabais, Eva-Marie Skogsberg, Louise Helling
Department for Democracy and Social Development
- 96/7 Avaliação do Apoio Sueco ao Sector da Educação na Guiné Bissau 1992-1996. Marcella Ballara, Sinesio Bacchetto, Ahmed Dawelbeit, Julieta M Barbosa, Börje Wallberg
Department for Democracy and Social Development
- 96/8 Konvertering av rysk militärindustri. Maria Lindqvist, Göran Reitberger, Börje Svensson
Department for Central and Eastern Europe
- 96/9 Building Research Capacity in Ethiopia. E W Thulstrup, M Fekadu, A Negewo
Department for Research Cooperation
- 96/10 Rural village water supply programme - Botswana. Jan Valdelin, David Browne, Elsie Alexander, Kristina Boman, Marie Grönvall, Imelda Molokomme, Gunnar Settergren
Department for Natural Resources and the Environment
- 96/11 UNICEF's programme for water and sanitation in central America - Facing new challenges and opportunities. Jan Valdelin, Charlotta Adelstål, Ron Sawyer, Rosa Nunes, Xiomara del Torres, Daniel Gubler
Department for Natural Resources and the Environment
- 96/12 Cooperative Environment Programme - Asian Institute of Technology/Sida, 1993-1996. Thomas Malmqvist, Börje Wallberg
Department for Democracy and Social Development
- 96/13 Forest Sector Development Programme - Lithuania-Sweden. Mårten Bendz
Department for Central and Eastern Europe
- 96/14 Twinning Programmes With Local Authorities in Poland, Estonia, Latvia and Lithuania. Håkan Falk, Börje Wallberg
Department for Central and Eastern Europe
- 96/15 Swedish Support to the Forestry Sector in Latvia. Kurt Boström
Department for Central and Eastern Europe

- 96/16 Swedish Support to Botswana Railways. Brian Green, Peter Law
Department for Infrastructure and Economic Cooperation
- 96/17 Cooperation between the Swedish County Administration Boards and the Baltic Countries.
Lennart C G Almqvist
Department for Central and Eastern Europe
- 96/18 Swedish - Malaysian Research Cooperation on Tropical Rain Forest Management. T C Whitmore
Department for Research Cooperation, SAREC
- 96/19 Sida/SAREC Supported Collaborative Programme for Biomedical Research Training in Central America. Alberto Nieto
Department for Research Cooperation, SAREC
- 96/20 The Swedish Fisheries Programme in Guinea Bissau, 1977-1995. Tom Alberts, Christer Alexanderson
Department for Natural Resources and the Environment
- 96/21 The Electricity Sector in Mozambique, Support to the Sector By Norway and Sweden. Bo Andreasson, Steinar Grongstad, Vidkunn Hveding, Ralph Kårhammar
Department for Infrastructure and Economic Cooperation
- 96/22 Svenskt stöd till Vänortssamarbete med Polen, Estland, Lettland och Litauen. Håkan Falk, Börje Wallberg
Department for Central and Eastern Europe
- 96/23 Water Supply System in Dodota - Ethiopia. Bror Olsson, Judith Narrowe, Negatu Asfaw, Eneye Tefera, Amsalu Negussie
Department for Natural Resources and the Environment
- 96/24 Cadastral and Mapping Support to the Land Reform Programme in Estonia. Ian Brook
Department for Central and Eastern Europe
- 96/25 National Soil and Water Conservation Programme - Kenya. Mary Tiffen, Raymond Purcell, Francis Gichuki, Charles Gachene, John Gatheru
Department for Natural Resources and the Environment
- 96/26 Soil and Water Conservation Research Project at Kari, Muguga - Kenya. Kamugisha, JR, Semu, E
Department for Natural Resources and the Environment
- 96/27 Sida Support to the Education Sector in Ethiopia 1992-1995. Jan Valdelin, Michael Wort, Ingrid Christensson, Gudrun Cederblad
Department for Democracy and Social Development
- 96/28 Strategic Business Alliances in Costa Rica. Mats Helander
Department for Infrastructure and Economic Cooperation
- 96/29 Support to the Land Reform in Lithuania. Ian Brook, Christer Ragnar
Department for Central and Eastern Europe
- 96/30 Support to the Land Reform in Latvia. Ian Brook, Christer Ragnar
Department for Central and Eastern Europe
- 96/31 Support to the Road Sector in Estonia. Anders Markstedt
Department for Central and Eastern Europe
- 96/32 Support to the Road Sector in Latvia. Anders Markstedt
Department for Central and Eastern Europe
- 96/33 Support to the Road Sector in Lithuania. Anders Markstedt
Department for Central and Eastern Europe



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