

Sida Supported County Twinning Programme in the Baltic Countries 1996–2001

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**Department for Central and
Eastern Europe**

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Sida Evaluation 01/23

**Department for Central and
Eastern Europe**

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Abbreviations and Acronyms

BITS	Bureau for International Technical Cooperation
CAB	County Administration Board
CEE	Central- and Eastern Europe
EU	European Union
LFA	Logical Framework Approach
MFA	Ministry of Foreign Affairs
SALA	Swedish Association of Local Authorities
SEK	Swedish Kronor
Sida	Swedish International Development Cooperation Agency
SOU	Statens Offentliga utredningar
UNDP	United Nations Development Programme

Executive Summary

Background

Sida has since 1993 committed over SEK 40 million for more than 300 projects between Swedish Counties and partner regions in the Baltic countries. The programme aims to support the development of well functioning and democratic local authorities through cooperation between the CABs and partners in Estonia, Latvia and Lithuania.

Overall context

The purpose of this evaluation is to acquire knowledge about the relevance, effects, impact, cost effectiveness and sustainability of the programme 1996 to the present. The evaluation shall provide recommendations to Sida on future support. In this regard, an important presumption is that the Swedish Government plans to phase out bilateral assistance when the partner countries have obtained EU membership. This implies that Swedish aid-financed co-operation with Estonia is to be phased out within the current 3-year period (1999–2001) while the phasing out in Lithuania and Latvia is to take place 2002–2004. At that time, the relations with Sweden and its Baltic partners will be equivalent to the “normal” neighbour relations Sweden has e.g. with the Nordic countries. Other sources of finance, notably from the EU, are to be applied rather than bilateral Swedish funds. However, some stakeholders met by the evaluation team, including at Swedish embassies, think that flexibility and value of the twinning projects are so positive that they ought to continue also after EU-membership.

Methodology

The evaluation was conducted by T&B Consult during July–September 2001. The evaluation process has involved studies of relevant documents; meetings with the Swedish and Baltic partners and with key informants and questionnaires sent to the Swedish län asking for quantitative and qualitative information. As the evaluation was conducted in the midst of the holiday season, it has not been possible to consult and to have feedback from all relevant sources. The evaluation team does not find that this has any consequences for the overall findings and recommendations, but we have nevertheless been aware of these limitations when concluding.

Findings and Conclusions

The overall conclusion is that the Sida supported twinning projects of the län 1996–2001 have been relevant, effective, cost effective and efficient.

Relevance of CAB projects in the partner countries

On an overall level, decentralised support as provided through the CABs has been and is still relevant in the Baltic states. The countries still suffer from heavy problems in relation to economy, distribution, norm confusion and social polarisation. Distribution is so lopsided that overall economic growth has only recently brought most of the CEE countries back to the 1989 level. It is found that many of the twinning projects are responsive to needs, and that they often contribute to the rehabilitation of public life.

The CAB projects have generally been quite well distributed to cover the countries geographically and to reach areas where needs are most pertinent. The only uncovered region is the mainly Russian speaking Eastern part of Latvia, north of Daugavpils, where poor resources, skills and living conditions imply a low a low level of international contact.

Notwithstanding the evident needs, it cannot be denied that the demands for this kind of technical and moral-democratic support are even greater in other areas adjacent to Sweden, like Northwest Russia, than in, at least the more wealthy parts of, the Baltic states.

Relevance in relation to other donors

Contrasting the concentration of foreign aid on the central level, it appears established that on the municipal and regional levels, there are not too many donors. A growing number of other possibilities for technical and/or financial assistance under different EU-programmes do, however, catch the attention of the Baltic local and regional authorities. They already play an important role in practice and in the prospects for the future, but they are considered difficult to access and cumbersome to employ. Some of the EU schemes require foreign partners. In certain cases, Swedish län already play a role as this partner. Gotland provides an illustrative example, given its high level of Baltic and European consciousness and activity.

Effectiveness

In the partner countries, projects partners and authorities hold the CAB projects in high esteem, although the partners rarely know if they are dealing with for instance with a län, a kommunförbund or a Landsting. This implies that in certain cases it is simply not possible to discern between the effects of län-projects and municipal-projects.

Considering the different criteria to be meaningfully applied on relevance and effectiveness, it appears that the most effective projects are found in the social care/social assistance and educational (especially primary school) sectors. The picture is more dubious regarding

- “pure democracy projects”, (which are gradually disappearing anyway)
- business and tourism projects whose effect is not very convincing
- purely technical projects which mainly serve only their own delimited objectives

In addition to the main observation of an overall high level of effectiveness of the Sida supported twinning projects, it seems rather obvious that in some projects, advantages could be achieved and effectiveness enhanced from

- some limited procurement of goods e.g. for the social care institutions
- more adequate preparation of Swedish seconded staff in relation to the task
- longer duration of stay for Baltic staff on secondment in Sweden
- an increased degree of openness towards the recipient partners in relation to the process and the budgets

Also, more directly EU related or co-financed projects would be adequate in relation to the needs of the beneficiaries.

In terms of their contribution to the different objectives for the Swedish “East-policy”, we generally find positive results. In addition, the twinning projects contribute to create goodwill and to enhance knowledge, interest and respect for Sweden in the recipient countries.

Sustainability

Sustainability is a difficult issue to deal with for small and short projects, where a large part of any lasting effect is supposed to take place in people’s minds and most often are part of a larger process. We have come across projects with in-built continuation and obvious result in terms of both partner staff enthusiasm and results for the end-beneficiaries where there is no doubt about their sustainable nature. Some projects appeared definitely not to be sustainable and there is a large group of projects about

which we have to say that we do not know for sure. However, as the output is enshrined in a mainly stable partner structure the basic presumptions for sustainability are in place. Likewise, continuity in the activity is strongly conducive to sustainable results and is present in the case of most län.

Impact

Whether any longer-term effect, additional to their proper accomplishments, is difficult to measure for projects of this kind. Some have been so spectacularly successful on a regional or national cases scale that a certain impact is granted. But potential impact is severely constrained by the un-coordinated and sporadic nature of most of the projects and by the lack of support mechanisms for spreading the effects when they are good.

Cost effectiveness and administration

The Swedish taxpayers get good value for their money in the twinning projects, with the exception of the unavoidable, few failures. The involved people appear very serious and do in some cases add from their own time or funds to the projects. Also, Sida funds is still more frequently used to trigger off new and usually larger funds from the EU-programmes.

Small and short projects should not be exposed to the same demands in terms of procedures and document writing as big ones, not to risk to kill the enthusiasm. Hence, the type of paperwork on which the län-projects have been based appears good enough in our eyes in most cases, even though its quality unquestionably varies. However, the lack of proper evaluation of some of the big län-projects is striking and there seems to be a need for stopping up once in a while and reflect on contents and ways, as it is done in the other twinning programme, by SALA-IDA.

Overall conclusion

The interest shown by the Swedish län in engaging themselves in regional projects and partnerships reflects that the regional internationalism has come to stay. However, the combined effect of increased competition for partner attention further to the EU membership and cuts in the Swedish public sector has decreased the resources and the potential of the län for twinning with the CEE countries. In the long run, twinning partners in other states than the Baltic ones may become more attractive.

Recommendations

Based on the observations and conclusions, the recommendations for the future include:

- 1) The Sida supported twinning projects through the län should continue until EU membership of recipient countries is in place, then be revised. Phasing out of the more wealthy countries should be differentiated according to sector relevance and possible EU co-financing.
- 2) Stronger focus should be placed on, not least, the social sector, at the expense of business development and technical projects, including tourism.
- 3) The län should be operative in the same countries as the municipalities.
- 4) The län-programme should be administered by a person appointed by the län for this purpose, placed in a county agency, preferably Stockholm, to ease co-ordination with SALA.
- 5) The financial ceilings of the approvals should be the same as for the municipalities.
- 6) The approval time frames should be prolonged to a maximum three years, with appropriation ceilings that are correspondingly higher.

- 7) Standard forms, reflecting the LFA check list, should be applied. In the case of applications for several years, more comprehensive forms should be applied.
- 8) Standard preparatory courses for persons engaged in twinning co-operation should be developed and easily accessible, similar to other Sida-courses for staff with foreign assignments.
- 9) Sharing of information and experience on technical assistance to CEE-countries between the decentralised and de-concentrated parts of the Swedish public sector should be ensured.
- 10) Limited use of local consultants and project procurement of goods should be encouraged.
- 11) The partners should be more integrated in project preparation and budgeting.
- 12) Initiatives should be taken to increase the impact in the recipient countries by strengthening spread and communications mechanisms.

1 Introduction

Through its programme for support to twinning cooperation and the local level in Central and Eastern Europe, Sida has since 1993 provided more than 40 million SEK for more than 300 projects between Swedish counties and their partner regions in Estonia, Latvia and Lithuania.

The purpose of the evaluation – as stated in the Terms of Reference included as annex 1 – is to acquire knowledge about the relevance, effects, impact, cost effectiveness and sustainability of the programme 1996–2001 and to provide recommendations to Sida on future support and organisation of the support.

The evaluation was conducted by T&B Consult June–August 2001 conducted by the same team of consultants who evaluated the Sida supported cooperation between Swedish municipalities and their counterparts in Central- and Eastern Europe. The findings of that evaluation will be presented in a separate report. Concomitantly, the consultants will conduct a comparative study of the two programmes, in a separate volume.

The report is structured in the following manner: An executive summary provides an overview of the findings and recommendations of the evaluation. In chapter one an introduction is provided, while the methodology is explained in chapter 2. Chapter 3 provides an overview of the programme context and history. In chapter 4 the findings regarding the relevance of the programme are presented, whereas effectiveness, sustainability and impact are discussed in chapters five to seven. Cost effectiveness and efficiency is discussed in chapter 8, while chapter 9 looks into the administration of the programme. The future perspectives for the programme are discussed in chapter 10, while overall conclusions and lessons learnt are presented in chapter eleven and twelve. Finally, the recommendations are presented in chapter 13.

Initial meetings and desk study was undertaken by Mr Gunnar Olesen (teamleader), Mr Henrik Permin (Russian speaking) and Mr Peter Rekve. Mr Olesen held the meetings with the län in Sweden in July–August.

Messr Permin and Olesen undertook the field studies in the Baltic states during the weeks 32–33. In each country they worked together with National consultants who also translated the questionnaires and arranged for their distribution: Mmes Tiina Jäger, Anita Jakobsone and Roma Vilimieni, from Estonia, Latvia and Lithuania, respectively. They are secretary generals of the Associations for Adult Education in those countries and thereby in a position to render valuable assistance in preparing and implementing intense and good programs. (Anita Jakobsone recently moved to a position as a consultant on a UNDP project on Social Cohesion in Latvia).

Messr Palle Mikkelsen (public administration expert and quality assurance) and Olesen undertook the follow-up focus group meeting in Sweden. The above persons and Ms Elna Bering, gender specialist and quality assurance, have contributed to the draft Final Report.

Last but not least, the team would like to use the occasion to express their gratitude to all the enthusiastic and sincere persons we have met in Sweden and in the Baltic countries. It has been motivating and a pleasure to work with them.

2 Methodology

The information, on which the below report is based, is created by the use of different, supplementary methods:

- 1) Written sources include existing documentation on the projects, which has been at our disposal in full coverage, and on the societal and administrative background on which the programmes operate:
 - Background literature on the Baltic and other CEE states, supplementary to the teams' experience from other, recent tasks in this part of the world
 - prior evaluations of the Swedish twinning programmes, especially the 1996-evaluation report on the County Programme
 - successive guidelines for the programme since 1996
 - applications and reporting on the projects implemented by the län in that period of time
 - responses of the län (remissvar) on the Government Study on Future Cooperation with the CEE-countries (SOU 2000:122), from 2000
- 2) Meetings with the Swedish and Baltic partners and with key informants:
 - In Sweden we succeeded to meet with representatives for two län: Kalmar and Gotland in July, further to an initial meeting with two of the län which formerly administered the twinning programme, Västmanland and Östergötland.
 - Subsequent to the field visits, it was attempted to arrange a focus group discussion on the findings with five län. The meeting was held, but only with the participation of representatives from Västmanland and Östergötland.
 - In Sweden we also met with Sida-Öst, the MFA(UD)-office on Decentralised Foreign Policy and with a representative of the press, in Gotland.
 - In the Baltic states, in August, we visited partner-counties to the above mentioned, selected Swedish län: Dagö, Ösel and Pärnu in Estonia; Cesis and Tokums (including two researchers from the university of Riga who were involved in this project) in Latvia; Panevezis and a researcher from the University of Vilnius who participated in a Kleipeda project in Lithuania. In addition to immediate beneficiaries, civil servants and sometimes politicians, we have in some cases also been able to meet with end-beneficiaries of the projects. (The field studies in Baltic countries have been undertaken jointly with field studies on the municipal projects).
 - We met with each of the following key informants in all three Baltic countries: The Swedish embassies, the Nordic Council of Ministers' Information Offices, the UNDP-offices and the Associations of Local and Regional Authorities. In addition we met with representatives of the press in Latvia and Lithuania.
- 3) Questionnaires asking for quantitative and qualitative information were sent to the Swedish län
 - Answers were received from 10 out of 15 län which had been engaged in Sida supported twinning projects 1996–now. Most of the answers were not very detailed. This material can be used for establishment of valid information to a limited extent, but it does contain some indications additional to the other sources.

- In the Baltic states, similar questionnaires were sent, in local languages, to the partners of both twinning programs with the aid of the associations of local and regional authorities. We received 14 answers in Estonia, 6 in Latvia and 12 in Lithuania, in all countries less than one third of the possible answers. Only few of them were related to the län-projects and only few contained valuable qualitative information. In relation to the län-programme, these answers are of limited use, but they do also contain some additional indications.
- 4) Statistical Analysis of composition of the program, as reflected in Annex XI. Figures available from the län covered the years 1997–2001.
- In the aggregations, the (incomplete) figures from 2001 have been omitted, in order not to confuse the comparisons.
- 5) A Feedback workshop at Sida on 7 September with the participation of the Sida management and representatives of 11 län, based on the draft Final Report.

While the programme of field studies was implemented in a very satisfactory way, the meetings in Sweden and the questionnaires have suffered from the timing of the evaluation which meant that the activities had to take place over July–August when most of the concerned persons were on holiday. For this reason, the success rate was lower than we would otherwise have expected and time did not allow for a second try. Supposedly, more evidence could have been established, had the timing been different. We have been aware of these limitations when concluding.

3 Programme Context

3.1 Swedish Development Assistance to Central- and Eastern Europe

Since the early 1990s, Sweden has provided substantial support for development in Central- and Eastern Europe. The Swedish support to decentral cooperation arrangements between regions and municipalities in Sweden and in Central- and Eastern Europe constitute but one element in a broad package of assistance. Other types include support to twinning between public institutions, environmental projects; business co-operation programs; legal co-operation etc. In 1995, the Swedish Parliament specified that the overall aims of the support were to contribute to:

- common security
- a deepened culture of democracy
- socially sustainable economic transition
- environmentally sustainable development

The Swedish support to Central- and Eastern Europe has focussed on Estonia, Lithuania, Latvia and Poland, while especially Russia – but also Ukraine and Belarus – are increasingly becoming main recipient countries. In the period 1989–1998 more than SEK 6.5 billion was applied for bilateral assistance to these countries. When including funds channelled through the EU and through the “Baltic Billion” (which aims at promoting business cooperation), total Swedish assistance in that period amounted to 8.7 billion. For the ongoing programme period 1997–2001, SEK 2.4 billion is channelled to bilateral development assistance programs in Central- and Eastern Europe. Total Swedish public support to Central- and Eastern Europe (including Balkan, the Caucasus and Central Asia) in 2000 alone amounted to SEK 1.4 billion.

The assistance has been complemented by an expansion of trade, investments and other contacts. Not least in the Baltic countries. Relations with the Central- and Eastern European countries are increasingly becoming regular and non-public funded and the Swedish policy aim is to establish “regular neighbour relations” with the mentioned countries.

3.2 Future Direction of Swedish Assistance to East- and Central Europe

The aspect of establishing “regular relations” constitutes a core element in the Government Proposition 2000/01:119 *“Europa i omvandling – Sveriges utvecklingssamarbete med Central- och Östeuropa”*, which outlines a new programme for assistance to Central- and Eastern Europe 2002-03.

It states that three overall guidelines shall direct the cooperation:

- promoting the EU adaptation in the candidate countries (in Russia, Ukraine and Belarus to promote system change and integration in European cooperation structures)
- to promote relations with Sweden and
- to have a gender equality perspective forming an integrated part of the cooperation, within the main sectors of common security; intensified democracy; economic transition; social safety; environment and education & research.

It is planned that the bilateral assistance will be phased out when the partner countries have obtained EU membership. The speed of phasing out will depend upon i.a. needs, adaptation capacity as well as

Swedish competence and interest. Assistance to Poland is already being phased out and no new country strategy will be prepared. Likewise, assistance to the Baltic region is being scaled down while assistance to Russia is increasing. Aid-financed co-operation with Estonia is to be phased out within the current 3-year period (1999–2001) while the phasing out in Lithuania and Latvia is to take place 2002–2004. The criteria for phasing out the assistance appear not to be linked directly to specific indicators, but appear to reflect a more holistic assessment of the needs in the partner countries as well as of the nature and depth of the established relations and their capacity to be maintained without public funds.

3.3 Programme History

Overview of the support

Decentralisation and the development of well functioning and democratic local authorities has been an important objective of the Swedish bilateral development co-operation in Central and Eastern Europe since the political changes in the beginning of the 1990s.

Within the overall objective to *strengthen democracy and to increase the competence and capability within the regional and local administration of the three Baltic countries*, Sida in 1993 set up the County Board programme in the Baltic countries, to be implemented by the Swedish County Administration Boards. The annual framework 1993–95 was SEK 4 million, the average project size in the range of SEK 100 000. The annual contribution was increased to SEK 5 million in 1996, and to SEK 7 million in 1998–2000.

Table 1: County Projects in the Baltic Countries 1997–2001, and Committed Funds

Country/Year	1997	1998	1999	2000	2001	Total
Estonia	21	24	21	19	15	100
Latvia	23	25	8	11	3	70
Lithuania	16	27	13	18	14	87
Total projects	60	77	42	48	32	259
Annual Sida commitments, SEK	5,500,000	7,000,000	7,000,000	7,000,000	4,303,960	30,803,960

Sources: **Länsstyrelsen Västmanlands län**: Ekonomisk- och verksamhetsrapport över länsstyresamarbetet med Estland, Lettland och Litauen åren 1999–2000. Sida – Beslut om Insatsstöd, various years.

The programme is operating within the overall framework for Swedish assistance to Eastern- and Central Europe, and adheres to the country strategies for the Baltic countries, guiding the direction of the Swedish bilateral assistance in a broader sense. Furthermore, the programme operates on the basis of a set of guidelines, stipulating the objectives and procedures.

The Programme Guidelines – an overview

The present guidelines (February 2000 – Riktlinjer för samarbete mellan länsstyrelser i Sverige och de tre Baltiske länderna see annex X) outline the overall objectives and procedures for the programme. Hence, within the framework of the Government's country strategies, and the overall strategies of the partner countries, the twinning arrangements with the Baltic countries place special weight on strengthening democracy and to enhance the competence within regional and local administration.

The project activities to be supported should focus either directly on the functioning of democracy in society or on strengthening the administration at county level. The applications should document that the partner county will make the necessary own resources available for the activities. Gender issues, as well as environmental aspects, should be an integrated part of all activities, and each project should have specific output and impact indicators. Also aspects related to the EU should be given priority.

Funds are disbursed in phases, each phase with a maximum amount of SEK 300.000. The funds are administered and co-ordinated by Västmanlands Län (note: this arrangement was concluded in the autumn of 2000), who is to report to Sida on the progress of the projects. These annual reports should comprise trends and tendencies and reflect on achieved and expected long-term effects.

The programme holds many similarities with the municipal twinning programme, "fördjupat vänortssamarbete", which co-finance partnerships in the Baltic and other CEE countries. This programme was established in 1991. It is administered by the Swedish Association of Local Authorities (SALA) in cooperation with Sida East. Since 1991 Sida has provided SEK 145 million for more than 600 projects between 150 Swedish municipalities and regions/counties in Eastern Europe.

The funds have been distributed across the following sectors:

Table 2: Number of Projects, Countries and Sectors 1997–2000

	1997				1998				1999				2000				Tot.
	Est.	Lat.	Lith.	Tot.	Est.	Lat.	Lith.	Tot.	Est.	Lat.	Lith.	Tot.	Est.	Lat.	Lith.	Tot.	
Business	3	1	1	5	3	1	2	6	2	1	2	5	4		3	7	23
Agriculture		1	3	4			2	2			1	1	1			1	8
Rural develop.	3			3	1	2		3	2		1	3	1	2	3	6	15
Cultural preservation					3	3		6	1	2		3	3	4	1	8	17
Education	1	2		3	2	2	2	6	2		1	3					12
Energy	1	2		3			1	1									4
Environment	1	5	1	7	2	1	4	7	4		2	6	1		1	2	22
Social issues	2		3	5	3		2	5	2			2	2		1	3	15
Civil preparedness		1		1	1	1	1	3		1	1	2			2	2	8
Tourism	2	2	1	5	1	2	2	5		1		1			1	1	12
Gender equality	1	2	2	5		3	4	7	2	1		3			3	6	21
Vet. Issues					1	2		3	1			1	1	2			4
Administration incl. exchange and miscellaneous	7	7	5	19	8	8	7	23	5	2	5	12		3	3	12	66
Total	21	23	16	60	24	25	27	77	21	8	13	42	19	11	18	48	227

Source: Based on Länsstyrelsen Västmanlands län: Ekonomisk- och verksamhetsrapport över länsstyresamarbetet med Estland, Lettland och Litauen 1999–2000. Some adjustments to the source have been made to make figures comply.

The programme has involved 20 Swedish counties 1997–2001 (of which some have subsequently been merged, leaving a present number of 15) as shown in the list below. The amounts stipulated refer to the approved projects, and the sum is therefore not equivalent to the size of the annual Sida commitments, listed above.

Table 3: Involvement of Swedish Counties

Swedish County Board	Number of projects 1997–2001	Total amount, approved projects
Blekinge län	20	2,574,200
Dalarnas län	10	1,217,000
Gotlands län	26	2,043,500
Gävleborgs län	4	468,000
Jämtlands län	2	450,000
Jönköpings län	26	3,457,500
Kalmar län	19	1,975,500
Kristianstads län	6	520,000
Kronobergs län	17	2,025,760
Malmöhus län	1	125,000
Skaraborgs län	6	976,000
Skåne län	7	630,000
Södermanlands län	12	1,705,000
Uppsala län	17	1,412,200
Värmlands län	8	718,000
Västernorrlands län	8	570,000
Västmanlands län	15	1,120,000
Västra Götaland län	7	590,000
Älvsborgs län	1	70,000
Östergötlands län	25	3,070,00
Total	237	25,592,660

Source: Sida: "Beslut om medel för länsstyrelsesambverkan med Estland, Lettland och Litauen". Various years.

Results of Evaluations and Studies

An evaluation of the County program was conducted in 1996. The evaluation found co-operation cost-effective and with good and satisfactory achievements, although it was difficult to estimate the outcomes, especially as the programme included no performance indicators. However, it was found that the lack of a longer perspective over time hampered the strategic approach and made cooperation too ad-hoc based. The same year, an evaluation of the municipal twinning programme was conducted, which also provided a very positive assessment.

The positive findings were reflected in the subsequent Government Bill "*Regeringens proposition 1997/98 vedr. granlandssamarbete med Central och Östeuropa 1999–2000*". The Proposition i.a. pointed at local and regional co-operation as a key area, underlining its relevance for building up local capacity in order to deal with demands related to expected EU membership. The proposition stated that Sweden has much to offer in this regard, and that the arrangements at municipality and county level should be further developed and expanded.

As background for the Government Bill 2000/1:119 mentioned above, two major studies were conducted: “*Utvecklingssamarbetets bidrag till ett varaktigt samarbete med länderna i Central- och Östeuropa*” and “*SOU 2000:122. Att utveckla samarbetet med Central och Östeuropa*”. An aim was to provide a conceptual analysis of the results achieved, and to have the involved parties provide ideas for the continuation of the cooperation, especially when reflecting the policy decision to have “regular cooperation” take the place of public funded cooperation.

The parties consulted found that the decentralised cooperation had been an efficient way to improve neighbour relations and to create important contacts of future value within the EU. The analysis concluded that a type of cooperation which has been used unnecessarily little in the Swedish assistance is the secondment of long term TA, to assist e.g. in the implementation of municipal reforms, even though this is often requested by partner countries. The analysis also pointed at the fear among many Swedish parties that that phasing out of assistance could harm ongoing projects and that there is a need for transitional funds to apply in the phasing out period.

3.4 The Swedish County Setting

At a first glance, the very idea of a separate twinning programme for a de-concentrated part of the Swedish state may appear surprising as the län do not have the democratic roots in society on which the twinning projects in other programme for the communes, their associations and the Landsting to a wide extent is resting.

However, in the Swedish tradition, the de-concentrated part of the state, not least but not only, in the län is stronger in relation to the decentralised units on the local and regional level than in most similar countries. The län, accordingly, represent an important resource in Swedish society in terms of finance and qualified manpower. In relation to the decentralised Swedish foreign policy in general – which also includes the de-concentrated part – it is of special importance that the län represent skills within certain areas like regional and spatial planning and natural parks; economic and business development and specialised social care institutions for which they are the most qualified Swedish suppliers of technical assistance.

Internationally, and not least within the European Union (EU), there is a trend towards growing regionalism on the expense of weakened national states, or at least growing verbal recognition of the importance of the regions. Thus, it is normal that regions in many countries have started to develop their own international relations – and identities – in relation to Brussels or, encouraged by various EU-programmes, in regional transborder cooperation. Also in Sweden, this sentiment is felt and carried not least by the län for the above reasons, in spite of their lack of direct democratic legitimacy.

In Sida-twinning terms, this lack is compensated for the liberal practice for choice of partners, which may be, and sometimes is, decentralised regions as well as de-concentrated ones. Also, it plays a role that the län often/sometimes work together with the decentralised units within its territory in the same projects. In such arrangements, the län provide the part of the professional input where they are strongest while other partners may arrange for exchange of politicians and surrounding community. Given this “international drive” in the län, the majority of them were, according to our in this case unequivocal sources, quite enthusiastic about Sida supported twinning project throughout most of the nineties. The overall motive of learning “how to behave on the international scene” was supplemented by personal motives of staff members who had experiences through the projects which were enriching for them on a human and a professional level.

It was commonly recognized and reiterated in the 1996 evaluation report, that the län on average contributed at least as much input converted to money to those projects as the size of the Sida contri-

bution. However, we noticed that this statement did not correspond well with some of the budgets we saw for Sida supported län-twinning projects since 1996, where the län manpower input appeared quite well remunerated by Sida money. When discussing this observation with representatives of the län, they pointed to a tightening of the finances in the public sector over the last few years implying greater difficulty in finding free resources. One result is allegedly that the staff who may have developed a personal dedication for twinning projects and partners may have a difficult time in convincing their superiors to provide them with the necessary freedom.

The same tendency appears reflected in the fact that while the same amount of Sida twinning money is still used by the län, competition for these funds has decreased. Our survey showed that 10 out of 11 län wanted to continue the twinning cooperation – but for eight of those only provided continued supply of external funds. External funds in this connection still mainly means Sida funds. Only 5 län-project holders have received other funding than Sida's, against 20 who have not. (For the results of the survey, see Annex IX). This in spite of 16 against 9 believing that the different EU-funds can be used in the future as additional funding for Sida supported twinning projects. This may not be surprising, given Swedish EU membership only in 1995. Another piece of information from meetings with län-representatives, which may be of importance here, is that some of them regard it as quite cumbersome to acquire EU funds.

The statistical analysis in Annex XI shows, among other, that six län in South East Sweden, Blekinge, Kalmar, Kronoberg, Jönköping, Östergötland and Gotland account for 60% of the total. This and their distribution of funds among recipient countries, show a certain, understandable inclination by the län to be more engaged the closer the neighbour counties are. The logic deciding what län are most engaged should not be exaggerated, though. Apparently, one of most important factors is the possible personal engagement of the landshövding in the absense of international tasks in the mandate of the län.

Finally, representatives for the län point to the difficulties of, let alone co-ordination, than just keeping each other informed about the international initiatives undertaken not only by the decentralised units in the public sector but also by all the different concentrated and de-concentrated state agencies. As one example of this tendency may be mentioned that new public money seemingly will be available for läns' possible future interventions in Russia.

3.5 Conclusions

Recent trends offer different possibilities of interpretation. Our suggestion, supported by several meetings with län, is that the regional internationalism has come to stay – while the combined effect of increased competition for partner attention further to the EU membership and more miserly conditions in the Swedish public sector has decreased the resources and the potential for twinning with the CEE countries. Given the international and the business development ambitions of the län, in the long run, twinning partners in other states than the Baltic ones may become more attractive.

4 The Relevance of Programme and Projects

This report is on evaluation of the Sida-supported län-twinning projects, the reason why we isolate these projects analytically to the extent possible. Otherwise, in real life one might easily forget about the difference between the projects of the län and those implemented by the communes etc. The beneficiaries rarely know if they are dealing for instance with a län or a kommunförbund or a Landsting, all of the same name. Even in the Swedish Foreign Service, the distinction is not very well known.

As far as we can see, this state of affairs is mainly a compliment to the unselfish and professional attitude to the projects by the län. However, in certain relations it is simply not possible to discern between for example the effects of län-projects and commune-projects in the same localities. When this is the case, it will be mentioned.

4.1 In Relation to the Needs of the Recipients

According to our studies of the present societal situation in the CEE-countries in general and in the Baltic states in particular and further to our talks with key informants like the UNDP-offices in those countries, it is our conviction that on an overall level, decentralised support is still relevant in the Baltic states, because:

- They still suffered from heavy problems in relation to economy, distribution, social coherence/polarisation and norm confusion/degradation (crime etc.). Even though the surface has become glamorous as long as you stay close to the capital centres, distribution is so lopsided that overall economic growth has only recently brought most of the CEE countries back to the 1989 level (footnote). This is also the case for the Baltic states, of which Lithuania is the poorest and the most crime-ridden, Estonia the most relatively well off and Latvia in between, having also a considerable problem related to the large Russian speaking minority. Therefore, parts of the population are in dire needs and most of the still considerable rural population live under poor conditions. Many of the twinning projects are responsive to those needs.
- It takes time for democratic attitudes to prevail throughout society. The rapid democratic imposition at the top has been a mixed blessing considering the nature of the political parties and the widespread lack of respect for the political class and lack of belief in political problem solution at all. In this connection, the twinning projects often contribute in a very down to earth way in the rehabilitation of public life.
- There is a large discrepancy between centre and periphery, also in the small Baltic countries. Even in the smallest, Estonia, Tallin appear to be a world apart from the province – even though this country also provides examples of well functioning areas in the periphery. Decentralised twinning projects per definition help to ameliorate this situation and the Swedish twinning projects, including those of the län, are generally quite well distributed to cover the countries geographically. The only uncovered region is the mainly Russian speaking Eastern part of Latvia, north of Daugapils. According to key informants, poor resources, skills and living conditions in this area imply a low a low level of international contact here, creating a vicious circle in relation to twinning.

4.2 In Relation to the Swedish Policy Objectives

Also measured in terms of their contribution to the overall goals for the Swedish “East-policy”:

Strengthening democracy and the administration at local and regional levels; gender equality; socially and environmentally sustainable development and security (understood as political and social stability, including crime prevention) we generally find positive inputs, as detailed below under “Effectiveness”.

In addition it should be mentioned, even though this is not an official goal for Swedish foreign policy that the twinning projects contribute to create a lot of goodwill and to enhance knowledge, interest and respect for Sweden in the recipient countries. According to our key informants, including the UNDP-offices, the information offices of the Nordic Council of Ministers and national people, Sweden is among the leading donors in the Baltic countries, competing with especially Denmark and Finland. However, on the decentralised level, it is undisputedly the leading one. We had the opportunity to confirm this statement by witnessing numerous warm statements towards the Swedish partners during our field visits. As an illustration of the human and civil society relations between the partner countries, it is not rare to meet persons in the local partner communities who have learnt good Swedish language.

Finally, it should be noted that the Sida supported twinning programme is a quite unique arrangement internationally, and that it probably works better than the closest comparison, the Danish Democracy Fund in relation to the communes and regions. Even though also considerable Danish funds are used in the Baltic states in a decentralised way through this Fund, there seem to be no doubt that Sweden is the most visible donor on the decentralised level. This is not to say that the Swedish supported projects are necessarily better in every aspect, but it does imply that it is a good idea to work with structures of a certain standing and in-built sustainability like the local and regional authorities.

While it is common that Baltic communities have twinning relations with several Nordic countries, sometimes organised in “twinning chains” Sweden is the only Nordic country with a specific support programme for twinning projects.

4.3 In Relation to other Donors

The Baltic states have received much technical and other assistance since independence from not least the Nordic countries, but also from many other countries, and the question has been raised if the absorption capacity is being overstrained and the needs fulfilled. Even on the decentralised level, during an evaluation of the activities of the Danish Democracy Fund, indications of a “recipient fatigue” were found in Latvia. Under the present evaluation, however, questions have not supported this finding. Considering the general concentration of foreign aid on the central level, it appears established that on the municipal and regional levels, there are not too many donors.

A growing number of other possibilities for technical and/or financial assistance under different EU-programmes do catch the attention of the Baltic local and regional authorities. They already play an important role in practice and in the prospects for the future, but they are considered difficult to access and cumbersome to employ.

Some of the EU schemes require foreign partners. In certain cases, Swedish *län* already play a role as this partner. Gotland provides an illustrative example, given its high level of Baltic and European consciousness and activity comprising a pivotal role for Gotland in several EU-supported Baltic initiatives, like the “B-7” region or the seven biggest Baltic islands. In the Gotlandish foreign policy, including the implementation of Sida-supported twinning projects, the *län* and the *kommun* seem to be working hand in hand, also with civil society.

4.4 Conclusion

The above considerations lead us to the conclusion that Sida-support for län-projects in the Baltic states is still relevant at this stage. (The future will be discussed in Chapter 10)

Yet, it cannot be denied that the demands for this kind of technical and moral-democratic support are even greater in other areas adjacent to Sweden, like Northwest Russia, than in, at least the more wealthy parts of, the Baltic states.

5 Effectiveness

Supported by statements from numerous meetings and from the Baltic questionnaires, most of the project ideas originate from and are developed in Sweden, often as an outcome of a visit to the Baltic partners. However, the Swedish donors appear very keen to secure the sense of ownership with the partners, and the partners in their turn have mainly expressed confidence with the Swedish partner and satisfaction with the content of the resulting projects as well as with the process, which implies that the Swedes do the paperwork.

5.1 Effects in Sweden

Regarding the län-projects, from meetings and questionnaires a human and professional positive motivation effect among the county staff has been underlined. It has been reinforced by positive project outcomes, personal friendship relations developed with partner counterpart staff and the possibility of new and different professional challenges.

However, it must be added that the rate of response to the questionnaires sent out under this evaluation and the invitees' turn-up to meetings has not been impressive, even considering the holiday-period, indicating limits to the enthusiasm.

On a more abstract level, we have at meetings with län's people met a certain overall sense of a needed strengthening of a foreign policy potential of the län, even though not very well defined.

Outside the walls of the county agencies, half of the project-holders claim that citizens have been involved and two thirds that politicians and enterprises have participated in the activities. There has been some media coverage in the local press, but it is not perceived as a big thing.

5.2 Effects in the Baltic Countries

Seven län-project partners were reviewed under the field study. Prior talks were held with four out of five Swedish partner agencies before the field study. Talks have been held with qualified key informants.

It is considered adequate to assess the effectiveness according to the following dimensions in order to catch the essentials of twinning projects, of which part of the justification is, that more than technical assistance in itself should be provided, "added decentralisation value". Thus we attempt in the following to assess the effects of the projects in relation to the stated specific objectives of the individual projects:

- 1) The involvement of the surrounding community. The capacity of the projects to promote exchange and interactivity of persons, associations and communities ("mellanfolkelighet"?)
- 2) The involvement of the business community. The capacity of the projects to trigger off also business relations between the partners, including tourism, and subsequent economic growth
- 3) Their relation to the objectives of the Twinning Programme and of the Swedish East-policy in general, being respectively the promotion of
 - democracy
 - professional competence in the local and regional administrations
 - gender equality
 - social sustainability

- environmental sustainability
- EU-adaptation

In Relation to the Project Specific Objectives

Seen from the Swedish partner-län, the projects have been successfully attaining their objectives. On the questionnaire scale from 0–5, 19 out of 23 have rated **4**, an observation reinforced by the meetings with the Swedish partners. Also seen from the Baltic side, the partners are of the clear opinion that the projects have reached their goals, leaving the Swedes in a modest position by normally circling **5**. From our meetings, the satisfaction is confirmed, even though you often during the talks come across projects elements, which have after all hampered effectiveness.

In concrete terms, six out of the seven project partners met had reached the stated objectives. In the last case, a feasibility study had been aborted because of lack of political back up to create the centre for battered women foreseen.

It should be added here that the stated objectives of the projects in most cases are of quite simple nature, like holding a seminar, meaning that it is difficult to miss the objective in the literal sense and that the challenge is what kind of sustainable impact is left behind.

Among the statements on how effectiveness might be improved are:

- *The language problem.* Translation is always somewhat ineffective and inefficient. The problem is decreasing, concomitant with more widespread command of English, which is now mainly used between the Baltics themselves, instead of Russian. But it should still not be underestimated. The closer you come to the end beneficiaries as you try to do in projects with democratic and social objectives, the bigger it becomes.
- *Lack of adequate preparation of Swedish advisors.* At three out of seven meetings, it was a point of view that some of them had not grasped an adequate understanding of the context they were to function in, thus making them less effective. One possible way to ameliorate this situation would be to take inspiration from the cooperation between the Högskola in Kalmar and the twinning project holders in the län on high quality courses on the CEE countries. Another is to make more use of the Swedish embassies that have a forthcoming attitude towards sharing their knowledge with more of their fellow citizens who come to their countries for twinning projects.
- *Alleged lack of insight in budgets and confidence shown to Baltic partners.* At most of our meetings, the attitude was only gratefulness and confidence in the management ability of the Swedish partners, but it was also mentioned at several occasions that these had an inclination to control more than necessary and adequate. Most often the Baltic partners did not know the budget, and at a couple of occasions they expressed the opinion that the project would be more useful for them if the insight was full.
- *It is a problem that it is difficult to make procurements of goods – only advice.* In some cases, advice would allegedly have been more valuable if supplemented with tangible things, possibly for demonstration purposes. The exceptional opening in the guidelines to do so has never been used.
- *Most secondments in Sweden of Baltic staff have been of only some days' duration.* However satisfied most of the seconded persons have been, it still appears that longer stays would have been more adequate for relevant training and learning. (The existing facility under the Nordic Council of Ministers for exchange of staff in the public sector appears unknown among both the Swedish and Baltic partners).

- Even though great flexibility is applied in designing and implementing follow-up projects when such a need is perceived, it is hard to escape the idea that *projects might often gain from being conceived for a longer period of time* from the beginning rather than being continued in a stepwise manner.
- Finally, the *lack of co-ordination* between the decentralised and de-concentrated Swedish donors is glaring, when you observe the same wheel being invented in the fifth project visited. Effectiveness benefits could no doubt be harvested from some simple experience sharing. Swedish units could sometimes twin a bit more among themselves.

From the outset, we had a hypothesis stating that *higher appropriation ceilings* might be more adequate. However, the findings have not supported this claim. Everybody seem satisfied with the size of grants, probably partly because Sida appears flexible in approving more, inter-related projects at the same time. In fact, the flexibility makes one wonder if it would not be better to raise the ceiling and demand coherent descriptions for possible, consequent, larger projects.

A windfall profit on the effectiveness plus side is the apparent fact that the very act of undertaking a *study tour together abroad has a positive effect* on the effectiveness and pleasure with which you work together back home. Not least in post communist states under rapidly changing norms, where you are used to insecurity and watching each other closely, the effect of having a good time and new experiences together should not be underestimated.

In Relation to the Involvement of the Surrounding Community

As mentioned above, it is indicated that a certain involvement of citizens and politicians has taken place in the Swedish län. This is reinforced by reality observations of active interaction between län-projects and NGO-activities taking place in the same län. Still, the most important group of initiators and actors in the län-projects appears to be the staff members of the agencies.

In the Baltic countries, the projects are generally a “big thing” in the local community, reflected in an often quite impressive coverage in the local press – as opposed to the national press in the capitals, where knowledge of decentralised twinning activities is close to nil. Another indication of the cleavage between centre and periphery is the fate of twinning projects who end up in Baltic capitals where the municipal departments have quite a compartmentalised attitude to them, opposed to the high priority and tender care such projects are subject to in the towns.

According to our meetings and to the questionnaires, mobilisation of the surrounding community does take place. But it should be noted that the Baltic countries for many reasons have not yet the same tradition for civil society as Sweden. The surrounding community is therefore in practical terms often groups of specialists like teachers or pedagogues touched by the projects.

In Relation to the Business Community

Even though economic and business development is not a part of the official goals for Sida supported twinning co-operation, (there are different and bigger money bags for this purpose elsewhere in Swedish East-assistance, for instance the “Start East Program”) we have nevertheless often met the point of view of the twinning partners on both sides of the Baltic sea that it would be natural and desirable that business grows out of friendship. The attitude seems to be strongest on the regional level where the län are situated, and it is shared by some of the key informants. Thus, the Swedish län declare that enterprises participate in twinning arrangements in two thirds of the case. Disagreement on possible use of Sida funds for export of handicraft to Sweden occasioned a dispute between the then administration of the län-programme and Sida.

A result of this desire is a number of projects directed towards development of local enterprises and of business relations between Sweden and the partner areas. One area of particular interest has been commercial tourism as an offspring of the friendship visits. Another priority area has been business activities directed especially towards female entrepreneurs. We have therefore devoted some priority to the exploration of possible results in this area during the field studies. The answers received are usually that valuable inputs have come through the twinning projects to new business centres and that especially for the women it has been useful. Trying to specify the results, however, is usually difficult and after several attempts the conclusion appears to us that it is hard to find convincing tangible results of business development related to twinning projects. This observation corresponds with the experience from a Swedish län and with most of the key informants, not least the embassies that agree that business relations mainly depend on other factors.

The only hard evidence of friendship entailing business was provided by two key informants in Lithuania independently. It consisted of strawberries now being produced in this country for a big Norwegian jam factory. Also, nice examples of development of infrastructure and marketing inputs for tourism was not, at the visit of the site in question in mid-holiday season, accompanied by any foreign tourists.

In relation to the Swedish policy objectives

In relation to the promotion of *democracy*, the projects directly geared towards political life were more outspoken in the beginning, some five-ten years ago. Since then, twinning projects have become more specialised into different sectors. This does not mean, however, that they have necessarily become less relevant from a democracy point of view.

Maybe on the contrary. The reputation of the initial democracy projects represents a mixed picture. Some users have been very satisfied, especially the first projects of this kind, while the follow-up projects are described as less successful. One Nordic key informant characterised the beginning of the twinning as being too missionary on the Nordic part.

Anyway, given the societal conditions in the Baltic countries as described above, any project strengthening and helping the large, old and new, vulnerable parts of the population must be considered as a contribution to real life democracy.

In practical terms this is not least the case for the projects directed towards social care, inside and outside institutions and to a certain extent also gender equality projects as the position of women has deteriorated over a broad range in the CEE-countries over the last 10 years. Also, as mentioned before, the inequality between capitals and province in itself provides decentralised technical co-operation with an element of democratisation.

Concerning the other overall objective for Sida supported twinning: *Strengthening of the professional competence in the local and regional administrations*, there is no doubt for us, after numerous talks over the issue, that this objective is fulfilled very nicely. The local civil servants receive so little inspiration, incitement and inputs from the governmental level that the personal contacts and the technical assistance from abroad has been of great value for their job motivation and professional growth.

This is the case for many different sector specialists, but also for the generalists of the administrations, whose representative at one of our meetings exclaimed that the collaboration with Sweden had taught them how to make planning in a non Soviet way. Another specific skill, perceived as very useful by the Baltics and for which they gave credit to the twinning projects, was the ability to conceptualise and implement projects – and not least the fundraising part, writing applications and project documents.

Among the supplementary goals for Sida's East policy which are somehow also valid for the twinning programming, *security*, at the societal level, is benefiting in the sense that a much demanded type of twinning project for the time being is the prevention of juvenile delinquency. Several projects in the social sector contribute to social cohesion.

Generally speaking, transborder human and administrative relations promote societal and national security. That this is not only hot air is illustrated by the län-project, where Blekinge has had a necessary instrumental role in bringing together the Lithuanian Kleipeda with the Russian Kaliningrad in a task which can only be solved in collaboration between them: Creating an environment Atlas and a corresponding Contingency Plan for the Neringa peninsula.

Gender equality is represented in several of the projects examined by us as the main component and in more of them as a separate component. Thus, it appears that the critique of the 1996-evaluation, of the issue being given too low priority, has resulted in a rectification within the län programme.

However, the most important gender equalising part of the Sida supported twinning projects is supposedly not those projects with specific women components, but in the projects related to social care and in the education sector (in particular primary and secondary school) projects in general. In these sectors large groups of highly qualified mainly female professionals are working with societal important issues at a low pay, with low esteem and little professional stimulation. We have met several examples of very successful projects in this sector, which has improved conditions not only for the end-beneficiaries but also given the staff more joy at work and increased job satisfaction and respect from their surroundings.

In addition, a study of our list of twinning partner persons met in the Baltic countries shows that a majority were women and those women were not in an inferior position or less vocal than the male part of the interviewees. Given the size of the sample, we regard it as established that a majority of the staff of the partner counties who work with the twinning projects are women. Therefore it makes sense to claim that the benefits accrued to this staff in human and professional terms, as mentioned above, also contains an element of gender equality.

Good Practice Example:

Effective Women & Democracy project: Gotland-Saaremaa-Tukums



Endeavouring to revive glorious historical roots after the fall of iron curtain, Gotland has been an initiator and active participants in several Baltic initiatives with and without the support of the EU.

It followed logically that Gotland initiated twinning co-operation with its Estonian neighbour islands Saaremaa and Hiiumaa (Ösel and Dagö) shortly after independence. Among several Sida supported projects is the above imaginative one. According to our sources in Saaremaa, the idea was conceived among a women's network on this island and subsequently processed and funded from Gotlands län/Sida. The goal was to strengthen women's position in society at large and in democratic, political life by bringing them together internationally for experience sharing and by teaching them some useful, but for rural Baltic women unusual skills. 20 women participants were democratically and carefully selected from Saaremaa, Estonia, 20 from Tukums in Latvia and 20 from the civil society in Gotland.

The project has consisted in three subsequent phases(courses), the last is to be finalised in 2001. The first in business development: “Loving Care and Economic Growth”. The second in Information Technology teaching the Baltic women how to use E-mail and Internet. The third and last one consists in making a video film in each of the three groups on their roots and aspirations, learning to master yet another new powerful technology.

We met the local administrators in Saaremaa, the Swedish speaking Leo Filippov, and Sarma Upesleja in Tukums, as well as some end-beneficiaries in both places. The impression was an amazing conversion of energy into practical initiatives for the benefit of local communities, for the ladies’ own economic initiatives and for their participation in public debate. This in spite of limited access to the necessary technology. A project participant, as well as an outside female key informant, added that as much as they liked this project they found that Swedish women sometimes exaggerated the export of emancipation, so Baltic women “had be wise not to be caught in artificial problems”. Another innovative aspect of the project, the participation of two researchers from the university of Riga, appeared to be a bit over-advertised, as they had only participated in a meeting on which there had been no follow up.

Photo:

Mari Sepp in the community house ☺ shop now created in the hamlet of Haeska in Saaremaa at her initiative. The former shop keeper closed down because of new EU-regulations demanding Euro calculations!

From our above interpretations of security and gender equality, it follows that we regard many of the projects in these sectors as also contributing relevantly to the objective of *social sustainability*. *Environmental sustainability* is promoted by a significant number of län-projects in this sector. The above mentioned Neringa project refers. In Pärnu, we witnessed how Swedish aid had been instrumental in creating a national park. This type of projects is in high demand, reflecting some obvious needs of the recipients, and regarded as effective by the partners. But the number of objectives covered by them is smaller than for the above mentioned project types and it does not appear relevant to us to claim that environmental concerns should be a crosscutting criteria in all projects.

Finally, support for the *adaptation to the EU* has been very visible in only one of the projects we have come across. As mentioned above, it should also be considered, though, that indirectly some län contribute practically to EU-adaptation by participating jointly in EU programs.

5.3 Conclusions

Considering the different criteria to be meaningfully applied on relevance and effectiveness, it appears to us that the most effective projects – in terms of the needs of the beneficiaries, coverage of several of the goals for Swedish decentralised assistance and in terms of spread effect – are found in the social care/social assistance and educational (especially primary school) sectors. Note has been taken though of the fact that the possibilities of the län to intervene in the school sector has become very limited.

The picture is more dubious regarding “pure democracy projects”, (which are gradually disappearing anyway), business and tourism projects whose effect is not very convincing and purely technical projects which mainly serve only their own delimited objectives. In addition to the main observation of an overall high level of effectiveness of the Sida supported twinning projects, it seems rather obvious that in some projects, advantages could be achieved and effectiveness enhanced from

- some limited procurements of goods, for example for the social care institutions
- more adequate preparation of Swedish seconded staff in relation to the task
- longer duration of stay for Baltic staff on secondment in Sweden

- an increased degree of openness towards the recipient partners in the preparatory phase eg. through participation in the planning and budgeting

Even if EU membership is the subject of a heated political debate in Estonia and Latvia, it is expected by most observers that all three Baltic countries will become members of the EU within some/a few years time. In this perspective it seems obvious that more EU related projects would be beneficial, even if this topic may not from the outset be regarded as the most obvious issue for twinning projects.

Good practice example

Lithuanian Association promotes twinning



In Estonia and Latvia, the associations for local and regional authorities regret that their resources do not suffice to help and promote or even to know about twinning arrangements. In Lithuania, it is different, here the Association of Local Authorities in Lithuania has an overview, shared with others on a homepage, and offers help to find partners and on what the content can be.

Maybe part of the explanation is found in the fact that Lithuania was quick in implementing a wide-ranging reform of the municipalities reducing their number to 60 opposed to several hundred in Estonia and Latvia. This in spite of the Lithuanian population being of the same size as Latvia and Estonia together. 3.7, 2.4 and 1.4 Mill. people, respectively.

6 Sustainability

Sustainability is a difficult issue to deal with for small and short projects, where a large part of any lasting effect is supposed to take place in people's minds. Even more so, as they most often not take place in isolation but be part of a larger process together with the host and partner and possible together with other foreign donors.

Of course, those projects whose effectiveness is not convincing will also not be sustainable. In reverse, we have come across projects with in-built continuation and obvious result in terms of both partner staff enthusiasm and results for the end-beneficiaries where there is no doubt about their sustainable nature.

In between, there is a large group of projects about which we have to say that we do not know for sure. Still there are good arguments for expecting that most of them will not be wasted, even if the partner staff may not be able to recall their existence a few years later as we have often experienced. Because any output is enshrined in a mainly stable partner structure (in particular for the län where you are not threatened by democratic disruptions) as well as in a development of the human resources in those partners.

This is not to say that that lasting effect is granted in any circumstance, especially not when the small initiatives we are usually referring to are one time shots, without follow up, as it is sometimes, but rarely the case. It goes without saying that continuity in the activity is strongly conducive to sustainable results. This continuity is present in the case of most län as illustrated by the below example from Hiiumaa.

Another factor promoting sustainability is a careful attitude to political feasibility, meaning in practice that very often it will be wise to include the top decision makers, even if they do not have a clear cut professional role to play.

Good practice example:

Planning in Hiiumaa (Dagö) in Sustainable Frames



In the Estonian island of Hiiumaa, the independent Turuu Foundation offers adult education and in-service training in computer, language and business skills. It also provides consultancy services to enterprises and public development. It has been able to establish collaboration with many different partners on some of those initiatives, including several Nordic countries, UK and Germany.

Thus, the spatial and economic planning for the island became a UNDP project: "Support to the Development Process in Hiiumaa". Swedish twinning from Gotland became integrated in this undertaking by supporting the creation of a business development centre.

In the assessment of the Centre-staff, the UNDP/Swedish project was very useful to establish new concepts on planning, administration and economic and skills development. Maybe because of the UNDP involvement people came to Hiiumaa from other Estonian counties to study the results, and the involved Swedish people were invited to other parts of Estonia for the same purpose.

Photo:

Aivar Pere, project manager from the Turuu Centre thinks it was useful that local politicians were not involved in a Swedish supported planning seminar, since they regard their positions as a property, not as a service.

7 Impact

Also the question of whether the projects have a durable and a spread effect additional to their proper accomplishments is difficult to measure for projects of this kind. In a few cases, projects have been so spectacularly successful and with sufficient communication outlets for the success to be safely established on a wider, regional and national cases scale. In such cases it surely makes sense to speak about impact, like in below example from the collaboration within social care between Västmanland and Pärnu (p. 25).

Clearly it is an advantage for impact creation as well as for sustainability that the projects are linked with durable structures with a wider reach than the project area. This is, however, not often the case. Rather one must note that potential impact is severely constrained by the un-coordinated and sporadic nature of most of the projects and by the lack of support mechanisms for spreading the effects when they are good, even though fortunately examples in the opposite direction may also be demonstrated, as below.

Finally, it can be argued with some strength that additional to a possible impact from individual project or partner collaboration, an impact can be traced on the national level, once the twinning arrangements are many and good enough to raise the level of the decentralised or de-concentrated public sector.

Good Practice Example:

Cesis-Östergötland: Comprehensive Collaboration with Impact



The Swedish län of Östergötland, in collaboration with the Landsting and the Kommunförbund in the same area, and the Latvian county of Cesis have developed a comprehensive and enduring cooperation over the years regarded in this evaluation. Comprising also collective traffic, village development, agriculture, healthcare and primary education for socially exposed children, one of the most impressive results of the twinning is its contribution to the restoration of the old castle in Cesis. No matter if the amount of tourists having discovered the charms of Cesis and surroundings is not yet what these deserve, the castle is a symbol of national significance for Latvia, including opera performance every summer.

The partners in Cesis agree on the mainly excellent nature of collaboration but they also add that the Swedish advisors sometimes come in abundant numbers and with inadequate preparations and skills for the tasks and the context. Nevertheless, most of the projects have been good in the end. They only lament that the agreed one in collective traffic never started and they think it is because the enterprise has been privatised in Östergötland.

On this background, it was natural that Cesis in October 2000 was the frame for the Swedish-Latvian days, a big event which offered an opportunity for up to date political debate for and co-ordination among the many scattered Swedish-Latvian activities. A rare occasion for placing the decentralised co-operation visibly on the national Latvian map.

Photo: *The castle in Cesis is a symbol of national importance in Latvia. Östergötland län and Museum has helped to restore the tower.*

8 Cost Effectiveness and Efficiency

When raising the question if the projects are effective when compared to their costs, a number of general considerations and viewpoints use to pop up:

- 1) Twinning projects are cost-effective for the Swedish state and taxpayers, because Sida support works as seed money for additional contributions from the län, typically in the shape of unpaid work. Thus, we were told that the rule of thumb is that the value of the län's own contribution is at least as big as the Sida support.
- 2) Thanks to the additional results of the twinning projects in terms of engagement, learning and understanding, the total results in relation to the costs are amazingly good compared to the costs of so many other assistance programmes whose effects are more doubtful. (Statement brought forward by the Swedish embassies).
- 3) Cost-effectiveness is in a bad shape because disproportionately large parts of the budgets are used for travel, accommodation and meals. (Viewpoint of some letters to the editor in Swedish press).
- 4) Cost effectiveness is low because Swedish advisors are very expensive compared to the local ones. (Brought forward by some of the Baltic partners).

Obviously, not all statements can be correct at the same time. For instance 1) and 4) are contradictory: If all the advice was provided for free, it cannot be expensive. However, it was difficult for us to find evidence for the statement that the län contribute at least as much as the Sida contribution, as a large part of the of the budgets we saw were often consumed by fees for the läns' staff. When discussing this with representatives from the län, they agreed as above mentioned that the added money value of support from the län had decreased over recent years.

So, statement no.1 is not entirely correct any more. No.4 is probably correct, but there is not much to do about it, because Swedishness is a necessary part of the rules from which so many other benefits accrue – which does not exclude that there might be scope for more collaboration between Swedish advisors and local ones. In a similar way, it is unavoidable that in decentralised, participatory projects, travel and related expenses will necessarily be a relatively big part. No. 3 will therefore be disregarded as well, leaving no.2 as the most valid statement on a general level.

Based on our studies and observations on the project level, we tend to agree. With the exception of the unavoidable, few failures, the Swedish taxpayers get good value for their money in the twinning projects. And even the seed money concept does acquire a new meaning thinking in EU-subsidy terms where co-financing and/or international consortia is often required. In both cases, Sida funds are still more frequently used to trigger off new and usually larger funds from the EU-programs.

Does this also mean that the programme is always efficient – in other words could the same results have been obtained in a cheaper way?

Definitely not always, as we have seen examples of different and sometimes quite high remunerative claims in budget proposals from the län where one is tempted to think if the aim of the project is to earn money for the län itself. But apart from this observation we have not observed or heard of any cases of exaggerated use of funds. On the contrary do the involved people appear very serious and do in some cases add from their own time or funds to the projects.

9 Administration

Overall, we think that small and short projects should not be exposed to the same demands in terms of procedures and document writing as big ones, not to risk to kill the enthusiasm. Hence, the type of paperwork on which the län-projects have been based appears quite coherent in our eyes in most cases, even though its quality unquestionably varies.

A standardised and simplified application of the LFA-method (Logical Framework Approach), inspired the LFA-related questions in the Sida check-list could be useful to ensure a certain standard in a simple way, in our view. Such forms might be pre produced both for applications and for the reporting and possibly differentiated according to size and length of projects. It seems adequate to apply the same standards for rules and procedures for the two parallel Sida supported twinning programs.

The lack of proper evaluation of some of the big län-projects is striking. Even if they are generally quite well monitored and reported, there is a need to stop up once in a while and reflect on contents and ways, as it is done in the other twinning programme, by SALA-IDA.

Good practice example

Progressive social projects in Saaremaa and Pärnu

Both in Saaremaa and Pärnu (Estonia) it has been successful to work in subsequent stages to compensate for lack of access to long term project funding.

Since 1996, Pärnu county has co-operated with Västmanland län in four successive stages to train different categories of specialised social care and juvenile delinquency prevention workers. Among the tangible results is an Estonian versioning of manuals for social care which are now widely used all over Estonia. Also, similar projects have grown out of this one with financial support from the EU-programmes, PHARE and INTERREG, and technical co-operation with Västmanland län and with other Nordic countries .

In Saaremaa, a project on social care for elderly and handicapped, for management and staff of such institutions started in collaboration with Gotland, in 1998. In 1999, a new project offered training for the social workers in all the municipalities in social assistance. In both cases in-service training in Gotland was offered. In 2000 all the mayors and the top civil servants were briefed about the prior courses and trained in social policy, for Sida funds and for supplementary EU-funds.

For instance for the mayor in Kärla, Saaremaa, Toivo Vaik, the training in Gotland has been a useful inspiration and management tool. This remote commune is taking many initiatives in the social field including the construction a large new sport center cum guesthouse and the technical assistance provided has been very useful.

While noting the imaginativeness and steadiness in the continuation of these projects, one still wonders if the process could not be simpler and the outcomes maybe even better, if you started by planning for three years from the outset.

10 The Future

The perspective looming in the horizon for the Sida supported twinning programmes is their replacement by “normal neighbour co-operation” within the new European realities. Supposedly, nobody knows for sure what this will be, but people do have an idea of EU-encouragement and support for transnational co-operation, including programs geared at municipalities and regions.

As shown in Annex V, it is in principle possible to mobilise funds for twinning from numerous EU programs, together larger than the Sida present funds for this purpose. At the same time, however, it must be taken into account that many Swedish and Baltic partners complain about lack of information, accessibility, timeliness of decision making and payments in relation to the EU funds, indicating that these do not replace the flexible Sida funds as automatically as one might have believed. At least not at this stage. In a full membership future, some of these problems must be expected overcome – but still it will be difficult to find EU-funding for some of the project types central for twinning, like social care and schools.

In some cases, however, Sida finance interacts with EU finance:

- Sida funding may be forerunning larger EU-financed projects having become possible by the acquired partner competence.
- Sida funding covers co-financing requirements.

In spite of all difficulties, some län have been able to expand their international engagement significantly by rapidly increasing use of EU funds. There seems to be no doubt that these skills would be very useful for the partners in the future. Indeed, twinning projects co-financed by Sida and the EU appear an obvious way of promoting EU adaptation in learning by doing.

Also, the existence of the more modest, but easily accessible funds for twinning purposes from the Nordic Council of Ministers should be reckoned with, even though knowledge of their existence seems small. In addition to the EU-perspectives, normal neighbour relations between communes and regions will imply the same as “always”: Twinning without state support, that is civil society interaction mainly within culture and sport and exchange of persons, maybe most notably politicians, schoolchildren and their teachers – in addition to possible business relations.

The question is if these concepts are relevant for the län, for whom neither the EU-programmes nor the friendship activities are created. In fact there is no “normal neighbour cooperation” for the län. But there is a desire within the län for international exposure and a wish from the Swedish state to utilise the manifold resources in the state agencies as foreign policy and foreign assistance tools. Those hundreds of agencies are widely used already, but in an uncoordinated way.

The limiting factor is the ability of the län to mobilise flexible resources for international purposes and it appears natural that Sida support for this purpose continues as long as they function as seed money. That is, as long as the recipient countries are not EU-members. It is agreed by most partners and observers that after full membership, conditions will be different. Still some, including at Swedish embassies, think that flexibility and value of the twinning projects is so positive that they ought to continue also after EU-membership.

10.1 Conclusion

The need for support appears bigger in other adjacent areas, including Northwest Russia and rather than preparing a phasing out of the län-program, a “re-phasing” of the program into other areas appears pertinent. The needs is still there, and the limiting factor should not be modest state support, while the real challenge lies in keeping the psychological momentum among the Swedish actors for new target areas like Russia. Another argument for continuing the program, is its in-built ability to help to mobilise EU funds which are otherwise difficult to access. This is EU adaptation in a practical way.

11 Overall Conclusions

While not repeating the above concluding statements, the overall conclusion is that the Sida supported twinning projects of the län 1996–2001 have been relevant, effective, cost effective and efficient:

- Relevant without any other qualification than that the support might be even more relevant in other countries
- Effective generally, but more in some sectors than in others and with a scope for improvement
- Cost effectiveness is high, even though not quite as high as often claimed

Concerning sustainability and impact there are limits to a precision with which these dimensions are measurable. Nevertheless, there are good arguments to claim a mainly high degree of sustainability and the tracing of some impact. But along both dimensions there is scope for improvement, especially regarding impact.

Concerning the administrative arrangement, its ways of working generally appears satisfactory in spite of a certain unevenness. However, more systematic monitoring and evaluation would be beneficial.

In relation to the future, it appears beneficial to the needs of the beneficiaries and to the interests of Swedish foreign policy and aid policies vis-à-vis the CEE countries to endeavour to continue to use and fertilise the resources embodied in the län. But other geographic target areas would be even more pertinent than the Baltic countries.

12 Lessons Learnt

1. As mentioned in the beginning, the Sida supported twinning projects is an internationally unique arrangement, which can, therefore, be regarded as an experiment. Not least concerning the län-programme. The lesson is that this experiment has been successful. It has benefited people and institutions who needed it, it has benefited Sweden's standing in the recipient countries and it has mobilised good will and creativity among the staff of the län and given them new and appreciated professional challenges.
2. Among the motives for the län's engagement in twinning projects are staff motivation; a genuine wish for helping the new neighbour nations and a wish for building up resources for international activities, often with a commercial objective. In practical terms, staff motivation, including the development of good human relations with counterpart staff, appear the decisive factor to keep up momentum in the activities, thus improving the prospects for effect and impact. It is therefore important that the top management of the län attach some priority to the staff engagement in such activities, rather than applying an economic approach where projects are regarded as an income generating vehicle.
3. Decentralised foreign policy and development assistance necessarily contain a certain element of chaos, seen from an overall perspective, to allow the local initiatives to flourish. In this way, the added decentralised and human value, which makes the difference to the central policies, is created. However, there are no hindrances for enhancing effectiveness and impact of the local initiatives by creating a simple infrastructure for common preparations and for common learning through the sharing of experience. As recommended above, this might be promoted both in Sweden and in the recipient countries. Such initiatives can and will not be realised by the actors themselves but require the action of co-ordinating bodies.
4. Concerning target areas, the geographic distribution of the projects has been quite good over the Baltic states, with the exception of the Russian speaking poverty pockets north of Daugavpils in eastern Latvia. In the future, other adjacent areas will be more relevant for Swedish Sida supported twinning intervention, but still staff from the Baltic states may have an important role to play in assisting the establishment of such twinning in Russia and other countries to which they may have more easy cultural and language access.

13 Recommendations

Based on the above observations and conclusions, we recommend the following:

1. The Sida supported twinning projects through the län should continue until EU membership of recipient countries is in place, then termination should be considered. While phasing out of more wealthy recipient countries, a differentiated approach should be considered where the relevance and effectiveness of the projects is considered together with a possible demand for co-financing arrangements.
2. To enhance effects and impact, stronger focus within the entire programme should be placed on, not least, the social sector, at the expense of business development and technical projects, including tourism.
3. The län should be operative in the same countries as the municipalities.
4. The län-programme should be administered by a person appointed by the län for this specific purpose, placed in a county agency, preferably Stockholm to ease collaboration with SALA and to promote co-ordination of the projects held by the different partners in the respective län. He or she should advise the län in project preparation, implementation and follow up.
5. The financial ceilings of the approvals should be the same as for the municipalities.
6. The approval time frames should be prolonged to a maximum of three years, with appropriation ceilings correspondingly higher.
7. Standard application forms, reflecting the LFA check list in a simple form, should be applied. In the case of applications for several years, larger than the one-year ceiling, more comprehensive forms should be applied.
8. Standard preparatory courses in "Östlandskunnskap" for persons engaged in twinning co-operation should be developed and easily accessible, similar to Sida-courses for staff with foreign assignments, however smaller. Fundraising is an example of another issue for course. Partner resources should be used – and developed – through different ways of participation.
9. Sharing of practical information and experience on technical assistance for the CEE-countries between the decentralised and de-concentrated parts of the Swedish public sector should be ensured in a simple way. For example in the form of a combination of a homepage with current news, a quarterly newsletter and a yearly conference on the issue. All with space for interactive debate. The arrangement should be implemented by SALA and the proposed läns-coordinator together.
10. Limited use of local consultants and of project procurements should be encouraged, when closely connected with the project aims and the Swedish advisors.
11. Project preparation and budgets should normally be transparent for the partners abroad.
12. Initiatives should be taken to increase the impact in the recipient countries by strengthening spread and communications mechanisms. Projects with the associations of local and regional authorities, and/or in the relevant ministries could be adequate. SALA-IDA and the proposed läns-coordinator should jointly elaborate a project proposal for all recipient countries. Internet homepages could be used more for communication in the Baltic states. At the same time, it should not be forgotten that many of the small and most needy partner in the rural areas do not yet have access to this technology.

Annex I

Terms of Reference

Evaluation of Sida's Support to Twinning Co-operation between Swedish County Administration Boards and their Counterparts in the Baltic States

1. BACKGROUND

Bilateral co-operation on regional and local level between Sweden and the Central- and Eastern Europe countries has been considered as an effective way of support. Not only in the short term transitional period, but also as a method to reach long term stability in the region and prerequisite for a regular and equal co-operation between neighbouring countries in the Baltic sea area. The Swedish county administration boards (cab) have since 1992 received support from the Swedish government, BITS and Sida, for co-operation with their counterparts in Estonia, Latvia and Lithuania. The aim of the co-operation is transfer of knowledge and exchange of experience from the fields of activities of the Swedish county administration boards. The support has according to Sida guidelines and the overall strategy been provided in the form of technical assistance, transfer of Swedish knowledge. The support should be focusing on strategic measures chiefly designed to enhance the development of expertise and institutions through well-defined projects and with the assumption of sustainability. The projects are generally small and low-cost projects and they are mainly utilised by staff-members of the cabs.

The support has until 2000 been channelled via the CAB of Västmanland with assistance from the CAB of Östergötland and Skåne. The Administrative agreement between Västmanland and Sida was though cancelled last autumn. The decision for 2001 is now administered by Sida but a more rational form for possible future support should be identified.

As funding of the co-operation a total of SEK 39,45 million has been channelled through BITS and Sida since 1992. In view of the relatively extensive support in this field and the importance to value long-term results and the impact on the process of development on local and regional level, Sida has decided to undertake an evaluation.

Evaluations regarding co-operation between the Swedish County Administration Boards and the Baltic Countries were previously undertaken in 1996.

1.2. Aims and objective of the Swedish support to the countries in Central and Eastern Europe

The country strategies for Estonia, Latvia and Lithuania (1999–2001) approved by the Swedish government should guide the directions of the co-operation. Furthermore, specific guidelines have been developed in close co-operation with CABs in order to guide planning and implementation of the work. These guidelines are the basis for the co-operation.

The overall aim of the Sida support to Central and Eastern Europe, as well as to the Twinning Program on the local level, is to contribute to a;

- common security
- deepened culture of democracy
- socially sustainable economic transition
- environmentally sustainable development

The objective for the co-operation between CABs is to strengthen democracy and to increase the competence and capability within the regional administration. Moreover, Swedish programmes of development co-operation shall be permeated by a perspective of equality between men and women. The consequences for the environment (positive as well as negative) should also be taken into account.

2 PURPOSE AND SCOPE OF THE EVALUATION

The purpose of the evaluation is to acquire knowledge about the relevance, effects, impact, cost-effectiveness and sustainability of the Swedish support so far and to point out future development possibilities as well as lessons to be learned. The specific task is to evaluate the results and to assess the impact of the interventions brought about by the County Administration and the counterparts in Estonia, Latvia and Lithuania between the years 1996 and the present.

The purpose is also to point out future development possibilities as well as lessons to be learned and to make recommendations to Sida on future support and organisation of the support to twinning co-operation on the local level (objectives, relevance, methodology, performance and administration). The evaluation should take into account changes in the relevant environment of the organisations on regional level for example regulatory changes or changes in the political context or administrative reforms that could have an impact on the co-operation. The phasing out of Swedish bilateral assistance to the EU-candidate countries is one important example in this respect.

The evaluation shall cover the twinning co-operation with Estonia, Latvia and Lithuania.

Sida is also undertaking an evaluation of the local twinning programme, which is administered by SALA-IDA AB (former SALA). A broader analysis on the decentralised co-operation is desirable (e.g. co-operation between municipalities and co-operation between county administrations). The programme for co-operation between county administrations should therefore be comparative discussed/analysed with the evaluation of local twinning programme.

3 ISSUES TO BE COVERED IN THE ASSIGNMENT

Relevance:

The relevance of the programme approach, goals and services carried out by the Swedish counterparts in relation to the needs at the regional level in the Baltic States.

Discuss the possibilities of long-term mutual co-operation with the neighbouring countries in the Baltic Sea Region ("normalt grannlandssamarbete") in the view of phasing out Swedish assistance. To what extent do the regional authorities in Sweden and in the recipient countries have an interest in a long-term mutual co-operation? Are there any differences between sectors and countries?

Effectiveness:

To what extent have the objectives and goals of the programme been achieved? The analyses should determine whether the support can be estimated to have achieved long-term effects and strategic impact recipient country, and also if the support has been cost-effective. Could the same results have been achieved with fewer resources or with an alternative approach? The reasons for divergence compared to the goals should be analysed.

Analyse the result of the co-operation programme according to guidelines and the overall objectives with the support to the regional level.

Have the reporting routines and reports, to the co-ordinating CAB of Västmanland and to Sida been satisfactory?

Has gender-, environment-, and EU-integration (in the EU candidate countries) aspects been an integrated part of the program? What effects can be seen?

Other issues:

Briefly analyse the availability of EU-financing instruments for future co-operation local and regional level.

The relevance and sustainability for co-operation and assistance in the view of phasing out support from Sida. How shall possible further co-operation be directed? Are the current guidelines relevant for future co-operation? Make recommendations to Sida on the organisation of the support to regional and local governments with regard to changes in goals, content, relevance, methodology, performance/ implementation and administration).

In the view of phasing out the support the Consultant shall also make an assessment of areas of priority for continued support and co-operation.

3.2 The comparative study

A broader analysis on the decentralised co-operation is desirable (e.g. co-operation between municipalities and co-operation between county administrations). The programme for co-operation between county administrations should therefore be comparative discussed/analysed with the evaluation of local twinning programme. The results from the evaluation of both local twinning-programmes and regional co-operation between counties shall be taken into account when making the final recommendation of Sida's support to local and regional co-operation.

4. METHODOLOGY, EVALUATION TEAM AND TIME SCHEDULE

4.1 Method of work

The evaluation may consist of the following parts (the Consultant is encouraged to make amendments to the methodology or to propose an alternative approach):

Documentation Study: Written documentation, including project proposals, reports and strategies, guidelines shall be studied. To collect the required material the Consultant will review relevant documentation at Sida.

Interviews with relevant actors, in Sweden as well as with counterparts in Estonia, Latvia and Lithuania (to be clarified in the inception report).

The Consultant *shall* prepare an *inception report* and present this to Sida. The report shall clearly and concretely specify and motivate the approach and methods to be applied in performing the assignment, including those employed in the various task of the assignment. The Consultant shall also provide a detailed time and work plan for fulfilment of the assignment. As the method of work shall be decided in co-operation with Sida, the tender should therefore be brief as regards the method of work.

4.2 Evaluation team

At least one of members in the Evaluation Team shall have substantial knowledge and experience in evaluation methodology. Knowledge and experience from decentralisation issues, democratisation, and regional administration shall moreover be available within the team. Moreover, the team shall have documented experience from Central- and Eastern Europe.

A binding list of staff shall be part of the tender (please see Invitation to Tender).

4.3 Time schedule

The inception report shall be presented to Sida not later than 3 weeks from the commencement of the assignment.

The Consultant shall in the inception report provide a detailed time, work plan and method of work for fulfilment of the assignment.

The time estimated for the fulfilment of the assignment is 10 man-weeks.

A draft report shall be presented to Sida not later than September 1th.

4.4 Undertakings

The Consultant will be responsible for practical arrangements in conjunction with missions to Estonia, Latvia and Lithuania and other visits. Sida will make available or cause to make available all written material (strategies, guidelines, reports, project documents, project completion reports, etc.) deemed to be of relevance to the evaluation by the Consultants and Sida. Responsible officer at Sida will inform the Swedish counterpart of the forthcoming evaluation.

5. REPORTING

The evaluation report shall be written in English and should not exceed 30 pages, excluding annexes. Format and outline of the report shall follow the guidelines in Sida Evaluation Report – a Standardized Format. 3 copies of the draft report shall be submitted to Sida no later than September 1, 2001. Within 2 weeks after receiving Sida's comments on the draft report, a final version in 5 copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The Comparative Study between the twinning co-operation on regional level and the twinning co-operation on regional level should be a separate report not exceeding 10 pages. A draft report should be submitted to Sida not later than September 15th, 2001.

The following enclosures shall be attached to the final report:

- Terms of Reference
- List of persons interviewed
- List of documentation

The evaluation assignment includes the production of a Newsletter following the guidelines in Sida Evaluations Newsletter – Guidelines for Evaluation Managers and Consultants and also the completion of Sida Evaluation Data Worksheet. The separate summary and a completed Data Work Sheet shall be submitted to Sida along with the (final) draft report.

6. SPECIFICATION OF QUALIFICATIONS

6.1 Compulsory qualifications

The tenderer shall meet the following qualifications:

Staff resources for performance of the service

The tenderer shall possess *documented knowledge, relevant professional background and experience* of similar assignments in a suitable combination within the requested areas of expertise (see 4.2), in addition to the analytical, linguistic and other skills. The tenderer shall further specify the qualifications of each

member of the team and attach their individual Curricula Vitae (including name, address, education, professional experience, experience of work abroad and in developing and/or transition countries), and shall state reference persons with telephone numbers and e-mail addresses.

The team shall possess knowledge of and experience from the countries selected for the evaluation, i.e. Estonia, Latvia and Lithuania, or similar countries.

The team must include members with good knowledge in spoken and written English and Swedish.

The team-leader shall have considerable experience from managing evaluations, preferably of the same size and character as the present.

Quality in performance of the assignment

The approach and methods to be applied in performing the assignment shall be specified and motivated briefly in the tender.

The tenderer shall briefly present how they intend to make the comparative study of this evaluation and that of the Twinning Co-operation on Local Level.

The tenderer shall account for his/her understanding of the assignment in his/her own words.

The tenderer shall provide a preliminary and brief *time and work plan* for fulfilment the assignment, including *a)* a manning schedule that specifies the tasks performed by and the time allocated to each of the team members, and *b)* estimates of the time required for the different tasks of the assignment.

Final reports including findings and conclusive assessments shall be presented to Sida not later than 2 weeks after receiving comments from Sida on the Draft Report.

Price and Other Commercial Conditions

The tenderer shall present a budget, which differentiates between and proposes ceilings for *fees and reimbursable costs*, specified for the different elements of the assignment and for the different staff categories. *Total cost/price* shall be stated. All fees shall be stated hourly. All costs shall be stated in SEK, exclusive of Swedish VAT, but including all other taxes and levies. Individuals however shall state their fee exclusive of Swedish social contributions.

The tenderer shall state and specify any minor reservations as to the draft contract and Sida's General Conditions and propose alternative wordings, which shall however not lead to material changes of the present draft contract and conditions.

6.2 Preferred qualifications

The tenderer should be ready to commence the assignment in week 26.

The tenderer should have sufficient knowledge in EU-financing mechanisms at the regional level as well as experience within the field of gender and environment.

Annex II

List of Persons Consulted

Sweden

Sida Öst:

- Ms Marianne Tegman, Head of Division, Sida
- Mr Erik Wallin, Area Manager
- Mr Hans Lundquist, Area Manager

Swedish Ministry of Foreign Affairs

- Mr Ulf Lewin, Ambassador, chief, Unit for Decentralised Cooperation
- Ms Margareta Torsein, *ibid.*

Representatives for Swedish län:

- Mr Åke Ringbom, Västmanland
- Mr Björn Hedwall, Östergötland
- Mr Margereta Palmér, Kalmar
- Mr Barbro Molinder, Kalmar
- Mr Peranders Sandström, Gotland
- Mr Birgitta Svensk, Gotland

Field Studies in the Baltic States

(together with studies on the municipal projects)

Estonia

Tallinn

The Swedish Embassy

- Mr Karl-Olof Andersson, councillor
- Mr Carl-Henrik Andersson, trade commissioner, Swedish Trade Council

Information Office of the Nordic Council of Ministers

- Ms Kalli Klement, director
- Ms Merle Erm, adviser

UNDP: Ms Kristina Mauer, programme officer

The Association of Estonian Cities: Mr Kaimo Käärman, international relations officer

Focus Group Meeting (premises of the Association of Estonian Cities)

- Mr Michael Dubrovin, project manager (Narva)
- Mr Erwin Jürisoo, project manager (Türi)
- Ms Kairi Jõesalu, project manager (Vinni)
- Mr Jään Lõõnik, chief executive (Vest-Viru)

Hiiumaa (Dagö):

Hiiuma County Council (premises of Kärkla Development Centre –Tuuru Foundation)

- Mr Aivar Pere, project manager
- Mr Matti Lüsi, project manager (freelancer)

Mr Mart Kaups, head of Technical Dept., Kärkla Municipality
Mr Ivo Eesmaa, headmaster (former mayor of Kärkla)

Saaremaa (Ösel)

Saaremaa County Council

- Mr Madis Allik (head of Social Welfare and Healthcare Dept.)
- Ms Ene Kull (former chief specialist Healthcare Dept.)
- Mr Leo Filippov (chief specialist, Economic Dept.)

Mr Toivo Vaik, mayor, Kärkla municipality

Ms Mari Sepp, beneficiary of the women & democracy project, Haeska hamlet

Pärnu County Administration

- Ms Epp Klooster, head of Social Welfare and Healthcare dept.
- Mr Urmas Kase, counsellor of regional development
- Ms Margit Kool, consultant

Latvia

Riga

The Swedish Embassy

- Mr Per Örnéus, councillor

The Information Office of the Nordic Council of Ministers

- Ms Hanne Petersen, director

UNDP

- Ms Inita Paulovica, programme manager.

Institute of Philosophy and Sociology:

- Ms Maruta Pranka, researcher
- Ms Ilze Trapeuciére, researcher

Focus Group Meeting (premises of the Union of Local and Regional Authorities of Latvia)

- Ms Dace Damkevica, co-ordinator of foreign affairs, ULRGL
- Mr Normunds Treijs, project manager (Riga)
- Ms Guna Kibere, business development officer (Rujiena)
- Ms Vita Brakovska, consultant (Jurmala)

Latvian Radio (Russian Language Section)

- Mr Valdis Paeglis, journalist,

Cesis County Council

- Mr Maris Niklass, chief executive
- Ms Rita Niklass, ass. chief executive (foreign affairs)
- Ms Inese Saigu, consultant

Tukums Town Council

- Mr Juris Sulcs, chairman
- Ms Liena Zervena, press secretary

Tukums County

- Ms Ludmila Krastina, head, Agricultural Advisory Bureau
- Ms Sarma Upesleja, chief, Social Assistance Office (local coordinator of women & democracy project with Gotland)

- Ms Velta Strupsmāne, coordinator NGO Centre in Tukums
- Jūrmala Municipality: Mr Juris Hlevickis, vice mayor

Lithuania

Vilnius

The Swedish Embassy

- Mr Jan Palmstierna, ambassador
- Mr Kaj Persson, attaché

Information Office of the Nordic Council of Ministers

- Mr Knut Hjort-Johansen, director

UNDP

- Mr Tomas Baranovas, programme coordinator

Association of Local Authorities in Lithuania:

- Sarunas Radvilavicius, consultant

Focus Group Meeting (in the premises of Lithuanian Association of Adult Education)

- Ms Zita Sabelkiene, municipality of Utena, dept. of culture and education
- Mr Gedas Vaitkus, Institute of Ecology, University of Vilnius
- Ms Giedre Paunskiene, journalist, Public TV
- Ms Olga Ugriumova, journalist, Russian Language Radio
- Ms Nadejda Doronina, journalist, the daily "The Republic"

Vilnius City Council

- Mr Romualdas Tavydas, head, foreign relations dept.
- Ms Angele Sabauskiene, dept. of culture and art

Kaunas Municipality

- Daiva Palionyte, foreign relations officer.
- Zyginta Reklaityte, library of Kaunas
- Rutenes Lape, Kaunas fire and rescue service

Siauliai Municipality:

- Ms Audrone Jaugelaviciene, economic development officer,

Panavezys Municipality

- Ms Vilma Kucyti, head, Foreign Relations Dept., co-ordinator of cooperation project with Kalmar
- Ms Zita Tverkute, head of ecology dept., ibid

Annex III

List of Documents Consulted

Applications, correspondence and reporting on 40 selected län-projects over 1996–2001 as well as a number of publications and brochures produced by these projects.

Sida

- Evaluation 96/17: Cooperation between the Swedish County Boards and Baltic Countries
- Insatspromemoria: (2001, 2000, 1998)
- Beslut om medel för länsstyrelsesamverkan med Estland, Lettland, Litauen. Various years
- Guidelines for Co-operation between Länsstyrelsen and Baltic Countries (February 2000)
- Agreement between SIDA and the Län (various years and versions)

Länsstyrelsen – Västmanlands Län

- 1999 – 2000: Ekonomisk- och verksamhetsrapport över länsstyrelsesamarbetet (09.02.01)
- 1998 – 1999: Ekonomisk- och verksamhetsrapport över länsstyrelsesamarbetet (17.02.00) plus minutes from annual meeting 13.03.00
- 1998: Ekonomisk rapport avseende länsstyrelsesamarbetet med Baltikum (16.02.99) plus minutes from annual meeting 25.02.99
- 1997: Länsstyrelsesamarbetet med de Baltiska länderna-. Regionala samarbetsprojekt 1997
- 1997: Länsstyrelsesamarbetet med Baltikum – ekonomisk rapport (06.06.97)

Riksrevisionsverket 1997:

Ekonomisk rapport avseende länsstyrelsesamarbetet med Baltikum (16.02.99) plus minutes from annual meeting 25.02.99

The Swedish Government

- Regeringens proposition 1997/98 grannlandssamarbete med Central och Östeuropa 1999–2001
- Regeringens proposition 2000/01:119: Europa i omvandling – Sveriges utvecklingssamarbete med Central- och Östeuropa. April, 2001
- Regeringens proposition 2000/01:42: Kommuner och landsting i internationell samverkan. November 2000

UD info:

Gott grannskap – Sveriges samarbete med Central- och Östeuropa. May 1998

Regeringskansliet/UD – Sida:

Country strategies for partner countries, various years

European Commission

EU-tilskud. En oversigt over programmer, lån og støtteordninger. 2001

- EU Online web service
- Partners around the Baltic Sea, EU-project

Danish Ministry of Foreign Affairs/T&B Consult:

Evaluation of the Danish Democracy Fund. 2000

Other:

- UNDP Human Development reports 2000 on all three Baltic countries
- Annual Reports from the World Bank, UNDP, UNICEF and ILO on the CEE countries
- A number of publications from the *Nordic Council of Ministers including* "Closer neighbours"
- The Baltic Sea – our common heritage, Swedish Institute
- Twin Town 2001, *SALA IDA AB*

Material on Local and Regional Government in the Baltic countries

Annex IV

Team Itinerary

Sweden

June 29: Contract signing and initial meeting with Sida Öst

Week 27

- July 4: Meeting, län-representatives in Västerås
- Desk study

Week 28–29:

- Meetings, Kalmar and Gotland län
- Desk study
- Preparation of field studies & translation of questionnaires

Week 31:

- Mailing of questionnaires in Sweden and in the Baltic countries

Week 32–33, 5–18.8 : Field study in the Baltic countries

6 August: Tallinn, meetings with

- Swedish Embassy
- UNDP
- Nordic Council of Ministers
- The Association of Estonian Cities
- Focus Group

7 August, morning: Hiiumaa (Dagö), meetings with

- Hiiumaa County Council
- Kärkla Municipality

8 August: Saaremaa, meetings with

- Saaremaa County Council
- Kärkla Municipality
- beneficiary in Haeska

9 August:

- Meeting with Pärnu County Council
- Cesis, Latvia, meeting with County Council

10 – 13 August: Riga/Tukums/Jurmala, meetings with

- Focus Group
- UNDP
- Swedish Embassy
- journalist
- Tukums County Council
- Jurmala Municipality

14 August: meetings with

- Siauliai County Council and Municipality
- Panevezys County Council

15 – 17 August: meetings with

- journalists
- Kaunas municipality
- Vilnius Municipality
- Focus Group
- Swedish Embassy
- Information office of the Nordic Council of Ministers

Rest of August

- August 23: Follow-up meeting with representatives of Swedish Län in Västerås
- Report writing , Processing of questionnaires, Statistical analysis

7 September: Workshop at Sida with the län

Annex V

Overview of EU Schemes

1. Programmes in the pipeline targeted at local and regional authorities:

PHARE Institution Building Programme for regions and cities

In view of the large need for transfer of experience to local and regional authorities in the candidate countries in connection with the accession to the EU there has for some time been work going on developing a new Phare programme on local and regional government level complementary to the existing Twinning Cooperation programme for central government level. This work is an initiative of Brussel based representatives of European cities and regions.

The programme under development has, according to available information, several features in common with the Sida programme for Twinning Cooperation on Regional and Local Level. Furthermore, considering the movement towards decentralisation of the day-to-day management of regional EU-programmes, e.g. as seen in the Community initiatives Swelbaltcop and Interreg Baltic Sea Programme, there could be reason to expect a decentralised management also of this new programme.

A parallel *TACIS Institution Building Programme* is also in the planning phase. That would cover the non-candidate countries/regions in the Baltic.

2. EU-programmes covering parts of the Sida-program themes (complementary)

PHARE Twinning programme

This programme is implemented on Central Government level involving only central institutions and organisations. In that way it is a complement to the regional and local efforts. The themes covered are environment, agriculture, finance, legal and domestic affairs.

ISPA (Instrument for Structural Policies for Pre-Accession)

This programme is a kind of cohesion fund for the candidate countries and is managed by the candidate countries themselves. It aims at environment and infrastructure.

The mainstream Tacis programme

This covers a large range of sectors, however with 3 priority sectors chosen by the recipient country. The Russia and Ukraine have chosen the following focus areas: institution building, governance and private sector development. A Tacis twinning programme in parallel with the Phare Twinning programme is being developed.

3. Initiatives in other fora:

On the multilateral level the following organisations are doing an effort to further the cooperation on regional and local level in the Baltic Sea Region:

The *Baltic Sea States Sub-regional Co-operation (BSSSC)* under the Council of Baltic Sea States (CBSS). This organisation has, however, not own funds for projects, but acts as an initiator and coordinator.

The *Union of Baltic Cities (UBC)* also plays a coordinating and initiating role, but also without own project funds.

The *Nordic Council of Ministers* runs its own programmes for the Baltic Sea States especially in the education and social care area with a total yearly budget of 20 mill. SEK

Under the working title *The Northern Dimension*, EU has taken a series of initiatives aiming at better coordination and targeting of the numerous multilateral initiatives in the Baltic Region. Efforts are also done to alleviate the sometimes cumbersome application procedures.

4. Opportunities for use of EU programmes in phasing out bilateral programmes

First of all the Phare and Tacis Institution building programmes under development will be of special relevance. It will probably be worth following attentively the development, as there would in this phase be room working for a decentralised management of such programmes along the lines of the EU initiatives Interreg and Swebaltcop. It could furthermore be obvious to look for possibilities of using existing secretariat experience built up already under these programmes. This would also further a coordination of the activities and optimal pre-application advisory service.

To this one can add a series of programmes covering many of the same aspects as the Sida programme. Much depends on the outcome of the efforts to simplifying and streamlining the procedures.

Using the opportunities in an interplay between the Sida programme and EU programmes: In some cases the Sida finance has the function as a forerunner to EU-finances projects and in some cases as the local contribution in larger EU-co-financed projects.

Lessons in this respect can be learned from the following projects:

- The Halland cooperation with Kaliningrad and the Warmienseko-Mazurskie region.
- The Karlskrona cooperation with Kaliningrad.
- The Swebaltcop-programme covering most of the Baltic Sea Region.

This goes for the use of Sida projects to act as a forerunner for EU projects, the use of Sida funds as co-finance in EU projects as well as a way to broaden the scope of projects and bringing about a synergy effect both thematically and geographically.

EU-funded operational programmes available for Swedish Regional and Local authorities in their cooperation with CEE partners in the Baltic Sea Region (BSR).

Multi-theme programmes

Programme	Relevant for Sida Cooperation theme							Application Handling		Eligible countries			Yearly EU-fin. (MSEK)		EU-cof. PerCent
	Demo-cracy	Envi-ron-ment	Social Care	Edu-ca-tion	Infra-structure	Cul-ture	Bus. Dev.	Brus-sels	Decen-tral.	EU	Cand. Count-ries	Other BSR count.	Total	Swed. share	
Interreg III B – BSR*) **) (Community initiative)	X	X			X				X	X	X	X	135	50	50-75
Swebaltcop**) (Community initiative)	X	X					X		X	X	X	X	30	30	50
TacisBistro (small projects)	X				X		X	X	X	X	X	X	50	1.6	75-100
TacisTwinCity	X									X		X	27	0,8	80
EU-Twin City fund	X									X			30	1	100
Recite II *) (Community initiative)	X	X		X			X	X		X			200	6	100
Total													472	89.4	

^{*)} 3 partners required ^{**) co-funded by the European Regional Development Fund (ERDF), Phare and Tacis Cross-Border Cooperation programmes. Possible extension beyond 2001.}

Thematic programmes

Programme	Relevant for Sida Cooperation theme							Application Handling		Eligible countries			Yearly EU-fin. (MSEK)		EU-cof. Per Cent
	Demo-cracy	Envi-ron-ment	Social Care	Edu-ca-tion	Infra-structure	Cul-ture	Bus. Dev.	Brus-sels	Decen-tral.	EU	Cand. Count-ries*	Other BSR count.	Total	Swed. share	
Leonardo da Vinci				X			X	X	X	X	X		1,500	45	100
Socrates				X					X	X	X		2,650	50	100
Youth			X	X				X	X	X	X		670	20	100
Life III		X			X			X		X	X		1,150	35	30-60
Culture 2000						X		X	X	X	X		150	5	60
Total													6,120	155	

*) Since the Copenhagen Council meeting in 1993 there has been an opening up towards CEE of the thematic programmes.

EU-schemes, total for both tables	6,592	244.4
Nordic Minister Council Schemes	80	(30)

Basic EU financial sources:

- Phare (assistance to the EU-candidate countries): total finance 1.600 mill. euro/year.
- Tacis (Technical Assistance to the CIS-countries) : 450 mill. euro/year
- Cohesion fund for CEE: ISPA (Instrument for Structural Policies for Pre-Accession): 150 mill. euro/year.

Sources: EU's Information Services' publication on EU's co-finance schemes, EU Online web service and the Swealtcop programme secretariat. Nordic Minister Council Home page.

Annex VI

Summary of Main Findings from the Evaluation of the Danish Democracy Fund

In 2000, the Danish Democracy Fund was subject to an external evaluation of the Fund's 10 years existence. The evaluation focussed primarily on the period after 1995 and on the impact of the activities in the recipient countries regarding the accomplishment of the objectives of the Fund, i.e., "to promote and consolidate democratic processes and the respect for human rights".

To further this goal in the new democracies in Central- and Eastern Europe as well as globally, the Fund has supported approximately 5.500 projects – equivalent to DKK 563 million – over the years 1990-99. The majority of these projects have consisted of study tours to Denmark and scholarships at Danish Folk High Schools. In this way, an estimated 70.000 visitors have established contact to a substantial number of Danes. Furthermore, an estimated number of 1.000 Danes have received support from the Democracy Fund for travelling abroad as part of project activities..

Findings Regarding Impact Assessment in Recipient Countries

Initiating the evaluation was a huge task, as an impact assessment had not been endeavoured earlier. No precise data on who and how many had participated in the projects were available, neither any information about the outcome and impact of the projects.

Initially, four countries were chosen as representatives for the different categories of recipient countries: Latvia; Hungary; Romania and South Africa. A random sample of 500 participants from the four countries were identified. Assisted by local consultants, questionnaires were distributed to them. A return rate of 40% should be seen against the irregularity of the mail distribution systems in some countries and the old age of some of the addresses. Each country was visited by an evaluation team who interviewed a total of 201 former project participants, observers to the participants and key informants, including Danish embassies in recipient countries and embassies of recipient countries in Denmark.

Overall, it was found that the Democracy Fund projects have made a difference and that they have had a positive impact in the countries studied, although the results are not always as remarkable and easy to identify as the Danish organisers tend to think. Also, the Fund's rules for support to preparation and follow-up on projects have been quite restrictive. The participants were in general been very satisfied and pleased with the projects. Findings verified that their experiences in Denmark have left substantial and lasting impressions on their world outlook and societal comprehension.

Most participants had become more enterprising at their workplace and had transformed changes in attitude and insights into new practices. Such new practices, ranging from reform in childcare institutions in Rumania and adult education in Hungary to trade unions in South Africa, contribute to the democratisation of society.

In terms of promoting democracy and human rights in the local community or in the organisations of civil society, the commitment of the participants was quite limited. Regarding tangible results or dissemination of ideas and informing the public about aspects of democracy or human rights, only a minority of cases were found where a clear relation could be established to projects supported by the Democracy Fund. This was also found to be the situation at the national level, where only a few participants have been active.

The limited commitment among the participants might be rooted in different problems:

- A frustration with political life which in certain cases seems to be reinforced by the visit to Denmark, where the economic and other conditions are so much better.
- The selection of participants, which is mainly based on personal contacts and, maybe therefore, only to a limited extent include leaders and opinion-leaders.
- The lack of follow-up. Some participants have spontaneously established their own networks, but without support from or contact to the Democracy Fund.
- The invisibility of the Democracy Fund among the public in the recipient countries, as opposed to similar organisations from other countries.

Even though the intensity of the activities derived from the Democracy Fund projects have varied, they have had traceable results. Especially regarding the strengthening of civil society, democratic culture and specific human rights' improvements for some of the most vulnerable groups like orphanage children. The best results have been achieved in areas with already existing project activities and/or where a sufficient number of people have taken part in Democracy Fund projects. It is also a positive factor when lasting relations have been developed between the Danish organisers and the participants, facilitating constant dialogue both before and after the implementation of the project.

Conclusions and recommendations

The overall conclusion of the evaluation team was that the Democracy Fund has furthered its objectives in a manner where substantial human, material and moral resources have been added through the implementation of projects by the civil society. In addition to this democratic value added, the projects have also promoted intercultural understanding as a positive side-effect as well as allowing several thousand Danes to become acquainted with a different reality.

It was recommended that the Democracy Fund undertakes a shift in strategy from spontaneous spread of activities, mainly through a large number of individual study tours, to better prepared and more focussed projects. Reciprocity between the Danish organisers and the foreign participants should be a precondition for support, and more emphasis and support should be given to follow-up activities in the recipient countries.

It was recommended to change procedures for granting support, i.a. by supporting more activities within the recipient countries, by a more careful selection of participants, and by requesting the applicants to specify the expected results of each specific project taking into consideration the overall situation in the recipient country.

It was found that the Democracy Fund has supported a wide range of activities, of which some have only had little to do with the most pressing needs for democracy support in the recipient countries. At the same time, there have been only few projects – and hence few results – within other areas of crucial importance for the development of democracy, like the law enforcement, the judiciary, media and political parties. Hence, it was recommended to tighten the funding criteria together with a more extrovert and active information policy in order to obtain a larger number of qualified applicants.

Recent Sida Evaluations

- 01/08** **NGO Cooperation with Belarus. Evaluation of programme implemented by Forum Syd.**
Peter Winai.
Department for Central and Eastern Europe
- 01/09** **Active Labour Market Policy in Russia. An evaluation of the Swedish technical assistance to the Russian Employment Services 1997–2000.** Henrik Huitfeldt.
- 01/10** **Svenska bataljonens humanitära insatser i Kosovo.** Maria Broberg Wulff, Karin Ströberg.
Avdelningen för Samverkan med Enskilda Organisationer och Humanitärt Bistånd
- 01/11** **Democracy and Human Rights. An evaluation of Sida's support to five projects in Georgia.**
Birgitta Berggren, Patrik Jotun.
Department for central and Eastern Europe
- 01/12** **Sida's Support to the University of Asmara, Eritrea; College of Science and Faculty of Engineering.** Eva Selin Lindgren.
Department for Research Cooperation
- 01/13** **Strengthening Local Democracy in North West Russia 1995–2000.**
Ilari Karppi, Kaisa Lähteenmäki-Smith.
Department for Central and Eastern Europe
- 01/14** **Approach and Organisation of Sida Support to Private Sector Development.** Sunil Sinha,
Julia Hawkins, Anja Beijer och Åsa Teglund
Department for Evaluation and Internal Audit
- 01/15** **Follow-up to Social Sector Support to Moldova.** Nils Öström.
Department for Central and Eastern Europe
- 01/16** **Human Rights Training in Vietnam.** Carl-Johan Groth, Simia Ahmadi-Thosten, Clifford Wang,
Tran van Nam
Department for Democracy and Social Development
- 01/17** **Swedish-Danish Fund for the Promotion of Gender Equality in Vietnam.** Shashi R. Pandey,
Darunee Tantiwiranmanond, Ngo Thi Tuan Dung
Asia Department
- 01/18** **Flood Relief Assistance to the Water and Wastewater Services in Raciborz, Nysa and Klodzko, Southern Poland.** Olle Colling
Department for Central and Eastern Europe
- 01/19** **Sewer Pipe Network Renovation Project in Sopot, Poland.** Olle Colling
Department for Central and Eastern Europe
- 01/20** **Sida Supported Municipal Twinning Cooperation with Central and Eastern Europe, 1996–2001.**
Gunnar Olesen, Peter Rekve, Henrik Permin
Department for Central and Eastern Europe
- 01/21** **Swedish Support to the Power Sector in Mozambique.** Arne Disch, Trond Westernen, Anders
Ellegård, Alexandra Silfverstolpe
Department for Infrastructure and Economic Cooperation
- 01/22** **Expanded Support to the International Sciences Programme (ISP) in Uppsala University.**
David Wield
Department for Research Cooperation

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