

Sustainability and Partnership

**Sida supported cooperation between Swedish
and Baltic Non-governmental Organisations**

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**Department for Cooperation
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**Department for Cooperation with
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Summary

Sida has contributed to programmes co-operation between Swedish and Baltic NGOs since 1990. The general objective is to support the institutions of democracy and justice, the re-establishment of a well-functioning market economy and the improvement of the environment especially in the Baltic Sea. The support has gradually assumed a greater focus on organisational development. The objectives of the present assessment have been to

1. Identify the extent to which Swedish support has contributed to the establishment of Baltic NGOs as democratic fora and productive organisations.
2. Investigate whether co-operation has taken place in ways that has the potential to develop into a genuine and equal partnership.
3. Analyse the extent to which reformed and newly-formed organisations in the Baltic states have developed a democratic and sustainable structure for their activities.

The focus of the evaluation has been on what has happened in the Baltic organisations receiving support. The Staircase Model for Institutional Development has been utilised as a diagnostic tool to which certain criteria for the assessment of democratic development have been added.

Have the organisations developed a democratic and sustainable structure for their work?

The answer to this question is that, in most cases, they are well on the way to do so and in some cases already done so. The overwhelming majority have started to develop in a way which appears to be sustainable. They generally produce what they have aimed to produce and half of them have started internal development activities in respect of strategies, leadership, administrative systems or financial management. They have achieved at least Step 2 in terms of the staircase model.

However, to achieve this, most of the organisations are highly dependent on external support. With few exceptions they need external financial support, for both their operations and their development. About half of them are in need of external support in terms of know-how, to some extent for operations, but above all for strategic development.

All organisations show signs of democratic development. Basic forms for the election of board members, budget decisions etc. correspond in most cases to those of their counterparts. Most of them articulate a will to work for a democratic society.

A dominating problem and obstacle to long-term sustainable development is funding. Due to attitudes in society - both in government and business - NGOs, particularly humanitarian organisations, have great difficulties in obtaining support. However, many of the organisations show endurance: voluntary contributions make them less vulnerable, or at least they are able to carry out some of the activities they have intended to implement without external support. Amongst the organisations there are also those which have started searching for other ways to get financial support, through other development agencies, governmental support, sponsoring and marketing. The method of trying to

increase members' contributions is cumbersome, since neither increases in numbers of members nor increases in membership fees are easily to attain.

Has the programme of cooperation contributed to increased capacity in the Baltic organisation?

The programmes of cooperation have, in most cases, produced visible results. Many of the organisations emphasise that the Swedish support has helped in accelerating development. For some of the organisations, the support has been crucial for the survival of the organisation. In almost all cases the support appears to have contributed to the capacity of the organisations to work as democratic fora and to carry out activities. There seem to be special explanations for the exceptions.

Awareness of the need for democratisation has increased in the Baltic organisations. Practically all of them emphasise the importance of democracy both in the organisation itself and in society. Most of them have built up a form of membership democracy which corresponding to those of their Swedish partners in the trade unions, cooperative movements, humanitarian organisations etc. The Swedish partner has clearly worked for democratisation through training and consultations.

In general the organisations have developed a greater autonomy, as well as the capacity to articulate their message and to integrate with others.

Have the programmes of cooperation contributed to strengthening the independence of the Baltic organisations?

In most cases it is probable that the support has contributed to increasing independence in terms of both skills and financial resources. The programmes of cooperation appear to have been cost effective.

Certain patterns prevail in the observations. Three types of organisations emerge which have differences in basic ideas, structure, development levels and strategies. Type 1 is characterised by strong basic ideas but a fragile structure, with generally less well-developed strategies and, in general a lower level of development than the other two organisational types. Organisations of type 2 have advanced further, have a stronger structure, a better financial situation, and more deliberate strategies. Type 3 organisations are well developed, strategically strong, with a network structure which compensates for financial difficulties. These three types have different needs of support.

A number of principles for how co-operation and continued Sida support should be organised are proposed:

- Adapt forms of support and cooperation to recent changes in society and developments in the individual NGOs;
- Focus on organisational development to ensure that the long-term sustainability of the organisation is given priority;
- Differentiate support to organisations of different types and in different phases of development;

- Increase exchanges between organisations of different types in the three Baltic countries;
- Inform the members of the results of co-operation;
- Support the development of a good productive environment for NGOs;
- Give support to a more active follow-up of gender issues in programmes of cooperation. Make reports more differentiated and provide instruments which facilitate follow-up.

Six proposals are put forward:

1. Institutionalise follow-up of organisational development

A common model - or possibly a limited variety of models - for follow-up should be constructed. The model could be based on existing models, for example the Staircase model or similar models. Procedures for follow-up should be tested, for example regular follow-ups every six or twelve months, possibly with the support of specialist evaluators.

2. Review the division of responsibilities of the partners in cooperation

Organisations which have reached step 3 in the staircase model and which have their own resources and skills to enable them to develop are also able to assume greater responsibility in the programmes of cooperation.

3. Make support more flexible

More differentiated needs of support should be reflected in greater flexibility in the forms of support. In general Sida should focus on the monitoring of results; on results-based management. Three financial options are proposed:

- *Partnership funds:* Shared funds for cooperation between a Baltic and a Swedish partner. A fund is allocated to the two (or more) partners jointly, after they have made a joint application. The fund could be allocated for a period of up to three years. The parties themselves design a plan for the allocations to different activities.
- *Contract between partners in cooperation:* This form is similar to contract financing used by Sida in other areas of development cooperation. The parties themselves agree on the design of the programme of cooperation and the agreement is confirmed by Sida. This form should be reserved for organisations having reached a fairly high degree of development (Step 3).
- *Application from the Swedish organisation:* This form corresponds to present routines. It should be kept as an option primarily for new and undeveloped cooperation activities.

4. Review the quality of Swedish personnel assistance

The expertise of Swedish personnel taking part in the programmes of cooperation in general appears to be good and they seem to be highly committed. However, a situation in which the same persons are responsible for both performance and quality monitoring may not be satisfactory from the perspectives of members and society. Swedish organisations should be given the opportunity to obtain Sida support in order to further secure the quality of technical support.

5. Provide special support for development of networks and exchange of experience

The Sida role in network support may include everything from financing of network initiatives to supporting the development of procedures for exchanges and direct involvement in seminars and fora for NGOs.

6. Improve the environment for NGOs in society

Support for the improvement of the environment for NGOs in society may be combined with network support. In connection with seminars for organisations in the three Baltic countries, researchers and governmental representatives could be invited to participate. More permanent institutional arrangements should be considered.

1. The assignment

1.1 Background

Sida gives grants to the programmes of cooperation of Swedish NGOs in the Baltic States. The overall objective is to support the institutions of democracy and justice, the re-establishment of a viable market economy and the improvement of the environment, particularly in the Baltic Sea¹.

Support to the Baltic States was first given in 1990/91. The support given initially referred to consignments and projects with a humanitarian emphasis. Since then the support has increasingly focused on the building up of society. Swedish organisations which have identified a partner have been given grants by Sida for activities which have had the aim of strengthening the Baltic organisation in its formation and development and in its work. No general support has been given to meet the running costs of the organisations.

Moreover the Government has repeatedly emphasised the value of Swedish support to these countries as it extends contacts between people in Sweden and the partner countries. It is hoped that, with time, the cooperation will assume the same character as the cooperation with organisations in other European countries and, in the long-term, will be run without support from Sida.

The evaluations which have been made hitherto have had the *work* of the NGOs in focus or the coordination and administration of NGO projects. No evaluation has focused on the building up of organisations - with the structure of the organisations as the central point of the analysis. In civil society there is a rich variety of organisations. A common factor for all these organisations is that they are dependent on an organisational structure which functions well and makes it possible for them to work effectively in their particular fields. This evaluation focuses on the effects of Swedish-Baltic cooperation in respect of *the partner organisations as an body for a certain type of work* regardless of their particular field of work.

Today civil society is being given a great deal of attention in connection with discussions on democratisation and development processes in a country. The main purpose of organisational building is to contribute to the development of civil society.

1.2 Aims

The evaluation has two main aims which are directly related to the cooperation supported by Sida, as well as a subsidiary aim of providing a general overall picture of organisational development in Estonia, Latvia and Lithuania.

1. The study shall identify the extent to which Swedish programmes of cooperation have contributed to improving the capacity of NGOs in Estonia, Latvia and Lithuania to act as democratic fora and pursue their operations.

¹ This chapter is based on Sida's terms of reference for this study.

2. The study shall examine the relations between Swedish and Baltic organisations. To what extent have programmes of cooperation been run on the basis that in the future there are prospects of a genuine and equal partnership independent of development cooperation funds?
3. As a sub-purpose the study shall analyse if and to what extent reformed organisations and newly formed organisations have developed a democratic and sustainable structure for their work.

The study shall include the Swedish and Baltic organisations which have received Sida grants for their programmes of cooperation over a period of at least five years. The assignment includes:

- A survey of cooperation: the policies and strategies of Swedish NGOs for their programmes of cooperation and work in the Baltic countries.
- An analysis of the presence of democratic structures and methods in Baltic organisations.
- An analysis of Swedish-Baltic cooperation, its effects on the Baltic organisations' development of a democratic organisational structure, and the extent to which the Swedish organisations' policies, strategies, and planning and implementation of activities lay the foundation for a genuine and equal partnership, independent of Sida support.
- An assessment of the cost-effectiveness of the programmes of cooperation.
- Recommendations for the future focus of Swedish-Baltic NGO cooperation in respect of Sida's directives.

2. Methods

2.1 Models for the survey and analysis

The staircase model is based on the assumptions that it is possible to describe an organisation's level of development with the aid of a) its ability to produce expected output and b) its ability to change on the basis of new requirements or conditions. The model consists of four development steps and is essentially descriptive, but it also contains a normative element: the assumption that a higher level can first be achieved after a lower level has been successfully negotiated. Reality is naturally more complicated. For example an organisation can have reached a high level on the staircase in one part of its operations, while another part is struggling with fundamental production problems².

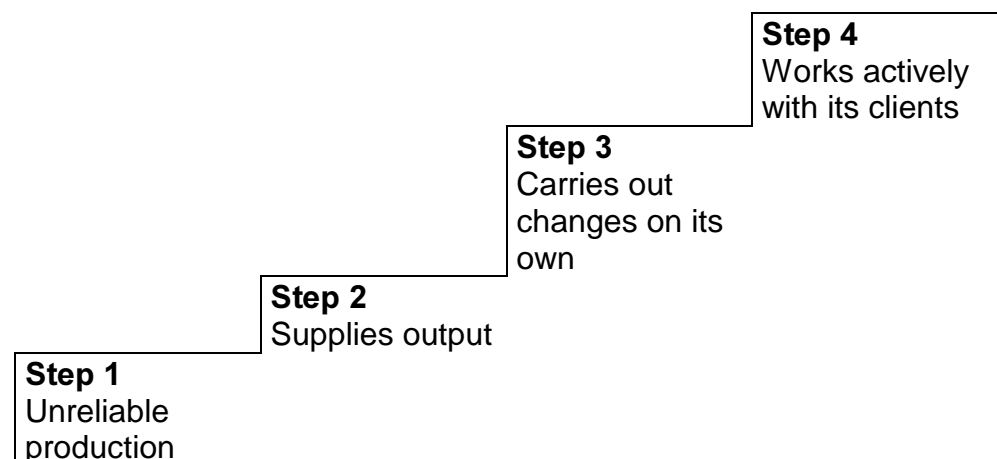


Figure 1: The organisation's development staircase - four stages

The four development steps are the following:

Step 1: There is an organisation but production is unreliable and unpredictable.

At this step an organisation has been established. It is not capable of supplying the products or services without external support. Production is uneven and unpredictable and of low or uneven quality. Products and services in this context refer to outputs which are produced for use outside the organisation.

² Andersson, G and Winai, P: Diagnosis of Organisations in Development Cooperation, Guidelines for the application of the Staircase Model, DESO/DESA, Sida 1997.

Step 2: The organisation manages to supply the expected output with reasonable predictability and reliability and reasonable quality.

Production is managed successfully within the framework of the capacity which has been built up with the resources available. The organisation lacks the ability to meet new requirements, for example to change its output or to maintain production if changes in its environment occur or important people disappear.

Step 3: The organisation implements changes by itself

In addition to managing to supply expected output, the organisation implements changes entirely by itself in respect of outputs, production methods, organisation, administration and management. It can meet changes in the allocation of resources by making new priorities and by rationalisation. It works proactively.

Step 4. The organisation works actively with its clients/customers

At this level the organisation works actively to improve the use enjoyed by its clients/customers of the goods and services it supplies. The organisation knows its clients/customers, conducts an active dialogue with them, and allocates resources in order to be able to conduct this dialogue.

Output and ability to change are thus the model's two basic dimensions to describe the level of development of an organisation.

Output is defined as the final product, i.e. the service or product which leaves the organisation to be used by another individual or organisation. Measurement of output is made in terms of quantity and quality. Questions on output posed to an organisation are:

- - What types of products and services leave the organisation?
- - Does the organisation establish goals for production (output)?
- - Is production followed up (measurement of results)?
- - Does the organisation achieve the results it has decided to achieve?

The NGOs pursue activities of very different types and the output produced is diversified. Examples of output from NGOs can be information material, information campaigns, proposals for amendments to legislation, implemented training programmes and so on. It has not been possible to make more than a general, overall examination of how the organisations fulfil their production goals. It has been necessary, to a great extent, to make assessments on the basis of information provided by the organisations themselves.

The ability to develop or change is manifested in implemented or ongoing changes which can be seen in reality through

- new or abandoned types of output (e.g. taking over the production of books)
- changes in production methods (e.g. new methods to produce information material)
- changes to internal administrative systems and processes (e.g. a new bookkeeping system)

- changes of "soft" organisation variables, for example management styles and culture (e g investments in management development)
- active measures to communicate with clients/customers (e g staff with the special task of making contacts)

The staircase model focuses on organisational sustainability. A basic requirement - if an organisation shall function as **a democratic forum** and develop a democratic and sustainable structure for its work - is that it functions well and is sustainable "as an organisation", i e it has clear and visible goals, it follows up these goals - produces what it has decided to produce - and it gradually takes over command of its own development. The ability to develop a dialogue with the environment in which the organisation works is, in itself, a necessary component in a democratic organisation.

The organisation's development as a democratic forum has also been studied with the aid of other indicators: a) basic ideas and b) membership democracy. Here a study was also made of the existence of manifest expression in the form of policies and focus of activities as well as the organisation's decision-making procedures (decisions on budgets and elections to the board).

The matrix below describes the main components focused on in the studies of the Baltic organisations' sustainability.

	Organisation	Democracy
Basic diagnostic variables	<ul style="list-style-type: none"> - Which step on the staircase is the organisation on today? - Existence and content of policies/goals/strategies/ visions? 	<ul style="list-style-type: none"> Democratic basic ideas? Who makes decisions on the budget? Member influence?
Examples of "diagnoses": ETKL - LRF in Estonia	Step 3: is productive, capable of working with its own development need of a long-term strategy identified	develop self-supporting private farms decisions on budget at AGM democratic organisation as in Sweden

Figure 2: The examination of an organisation's sustainability.

In development cooperation it is also necessary to examine how operations are performed and developed. To what extent is the organisation dependent on external financing and external professional support? Who is doing the producing and developing?

The question can be answered by evaluating the degree of dependence in these two respects for regular work and for development work. The figure below shows four typical situations:

	Financial	Skills
<i>Regular activities</i>	A To what extent is the organisation dependent on external financial support to maintain operations?	C To what extent is the organisation dependent on the support of external expertise to maintain operations?
<i>Development activities</i>	B To what extent is the organisation dependent on external financial support for its development work?	D To what extent is the organisation dependent on the support of external expertise for its development work?

Figure 3: Financial and professional dependence in regular work and development work

Financial or economic dependence means that the organisation uses external financial support to: (A) for its regular work and (B) for its development activities. Dependence on (C), technical or professional support to run operations is manifested in traditional operative support (gap filling). Dependence on (D), technical or professional support for development activities, is manifested in the extent to which external staff participate in problem identification, drawing up policies and strategies, project preparation and implementation, follow-up and evaluation.

The mere fact that an organisation uses external expertise is not in itself a sign of critical dependence. Independence - or rather a developed ability to handle dependence - can be defined as follows:

- The organisation itself can express its needs of know-how which cannot be supplied internally, identify where and how this know-how can be acquired and has the ability to use the know-how.
- The organisation has developed the ability to identify, formulate and solve problems and also the ability to retain this capacity.
- The organisation has developed the ability to deal with its funding needs.

The ability of the NGO to handle its financial dependence can also be studied by examining how it develops its relation to its environment: government agencies, markets, international networks and naturally its members.

An organisation can very well be on Step 2 or 3 of the staircase but nevertheless be extremely dependent on external support.

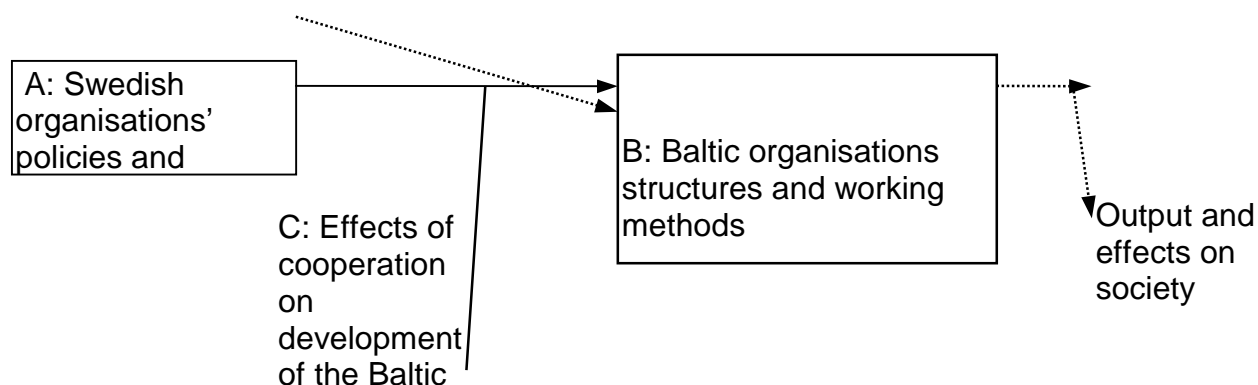


Figure 4: Important components of the analysis

The focus of the evaluation has been on what has happened in the organisations which have received support (B). With these observations as a starting point a study has been made of whether and how Swedish-Baltic cooperation has contributed to building up democratic organisations (C), including the extent to which the actions of the Swedish organisations have laid the foundations for partnership independent of Sida. This also includes the Swedish organisations' policies and strategies (A). The dotted arrows in the figure indicate the difficulties in establishing a relationship between causes and effects - in a situation in which there are many factors which exert an influence, and it is difficult to determine the strength of the influence from A to B. This means that assessments of cost efficiency in the programmes of cooperation between Swedish and Baltic organisations (D) must be surrounded by reservations. Cost efficiency is defined here as the relationship between "outcome" in the form of the organisations' capacity as democratic fora and "input" in the form of cooperation.

In this connection we would also emphasise the difficulty of making assessments of individual factors which are all of importance for the sustainability of the organisation. It has not been possible, within the framework of this study, to obtain more than relatively superficial observations of management skills or existing organisation cultures. The ways of overcoming this difficulty have partly been to concentrate on manifest expressions, for example the ability to articulate strategies as an expression of management skills, and partly to combine different observations into a holistic picture.

2.2 Approach

Initially available documents about the support were studied. These included summaries of Swedish support to Eastern Europe via NGOs from 1990/91 onwards and Sida's memoranda in respect of individual projects.

The Swedish organisations' policies, strategies and activities in the Baltic states were mainly surveyed with the aid of a questionnaire sent to all Swedish organisations listed in the terms of reference. Questions on activities took up, among other things, the content of the programme of cooperation, the roles and

tasks of the Swedish resource persons, the local use of resources and the results of the programme (see appendix 3). Documentation on the organisation's activities and the Swedish-Baltic programme of cooperation were attached to some of the responses to the questionnaire. The Swedish picture provided by the questionnaire could then be compared with the picture gained of the programmes in the field studies.

The field studies were made by Swedish and Baltic consultants working together. The Estonian studies were made by an Estonian consultant, Katrin Lemming and two Swedish consultants, Lars Stenborg and Peter Winai. The Lithuanian studies were made by a Lithuanian consultant, Giedrius Blagnys and Peter Winai. The Latvian studies were made by the Latvian consultant, Andris Paparinskis and Lars Stenborg. Prior to the interviews a list of questions (see appendix 2) was sent to the organisation. In addition a special checklist was used in the interviews (appendix 4). Margaretha Winai participated in the development of the questionnaire and the batteries of questions, and in the analysis of the data collected. Henry Aspeqvist has had the overall responsibility for the implementation of the project.

The great majority of the organisations were visited by the teams of consultants. Prior to the visits the local consultants collected basic material about the organisations. After the visits some additional supplementary information was collected, both orally and in writing.

In certain cases there have been great difficulties in establishing direct contact with the organisations, mostly due to changes in address and telephone numbers, but also due to the fact that not all organisations have an office which is manned full-time. However most of the organisations could be traced by the local consultants.

A draft final report was discussed in a seminar with participants from Swedish NGOs.

3. Sustainability: Organisation, dependence and forecast for the future

The following contains a summary of the analysis of the observations made in the field studies.

The intention is to shed light on the organisations' levels of development, dependence and potential for the future. One of the main questions is: is a democratic and sustainable structure being developed?

The analysis provides a foundation for a discussion of Swedish-Baltic cooperation and its influence on the Baltic organisations, which we return to in Chapter 4.

The schedule below has been used to sort and analyse the observations. Then examples are given of observations in the various analysis categories. The examples have been selected to give a picture of the organisations' development in its entirety.

ANALYSIS SCHEDULE

The Baltic organisations' present situation and a forecast: **Is their development sustainable?**

- **Organisation**

Where is the organisation on the staircase model?
Does it have any strategies?

- **Democracy**

Basic ideas and concepts
Membership democracy: Representation and decisions on the budget

- **Dependence**

Financial
Know-how

- **External relations and financing**

Members
Authorities
Market
International

3.1 Organisation

Almost half of the organisations are on Step 3 in the staircase model. Almost as many are on Step 2 and most of these are on the way to Step 3. A few organisations have reached Step 4, and there are a few exceptions, on Step 1. This means that all are at the very least established as organisations and that they have a structure. On the whole the great majority produce what they have decided to

produce and many have started development work in the organisation which can include, for example, strategies, management, administrative systems or financial routines. Some examples are given below. The organisations in the examples, contact persons in the organisations and their Swedish partner organisations are listed in Appendix 1:

Example 1: ETKL

ETKL, the Estonian farmers' organisation, achieves results and has started to pursue its own development work. ETKL still receives support but this is given within the framework of its own strategies.

It has an explicit objective: to develop economically viable private farming. However it has no documented - written - vision. The strategies are on the way to be much more clearly formulated than before, when the organisation was considered to suffer from the lack of a long-term strategy. The focus of the strategy work lies on business development - strengthening the cooperative movement - on management development and on preparations prior to entry into the EU. ETKL is aware of the requirements for long-term work where recruiting members is concerned: it takes time to have an effect on values in the environment it works in.

There is also an awareness that a strong farmers' movement is dependent on a democratic foundation. The organisation is built up in accordance with democratic principles and has strong similarities with the Federation of Swedish Farmers: the board is elected at the annual general meeting and the annual budget is submitted to and approved by this meeting.

Summary: The organisation's forecast is on the whole positive. It is on Step 3 in terms of the staircase model. The first steps have been taken, and the foundations have been laid, for a democratic and sustainable structure for its operations.

Example 2: ROTAL

ROTAL is a trade union for government and local government employees. Its membership follows the "typical" trend for this type of institution: First a drastic reduction after independence and thereafter a slow and gradual increase.

ROTAL is on the way to develop the activities which are part of a trade union's arsenal and has now started collective bargaining on salaries and conditions of employment. It has gradually taken over the responsibility for its own internal development.

It has a strategic plan for the next 4-5 years with goals in respect of salary policies, training, working hours etc. The organisation's strategies are explicit: to fight for salary increases for government employees so that they come into line with salaries in other EU countries, and to provide other social guarantees for government employees.

Summary: In terms of the staircase model, ROTAL is climbing up to Step 3. The forecast is on the whole positive even if the organisation has to overcome a number of obstacles in society in the form of both values and legislation.

Example 3 The environmental movement in Estonia

Its performance has improved. The organisation has an independent development capacity and has been able to strengthen its own capacity to take action. The organisation works actively to ensure that the recipients/clients shall make good use of its output which, in this context, means that it works to ensure that, for example, its advice is understood and used well by recipients.

At the same time it should be pointed out that the organisation is an umbrella organisation with 13 different subject groups and it has not been possible to diagnose the condition of the individual groups.

In its strategic work the organisation has a high degree of development. There is a high level of awareness of the need of changes in strategy to reach objectives. It points out the need of being able to work with bureaucracies.

Summary: The organisation has certainly reached Step 3 and is well on the way to Step 4 and is possibly already there. The organisation will survive. It has developed a capacity to receive financial support and to utilise its international network.

Example 4: The Lithuanian Union of Consumer Cooperatives

The organisation is structurally stable but does not yet possess the capacity to pursue its own development work. It was originally established in 1923 and still has, as other cooperative and trade union movements, a Soviet background to struggle with in the form of inherited values and organisational and financial structures. It states that its greatest problem is human resources.

An important strategy is to move in the direction of trade and away from production. "The members are consumers." It is attempting to reconstruct and/ or sell companies which produce goods. New concepts for shops and stores which sell everyday commodities have been drawn up.

Summary: The organisation is on the way to Step 3 on the staircase. It is on the way to independence but is still in need of inputs of know-how and still has major structural problems to tackle.

3.2 Democracy: The interest of members and democratic ambitions

All organisations also show a development towards democracy. One type of indicator in this respect is the basic forms for the election of board members by members of the organisation, decisions on budgets etc. These correspond in several cases with the principles of the Swedish partners, for example trade unions, cooperatives etc. Another type of indicator is the focus of operations and above all concrete content of operations: The great majority of the organisations have the express goal of building up a democratic society.

Example 1: Workers in the Chemical Industry

Cooperation between trade unions and decentralisation are the main issues. The union shall work "downwards" internally in Latvia and create contacts regionally and locally. One solution which has been tried out is the use of "mobile" trade union representatives who travel around Latvia (paid for by Sweden). The work of these mobile trade union representatives is a thankless task: after having been "big noises" in large companies they now have to travel around to small companies where they may not be allowed in and are not always welcomed by the local workers.

The organisation has undergone a democratisation process. It states that it has abandoned Russian forms of management and controls for Swedish management and controls.

Example 2: Estonian Popular Education League (EPEL)

EPEL is an umbrella organisation for a number of study organisations - private and public - and individual members. The organisation is three and a half years old. It focuses on providing support to its members through the provision of advisory services, moral support, networks and the establishment of new training institutions. It organises training programmes in teaching techniques and implements projects to support its members (training materials and teaching aids), cooperates with other organisations with similar objectives etc.

There is an awareness of the importance of democratic NGOs at grassroots levels in the country and that the people themselves must take an interest in big and small matters.

Example 3: NNKU/NMKU Estonia (YMCA/YWCA)

There is a foundation in the form of five local organisations and a core administration which have been built up from the very start - which was officially in 1990.

The organisation is developing its democratic base. The formal democratisation process is functioning better. Some 500 members are active and pay fees. An attempt is being made to increase membership. It is believed that it will be possible to increase membership to 1,000 members within five years.

Example 4: EVPIT Viljandi and Jõgeva county, Estonia

Both organisations are local societies in EVPIT and work with providing support to disabled children and young people. The societies have a democratic foundation but the attitude of society towards the societies is cool. The organisation is trying to encourage more people to take part in its activities. The leaders also know that their task is, to a great extent, to make politicians aware of the problems.

Gender breakdown and the influence of women

Schematically the proportions of men and women in the management of the organisation partly reflect the type of work, and partly traditions: organisations with many women members more often have women in leading positions. This is a case in trade unions which represent traditional women's occupations and of non-profit making organisations which focus on children and the disabled. The farmers' cooperative has more men than women in its leading positions.

The great majority of the organisations have problems in answering the question about proportions of men and women. Approximately half give relatively precise answers on the proportions of men and women among the members. The central offices are usually small. A common breakdown is a male manager, specialists who can be men or women, and one or two female clerical assistants.

It would appear that very few organisations make a systematic follow up of gender issues. The reliability of the information is uncertain. Above all it is difficult to make comparisons between the organisations since different measurements are used.

The following is a summary from the organisations which have presented information.

Organisation	Central, operation	Members
<i>ETK EE</i>	Approx 50/50. Chairman and MD are men, all regional MDs are men	Some 70% men
<i>ROTAL EE</i>	Chairman is a man 80% of the trade union representatives are women	65% women
<i>Environmental movement, EE</i>	Chairman is a man. All employees at the central office are women. 33% of the board members are women	
<i>EATK EE</i>	50/50 of ten employees, chairman is a man	
<i>KFUK/KFUM EE</i>	50/50	50/50
<i>IOGT EE</i>	50/50	60% women
<i>KF EE</i>	60% women (of the employees)	90% women
<i>Teachers' union EE</i>	3 of 5 in the secretariat are women. The chairman is a man.	Majority of women
<i>Light Industry EE</i>	All employees are women. The chairman is a woman.	Large proportion of women
<i>Lit Sobriety Ass'n</i>	75% men in the secretariat	75% men
<i>Unification LIT</i>	3 of 5 in the secretariat are women	70% women
<i>Lithuanian Folk Art Society</i>		Approx 50/50
<i>Lithuanian Farmers' Union</i>	Men in the majority, chairman and MD are men Some 25% of the regional chairmen are women	More men than women
<i>KFUK/KFUM LET</i>	40% of the leaders are men	
<i>Chemical Industry Union LET</i>	50/50	70% women
<i>Light Industry Union LET</i>	9 women of 11 decision-makers	81% women
<i>Education/Scientific W Union LET</i>	8% women among the decision-makers	80% women
<i>IOGET/NTIO LET</i>	3 of 7 employees are women	
<i>Farmers Union LET</i>	25% of the decision-makers are women	25% women

Figure 5: Information on proportions of men and women in the organisations

3.3 Dependence on external financing and skills

Most organisations are dependent to a great extent on external support for their development. They need - with a few exceptions - external financial support, both for their regular operations and for their development work. Fewer, but nevertheless about 50 per cent, are still in need of external support in the form of know-how, to some extent for their regular work, but in particular for their strategic development work.

In several cases funding is a predominant problem and an obstacle to long-term sustainable development. When the funding begins to get low, the organisations must scale down their ambitions, for example to run courses. At the same time several organisations show tenacity inasmuch as they have made themselves less financially dependent through voluntary inputs, or can implement some of their projects they have decided to implement without financial support.

There are a few exceptions from the rule on financial brittleness. These are organisations which for various reasons administer property which can be exploited in one form or another.

Example 1: EVPIT Viljandi and Jõgeva county, Estonia

The organisation's financial resources are practically non-existent. The membership fees do not go far. On the other hand the organisation has developed its capacity to apply for government grants, scholarships and suchlike. However such grants are rare. There is virtually no sponsorship. Representatives of the organisation refer to a common attitude in society and among politicians that support to disabled adults or children is not something which needs to be given priority. However a certain change in values is taking place.

Estimated roughly, the organisation is on Step 1 on the staircase model, on the way to Step 2. The societies are greatly dependent on financial support, but at the same time they show an ability to do a great deal by themselves, in their own way, but with tips and ideas from outside.

Example 2: ETK, Estonia

ETK has its own assets in the form of property. However it foresees financial problems and it is important that it obtains credit facilities to overcome these problems. The industrial activities are not efficient and competitive. At the same time it can be said that the organisation is working actively to rationalise its structure and even proactively with the development of business concepts. Where skills are concerned it is becoming increasingly independent.

The organisation is on Step 3 in the staircase model. ETK is developing in a way which has every prospect of proving to sustainable in the long term, both democratically and commercially.

Example 3: The Lithuanian Folk Art Society, Kaunas branch

The organisation was formed in 1966 on the initiative of a group of folklore artists. Its present membership is 450; during the last three years some 50 new members have been recruited. The staff consists of five persons.

The organisation has built up a financial tenacity in the sense that, to a great extent, it finances its own activities through sales. Most of the income comes from exhibitions and the sales of handicrafts and souvenirs.

Even if the organisation is, in principle, self-financing, it must refrain from activities which are costly and require foreign currency - for example visits to other countries. In this respect it is different from other organisations. On the other hand it seldom has possibilities of obtaining external financial support.

The organisation is on Step 3 on the staircase model. It is strong and tenacious and will survive.

Example 4: Gelbekit Vaikus, Lithuania

From the point of view of skills the organisation is solid and professional. Objectives and strategies are explicit and it works with plans which are followed up. However it is greatly dependent on external support. In 1996 Swedish Save the Children provided 90 per cent of the support. Its membership fees are symbolic.

The organisation is on Step 3 on the staircase model. It is on the way to sustainable development. However it still has a great need of external financial support - it stands and falls with the Swedish financing.

Example 5: Lithuanian Sobriety Association "Baltu Ainei"

Its dependence on foreign contributions is considerable. The Swedish IOGT/NTO, the Lithuanian Sobriety Fund and the Government each provide about a third of the financing. The Government's attitude is indifferent and the legislation is ineffective.

The organisation is strong in respect of skills and structure. It is on the way to Step 3 on the staircase. However, it is greatly dependent on external financing and the forecast is dependent partly on further Swedish support and partly a change in the attitude of the Government and society to its work.

3.4 External relations and ways of handling dependence

Among the organisations there is a will to find strategies to develop relations with the outside world, both for the realisation of objectives and for the reduction of dependence on inputs of finance and know-how. There are those which have tried to find other ways of obtaining external finance, through grants from (other) aid agencies, government support, sponsorship and sales or other types of commercial activities.

Several of the organisations are struggling with their Soviet past which affects their relations with the outside world and their prospects of recruiting members³.

The organisations are dependent on attitudes in society. It is also difficult for non-profit making organisations to obtain support from the Government and companies.

One way is to increase revenues from members. However this is often not so successful since, for various reasons, it is both difficult to recruit new members and to raise membership fees.

One way, which appears to be successful for several organisations, is to develop international and local networks. These provide the organisations with new resources, not necessarily financial, which open up possibilities in the form of, for example, moral/idealistic support, support by exerting pressure jointly and joint consultations.

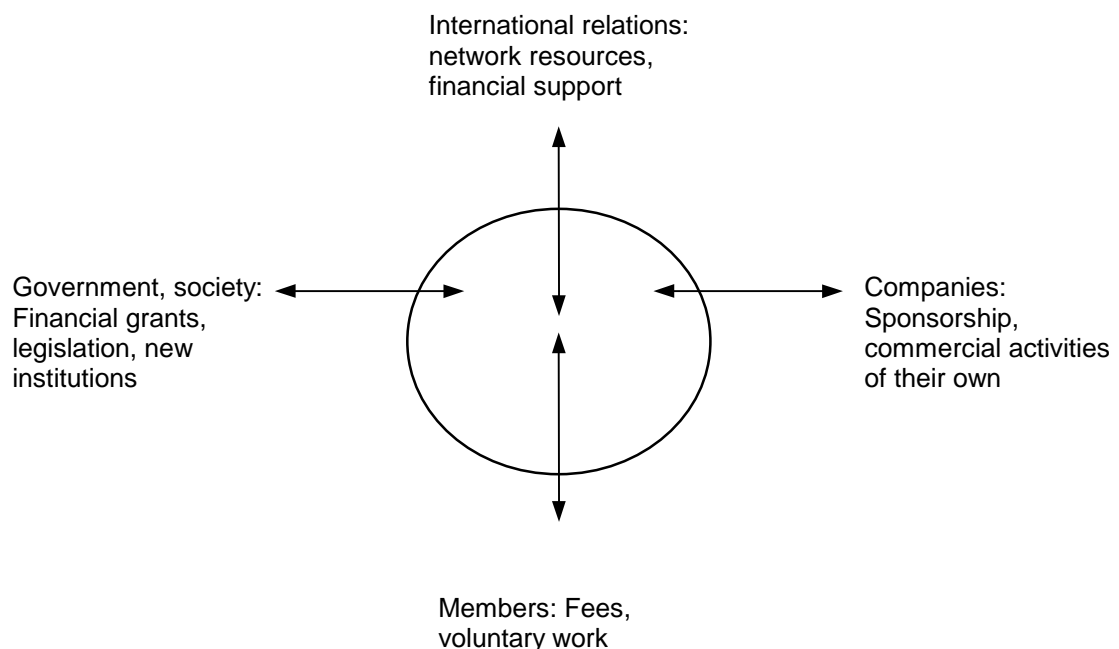


Figure 6: Different ways of developing relations and overcoming dependence on finance and skills

³ The recruitment of members is also affected by other factors: so-called structural rationalisation, transition from large to small company units, the financial difficulties of the people, and the employers' negative, sometimes hostile, attitude to trade unions

In the following some examples are provided of different ways to develop relations with the outside world.

Relations with government and society

YMCA/YWCA of Latvia

An important component in its strategic work is to establish a youth policy in society (this idea has been initiated by Sweden). Swedish NGOs produced proposals for a policy which was presented by Sweden to the Latvian government. German NGOs and agencies also took part in this lobbying work. A working group consisting of representatives of the Latvian ministries of education, social welfare and finance and representatives of NGOs was formed. According to information received this was the first time Latvian NGOs participated at this level in an important issue of this type. Now work is underway to produce a work plan with the youth policy as the point of departure.

VAK, Environmental Protection Club of Latvia

Even if all Swedish assistance should be terminated, there is no risk for this organisation's survival. Now there is also a Latvian environmental fund. Sida's funds functions as a "lubricant" to obtain more funds from others.

VAK has close contacts with the Latvian ministry for the environment and through these close contacts it has been successful in creating the project "the blue flag" which has the aim of cleaning all water courses, both coastal and inland. Environmental legislation is also on the way to be adopted by Parliament, as well as legislation for taking care of dangerous waste products.

Some companies, which must first be approved by VAK, are sponsoring the society in exchange for advertisements.

Estonian Popular Education League

The organisation has a relatively stable financial situation. It has established itself in society and popular education is part of education in society. Legislation has been approved which supports government financing (for example the organisation does not pay any rent for its premises). Since 1995 the Government has given grants to the popular education organisations, with the aid of popular education legislation.

Relations with companies

YMCA/YWCA, Estonia

On account of the fact that property has been restored to the organisation, which is now being exploited through the construction of offices, the organisation anticipates that it will generate income in a few years.

LJK, Latvia's Youth Movement

A bank has sponsored summer camps and in return LJK has spread radio advertisements about the bank. They went to the bank to *borrow* money and were very surprised when they were *given* money by the bank.

International relations

Environmental movement in Estonia

The environmental movement works consciously with its network resources and there are examples where its own initiatives have been consolidated by international cooperation and by pressure on the Government and administration in Latvia.

The organisation focuses deliberately on new target groups to receive support: consumers, the business world and trade unions.

Relations with members

IOGT, Estonia

The Estonian IOGT follows the Swedish and international IOGT/NTO concept. The organisation advocates a healthy and democratic life style and is politically neutral.

It has had great difficulties in obtaining external funding, for example the attempt to obtain revenue from lotteries was a failure, and it is very pessimistic about the prospects of receiving governmental support. It wants to reduce its financial dependence through its explicit strategy of relying on voluntary work and creating resources via alliances and networks.

The Lithuanian Trade Union of Commercial and Cooperative Employees

The strategies have been specified in greater detail. They focus on retaining and increasing the number of members, of interesting young persons and women, training the members, establishing collective agreements and monitoring the members' interests.

As all trade unions, the organisation was previously run by Moscow. When the organisation started in a new guise in 1990, Parliament and the Government tried to work against the trade union movement. A number of changes were also necessary in the organisation. The number of members decreased. Now the organisation feels that the members are more motivated and say that the organisation has become more powerful. It is regarded as the strongest of the trade unions in Lithuania.

3.5 Summary of observations

Have the organisations developed a democratic and sustainable structure for their work? The answer to this question is that the great majority are well on the way to do so and in some cases have already done so. The great majority have embarked on a development process which appears to be sustainable in the long term.

The great majority have reached at least Step 2 in terms of the staircase model. On the whole the great majority are producing what they have decided to produce and half have started development work in the organisation. At the same time most of them are dependent to a great extent on external support to achieve this. They need - with a few exceptions - external financial support, both for their regular operations and for their development work. Fewer, but nevertheless about half, are still in need of external support in the form of skills, to some extent for their regular operations, but in particular for their strategic development work.

All organisations demonstrate democratic development. One type of indicator in this respect is the basic forms for the members' election of board members, decisions on budgets etc. These are similar in several cases to corresponding Swedish movements, for example trade unions, cooperatives etc. Another type of indicator is the focus of operations and above all their concrete content. The great majority of the organisations work expressly for building up democracy in society⁴.

A predominant problem and an obstacle to long-term sustainable development is, in several cases, funding. When funding runs short the organisations must scale down their ambitions, for example to run a course. At the same time several organisations demonstrate tenacity inasmuch as they have made themselves less dependent financially through voluntary inputs, or can implement some of the projects they decided to implement without financial support.

There are some exceptions from the rule where financial brittleness is concerned. These are organisations which, for various reasons, administer property which can be exploited in one way or another.

Among the organisations there are also those who have started try other methods to obtain external funding, though grants form (other) aid agencies, government support, sponsorship and sales or other types of commercial activities.

Depending on attitudes in society, both of the government and companies, the difficulties can be great for non-profit making organisations to obtain support.

One way is to increase income from members - in most cases this is not so successful since, for various reasons, it meets with great difficulties both in the recruitment of new members and increases in membership fees.

⁴ This is confirmed by the responses received to the Swedish questionnaire.

Indicator/analysis question	Result: Total number of orgs: 33
Where are the organisations on the staircase model?	Step 4: 2 orgs; Step 3: 15 orgs; Step 2: 14 orgs; Step 1: 2 orgs
Do they have strategies?	24 of 33 actively discuss strategies. The cooperative movements and most of the trade unions presented documented strategies.
Democracy: Basic concepts	All organisations have explicit democratic goals and work in accordance with them
Democracy: Members	Most are built up in democratic forms. In a few organisations it was unclear to the interviewers what influence the members really have
Financial dependence	At least 18 of 33 are still dependent on external support
Dependence on know-how	Half can manage without continuous support of external expertise
External relations and financing	More than half have developed relations and alliances for funding and cooperation

Figure 7: Quantitative picture of the organisations' development

4. Partnership: Content and development

The predominant impression from the Baltic organisations is that cooperation is now functioning very well. This is the case in all three countries. Without exception the Baltic organisations emphasise qualities such as sensitivity, the non-existence of prestige and flexibility in their Swedish partners. There are a few exceptions where cooperation has not functioned well and a few cases in which it has been discontinued.

4.1 How the programmes of cooperation were started

In many cases the programmes of cooperation were started in a tentative way, with a "getting to know each other" phase. Several of the relationships started with concrete support in the form of relief consignments. It was sometimes the case that both parties made mistakes.

When cooperation was started after the initial contacts a number of wrong decisions were made which had poor results - handbooks translated directly by the Swedish organisations proved to be unusable. The explanations given are a lack of sensitivity and knowledge on the actual situation on the Swedish side and a fear of criticising the Swedes on the Baltic side.

The Swedish parties can bear witness to how the organisation of programmes of cooperation could be frustratingly polite in the beginning. It was difficult to obtain a picture of the needs and it was difficult for the Baltic partners to articulate their needs. Both underestimates and overestimates were made of the recipients' capacity to absorb the support. The message was passed on without any adaptation. Wrong decisions were sometimes allowed to continue - "better further support than no support at all".

Even on the Baltic side there is an understanding of their own passive attitude.

At the time - before 1991 - we took no initiatives of our own, everything was directed from Russia. This was one of the problems with the initial cooperation with the Swedes. They did not understand why we were so passive.

An understanding of this initial phase in the programmes of cooperation has been expressed by several Baltic organisations. They are of the opinion that this was a natural phase which is now over.

The initial support was provided to a great extent on Swedish initiatives. However it was good and necessary. It was motivated in order to create trade unions. In the first place it was the Swedish trade unions which came to us.

In the beginning it was the Swedes who decided all the time what should be taken up in the education and training components. However, this did not matter, all were beginners so nobody could express an opinion on anything. For example training programmes were arranged to produce statutes, decision-making processes, organisational forms, objectives, strategies, etc, Now we understand the importance of this, we need them in order to be registered. In addition they are used daily in a handbook on what one should do in different situations.

4.2 How programmes of cooperation were developed

The programmes of cooperation have now changed character. In the great majority of cases the programmes of cooperation are based on the Swedes listening to the Baltic organisations' points of view and then organising the support accordingly.

Eventually the Swedish organisation changed its approach and started to ask its Baltic partner about problems and provided proposals on how these problems could be solved. The Swedish and Baltic organisations started to work together.

It is positive that now all operations shall be decided on jointly by Sweden and Latvia.

Now the training programmes start with discussions between us and our Swedish partners and we have a great influence over the content of the training programmes. This was not the case before - then we "got" what the Swedes offered!

Later the plans on the support were drawn up together. When it was a question of written training material we did it together and with the aid of the Swedish trade union. The Swedes paid for the printing costs. This material was also distributed to other trade unions which could use it. Now we are doing more and more ourselves.

4.3 The content of the programmes of cooperation

The programmes of cooperation now revolve to a great extent on training within the organisation's operational field - everything from practical handicraft to discussions on strategies. Training in teaching techniques, as well as the development of training materials and teaching methods, i.e. instruments for training purposes, are also central components. This is accompanied by technical support such as aids for the registration of members, certain technical equipment etc. Some emphasise changes in attitudes as a special component. Another important component is building up the organisation.

One general trend is that the content of programmes of cooperation is gradually being given a strategic direction.

We produced training material for the organisation of our local work and for lobbying activities in society. It was particularly important to create knowledge on why NGOs were needed. It was - and still is - difficult to sell the idea of NGOs to people. They are not used to NGOs.

Now it is more a case of how it is possible to make operations more efficient. However we are in a vicious circle: we must demonstrate results to get more members (membership fees = money) and to get results more money is needed (= more members). One important form of support from Sweden in this context has been assistance in producing a newspaper.

The Swedish resource persons

The Swedish resource persons can have all types of roles from experts to advisers, depending on the focus of the activities. Both parties place strong emphasis on the advisory and process-based components. Possibly a transition can be traced during the course of the programmes - from expert support and results-based support to

support which focuses on the growth of the organisation and the development of its human resources.

In general it is difficult for the recipient organisation to distinguish the "Sida component" from other Swedish support in which funding, office materials, literature etc can also be included.

On the Swedish side there is, in some organisations, a division between project management, recruitment and project implementation, i.e. different persons are responsible for the work in Sweden and the concrete support for the recipient organisation. In other cases the same resource persons have the responsibility for the different tasks. It is not uncommon that the person who is responsible for the support also implements the projects.

There do not appear to be any major problems where skills are concerned. However, it can be difficult to give opinions on quality both in respect of those who receive the support and for those who are responsible for the provision of the support. In some cases the difficulty of finding persons with sufficiently good teaching skills has been emphasised and it is sometimes the case that persons sent to projects have an old-fashioned attitude to development cooperation.

Not everyone has the right skills - however they are assessed - but still have an old-fashioned attitude to development cooperation which is donor-based and which sometimes creates dependence.

In 1997 the main strategy is to create a contact network between regional/local Swedish NGOs and regional/local Baltic NGOs. The problem which remains is to create local organisations. It is difficult to find local organisations in Sweden which have the time (and the skills?) to participate in the training of Baltic organisations.

Gender issues

It is difficult to obtain precise information on the proportions of women and men in the programmes of cooperation. Neither is the question easy to answer since partly there is a lack of information (as is also the case in the Baltic organisations, see section 3.2), and partly it is necessary to define the borderlines for the programmes in their different phases.

To some extent the proportions of women and men in the programmes, as in the organisations, reflect whether it is a traditional female or male activity. There is female dominance at the Cooperative Society's partner while in Sweden the proportions are even. At Save the Children (Estonia) it is almost exclusively women who are participating in the programme. The Star of Hope also states that women are in the majority in all phases of the programme of cooperation. In the industrial unions women dominate also. This can be connected with the fact that women members are predominant in the sectors the trade union represents. In the programme of cooperation of the Union of Temperance Drivers of Sweden (MHF) there are somewhat more women than men.

In IOGT the majority of the leaders of groups in schools etc are women. In EVPIT Jögeva the situation is the reverse (70/30 men/women) in the

implementation phase. This also the case at the Federation of Swedish Farmers/Swedish Farmers' Aid, LRF/SBH, where an assessment of the proportion of men and women is 60-40.

In most organisations men dominate at the managing director level (for example in SBH and KF programmes). In what is called the core group at SV V and IOGT/NTO, the proportions of men and women appear to be more even. In LO's programmes of cooperation the women are in the majority in the programmes and sometimes they are also in the majority in the boards.

Forms of cooperation

The intensity of contacts is very similar in the different programmes of cooperation. Visits by the Swedish partner to the Baltic organisation are made regularly in connection with the planning and follow-up of activities, usually once or twice a year, in some cases more frequently, up to 6-8 times a year. In addition the parties meet at seminars in an international context. The programmes of cooperation between the partners are, to a great extent, so developed that telecommunications and electronic mail are used for frequent contacts, once a week, sometimes more often.

In at least one case there are representatives stationed in the partner country.

In some cases the Swedish partner is fluent in the other party's language, but it is usually the case that interpreters are used between Swedish or English and the local language.

Follow-up and evaluation are included as a rule in all arrangements even if in a very simple form. The trade unions, and the consumer and farmer cooperatives appear to have the most formalised follow-up routines. Some of the forms of follow-up in use are:

- Oral reports, for example in connection with visits of Swedish representatives to the partner in cooperation. These reports are made in an ad-hoc manner without any special formal requirements.
- Written reports from persons participating in the programmes on return to Sweden.
- Regular six-monthly or annual reports to the Swedish organisation, in some cases more frequently.

None of the organisations mentions in this connection that they have a certain model or method to assist them in the follow-up work. One organisation indicated that it had guidelines for how reports on projects should be made, which are partly based on Sida's guidelines.

Two models stand out where preparations for visits to partner countries are concerned.

- In one model preparedness already exists in the form of a "bank"/network of short-term consultants who have prior experience of the Baltic countries and/or persons who work on a regular basis with the programmes in Sweden. The networks can be maintained with the aid of newsletters and regular seminars.

- In the other model new personnel are recruited for each programme. They receive a briefing and are supplied with information material, which in certain cases has been prepared previously. It is common that a representative known to the partner organisation takes part in the first visit.

Has partnership been strengthened?

The general opinion of the Baltic organisations is that partnership has been strengthened. In this respect there are also few exceptions. A few failures have been noted as well as occasional subtle distinctions of the type "parts of the programme could have been better". The failures are due, above all, to a lack of sensitivity on the part of the Swedish partner, in combination with a fear on the part of the Baltic partner to criticise the donor. Comments from some Baltic organisations:

We have become better, more independent. There are older young people who can now act as leaders. If we did not receive support we would be forced to stop doing a lot.

The material has been good... one always learns something new. They always take our problems as their point of departure.

The support functions well ... now training programmes begin with a discussion between us and the Swedish partner in which we exert a great amount of influence over the content. This was not the case before, then we got what the Swedes offered.

It is good that all the work we shall do now shall be decided on together. The education and training programmes have been good. It would not have been possible to continue in the same way otherwise.

Everything can be improved. Our experience is greater now and we can define our needs of support better. However, it is important for financial, and not least moral, reasons to have this support.

The Swedish organisations also give the picture that programmes of cooperation are beginning to find their right forms. The Baltic organisations are starting to take over both responsibility and implementation to a greater extent, even if there are still many problems (our italics):

It is beginning to function well now. They are assuming greater responsibility for the projects.

Our recipient organisation is developing its *engagement* more and more and is doing a fantastic job for our education and training programmes and conferences. They are good at getting the *right target groups* and are doing a good job in holding *costs* down.

They are using their small resources well.

Are local resources being used?

The local resources are, to a great extent, *contacts*, networks, knowledge on *how the country functions*, knowledge of the *obstacles* which check development, and the way in which the Swedish partner can assist in the development work.

In the well-organised mature cases, they are responsible for all administration, they organise and implement the training programmes, they are responsible for their part of the costs and use their own classrooms.

In many cases the persons in the organisations have a good education and work in social sectors of relevance for the work of the organisation.

When the local representatives who are trained with the aid of the Swedish partner have developed a sufficiently high level of skills they are used as resource persons.

One predominant obstacle which the Baltic organisations take up in particular is the difficulty in obtaining support for the funding of local employees.

- No possibility of obtaining a grant to pay the salary of a local coordinator instead of having a Swedish coordinator.
- The wish/dream for the future is that Sweden could pay the salary of a trade union representative. This would be ten times cheaper and would also give us a force of our own. It would be of great assistance for the recruitment of new members.
- The costs of the office equipment we have received are considerable. For this money we could have employed several project co-ordinators on a full-time basis.

The other obstacles mentioned - and then chiefly by the Swedish organisations - to the use of local resources are:

- It is difficult to understand each other - cultural clashes
- Lack of knowledge on where the local resources exist
- Inability to become free of the influence of the former - Soviet - system
- Internal disunity
- Conflicts/competition with organisations which work in the same field
- Unfamiliarity with being independent

Some organisations were of the opinion that there are no obstacles to the use of local resources.

Direct cooperation with other organisations, for example municipalities and NGOs, seems to be extremely limited.

Can partnership be further developed?

Theoretically there are three methods to achieve more intensive partnership and cooperation: 1) strengthening of networks to develop common ideas, 2) administrative coordination and 3) business cooperation. All these methods are already in existence - sometimes in combination - in the proposals of both the Swedish and Baltic organisations.

Networks

Give the Baltic participants the opportunity to come to Sweden and to create contacts with our elected representatives is one proposal to increase the degree of partnership.

Establish networks - contacts - between the different agencies and trade unions in Sweden and the Baltic countries. In this way results will be achieved in respect of professional roles and a consolidated knowledge of trade union matters in different administrative/company areas.

The possibility to meet is most important. It strengthens the green movement. Sharing common experience is important.

Extend the Swedish network so that it is not necessary for everyone to invent the wheel, provide details on the budget to the recipient organisation.

PMU Interlife as an organisation should possibly work more with tailor-made seminars for parishes which work with the Baltic countries in which Baltic citizens can participate as lecturers.

Coordination

A few organisations use the LFA method to specify roles in programmes of cooperation and intend to integrate the partner organisations more into the planning and production of objectives and results.

One of the Swedish organisations feels that it would facilitate long-term projects.

One problem is the effects of rules for project funds. Often in our partnership there is a need of development which, from our perspective, is quite reasonable, but which is not permitted by Sida's guidelines. Since we have a lack of other resources we sometimes end up in discussions that we "exercise controls" even if we meet understanding for our situation. The concept "transfer of know-how" also constitutes a limitation since we are sometimes prevented from using local resources in the country since our funds are allocated for the transfer of know-how from Sweden.

Several of the Baltic organisations also take up this problem. A lack of flexibility in the forms of support makes it difficult to cooperate as positively as possible. For the recipient organisation the issues of forms are secondary - they cannot see (as mentioned above) the difference between Sida funding and other support from the Swedish partner and they do not always understand the restrictions:

- Projects have been started with the support of Sweden but there have been no resources for the implementation of the projects - they do not seem to have been included in the plans.

- It is a problem that we cannot receive support for salaries of local staff who can do things. It would be ten times cheaper than having Swedish consultants in the country.
- A bad side of Swedish development cooperation: Decisions on projects are approved and then it takes up to a year or more for the funds to arrive. Then perhaps the project is not important any more.

Business cooperation

Cooperation on business terms .. this would further strengthen partnership. One obstacle in this connection is that the Swedish high-tech distribution system does not fit into the working methods of the cooperative movements in Estonia and Lithuania.

A lack of funds is a concrete obstacle to strengthening partnership. It is difficult to achieve change while the economy of the country has not been stabilised.

4.4 Results of cooperation

In the great majority of cases the programmes of cooperation have achieved concrete results. This has been emphasised in almost all of the organisations visited in the Baltic countries. Several organisations also maintain that the Swedish support has accelerated development: "We would not be where we are today without Swedish support". For some organisations the support has been of decisive importance for their survival.

However here the problems in respect of methods to show the connection between cause and effect should be recalled, at several levels. In part there are a number of factors in addition to the Swedish support which in various ways have positive and negative effects for example other support, changes to legislation, structural rationalisation etc. In part the Swedish support can have direct and indirect effects, for example via international opinion. Furthermore the Swedish support appears in different forms and it is impossible to distinguish- in particular for the Baltic organisation - what Sida support via the Swedish organisation has meant.

Have the programmes of cooperation contributed to increasing the capacity of the Baltic organisations?

Have the Swedish programmes of cooperation contributed to increasing the capacity of the Baltic partner organisations to act as a democratic forum and to run their activities?

On both sides it is felt that the support has functioned well. Even if the picture is not completely unanimous it is very difficult to find more than slight differences in opinion. The individual exceptions appear to have special explanations.

Democratisation

Awareness has increased of the need of democratisation in the Baltic partner organisations. This is the picture which emerges from the observations made of the Baltic organisations. Practically all organisations emphasise the importance of democratisation in their own organisation and in society as a whole. The great majority have built up a form of membership democracy which corresponds directly to that of the Swedish partner, for example the trade union movement, the farmers' cooperative movement, the consumer cooperative movement, the scout movement and the temperance movement. The Swedish partners have obviously actively encouraged this process of democratisation by providing advice and training. This picture is also confirmed by the Swedish organisations.

The organisations are much more aware of the democratic processes, are more respectful and sensitive to the members' demands and opinions. There is a greater awareness in the organisations of the importance of the existence of democratic NGOs around the country at grass roots level, and that people themselves must take in interest in big and small issues. There has been a change in the understanding of the fact that a strong farmers' organisation is dependent on democracy in the organisation.

Other examples of the importance of the support for the democratisation process in the Baltic countries have been presented by the Baltic organisations.

Our focus is to develop the ideas of our young people through theoretical education programmes and practical action which creates experience - it is much more difficult with older people! The young people who are given this training will come into society better equipped and with the possibility to exert an influence on social development ... towards Christian ideals, global thinking ... with knowledge of democracy.

The Swedish support has contributed to increasing knowledge of the democratic society and the role of the trade unions.

We are approaching the political sphere without taking a stand for one party or another since this can split the trade union - which the Swedes have taught us is very dangerous.

The programmes of cooperation are considered by the Swedish parties to have led to a clear democratisation of the organisations.

The activities have clearly spread throughout the organisation, an growing number of organisations are joining. The teachers' trade unions, chiefly in Estonia, very much set the fashion in the trade union sphere.

The democratic organisation of the consumer cooperative movement is on the way to regain its original role, i.e. the influence of the members at all levels is gradually increasing.

Our partner has been given the right to conclude collective agreements - a very great success!!!

Certain differences can be noted between the countries mainly due to the length of the programmes but there are other reasons:

"In Estonia and Latvia a clear process of development and democratisation is taking place... it is too early to make an assessment on Lithuania. Example: the formal democracy process, meetings etc, is functioning better. Information, which is a prerequisite for informal democracy, is functioning better and better."

But the picture conveyed by a few organisations is not so bright;

In the beginning of our work in Latvia we saw more openness and the possibility to achieve democracy. Many started NGOs with fine offices ... but the funds stayed there. People are more resigned today. How can one speak of democracy and the rights of children when people do not have food for the day?

During the first few years it was felt that there was a relatively free and lively debate in the organisation ... as the enthusiasm after the first few years faded the difference in opinions in the office became clearer. (This project has been phased out.)

Organisation development and leadership

The organisations mentioned above have, in general, moved in a direction of greater independence, have achieved the ability to articulate their objectives, and to take contact with others. This is their own assessment, and also that of the Swedish organisations.

The following are Baltic opinions:

Without Swedish support the situation would have been catastrophic. It has been very important to be able to train the trade union representatives in the new conditions.

Now the Swedes no longer come here to teach but to assist in cooperation. This takes place in group work where we see our needs and express our wishes. Thereafter the Swedes do the training.

The following are Swedish opinions:

The organisations are more aware of what they want. They are also assuming a greater responsibility for the implementation of the projects.

Our partner in cooperation has started to take more initiatives of its own and has its own opinions.

Our partner organisation has become more able to express in concrete terms the support they want to have.

We see better knowledge of methods, a better ability to take contacts with the authorities, better project descriptions and paperwork.

Sensitivity for the demands of members is a sign of democratisation and can also be seen as a sign of the development of *leadership* in the organisation. In the opinion of the Swedish organisations leadership is changing and being rejuvenated, even if the process is sluggish sometimes:

New members have taken over, with a more modern attitude

They have been forward looking enough to replace parts of the old management with young, well educated persons.

Leadership at the central level is a problem ... old persons in leading positions should be replaced by new blood.

Ambitions and results

The majority of the Baltic organisations have stated that they can now manage to survive without Swedish support and that they could realise their ambitions without Swedish support - but more slowly.

Many projects would be forced to be discontinued. However we would continue to exist but at a much lower level and with a much slower pace in respect where development is concerned.

The trade union would survive, but lose strength.

The process from the start would have been much more difficult, slower. But we would have survived. We could have achieved our position without Swedish support.

We should manage without it but would be more vulnerable. It would affect the situation negatively. It would take us longer time to reach our goals. If the local resources should go directly to the top - the central organisation - we would manage without the Swedes.

We would be much weaker without Swedish support. However we are preparing ourselves for this type of situation, so that we can survive without Swedish support.

The survival of the organisation would not be at risk, even if no more Swedish support was forthcoming. Sida's funds function as a "lubricant" to enable us to obtain more funds from others.

The Swedish partners were of the opinion that the organisations have, on the whole, accomplished what they had decided to do, and in a few cases achieved more than this.

It is working well. We can probably claim that we have achieved better results than expected.

Our partner in cooperation has been the driving force. They have done more than we expected of them.

They always want to go further. They influence Parliament, participate in debates and write in the mass media. They even publish their own newspapers.

In a few core areas - negotiations, organisation, training, democratic development - there has been a great deal of success.

The organisations have problems in recruiting members which is partly ascribed to themselves and partly others:

They are anyhow retaining their members to a great extent even if they could be better at recruitment. On the other hand we are disappointed where the recruitment of new members is concerned - they are far too passive. Probably this is a consequence of the old system ... with compulsory membership. There is no tradition of needing to recruit members.

The Baltic organisations' opinion of their ability to recruit new members differs from the opinion of the Swedes.

All Swedes seem to believe that the number of members and membership trends are a good indicator of how effectively we are working, without taking into consideration the situation in society, for example unemployment, the age structure etc.

It is wrong when Sweden focuses its evaluation of our work on membership trends. This is not a good indicator - it does not take into consideration the situation here. The evaluation is made with the Swedish society as a model.

The heavy workload is a dominating problem. In certain cases more is taken on than permitted by resources:

This leads to a situation in which duties are not done in time. The problem is not a lack of willpower or skills.

The ambitions are greater than permitted by the real financial situation.

Failures are due almost exclusively to financial obstacles.

In the opinion of the Baltic organisations there is a great need of support in the form of funds and equipment.

What is needed in the future is more money than skills. As many as 800-900 persons have already completed relevant training programmes.

We need money to distribute the newspaper that Sweden has contributed to producing.

We need to receive office equipment to a greater extent, particularly computers, printers and paper.

The Swedish Society for the Conservation of Nature provides funds and know-how to produce a magazine for the members... we need support to distribute the magazine which is a small sum in this context, but a large sum for VAK.

The Swedish organisations are of the opinion that financial problems are, by and large, a crucial obstacle to development and that in this respect there are differences between the countries:

Their financial resources are still too small for them to manage entirely on their own, despite the fact that efforts are being made to increase the recruitment of members in order to achieve a better financial situation.

The Swedish organisations' policies and strategies⁵

Most of the Swedish organisations can formulate the focus of their programmes of cooperation when the question is posed in a questionnaire. Several quote cooperation agreements, for example Save the Children and IOGT/NTO. On the other hand few organisations present their policy for cooperation with Eastern Europe with the aid of separate documents, with a few exceptions: The Union of Teachers refers to an international programme in which the policy for cooperation via trade unions is included. The YMCA/YWCA has formulated the focus of their programmes of cooperation in an action plan. The policy of PMU Interlife for support to development projects is included in the organisation's project manual. The Swedish Society for the Conservation of Nature has documented objectives and guidelines for its international work in written form. However responses to the questionnaire do not show that the organisations in general have special

⁵ The names and abbreviations of the Swedish organisations are shown in Appendix 1.

documents to give to their members to inform them about their programmes of cooperation⁶.

The transfer phase is emphasised by several organisations. This is a question of passing on basic ideas from their own activities, for example teaching methods in popular education (NBV), the role of the consumer cooperative movement (KF), transferring certain concepts/methods such as leadership training (YMCA/YWCA), study circles (the Adult Schools' Educational Association), or know-how on one's own field of operation, for example, handicaps (the Adult Schools' Educational Association) in order to achieve a change in attitude.

Some mention in particular that the aim is to improve, for example the situation of children (Save the Children), and to change attitudes, for example towards the handicapped (Star of Hope and the Adult Schools' Educational Association).

Two organisations place importance on the achievement of certain effects, for example the right of association and the right to negotiate (ST), and drug-free traffic (MHF).

In two cases mention is made of strengthening *the organisation as such*.

Half of the organisations give particular emphasis to building up *democratic organisations*.

Local acceptance and support is important: the building up of a strong members' movement with active local societies (Save the Children), and reaching out to the grass roots (Star of Hope).

Some point out building up democracy in society (Hola Folk High School) in which the movement is a stabilising and balancing force (LO/TCO).

In two cases it is emphasised that "our policy is not to start activities which become *dependent on support from us*" (Star of Hope, Swedish Union of Teachers). A gradually diminishing dependence is part of the strategy.

A common point to which attention is drawn is to underline *practical* work (NBV), practical experience (YMCA/YWCA), study visits to Sweden, training of leaders (Industrial trade union), and participation in the production of training programmes and materials (Adult Schools' Educational Association).

Important instruments in this work are the training of key persons (HTF), building alliances and creating networks (Hola Folk High School, IOGT/NTO). Cooperation with strategic occupational groups is sought

One way is also to broaden Nordic cooperation with sister organisations in the Baltic Sea area (ST).

The *dialogue* on goals and measurements is emphasised (LO).

In summary the focus of Swedish cooperation corresponds well with what has been achieved.

⁶ A condensed version of the questionnaire is attached as Appendix 3. The organisations could choose whether or not to use policy documents in their responses. Most chose not to do so.

Have the programmes of cooperation contributed to strengthening the independence of the Baltic organisations?

The general conclusion which can be drawn is that the programmes of cooperation have, in the majority of cases, had the aim of increasing independence where funding and skills are concerned. In most cases it is also extremely likely that the support has actually contributed to doing this.

Cost efficiency in the programmes of cooperation between Swedish and Baltic organisations can be defined as the ratio between input in the form of cooperation and outcome in the form of a) the organisations' capacity as democratic fora, b) the results of the organisations' work, or c) the effects of the activities in society. Assessments of cost efficiency - regardless of definition - must, as stated above, be accompanied by reservations. It is difficult to determine the relationship between causes and effects, i.e. determine the degree to which the Swedish support is the cause of the development of the Baltic organisations. A number of factors affect the development of the organisations both positively and negatively. In addition there is no detailed information on the starting point - the baseline. Finally a number of years are necessary before the results of cooperation can be assessed with a great degree of reliability.

After these reservations it is nevertheless clear that - with the information available - the programmes of cooperation have, without exception, been cost efficient.

Where cost awareness is concerned it is difficult to make statements about the Baltic organisations. The observations do not provide sufficient grounds to make assessments on how prudently the organisations studied have handled the input from Sweden. However, certain points can be made on the possibility of developing greater cost awareness.

When resources are very scarce an organisation has reason to be particularly prudent in respect of their use. This is the situation in most of the organisations studied. Prudence should, in all likelihood, also include the use of resources provided by external donors.

At the same time the dangers associated with additional external resources are well known. Dependence can arise. The additional external funds can be taken for granted. There is also a risk that the organisation accepts additional funds offered if the alternative is not to receive the funds, even if they have not been specially requested by the organisation. Among the organisations studied there are observations which show that the organisations would preferably have received other types of support/forms of cooperation than that given, for example rather support for publishing or the employment of local personnel than - more expensive - Swedish consultants.

The methods available to promote the efficient use of resources are, above all, a detailed follow-up of how cost awareness has developed, in combination with greater flexibility in the support given, i.e. fewer ties to certain types of support. Both these methods are taken up among the proposals in this report.

5. Prominent patterns

There are certain recurrent patterns in our observations of the NGOs in the Baltic countries. Three typical organisations emerge which have differences between them in respect of basic ideas/concepts, structure, level of development and strategies.

5.1 Three organisation types

Organisation 1 - poor organisations but with great spirit

In the main street of the small town there is a wooden house, somewhat the worse for wear, with the green paint flaking from the walls. We ring the doorbell. The door is half open, difficult to close. We are received by a friendly old lady in head-scarf, we sit down in our chairs in which the stuffing has started to come out of the seat. It feels draughty in the corner, there is no heating in this room. Fairly soon the person we wish to meet arrives, a smiling lady who invites us into her room. We are given coffee in small, well-used cups with roses on them. The equipment in the room includes a typewriter, an Åtvidaberg, with a plate on it which says that it is a donation from Sweden. Otherwise the room is bare but warm, the paraffin heater is on.

The lady waits for our questions, listens to us first and then to our interpreter. She answers and starts to tell us about her work.

The organisation has a base which is idealistic and moral. Its work is based on protecting and helping people and preventing difficulties. The organisation works to establish a community in which everybody looks after each other.

Its financial resources are almost non-existent. Nevertheless they cope. The membership fees do not amount to much. There are some donations from before, and from time to time the organisation succeeds in obtaining additional funds externally. But the small resources are not permitted to set limits on the organisation's activities - "only our own attitude sets limits". The work is done almost completely on a voluntary basis, those who receive wages have a low hourly rate.

The ideological foundation was defined a long time ago. The goals are clear, indisputably good and constructive, but nevertheless support among the people is lukewarm, and at higher levels in society very cool.

There are a couple of highly motivated leaders who run activities, the lady we are interviewing is clearly one of them. They are guided by indisputably good goals, strategies are a luxury which is not permitted - it is quite clear what shall be done, and in any case it is not possible to make long-term plans...

The organisation survives without major financial grants. But many of its activities stand and fall with access to money. The leaders have tried to obtain support from companies and government agencies, but have not succeeded very well. "The government does not care about this type of work - completely different activities

are given priority.” Now the organisation is trying to establish cooperation with idealistic resources, build networks with other organisations...

”It is hard work and things are not easy,” she says. ”It is difficult to interest people in participating,” but she smiles when she says it.

Organisation 2 - the stable, well-off organisation, rich in tradition

In the centre there are a number of concrete office blocks beside each other, not completely new but imposing. We enter one of them. Straight ahead there is a manned cloakroom. To the left, up some stairs, there is a receptionist on a podium. We are shown in a friendly manner to an elevator, go up a few floors and are met by a secretary. We are shown into a meeting room, tastefully designed with brown wood panels. Everything has been prepared - pads and pencils are on the table, coffee and biscuits are on a tray.

Please sit down, says our host, a man in his sixties who has achieved a certain rotundity. It is evident that he has a great deal on his mind, and it is good that he can spend some time with us. We do not have time to ask any questions, he starts immediately by telling us about his organisation. When one of us try to insert a follow-up question he says in a firm way: ”we’ll take it later”.

We learn a lot about the organisation. How important it is to obtain a solid financial foundation, which the organisation is now beginning to obtain. ”We had to struggle a lot to retain our assets, the attitude of society was extremely negative after the Soviet era.”

Nevertheless for us the organisation is built on a natural and legitimate foundation. It is a question of looking after the interests of its members. Now the old attitudes have been, on the whole, eliminated - everyone understands the importance of membership democracy and involving the grass roots. Nevertheless it is difficult to recruit members - people have problems, and it is also difficult for them to understand the advantage of paying a fee for something that was previously free.

Our host gives us a policy document in English. In its original language the document is thicker, the English version is just a summary. ”Our strategy can be summarised under three main points: the development of our members, the development of leadership and the development of the social dialogue.” We are then given a new document...

Organisation 3 - the logical and modern brain organisation

When we visit the third organisation the external environment is similar to that of our first visit. The house, a wooden house, is in a harbour area. We sit in a room with worn-out furniture, around the room there are heaps of documents. In the corner there is a PC which is a few years old, beside it there are manuals on new programs and an empty box which had contained a printer of the latest model.

We engage our respondent in small talk while we wait for his female colleague. We are given a business card, our host is university educated and works in a private firm of engineers. Eventually we start to discuss our main theme.

It is evident that the organisation has made good progress with its strategic work. It has a deliberate policy of developing its relations with others, both other organisations with similar interests and with society. Now it is doing well, even the politicians and bureaucrats are starting to listen to it. The objective also has an undeniable social focus.

Bureaucracy, by the way. Our hosts show that they have a good feeling of what is necessary in order to communicate with the central government apparatus and overcome the systems of donors with rules for allocations. They also know how quickly they can mobilise opinion - electronic mail is a good aid.

Organisation 3 has the character of a virtual organisation: it has a small formal core - if it is in fact possible to identify a single core, but is big when it acts. It is, in itself, a network and perhaps its greatest resource is international and local networks.

Organisation 3 is very successful in combining forces of different types: financial, bureaucratic and idealistic.

5.2 ... with different needs of support

Organisation 1 - needs of support

Organisation 1 is characterised by tenacity, it does not give up easily but has very weak financial resources. Organisation 1 requires money for the foreseeable future. It has difficulties in reducing its financial dependence and in obtaining contributions. Attitudes in society are cool or negative and normal people do not have surplus funds. This deficiency is compensated by access to voluntary forces. At the same time it is natural if the organisation prefers to give priority to its operative work - doing what it is committed to do (for example relieving distress, protecting children) - than spending time on forward planning or strategic planning in order to achieve results.

In Organisation 1 the administrative core is also limited, with small resources in the form of office equipment etc. This further exacerbates work with development and forward planning. Similarly this organisation has more difficulties in making follow-ups since these consume any small resources that can be surplus to requirements.

Organisation 1 is on Step 2 in the staircase model. It is extremely financially dependent, but is also dependent on inputs of know-how in order to develop. In actual fact this type of organisation has access to people (volunteers) with high levels of skills but they are needed in the regular work.

If Organisation 1 is to continue to develop towards independence, it will have to build up its finances and know-how. A step up to Step 3 would require that the organisation receives support for the internal development of its systems for administration, planning and funding.

Organisation 2 - needs of support

The organisation has a financial foundation even if it is still inadequate. The forecast indicates a gradually increasing degree of self-financing. It is clear that over time the number of members will increase but it is not known how rapidly this will take place. But even if it cannot rely on income from members there are other resources, partly in the form of fixed assets which can provide a return, and partly - to a greater or lesser extent - in the form of making its work more efficient. Even if attitudes can still be hostile in society, it is clear that Organisation 2 is the type of organisation which produces benefits. The organisation has every reason to invest in long-term strategies and is also doing so.

In Organisation 2 there is an administrative core. It has office equipment, computers etc, even if not of the latest model. The threshold to start development and follow-up work is low. In addition there is an interest among members in results.

Organisation 2 is on Step 3 in the staircase model. It has started internal development work. It is practically financially independent and is on the way to eliminate its dependence on inputs of know-how - which does not prevent consultant support and cooperation with others in development projects.

No specific inputs are necessary to enable Organisation 2 to continue to develop in the direction of independence and sustainability. On the other hand support activities can help accelerate the speed of development. It is difficult to point out special projects, in all probability this is a question of differentiation in the dialogue with its partner in cooperation - and above all the organisation has use itself of the dialogue which gives it the possibility to relate to its environment, receive moral support and inputs of ideas.

Organisation 3 - needs of support

Perhaps the greatest resource which Organisation 3 has at its disposal is the network, both international and local. It is difficult to identify any special financial base since the organisation is a virtual organisation. Funding is not an acute problem, and nor is know-how. On the contrary the organisation has access to extremely high levels of skills of different types in its network. The representatives of the organisation conduct a strategic line of argument. It is no longer possible to ignore the message carried by Organisation 3, it is now legitimate in society. Here it is rather a question of a possible confrontation with the system which produces benefits, a question which Organisation 3 works consciously with.

Organisation 3 is on Step 4 in the staircase model. It works actively to ensure that its message is understood in its environment.

Organisation 3 does not need support to act and develop, it can obtain this itself. On the other hand it benefits from cooperation since it can achieve greater effects.

6. Sustainability and partnership - considerations and proposals

During the last few years social development in the Baltic countries has involved a strong increase in market orientation which has affected different social sectors. In all three countries there is a focus on eventual entry into the European Union. Social structures are being re-created, sometimes dramatically. This applies to the family, work and leisure time. Unemployment, which did not exist before, is now a reality for many. Social activities which were previously run in a collective form have disappeared but have not yet been replaced.

In the old order there was no democracy, in the new there are many threats to democracy: greater class differences, unemployment, greater contrasts between towns and the countryside, alienation between the young and old, and strains in social functions.

In the following a number of proposals are presented for the focus and formulation of Sida's support to Swedish-Baltic cooperation between NGOs with its point of departure in the ongoing process of social development.

A number of principles on how cooperation and support should be organised are presented first. Thereafter there are proposals on how these principles can be met.

6.1 Focus of Sida's support

- Adapt forms of support and cooperation

It is natural that conditions for cooperation have changed since it was started. The Baltic countries and the NGOs have developed to a different extent and in different respects. Now many organisations have concrete references to counterparts in other democratic societies - when programmes of cooperation were started most of the organisations had few references of this type, if any at all.

- Focus on the development of the organisations

Cooperation between the organisations takes place in project form with more or less developed forms for control and follow-up, in certain cases based on the LFA method. It is important for the development of partnership that there are good forms for project management.

To guarantee the long-term sustainability of the Baltic organisations is given priority, it is important to draw attention to organisation development in terms of structure, performance and internal processes.

- Focus support on the development of the organisations' own identity and their capacity to articulate their needs

The ability to analyse and understand one's own situation constitutes the foundation from which the organisation can own and run its projects, even if they receive temporary external support.

- Differentiate the support to organisations of different types and in different phases of development

Organisations need different types of support. Organisations of type 1 still need to concentrate on improving their internal capacity. Organisations of type 2 have, in general, solved their initial production and development problems. This also applies to organisation of type 3.

- Increase exchanges between organisations in the countries

A greater exchange between organisations has several advantages: the partnership is extended to include more organisations, and the observations clearly show that organisations of different types and in different phases have experience which is of interest to others.

The cooperation which is now taking place between Swedish and Baltic NGOs can and should be supplemented by cooperation between Baltic organisations, both organisations of the same type or focus and organisations of different character.

- Provide feedback on the results of cooperation to the members

The provision of information on the progress of programmes of cooperation to the members is satisfactory in many of the Swedish organisations, but in some cases it can be better. It has not been within the framework of this assignment to investigate in detail how this feedback takes place. In all situations the systematic feedback to members gives greater understanding of the programmes of cooperation and a good foundation for sustainable cooperation and support in the future - therefore there can be reason for the NGOs to review the forms of its feedback to make it more concrete and ensure that it really reaches grassroots level.

The systematic feedback of information should also be of interest to the Baltic organisations.

- Support the development of a productive environment for NGOs

It is not enough to give support to NGOs as such. This support needs to be combined with support which is based on influencing conceptions of the role of NGOs in society and the tasks they perform. Conceptions can be influenced at different levels in society and with different methods: support to research, joint activities, participation of the institutions of society at different levels, experimental and demonstration activities and so on.

- Provide support for a more active follow-up of gender issues in programmes of cooperation

The reliability of the information on the proportions of men and women is extremely varied, in some cases the organisations had no information at all on the

subject. There can be reason to review how these reports should be made, if they can be made in a differentiated form and provide instruments which facilitate follow-up. It appears as if the organisations do not fully understand what the reports shall be used for. If this is made clear and the idea is accepted and supported, it will be easier to make a more systematic follow-up. Changes at management level give, for example, a picture of the division of powers and influence in an organisation which is of interest in the planning of cooperation projects, in the identification of problems and the selection of strategies.

- Define when cooperation shall be superseded by partnership without Sida support

It is important to define the situation in respect of objectives and conditions which should prevail when Sida support shall be phased out. The lack of a point in time or a description of a desirable situation has the effect that the parties do not work deliberately to reduce the dependence on support.

6.2 Proposals for actions to be taken

1. Build in a follow-up of the development of the organisations

A more systematic follow-up of organisational development has several advantages:

- It helps to give sustainability priority in the organisation,
- The organisation learns to focus on dimensions such as production quality, dependence on support, development of leadership and skills,
- Follow-up of changes in respect of gender issues can be built into the follow-up procedure,
- The dialogue between the partners in cooperation will be given a better structure,
- An exchange of experience over organisational borders, between different types of organisations, is facilitated. The organisations get a common "language" to use in their exchange of experience,
- Feedback to members both in Sweden and the Baltic countries is facilitated,
- It is easier to identify a point in time when cooperation supported by Sida can be superseded by partnership between the organisations.

A common model - possibly in a limited number of variations - for follow-up should be produced. This would involve a limited amount of development work. The model can be based on existing models, for example the staircase model and similar models which are now being developed in adjacent areas. The procedures for follow-up should be tested, for example regular follow-ups on a yearly or six-monthly basis with or without the assistance of specialists in follow-up.

2. Review the division of responsibility between the partners in cooperation

It is clear, as stated above, that the organisations have made different degrees of progress in their development and that there are general differences between different types of organisations. The organisations which have reached Step 3 on the staircase and which have the skills for and a grip on their own development can also assume a greater responsibility for the content of programmes of cooperation and their implementation. The prospects available to the organisation of financing its own development activities are greater now than before and in several cases the Swedish partner organisation also has the possibility to assume a greater responsibility for funding. The diagram below can be used to discuss arrangements and the division of responsibilities in each individual case.

Org. type	Organisation 1	Organisation 2	Organisation 3
<i>Phase</i>			
<i>Idea/Initiative</i>	Can need support to formulate ideas and concepts	Ideas can come from both sides	Ideas can come from both sides
<i>Organisation</i>	Support is needed	Own activities/ discussions with partner	Own activities discussions with partner
<i>Implementation</i>	Support is needed/ Shared responsibility	Shared responsibility/ own activities	Shared responsibility/ own activities
<i>Financing</i>	Support is needed	Support is not needed/ support is provided by partner organisation.	Possible support needed

Figure 8: Division of responsibility in different phases of projects

3. Make the programmes of support more flexible

Organisations of type 1 still need support to improve their internal capacity for development and, in some cases, to continue to strengthen their production capacity. They are still in need of financial support - regardless of the rules which may apply. Organisations of type 1 are also more dependent on highly motivated individuals. Projects can therefore need to consist of strengthening structures, procedures and strategies without smothering the initiative of these highly motivated individuals.

Organisations of type 2 and 3 can benefit from more highly differentiated forms of support.

Differentiation in the need of support can make requirements in respect of flexibility. In the observations there is criticism and a lack of understanding of the

forms of support, particularly on the Baltic side. It can be of interest to obtain support in the form of know-how from others, not merely the Swedish partner, for example from local consultants or NGOs. In certain cases the organisations are more interested in "concrete" support, for example in the form of assistance in publishing, rather than an input of know-how from Swedish resource persons.

It is important then to organise support which permits flexibility at the same time as it promotes - or at least does not counteract - partnership. The matrix above shows how cooperation can take place in different phase of a project.

The following possibilities in respect of funding are proposed:

- Partnership funds: funds for cooperation between a Baltic and Swedish partner

A fund is allocated to two partners in cooperation (or more) together, after they have made a joint application. The fund can be allocated for a period of up to three years. In the application no requirements are made in respect of how the funds shall be allocated. The partners themselves prepare a plan for this purpose. If the partners cannot reach agreement on the allocation of the fund, the money is returned to Sida. The partners themselves assume responsibility for the use of the fund, but Sida is kept informed on a regular basis - for example at six-monthly intervals - on how the fund is being used. If requirements in respect of regular information and follow-up are not met, the fund shall be frozen. When the project is completed the use of the fund shall be reported on to Sida. Provided that the requirements are met, this arrangement could be used by all types of organisations.

The advantages of this form are long-term and short term flexibility. In the short perspective the fund can be used for different purposes which have not been decided on in advance, while in the long perspective the focus of the project can change, provided that the partners are in agreement.

- Contracts between partners in cooperation

This is a variation of contract-financed cooperation. The partners reach agreement on the organisation of the programme of cooperation and write a contract which is approved by Sida. This form should be restricted to organisations which have reached Step 3.

The differences between a partnership fund and this type of support is, among other things, the responsibility for funding, implementation and follow-up. The contract includes a breakdown of the responsibility for funding and implementation in which the main principle is that the Baltic partner is responsible for local costs. The contract form also makes possible a large or small amount of funding by the Swedish organisation. No special requirements are made in respect of regular follow-up by Sida. **The reporting obligations at the end of the project are the same as for the partnership fund.**

- Application from the Swedish organisation

This arrangement corresponds on the whole to the forms of support used hitherto. It should be kept as a possibility, in the first place for new and undeveloped programmes of cooperation. One difference proposed is the specification

requirements in the application are lower, but there are high requirements in respect of reports on results .

In general the control activities in respect of Sida funding should be shifted from the introductory phase to the follow-up of results phase - from rules-based controls to results-based controls.

4. Review quality assurance of the Swedish personnel assistance

The skills of the Swedish resource persons appear in general to be of high quality and there is a strong sense of commitment among those who participate. At the same time a situation can arise where the same person plans and implements the support, and makes assessments of its quality. This can be unsatisfactory from the perspective of both members and society. Financiers and other outsiders which participate in the programme of cooperation have problems in assessing how well the resource persons function in the programme of cooperation. In some individual cases there is a danger that failures may be discovered too late. Open flows of information even in these respects are a prerequisite for a transition to a the results-based management of the Sida support. Quality assurance through follow-ups made by others also provide security for those directly involved - one is not alone when problems arise. It should therefore be possible for the Swedish organisations to receive support from Sida for measures which have the aim of making further checks on the quality of personnel assistance.

5. Give special support to the development of networks and the exchange of information

Sida's role in this type of support can cover everything from financing initiatives for networks to support for the development of procedures for exchanges and direct engagement in seminars and fora for NGOs.

Initially it is proposed that Sida takes the initiative to support seminars for the exchange of experience in the three countries. These seminars can then result in more or less fixed network arrangements for organisations with common interests.

6. Give support which improves the productive environment for NGOs in society

This type of support can be combined with support for networks. In connection with seminars for organisations in the three Baltic countries, research workers and representatives of the public sector can be invited to common discussion themes. In the programmes of cooperation between Sweden and the Baltic countries projects are already taking place for the development of a social dialogue in which representatives of industry and commerce and public administration form both Sweden and the Baltic countries have been invited to participate.

A further possibility which should be investigated is firmer institutional forms, for example support for research and development institutes which are given the task of working with the roles and responsibilities of NGOs in society.

7. Lessons from the evaluation

One of the most important lessons where the building up of NGOs in the Baltic countries is concerned is that the forms of programmes of cooperation must be successively adapted to developments which are taking place in society. When programmes of cooperation were started, nobody knew how the political situation would develop. For the Swedish organisations it was most important to be at hand to be able to give the most urgent support. The ambitions where cooperation was concerned were both too high and too low, and both sides made erroneous assumptions about the skills of the other party. This experience is not unique, similar mistakes have been made in other development projects. The importance of being sensitive cannot be overemphasised, but at the same time tentative efforts in the initial phase must be accepted.

Cooperation must be permitted to take time, but it is also important that expectations and commitments are defined as soon as circumstances permit. What is a reasonable period of time to build up new/reformed NGOs? There is no unequivocal answer but sometimes a time perspective which is too narrow and with goals which are too optimistic can lead to extensions of projects. At the same time it is important to define points in time at which projects shall end and above all, a desirable situation in which a programme of cooperation can be superseded by a genuine partnership, independent of development cooperation funds.

The results of the evaluation draw attention to the importance of focusing on dimensions which describe organisation building when this is a central objective in the programme of cooperation.

Stable frames of reference and models are particularly important in projects in which there are great variations in the basic material available. The staircase model has been useful in the evaluation to permit a focus to be made on certain dimensions of organisations which are extremely different. Also one lesson learned was that there is a potential to adapt the model for use with NGOs.

It was a great advantage that the evaluation team was composed of consultants from both the Baltic countries and Sweden. The assumption that it was important to have an understanding of the local situation and the ability to see behind cultural facades was confirmed. In addition a knowledge of (local) languages was a prerequisite for obtaining and interpreting information from the organisations.

Appendix 1

NGOs in the Baltic countries included in the evaluation

In total some forty NGOs were contacted. The organisations listed below have been visited by the Baltic and Swedish consultants. In addition a number have been interviewed by the Baltic consultants.

- ETKL (Swedish Farmers' Aid): *Kaul Nurm, Director; Renatie Pöder, International official*
- ROTAL (Swedish Federation of Civil Servants, ST): *Kalle Livamägi*
- Lapse Hääle Keskus (Save the Children, RB): *Katrin Simmerman*
- Green Federation (Swedish Society for the Conservation of Nature, SNF): *Valdur Lantvee, Vice Chairman and assistants*
- EAKL (Swedish Trade Union Confederation, LO): *Konstanin Prozes, Head of Training*
- Estonian Popular Education League (Hõlts Folk High School): *Tiina Jääger, Secretary General*
- NKKU/NMKU (YMCA/YWCA, KFUK/KFUM): *Ilmar Kerde*
- EVPIT Viljandi och Jõgeva län (Adult Schools' Educational Association), *Marje Merila, Liia Võõrman mfl*
- IOGT Estonia (IOGT/NTO Sweden and Union of Temperance Drivers of Sweden, MHF): *Jüri-Hain Kaljusto, President*
- ETK (Swedish Cooperative Union and Wholesale Society, KF): *Helju Koolmeister*
- EHL/EEPU (Swedish Union of Teachers): *Sven Rondrik, Herde Herma mfl*
- Trade Union of Light Industries (Industrial Labour Union): *Evi Jaagura*
- Gelbekit Vaikus (Save the Children): *Loreta Trakinskienė, Director*
- Information and consultation centre for childrens' rights (Save the Children): *Žita Baublytė, Documentalist*
- Lithuanian Sobriety Association (IOGT/NTO): *Alfonsas Cekauskas, mfl*
- Lithuanian Union of Consumer Co-operatives (Swedish Cooperative Union and Wholesale Society, KF): *Status Simkus, Head of Personnel and Organisation Department*
- Lithuanian Trade Union of Commercial and Co-operative Employees (Swedish Union of Commercial Employees, HTF/Handels) *Roma Dovydenine, President*
- Unification - Lithuanian Trade Union (LO/TCO Council of International Trade Union Cooperation): *Grazina Gruzdiene, Vice President, Danulė Slionskienė, Co-ordinator*
- Lithuanian Folk Art Society, Kaunas branch (Adult Schools' Educational Association), *Valentinas Jaserkas*
- Lithuanian Farmers' Union (Federation of Swedish Farmers, LRF/ Swedish Farmers' Aid), *Jonas Ciulevicius, President och Vidmantas Butkos, Managing Director*
- Blaivystes Sajudis, Soberness Movement of Bishop Motiejus Valancius (Union of Temperance Drivers of Sweden, MHF), *Jurgis Gediminas Jakubcionis*

- YWCA/YMCA of Latvia (YMCA/YWCA, KFUK/KFUM): *Gunta Kelle, Director*
- Latvian Post and Telecommunications Workers Trade Union (Swedish Federation of Civil Servants, ST): *Žoja Semjonova, President*
- Workers of Chemical Industry (Industrial Labour Union): *Baiba Žaicenoka*
- Light Industry Workers (Industrial Labour Union), *Lidija Upmane*
- Education and Scientific Workers Trade Union, LIZDA (Swedish Union of Teachers): *Janis Krastins, Vicepresident*
- Drug abuse prevention support council of Latvia , ALNA (Lindormsnäs Foundation) *Tija Vanaga, Managing director*
- Latvia's Youth Movement for Life Free From Alcohol and Drugs, LJK (IOGT/NTO): *Engelena Krumina, President*
- Latvian Farmers Federation (Swedish Farmers' Aid): *Janis L. Rozentals, Vice Chairman*
- Latvijas Kristigais radio FM 101,8 (PMU Interlife): *Talivaldis Talbergs, President*
- Free Trade Union Federation of Latvia, LBAS (LO/TCO Council of International Trade Union Cooperation): *Inta Paeglite, Director of Training Center*
- Environmental Protection Club of Latvia, VAK (Swedish Society for the Conservation of Nature, SNF): *Arvids Ulme, President.*
- Latvian Adult Education Association (Temperance Movement's Educational Association, NVB): *Anita Jakobsone, Head of Board*
- NGO Centre, Harijs Jordans, Director

Appendix 2

Interview guide

Co-operation between Baltic and Swedish NGOs

As you already know, Sida has asked us to carry out an assessment of the programmes of cooperation between non-governmental organisations in Sweden and the Baltic countries. This is the context in which we would like to interview you. The interview will focus on the development of your organisation and its cooperation with its Swedish partner, and it will touch upon the question areas below. In order to give you an opportunity to prepare for the interview we send you the list of question areas in advance.

1. Mission and objectives set for organisation, year of establishment
2. Areas of cooperation with Swedish organisation
3. Role(s) of Swedish counterparts
4. Number of members; age distribution of members; active 94-95-96 and a year before independence; working members, paid/volunteers
5. Budget and financial sources, membership fees, other contributors, other income
6. Organisational structure
7. Examples of activities
8. Visions/ documented and not
9. Strategies/ documented and not
10. Are targets set?
11. Areas of competence
12. Areas of development in organisation (management, new areas etc.)
13. Significant changes 1) at independence 2) during later years in different respects (objectives, activities, organisation etc.)
14. Reasons for changes
15. Financial prospects
16. Gender balance: men and women in the organisation at different levels/ in different roles.

Appendix 3

QUESTIONNAIRE: Swedish NGOs programmes of cooperation with their Baltic partners

The questionnaire is reproduced here in condensed form

Policies and strategies

- What is the focus of the programme of cooperation with the Baltic organisations? *State in concrete terms what is characteristic for the focus of the programme of cooperation. Answer preferably by quoting from documents which describe the focus/policy*
- What methods are used to realise goals/policy of cooperation with the Baltic organisations? *Answer in concrete terms. Quote preferably from any strategy and planning documents.*

Content of the programmes of cooperation

- What does the programme contain? *Provide a brief description of the programmes of cooperation with the Baltic organisations.*
- How long have the programmes been running?

The Swedish resource persons - duties, roles and expertise

- What are the duties of your organisation's representatives/resource persons? What expertise do they possess? Is it the right type of expertise?
- What roles do the Swedish resource persons have? *Use preferably the "role specification" below:*
- *Are they in the first place*
 - *experts/implementers - focus on solving problems for the partner*
 - *advisers - focus on supporting the partner*
 - *process consultants - focus on providing support in the process*
 - *teachers - focus on general advice and principles*
- How do the Swedish resource persons prepare for the programme of cooperation (their assignments)? How are the Swedish resource persons introduced to the partner organisations?

Forms and follow-up of the programmes of cooperation

- Is use made of the local resources (in and around the Baltic organisation)? *How? The question refers to whether personnel and equipment available locally in the organisation is used. The resources can be both expertise and financial resources.*
- If the local resources are not used - why not?
- Has the programme of cooperation included other organisations *than the primary partner in cooperation - NGOs, local authorities or companies?*

- How do you and your organisation communicate with your Baltic partners?
How often do have contact with each other? (*visits, telephone, letter, e-mail etc*)
- How is the programme followed up? What reporting routines are used? How often?
- Make proposals for changes which would increase the degree of partnership!

Results

- Can you point out any concrete changes (*for example in attitudes to democratisation, development of the organisation, leadership etc*) in the Baltic partner organisation during the period of cooperation? Provide preferably concrete examples.
- Do you feel that the Baltic organisation manages to do what it intends to do? (*Give reasons why/why not*).

Gender issues

What are the proportions of women and men in the programme of cooperation? (numbers and per cent)

What are the proportions of women and men who take part in the planning phase, organisation and preparatory work on the programme?

What are the proportions of women and men who take part in implementation?

What are the proportions of women and men who take part in the follow-up?

Appendix 4

Checkpoints for NGO Interviews

1. Present situation:

(The Baltic organisation's democratic structure and activities)

Organisation - general

Organisation - in terms of the Staircase model

Are there strategies/visions? Documents?

Democracy - Basic ideas

Democracy - Decisions about budget

Democracy - Members

2. Prognosis

(Is development sustainable?)

Dependence

Financial/competence

Current operations/development activities

External relations (authorities, market, international)

General prognosis of sustainability

3. Swedish input

Relations to partner organisations

Has Swedish input contributed?

**EVALUATION OF THE PROGRAMMES OF COOPERATION OF SWEDISH
NON-GOVERNMENTAL ORGANISATIONS WITH ORGANISATIONS IN
THE BALTIC COUNTRIES WITH GRANTS FROM SIDA**

1. BACKGROUND

Sida gives grants to the programmes of cooperation of Swedish non-governmental organisations (NGOs) in the Baltic countries from the appropriation for cooperation in Central and Eastern Europe. The criteria for approval of grants are stated in Sida's *General Conditions* and *Directives for Sida's support to the development activities of NGOs in Central and Eastern Europe*.

The overall goal of this form of cooperation is to support the re-establishment and consolidation of the institutions of democracy and justice, to support the re-introduction of a viable market economy and to support measures which have the aim of improving the environment, particularly in the Baltic Sea.

Support to the Baltic States was first given in 190/91. Initial support referred in the main to consignments and projects with a humanitarian emphasis. Since then the support has increasingly focused on the building up of organisations. Swedish organisations which have identified a partner have been given grants by Sida for activities which have had the aim of strengthening the Baltic organisation in its formation and development, and in its work. No general support has been given to meeting the running costs of the organisations. This focus for programmes of cooperation can be seen in the directives which were adopted in 1993.

Moreover the Government has repeatedly emphasised the value of Swedish support to these countries inasmuch as it extends contacts between people in Sweden and the partner countries. It is hoped that, with time, the cooperation will assume the same character as cooperation with organisations in other European countries and, in the long-term, will be run without support from Sida.

The programmes of cooperation between Swedish and Estonia and Romanian organisations were the subject of a study in 1993. SPM Consultants were commissioned by Sida to perform this study. In the report, entitled "Good support - with a small amount of funds", it is expressly stated that the future focus of cooperation between NGOs should be extended and, at the same time, be the subject of clearer controls. The report proposed a more systematic sector focus in order to extend the scope for cooperation between organisations in industry and commerce, government agencies and municipalities to supplement the inputs of NGOs. This resulted in the production of above-mentioned directives which were adopted in 1993.

The support was also evaluated in 1993 by Curt Lidgard on behalf of the Minister for Foreign Affairs "An evaluation of the grants to the programmes of cooperation of NGOs with Central and Eastern Europe". Lidgard recommended, among other things, more extensive consultations between the then SIDA, BITS and the Swedish Institute, and that the Swedish embassies should participate more in the decision-making process. Lidgard also established that the projects via Swedish NGOs had the character of selective measures. Accordingly the projects had probably been of importance for those who had been directly affected by them, but it was an impossibility to measure the effects of different projects at the national level and with the overall objectives as a point of departure.

In the opinion of Lidgard, the strategic importance of popular movement-type projects lies in the creation of broad contacts between people in Sweden and the partner country. In addition the Swedish NGOs contribute to the building up of corresponding activities in the partner country, which is of value for democratic development in that country.

In SASDA's study of the total Swedish support to Central and Eastern Europe, which consisted of 14 different sector evaluations, there is no special review of the projects of Swedish NGOs. On the other hand the work of NGOs is commented on in some of the sector evaluations.

At present an evaluation is being made of the programme of cooperation between the Workers' Educational Association, ABF, and its counterpart in Estonia, AHL, which has been commissioned by the Olof Palme International Center, OPC. This evaluation has the aim of examining the effects of Swedish cooperation where building up the organisation and its work is concerned.

The evaluations mentioned above have had the *work* of the NGOs in focus or the coordination and administration of NGO projects. No evaluation has focused on the building up of organisations - with the structure of the organisations as the central point of the analysis. In civil society there is a rich variety of organisations. A common factor for all these organisations is that they are dependent on an organisational structure which functions well and makes it possible for them to work effectively in their particular fields. This evaluation focuses on the effects of Swedish-Baltic cooperation in respect of *the partner organisations as an body for a certain type of work* regardless of their particular field of work.

Today civil society is being given a great deal of attention in connection with discussions on democratisation and development processes in a country and is therefore of interest where it is a question of attaining the objective established by Parliament and the government of "deepening the culture of democracy". The main purpose of building up organisations is to contribute to the development of civil society.

2. AIMS

The evaluation has two main aims which are directly related to the cooperation supported by Sida, as well as a subsidiary aim of providing a general overall picture of organisational development in Estonia, Latvia and Lithuania.

1. The study shall identify the extent to which Swedish programmes of cooperation have contributed to improving the capacity of NGOs in Estonia, Latvia and Lithuania to act as democratic fora and pursue their operations.
2. The study shall examine the relations between Swedish and Baltic organisations. To what extent have programmes of cooperation been run on the basis that in the future there are prospects of a genuine and equal partnership independent of development cooperation funds?
3. As a sub-purpose the study shall analyse if and to what extent reformed organisations and newly formed organisations in the Baltic States have developed a democratic and sustainable structure for their work.

3. THE ASSIGNMENT

The study shall include the Swedish and Baltic organisations which have received Sida grants for their programmes of cooperation over a period of at least five years.

<u>Swedish party</u>	<u>Baltic party</u>
<ul style="list-style-type: none">• Swedish Union of Commercial Employees• Hela Folk High School• Star of Hope• Industrial Labour Union• IOGT/NTO (incl Temperance Movement's Educational Association and Union of Temperance Drivers of Sweden)• Swedish Cooperative Union and Wholesale Movement• YMCA/YWCA• LO/TCO Council of International Trade Union Cooperation• Swedish Trade Union Confederation, Tidaholm district• Swedish Union of Teachers• Swedish Society for the Conservation of Nature• PMU Interlife• Swedish Save the Children• SILC, Swedish International Liberal Center• Swedish Federation of Civil Servants	<ul style="list-style-type: none">• Trade union in Lithuania• Estonian Popular Education League• Various parties in Latvia• Trade unions in Estonia, Latvia• IOGT-NTO in Estonia, Latvia, Lithuania• Consumer Cooperative Movement in Estonia, Lithuania• YMCA/YWCA in Estonia, Latvia, Lithuania• Trade Unions in Estonia, Latvia• Trade Union in Latvia• Teacher trade unions in Estonia, Latvia• Environmental organisations in Estonia, Latvia, Lithuania• Social organisations in Estonia, Christian local radio station in Latvia• Save the Children in Estonia, Latvia, Lithuania• Various parties in Estonia, Latvia, Lithuania• Trade unions in Estonia, Latvia

- | | |
|--|--|
| • Lindormsnäs Foundation | • Drug Abuse Prevention Support Council of Latvia |
| • Swedish Farmers' Aid | • Farmers' organisations in Estonia, Latvia, Lithuania |
| • Adult Schools' Educational Association | • Various parties in Estonia, Latvia, Lithuania |

Total: 18 organisations

Total: 38 organisations

The assignment includes:

A) Survey of cooperation

1) To survey the policies and strategies of the Swedish NGOs selected above for their cooperation with their Baltic partners

2) To survey the work in the Baltic States of the Swedish NGOs selected above, giving particular attention to:

- how a mutually agreed approach is ensured
- the relevance of Swedish expertise
- the roles of Swedish resource persons in the project
- preparation and introduction of the Swedish resources persons in the partner country
- mobilisation of local resources, financial and skills
- whether programmes of cooperation have included other NGOs, municipalities or companies
- reporting routines

3) To survey the proportions of men and women who take part in the planning, organisation and implementation of activities in programmes of Swedish-Baltic cooperation.

B) Analysis of the degree of democratic structures and working methods in the Baltic organisations selected

To analyse the extent to which the Baltic partners in cooperation have democratic foundations and work in accordance with democratic principles which take into consideration aspects such as:

- the identity of the organisation
- the visions of the organisation
- the culture of the organisation
- formulated strategies, which are accepted and supported, for the realisation of the visions of the organisation
- the competence of the leadership and the confidence and trust it enjoys
- relevant and professional skills among other members of the staff, or volunteers, for their work in the organisation's field of operations
- relevant and necessary equipment to work in the field of operations
- a stable financial base for the work of the organisation and its further development

- the influence and interest of men and women respectively in the organisation

C) Analysis of the Swedish-Baltic cooperation

1) To analyse the effects of Swedish-Baltic cooperation on the Baltic organisations' development of a democratic organisation structure, taking into consideration the same aspects as under Analysis B above.

In cases in which the programme of cooperation has not contributed to building up democratic organisations, conceivable reasons/obstacles shall be analysed.

2) To analyse the extent to which Swedish organisation's policies and strategies, as well as their planning and implementation of activities, lay the grounds for genuine and equal partnership, independent of Sida.

D) Assess cost effectiveness and efficiency

Make an assessment of the cost effectiveness and efficiency of the programmes of cooperation between Swedish and Baltic organisations.

E) Recommendations

On the basis of the survey and the analysis of the Swedish programmes in the Baltic States, make recommendations for the future focus of Swedish-Baltic NGO cooperation in respect of Sida's directives. Proposals for changes to the rules to increase the degree of partnership and to ensure that sustainability is given high priority should therefore describe in particular:

- Division of responsibilities in respect of ideas, implementation and funding of different activities in programmes of cooperation.

4. METHODS AND TIME SCHEDULE

The assignment shall be performed through studies of available documents at the organisations concerned and Sida, and through interviews/questionnaires with representatives of Swedish and Baltic organisations which have received Sida grants for their work, with Sida and possibly with government agencies concerned in the partner countries.

Field visits to the partner countries are an important part of the assignment. The consultant shall also hold a follow-up seminar at which conclusions shall be presented to Swedish NGOs concerned.

The assignment requires a good knowledge of organisational analysis as well as good knowledge of conditions in the Baltic States. The character of the assignment probably makes a team of consultants necessary. Knowledge of Russian is useful.

In accordance with Sida's gender equality policy, an even breakdown between women and men is sought in procurements of consultants.

A preliminary time schedule is as follows:

Sep - Nov: Surveys and analyses

Nov - Dec: Draft report, circulation for comments to Swedish NGOs, seminar with organisations

Dec 15: final report to Sida.

5. REPORTING

A draft report in Swedish shall be submitted to Sida in 10 copies and on a diskette, no later than November 10, 1997. The draft report shall be presented at a seminar to which organisations concerned and Sida shall be invited. Thereafter a final report shall be submitted to Sida in 30 copies. The report shall be written in Word 6.0 or a compatible word-processing program and formatted in A4. The lay-out of the report shall follow Sida's standard format.

A summary shall be provided in Swedish and English of no more than 14,500 characters for use in Sida's *Evaluations Newsletter*.

Sida reserves the right to make decisions on inclusion of the summary in the Newsletter and to edit the summary prior to publication.

Furthermore the consultant shall complete a *Sida Evaluation Data Worksheet*.

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