

Cooperation between the Swedish County Administration Boards and the Baltic Countries

Lennart C G Almqvist

**Department for Central and
Eastern Europe**

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**Sida Evaluation 96/17
Department for Central
and Eastern Europe**

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Sida Evaluation 96/17
Commissioned by Sida, Department for Central and Eastern Europe.

Printed in Stockholm, Sweden
ISBN 91-586-7370-9
ISSN 1401-0402

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EXECUTIVE SUMMARY

The Swedish Parliament and Government have on several occasions emphasised the importance of a democratic, social, economic and an environmentally sound development in the Central- and Eastern Europe, and especially in the Baltic Sea region.

Consequently, in December 1992, the Swedish Government decided to support project co-operation between the Swedish County Administration Boards (CBAs) and the Baltic Countries of Estonia and Latvia, as a pilot project. The aim was to transfer knowledge within the responsibilities of the CBAs to the countries. Emphasis was put on the support for democratisation, equality and environment. Later Lithuania was included as the third country for such co-operation.

The aim of the co-operation has been to *transfer knowledge and exchange experience from the fields of activities of the Swedish County Administration Boards to the regional and local level in Estonia, Latvia and Lithuania through project co-operation.*

The objectives for each project were to be determined and specified by the involved parties for each project. The overall objectives were to *strengthen democracy, and to increase the competence and capability within the regional and local administration of the three Baltic Countries.*

The co-operation should be concrete, well defined and with the prerequisite to achieve sustainable effects and/or have a strategic impact on the process of development.

Guidelines for the co-operation were established. The CBAs were given the responsibility among themselves to co-ordinate and to decide on the use of the funds within the given scaling, and the first year (1993) 33 projects were funded for a total of SEK 4 million. A total of SEK 12 million has been allocated over the last three years for funding of 120 projects.

In March, 1996, Sida decided to evaluate the results of the co-operation by an independent consultant. The findings of the co-operation are presented in this report.

The co-operation between the CBAs and the Baltic Countries at regional/local level has generated a network of contacts and a multiplicity of projects. 20 CBAs in Sweden and around 30 different regions and authorities in the Baltic Countries have been involved in the 120 projects, covering more than 20 fields of activities during the last three years. More than 2,000 people from the Baltic Countries have been involved in the projects. Around 90% of the people reached by the different project activities, are Estonians and Lithuanians.

The first three years of co-operation can be regarded as a first stage where many different approaches were used and the co-operation was more to be regarded as a building up of knowledge from both sides for the benefit of further co-operation.

Considering the aim of the co-operation, the focus has been on institutional development projects and the "process" as such, rather than on the blueprint approach. The approach affects the evaluation and it is hard to estimate the outcome, especially as no

relevant performance indicators were designed.

Findings

In the project co-operation, the contacts are directly between the Swedish regional/local administrative levels and the regional/local levels of the Baltic Countries.

One of the advantages, and maybe the most significant one, is the minimised bureaucracy and flexibility in decision making, and the administration of the support. Another advantage is that the two parties involved meet as professionals, creating more trust and confidence to build better long-term relations. The limitation of the approach is the pressure on existing scarce resources within the supporting donor organisation.

The lack of a longer perspective over time for the co-operation has hampered the strategic approach, and made the co-operation too ad hoc based. On the other hand, the ad hoc approach has probably eased the net-working, and as a result given more contacts useful for the following co-operation. In the beginning it was a lack of knowledge on how the receiving authorities were organised, and the situation in the Baltic Countries was not thoroughly analysed. There is in general a lack of strategies in the approach which can be explained by the nature and the background of the support during the first stage.

The Baltic Countries conception of the co-operation is that the support and co-operation with the CBAs, so far, has been very valuable and desirable for the development of their countries.

Except for a few projects and activities, most of the projects reached their targets, and the overall results were satisfactory. From Sidas point of view, one can say that the funds spent generated a considerable amount of more resources for the same objectives, and with an additional input from the CBAs personnel, the projects can be regarded as extremely cost-effective.

So far, around 50 % of the total funding has directly supported the *democratic process*.

Environment and *equality* are fields with high priorities in the Swedish aid policy. Around 20% of the total funding has been allocated to environmental projects, but only around 5% for equality projects. Out of the total number of projects, around 40% have been completed so far. The majority of the projects not completed, are to be completed during the first half of 1996, or, are ongoing over a longer period.

Only three projects from the funding year of 1994 or earlier, have not been implemented, representing 0,75% of the total funds. It is estimated, as an average, that in around 85% of the projects completed, the plans for the implementation have been followed and/or the objectives have been achieved. These achievements have been confirmed by the CBAs and by the Baltic Countries.

The results from the analyses of the achievements from different fields of activity give the following CBA performance ranked from highest to lowest:

- 1) Rural Development and Environment.

- 2) Administration/Democracy.
- 3) Equality and,
- 4) Trade and Industry.

The regional distribution of the CBAs support shows that Estonia has the most even distribution with only two regions not covered. But the two remaining, Hiiu and Jõgeva, are among the most backward. In Latvia the number of regions not supported by the CBAs is higher. The regions not supported are also here the most backward regions in the north, north-east and east of Latvia. In Lithuania the situation is the same. The regions not supported are located to the south and east of Lithuania.

The model for the organisation of the co-operation in Sweden has proven to be a simple and practical solution, and all CBAs have expressed satisfaction with the present state of the organisation. Hence, it has been noted that the co-ordinating CBAs could do more to gather and spread the experience from the co-operation so far. It is also important for the efficiency that all CBAs have access to this information.

Recommendations

- A plan of operation for the co-operation for each Country should be established by the CBA responsible for the Country-co-ordination. This could be compared to other similar responsibilities that the CBAs have to fulfil their part of a national goal. The plan of operation should be coherent with the Country Strategies, established by the Swedish Government.
- Each CBA engaged in the co-operation should have a longer (3 years) approach and plan of operation established. The CBAs involvements should be discussed by the Board. The plan of operation should be co-ordinated with other activities originated from the County.
- A plan of operation for each Baltic Country should be established without loosing too much of the present flexibility.
- Information seminars for the CBAs working with the same country, should be organised and the experience documented.
- A pamphlet with basic information on each Baltic Country should be produced by the co-ordinating CBA, and in co-operation with the respective country.
- When appropriate, the CBAs should assist the regional/local administration in the Baltic Countries to get contacts with EU and other regions in the rest of Europe.
- The Rural Development approach used for Estonia has proven sound, and should be introduced also to Latvia and Lithuania.
- Training in administrative techniques (planning, management, economy etc.) should continue.
- The design of training programmes should emphasise on on-the-job training, and should be work-related and internally focussed.
- More emphasis should be put on Equality projects. The County-Expert for Equality issues posted at the CBAs, should participate

in all project preparations for the Baltic Countries.

- The co-ordinating CBAs should be responsible for the information and feed-back to the other CBAs.
- A seminar for each Baltic Country should be organised by the co-ordinating CBA, and the experience to be documented and circulated to all CBAs.
- The format for applying for funds and the reporting format should be reviewed. Performance indicators that are considered relevant and practical should be established in the reporting system.

Considering the achievements so far, the appreciation of the co-operation from the Baltic Countries, and the relatively low costs for the projects, *the programme is recommended to continue over the coming three years with the present funding, or a total of SEK 15 million over the period.* This should give the necessary time for a more long-term strategy, in which also the geographical distribution of the support should be considered.

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1. CONCEPT FOR THE PROJECT CO-OPERATION

1.1 Background

When the Baltic Countries gained independence from the former Soviet Union, contacts were already established between many individuals and local organisations and authorities in Sweden and the Baltic Countries. Many of these contacts resulted at an early stage in project proposals ranging from humanitarian aid to concrete projects of rebuilding the administrative structure at regional and local level.

Many local authorities/municipalities in Sweden had already established contacts with sister Municipalities in the Baltic Countries, and when free access was given, it became natural to take further steps towards more active participation in the faith of the independent countries.

In the light of the rapid political change in the former Soviet Union, the Swedish bilateral aid was established different from the normal administrative routines used by Sida. The normal long period of planning for aid, including analyses of economic factors, population patterns and relieving administrative capacity etc., was cut to a minimum to make it possible for assistance to start immediately.

The Swedish Parliament and Government have at several occasions emphasised the importance of democratic, social, economic and environmental sound development in the Central- and Eastern Europe, and especially in the Baltic Sea region. The latter explicitly shown by the latest Swedish Prime Minister in office, when he recently visited Estonia on his first official visit abroad.

Bilateral co-operation at regional- and local level between Sweden and the Central- and Eastern Europe countries has been considered as an effective way of support. Not only in the short term transitional period, but also as a method to reach long term stability in the region.

Consequently in 1992, the Swedish Government decided to fund some "twinning" activities between regional and local administrations in Sweden and the Baltic Countries. As a pilot-project the aim was to transfer administrative and professional knowledge from the Swedish County Administration Boards (CBA) to counterparts in the regional and local administration of Estonia and Latvia. In 1994, the pilot-project was extended also to include Lithuania.

A total of SEK 12 million has been channelled through BITS and SIDA¹ since 1993, as funding of the co-operation. Table 1 in Appendix IV, shows the annual distribution of funds county by county, and table 2 shows the funds according

1 BITS and SIDA merged with other organizations into Sida as from July 1, 1995.

to receiving country, during the pilot project.

The Swedish Government has recently decided on a country-strategy for Estonia covering 1996 to 1998. Similar strategies are being prepared also for Latvia and Lithuania.

The trial with project co-operation between the countries has so far been funded for the years of 1993, 1994 and 1995. Hence, Sida has decided to evaluate the programme before further decisions on funding.

1.2 Aim and objectives

The aim of the co-operation has been to *transfer knowledge and exchange experience from the fields of activities of the Swedish County Administration Boards to the regional and local level in Estonia, Latvia and Lithuania through project co-operation.*

The objectives for each project were to be determined and specified by the involved parties for each project. The overall objectives were to *strengthen democracy, and to increase the competence and capability within the regional and local administration of the three Baltic Countries.*

The co-operation should be concrete, well defined and with the prerequisite to achieve sustainable effects and/or have a strategic impact on the process of development.

1.3 Description and guidelines for the projects.

The projects have covered a wide range of activities. As the CBAs have a wide responsibility in the Swedish Governmental Administration, and the overall goal was to transfer knowledge from the CBAs to the regional and local level in the Baltic Countries, it was also reflected in the selected projects. The support from the Swedish Government through the CBAs has so far resulted in co-operation between 20 CBAs and around 30 regions in the Baltic Countries in 120 different projects representing more than 20 different fields. In table 3 and 4, Appendix IV, the fields of project activities are listed. The most frequent fields of activities are the following:

- * Administration (Regional and Local),
- * Environment,
- * Rural Development,
- * Trade and Industry,
- * Social Development and Equality²,
- * Tourism and
- * Agriculture.

The projects are generally small and low-cost projects as they are mainly utilising staff-members of the CBAs. The

² In the following, **Equality** stands for gender issues, e.g. projects aiming at equal opportunities for women and men.

average input is SEK 99,700 per project. In most of the projects not only the CBAs, but also other organisations have been participating. Most often the CBAs have involved one or more local authority i.e. municipalities in the projects, and quite often also utilised competence from other organisations from the region.

A few CBAs have signed a declaration of co-operation between themselves and a counterpart at regional or local level in one of the Baltic Countries. The declarations of co-operation when existing, contain an agreement of co-operation often in general terms, and some are listing areas of special interest for co-operation.

The guidelines for the CBAs project co-operation with the Baltic Countries were given by the Government. The guidelines also indicate and give the expectations of the co-operation.

The guidelines are shown in Appendix II.

1.4 *Expected outputs, effects and impact of the co-operation*

BITS (Sida, as from July, 1995) has since 1992/93 funded co-operation between the CBAs and the regional and local administration of the three Baltic Countries (totally SEK 12 million). The selection and implementation of the projects have been delegated to the CBAs collectively.

The expectations with regard to this arrangement have been to avoid double work and to utilise the competence of the CBAs.

The objectives and outputs for the individual projects were to be decided by the parties involved. The over-all goal and expected impact of the co-operation was to

- * Strengthen the democracy and to increase the competence within the regional and local administration in the Baltic Countries. This should be achieved by the transfer of knowledge from the CBAs field of activity, through well defined projects and with the assumption of sustainability.

2. THE EVALUATION METHODOLOGY

2.1 General

The main aim of the support is to transfer administrative and professional knowledge and experience to strengthen their administrative capability and the democratic process. In other words, the predominant part of the approach is institutional building. For the understanding of the achievements of this approach, it is important to distinguish between, "to do institution building", and, "to support institution building". In this case the emphasis is on doing it "by support".

When going through the literature on evaluation of institutional building, it is apparent that no standardised basis, or common body of central concepts are available for the purpose of evaluation. The explanation is that the institutional building concept is using a mere qualitative process method rather than quantitative "blueprint" methods.

Normally this obstacle is resolved by using a mix of quantitative methods when available, and a check-list given by a wide experience of development.

2.2 Terms of Reference

The terms of reference for the evaluation are the following:

- To review the results, performance and effects in relation to the objectives set in the guidelines for the co-operation between the CBAs and the Baltic Countries.

By doing that, special emphasis should be put on analysing to which content the goal for increasing the democracy has been achieved and if the support has been relevant and has had a strategic impact.

Furthermore, the analyses should determine whether the support can be estimated to have achieved long-term effects and strategic impact, and also if the support has been cost-effective. The reasons for divergence compared to the goals should be analysed.

The consequences (positive as well as negative) for the environment should be estimated and to which extent they have been included in the planning of the projects. Also what considerations have been made for the different needs and roles of men and women in their participation in the development process.

Finally, conclusions and recommendations should be made from the ongoing activities, as well as recommendations be proposed and motivated with regard to changes in goals, contents, approach, administration and implementation.

2.3 *Methods used*

To handle the theoretical problem concerned, a mixed or multi-methodological approach has been selected, comprising both quantitative information through a questionnaire to the CBAs, and qualitative information through interviews with officials involved.

A check-list has been used where information has been gathered according to the process, the results and the efficiency.

Officials in the Baltic Countries have been interviewed as well as officials from the CBAs, see annex I.

In Estonia, Kodukant, the Rural Development project approach, was of special interest to review along with the relation between the regional/local administration and the central ministries.

In Latvia, the institutional building project and the business support project in Jelgava region were specially reviewed.

In Lithuania the equality issues in general, and institutional building in Kaunas region were specially looked into.

In all three countries, the valuation of the co-operation was investigated and the opinion on, and the results of the "twinning" approach was discussed.

For the analyses of the process the following questions have been asked:

- Have the receiving parties been involved in formulating the needs and priorities?
- Has there been any disadvantage of having direct contacts between the CBAs and the Baltic Countries?
- Does the central ministerial level "allow" activities to take place directly between the regional/local levels in Sweden and the Baltic Countries?
- What factors have been hindering, and what factors have been supporting the implementation?
- How has the feed-back of gained knowledge and experience been organised?

For the analyses of the achievements the following questions have been asked:

- How are the results compared to the objectives of the projects? Have the objectives been achieved?
- If not, what was the reason?
- How has the experience from the project been brought back to the organisation?
- Has the project been an integral part of the development?

For the analyses of the efficiency and cost-effectiveness the following questions have been asked:

- What has been achieved from the projects?
- To what extent has the projects been co-financed?
- Has the organisation on selecting, deciding and reporting the projects been satisfactory?
- What are the total inputs?

2.4 *Limitations*

Considering the aim of the co-operation, the focus has been put on institutional development projects, and the "process" rather than on the blueprint approach. The approach affects the evaluation and it is hard to estimate the outcomes, especially as no relevant performance indicators were designed.

The limitations of the work lie basically in the difficulties to evaluate institutional building results in a short-term perspective. As mentioned above there are no specific methods of isolating the impact from clearly defined projects due to the complexity of the administrative environment in which such results are to be measured.

Furthermore, the administrative environment is both fragile and turbulent in a transitional political structure as the case with the newly independent Baltic Countries, with unclear responsibilities and frequent changes of personnel.

The specific limitation of this evaluation is not only the amount of diversified projects, but also the character of the projects. Quite a number of the projects have been of the type where the main objective was to accomplish a seminar, a study-tour or training. In many projects the bias has been towards establishment of contacts, and giving a psychological support. The achievement that can be measured in the short time in such projects is whether it has taken place according to plans, how many participants were present and a summarised, subjective judgement from the receiver. The impact in the long term is almost impossible to quantify.

It has not been feasible to go into each project and determine the impact of the inputs, as the number of projects have been around 120, distributed over more than 30 regions and authorities in the three countries.

Another limitation for the evaluation is the reporting format the CBAs are using. The format used today is too general in describing the objectives when applying for funds, and too unprecise when reporting the results. In the reporting part a "check-list", especially designed for the purpose of evaluation, should be included.

3. FINDINGS

3.1 The Project Co-operation approach

The bilateral project co-operation between the CBAs and the Baltic Countries differs from the traditional format for aid distribution. Most institution building projects within aid programmes have commonly involved central government agencies, both in the receiving country and the donor country. In this project co-operation, the contacts are directly between the Swedish regional/local administrative levels and the regional/local levels of the Baltic Countries.

Both Sida and the CBAs are gaining new experience from the organisation of the decision making, as Sida has delegated the responsibilities to a co-ordinating body comprising three CBAs.

This approach is in the development context called a "twinning" arrangement. It is a change from the traditional individual expert-counterpart technical co-operation arrangement to an "institution to institution" co-operation.

The "twinning" arrangement has advantages. One of them, and maybe the most significant, is the minimised bureaucracy and flexibility in decision making, and the administration of the support. Another advantage is that the two parties involved meet as professionals, creating more trust and confidence to build better long-term relations.

A constraint with the "twinning" arrangement in the short time is the scarce resources, and experience, available in the donor country's administration. It will take time to build up the necessary capacity.

Anyhow, none of the interviewed officials, neither on the Swedish, nor on the Baltic Countries side, had any objection to the prevailing procedure. On the contrary, when comments were made, it was stressed that the co-operation was flexible and non-bureaucratic.

With reference to the Sida proposal on a strategy for support to a democratic development and respect for the human rights in Central- and Eastern Europe, the project co-operation is covering a) local democracy, b) equality and c) the interaction between the political authority and the administration.

To improve the efficiency in implementing projects, feedback from similar projects is essential. There is a shortcoming in the exchange of experience gained from the last three year period, between the CBAs themselves, affecting the implementation.

In the Baltic Countries there is a lack of information between the regional/local level and the central ministerial level. Specifically, the Ministries need more information to be able to fulfil their co-ordination tasks at national level. In Sweden especially the involved CBAs, Sida, other

organisations and the Embassies of the Baltic Countries in Sweden need the feed-back.

The first three years of the project co-operation can be regarded as a first stage of trial and error. Both parties have been facing a new situation. The CBAs had little, or no experience of being exposed, and to utilise their professional knowledge in an international environment. With a continued co-operation in a second stage, there is need to assess the lessons learnt and to concentrate and consolidate the activities within the frame of a plan of operation for maximum impact.

The lack of a plan of operation for the co-operation have hampered the strategic approach, and made the co-operation too ad hoc based. On the other hand, the ad hoc approach has probably eased the net-working, and as a result in the beginning, given more contacts useful for the future.

The general lack of a strategic approach can to some extent be explained by the nature and the background of the support during the first stage.

In the presence of a plan of operation, the analyses should result in more emphasis on the geographical distribution of the support, as well as fields of priorities. As it is today some "wealthy" regions are receiving support, meanwhile less better-off regions are left behind. Especially in Latvia and in Lithuania, the geographical aspect of the distribution should be considered.

3.2 *The Baltic Countries conception of the co-operation*

The general opinion from the Baltic Countries is that the support and co-operation with the CBAs so far has been very valuable and desirable for the development of their countries. The support was established in a time of fundamental changes, and has in addition to the concrete support in terms of projects, also functioned as a psychological support.

The Baltic Countries central administrative level have had no objections to the direct contacts with Sweden. They not only accept the direct contacts, they also encourage such contacts. Furthermore, they have no formal or other objection to the agreements of co-operation some CBAs have signed with their partners in the Baltic Countries.

The Baltic Countries have emphasised that the network of contacts established through the co-operation, has been very useful and valuable. Some CBAs are functioning as an available resource for advice and recommendations when need occurs.

Some Baltic administrations are stressing the value of having immediate access to their counterpart, either by phone and telefax, or by meetings. This is an indication that trust and confidence have been built up during the process of co-operation. Also the fact that almost all CBAs have been

requested to carry out further co-operation, supports the conclusion.

A crucial part of a project co-operation between two parties is the question on who's conditions the co-operation is based. In the co-operation between the CBAs and the Baltic Countries, the proposals have come from the Baltic Countries or from both parties in agreement, in more than 50% of the projects.

Still the CBAs have had a big influence on the decisions of the approved projects. Most likely this will change over time in favour of the influence from the Baltic Countries, as they learn more of the CBAs fields of activity.

Regardless of the impact on the decisions the Baltic Countries are of the opinion that the projects are of relevance and reflecting their priorities.

The Baltic countries regard Sweden, and its administration, as a highly efficient model of an organisation. The established network at regional/local level is also regarded as a constructive support to their own development. With the established dialogue the support is designed according to their own priorities. They are well aware, and have a realistic conception of their own role in the co-operation, and their responsibility to utilise the knowledge from the projects. They are less discussing the level of funding, but more of the valuable contacts and professional support which follows the projects.

3.3 *The Swedish County Administration Boards conception of the co-operation*

The CBAs have had little experience of international co-operation, and with the new European situation they have found the co-operation with the Baltic Countries valuable also for adding competence to their own organisations.

As the contacts with the Baltic Countries develop, a wider network to the rest of Europe is sometimes natural, and for the Baltic Countries, desirable. This development of networking could benefit all parties.

Internally in the CBAs, there is a genuine support for the co-operation from the management. When the issue of co-operation with the Baltic Countries has been brought to the attention of the Boards, full support has been given from the Board members. In some CBAs it has been resistance from some staff-members, who argue that the internal county-issues have higher priority. This indicates the importance of a kind of plan of action, discussed and backed by the Board, where the terms for the co-operation are clearly expressed, and also connected to the Swedish national policy.

Board Regulations for the CBAs, as for all Government Boards, are issued by the Government. There are no explicit guidelines in the Government Board Regulations for the CBAs co-operation with the Baltic Countries. Hence, the formal

justification is based on the wider responsibility for the CBAs to safeguard the interests of the County, and to implement governmental policies. In that context it can be summarised as

- * Safeguarding the region of the Baltic Sea in a wider context.
- * Supporting the expansion of the regional economy.
- * Developing the internal and external administrative competence.

For the specific pilot project on the CBAs co-operation with the Baltic Countries, there are guidelines issued by the former BITS.

In the report (February, 1996), the CBAs describe their experience from the co-operation in the following way:

- * By reviewing all the applications, a concise picture has been achieved, as a base for co-ordination.
- * The decentralised model for decision, makes the implementation less time consuming.
- * The co-ordinating CBAs have good knowledge of the fields of the proposed projects.
- * The CBAs have competence in project management and experience of co-ordinating multi-sectorial projects.
- * The small and concrete projects have connections with the day-to day work of the CBAs.
- * The projects have been cost effective by attracting co-financing from other sources.
- * The CBA's normal network has been utilised.

In the same report the CBAs emphasised the need of a plan of action perspective for the support, and the need of methods for monitoring and evaluation of the co-operation.

3.4 *Findings on the results and achievements according to the objectives*

To determine whether the results are in line with the overall objective, which is **to strengthen democracy**, the approved and implemented projects have been classified according to fields of activity (see Appendix IV, tabel 3).

In Sida's proposal to the Government on a Strategy for the support of a democratic development and respect of the human rights in Central- and Eastern Europe (1995-12-08), seven (7) subject fields are mentioned as priorities for support. They are:

- (i) The functioning of the Constitutional State;
- (ii) The local democracy;
- (iii) The competence and attitude of the press;
- (iv) Equality;
- (v) Preparation of political decisions. The collaboration between the political authority and the administration;
- (vi) Control and auditing of the administration;
- (vii) Education of the public and their activities in

society;

The co-operation between the CBAs and the Baltic Countries covers (ii), (iv), (v), (vi) and (vii).

In a wider context almost all projects can be defined as strengthening democracy, in one way or another. In a more strict sense of definition, around 1/4 can be classified as projects with the explicit objective to improve administration and democracy.

If the rural development and equality projects, as they mostly includes participation from the grassroots, are added as projects supporting the democratic process, around 1/2 of the total funding has directly supported the democratic process.

Environment and **equality** are fields with high priorities in the Swedish aid policy. Around 20% of the total funding has been allocated to environmental projects. If projects designed for different risk analyses (for nuclear plants, transport of hazardous goods etc.) are included, the environmental consideration can be regarded as having a high priority in the co-operation.

The allocation to equality projects is only around 5% of the total funding. This can be explained by the impact the receiving country has on setting the priorities for the support. As the Baltic Countries decision makers mainly are men, the equality aspects have a low weighting when the projects are discussed. The low weighting can also be regarded as a reaction to the former Soviet Union's stress on equality, which now becomes a back-slash for this issues.

In Lithuania, the CBA supported equality projects had encouraged the Women's League to put pressure on the political parties to nominate more women to political posts. The achievements in terms of more women elected for political posts had already been materialized.

Within the field of environment, the projects dealing with analyses of discharge of oil, sewage, risk-analyses etc., have made good progress in the short-term, but have been lacking a plan of operation over a long period to meet the needs. The result so far is that only smaller, and geographically limited inputs have been made available. At the same time, the authorities have shown great interest, and the results can be achieved with limited inputs if lessons learned so far are spread between the CBAs.

It is estimated that a total of more than 2,000 people have been involved in the projects over the last two years.

Projects reaching relatively many people are Rural Development- and Equality projects. As Estonia and Lithuania have had a higher proportion of such projects, more people have been reached through the co-operation in these countries.

Out of the total people engaged in the three countries,

around 90% of the people were in projects implemented in Estonia and Lithuania, and only 10% in Latvia.

Out of the total number of projects, around 40% have been completed so far. The majority of the projects not completed, are to be completed during the first half of 1996 or, are ongoing over a longer period. Especially projects within the fields of Administration/Democracy and Environment are in the latter category. Only three projects from the funding year of 1994 or earlier, have not been implemented, representing 0,75% of the total funds.

It is estimated, as an average, that in around 85% of the projects completed, the plans for the implementation have been followed and/or the objectives have been achieved. These achievements have been confirmed both by the CBAs and the Baltic Countries.

This satisfactory outcome is most likely due to the capacity of receiving and utilising new knowledge and techniques in the Baltic Countries. According to the CBAs, the competence is higher on the individual level than on the organisational. Together with a shown enthusiasm for the co-operation, the Baltic Countries have a very high receiving capacity.

In the cases where the achievements did not fully meet the objectives, the projects were smaller and/or more dependant on some few individuals in the receiving countries. In some projects more emphasis has been put on individual study-tours and education in Sweden instead of team-training on the job in the receiving country.

Appendix IV, table 5, shows the regional distribution of the CBAs support.

Estonia has the most equal distribution with only two regions not covered. But the two remaining (Hiiumaa and Jõgeva) are among the most backward.

Latvia, with a higher number of regions, the number not supported by the CBAs is also higher. The regions not supported are also here the most backward regions in the north, north-east and east of Latvia.

In Lithuania the situation is the same. The regions not supported are located to the south and east of Lithuania.

3.5 *The organisation of the support in Sweden*

When the project co-operation was to be funded by the Swedish Government, it was apparent that BITS or any other development co-operation agency could not be overloaded with the administration of a potential of 24 CBAs applications for funds. Therefore, three CBAs (Västmanland, Östergötland and Kristianstad) were chosen to co-ordinate and collectively approve the applications from the other CBAs for funding.

It has proven to be a simple and practical administrative solution and all CBAs have expressed satisfaction with the present state of the organisation.

Hence, it has been noted that the co-ordinating CBAs could do more to gather the experience from the co-operation so far. The criteria used by the three CBAs for decisions on how to distribute the funds, should more reflect the situation and priorities in each receiving country.

In the Baltic Countries the co-ordination, when needed, has been an ordinary task for the Ministry responsible at central level. Difficulties to know which Ministry to approach and who is responsible at central level, have been a common obstacle for the CBAs, but there is no immediate need for a similar organised co-ordination in the receiving countries, as almost all the contacts are made at regional/local level. The difficulties experienced is more a question of lack of knowledge of the administrative set up in the Baltic Countries.

More attention should be given to information about the administration in the Baltic Countries. For Latvia there is a booklet, "Politics and Authorities in Latvia 1995", produced in co-operation between the CBA of Södermanland and Jelgava region, which can serve as a good example on general information.

For the analyses, discussions and decisions on projects, basic information on the existing situation is fundamental. The situation in the Baltic Countries, and especially at regional and local level, differs considerably. Meanwhile two thirds of the CBAs have judged the basic information as sufficient for determining the needs. The remaining one third is of the opinion that almost all basic information has to be improved. It should be a part of the project to correct the shortcomings.

3.6 *The efficiency and cost effectiveness*

The "twinning" approach at a regional/local level has proven to be less bureaucratic and less time consuming compared to traditional implementation, using the central level in the receiving country.

The quality of the network that has been established is also higher because of the more informal and closer contacts that have been established.

In table 4, Appendix IV, the distribution of funds, county by county is shown. Also the funds generated from other sources are shown. In table 6, Appendix IV, the estimated inputs in terms of labour from the CBAs are shown.

The projects have generated another 30%, or more than SEK 4 million in co-financing. If the inputs from the CBAs in terms of labour are calculated, another SEK 4 million are to be added. The result is that to the earmarked project funds

from BITS and Sida of total SEK 12 million, have generated more than SEK 8 million to a total of more than SEK 20 million.

In summary, the "twinning" approach of administrative co-operation at regional/local level between Sweden and the Baltic Countries, has proven rational and cost-effective. The wide professional competence and the administrative knowledge has been well utilised. Hence, more can be done to polish the approach and recommendations for the co-operation.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 General conclusions

The co-operation between the CBAs and the Baltic Countries at regional/local level has generated a network of contacts and a multiplicity of projects. The co-operation supplements Sida's bilateral technical aid, as the direction is to support regional and local administration dealing with development. In this context the support is in line with the guidelines issued by the Swedish Government, for the assistance to the Baltic Countries, and especially for strengthening the democratic process.

The fact that contacts in many cases were established before independence, together with a positive attitude to co-operation from both sides, played an important role in the beginning of the co-operation.

The first three years of co-operation can be regarded as a first stage of trial and error. The implemented projects have been covering a wide range of activities. Now, the co-operation should be consolidated and structured according to a plan of action and a strategic approach.

There is still a willingness and enthusiasm for the co-operation on both sides, and the contacts with the CBAs are very much appreciated by the Baltic Countries.

The strategic impact on the national structure is so far limited. This is due to the nature of the co-operation, with small projects for the day-to day work at regional and local administrative level. But the impact on the administrative environment where the projects have been implemented, has in some cases been significant.

Considering the achievements so far, the appreciation of the co-operation from the Baltic Countries, and the relatively low costs for the projects, **the programme is recommended to continue over the coming three years.** This should give the necessary time to implement the projects according to a plan of action, in which also the geographical distribution of the support should be considered.

The CBAs are using their scarce resources for the co-operation. The level of activities and pressure on their own resources is at present what can be maintained in the long term. **It is recommended that the present level of funding, or a total of SEK 15 million over the next three-year period is unchanged.**

4.2 Conclusions and recommendations on the achievements

The achievements so far are acceptable considering the initial period of learning, which has hampered the implementation to some extent. A continuation must have a longer (up to three years) perspective, be based on a plan of

action discussed and approved by the two parties, and in which the experience the different CBAs have gained so far can be incorporated.

Information between the different CBAs on the experience and achievements has been lacking. There is a need for the CBAs to exchange such information. The CBAs should also take the opportunity to work with colleagues from other CBAs when appropriate.

The findings in chapter 3 show the diversity of the projects. The results from the analyses of the achievements from different fields give the following CBA performance ranked from highest to lowest:

- 1) Rural Development and Environment.
- 2) Administration/Democracy.
- 3) Equality and,
- 4) Trade and Industry.

The achievements of the co-operation will gain from a concentration on a fewer number of strategic fields of activities, and to those with high priority. Too small projects in marginal fields should be avoided, as they have a tendency to become too dependant on individuals on both sides, for the implementation.

The **Rural Development** approach in Estonia (Kodukant) is an example of how the impact can be increased when the implementation is made according to a plan of action. The implementation of the project has been planned over a three year period with one defined stage for each year. The approach includes activities such as strengthening the local democracy, equality issues, the environment, small-scale business etc., and is focusing on the backward areas.

The regional pilot-projects have been assisted by a national project, and with the two approaches supporting each other, the achievements become more visible. The results are probably more sustainable as the aim of the approach is to establish a process of participation at the grassroots level.

The experience from the pilot-projects should be utilised also in the other countries, where the need is even greater.

The need for **Environmental** projects in the Baltic Countries is well documented. Training in methods to measure degradation in the environment has shown good results. Projects concerning the environment along the coast in one country should, if successful, also be implemented in the other countries. The mapping of the environment along the Lithuanian coast according to its sensitivity to oil discharge or disaster, is a good example on a project that should be extended to include the whole coast of Balticum. The project should be implemented in close co-operation with the Swedish National Rescue Services Board.

The methods of different risk-analyses have been adopted and integrated as a planning technique where the projects have been implemented.

The support to the **Administration** on how to structure and tackle development issues in different fields, has been useful for the strengthening of some regions capability, to implement development at local level.

Both the visited authorities in Jelgava, Latvia and Kaunas in Lithuania emphasised the importance of having a general support from a "twin" organization in Sweden. The projects implemented so far had assisting them and they were now working according to the administrative and planning techniques they had been trained for.

Different administrative techniques have been transferred and trained such as economy administration, computer- and planning techniques. Most appreciated has also the partnership relation been, as it has served as a bases and input for development of the administration by the receivers themselves. This support can also assist the Baltic Countries in the long term through the establishment of contacts with the EU, assisted by the CBAs, who gradually are gaining experience.

The **Equality** projects have only been a few, and should be given more attention. The projects implemented have had a good response, and in Lithuania for example, the equality work has focused on increasing the proportion of women in the political parties. The request now was to be supported for sustainability in terms of practical means to reach more women with information.

The issue of equality has not been satisfactory included when project proposals have been discussed and decided. In cases where the first equality projects are introduced, it is important to continue the support for a sustainable impact. The women's organisations are often lacking economic means to follow up the interest shown by the participants to the CBAs projects. It is important to continue the support by assisting the women's organisations in establishing reliable economic means for self-reliance.

Training has been an important component in many projects. It is important to make the training as effective as possible. Many individuals and groups have been offered special training in Sweden. Hence, according to experience, the most effective training is on-the-job training in the common environment, and with the whole working group involved.

Recommendations:

- A plan of action for the co-operation for each Country should be established by the CBA responsible for the Country-co-ordination. The Swedish Government has recently established a Country Strategy for its assistance to Estonia. Similar Strategies for Latvia and Lithuania are under preparation. The CBAs plan of action should be coherent with Governments's Country Strategy, where the CBAs can plan their contribution to the national goal for assistance.

- Each CBA engaged in the co-operation should in its approach adopt a longer time perspective and plan its activities over a couple of years, and have the approach discussed by its Board. These plans of action should be a further assistance to the Government's Country Strategies and be discussed with the receiving authorities for their approval.
- The discussion on a plan of action should be based on the experience gained so far, without losing too much of the present flexibility.
- Information seminars for the CBAs working with the same country should be organised and, together with documentation, serve as a basis for the plans of action.
- A pamphlet with basic information from each Baltic Country should also be produced by the co-ordinating CBA, preferably in co-operation with the respective country.
- When appropriate, the CBAs should use their own contacts to assist and introduce the regional/local administration in the Baltic Countries to other regions in Europe and to the EU.
- The Rural Development approach used for Estonia should be introduced also to Latvia and Lithuania.
- Training is an important component in transferring knowledge. Hence, training should be carefully planned and implemented. Training of individuals should be avoided, unless in exceptional cases. Training should preferably be given to ordinary work groups and in their normal environment, where their normal conditions are prevailing. Different administrative techniques such as planning, management and economy are all important subjects for training.
- More emphasis should be on equality issues. The equality issues should be an integrated part of the planning of projects for co-operation. To do so, the Equality Expert at the CBAs should be involved in all project discussions and preparations for the Baltic Countries.

4.3 *Conclusions and recommendations on the organisation of the co-operation*

The delegated decision model for the CBAs has been effective with regard to administration. The three co-ordinating CBAs have built up their knowledge over the time, and double work has been avoided.

The funds are disbursed on request after the project has been implemented and reported. The used technique of disbursing the funds only when the projects have been implemented and reported, secure a proper utilisation, and funds not used can be shifted to other projects.

The reporting format could be improved upon, and be divided into two parts. One part for the application of funds, where the objectives and particulars of the project are described. The second part to contain the achievements and specific information so as to make the evaluation of the projects easier.

The need of a correct and disciplined reporting for reimbursement to the CBAs must be emphasised.

The need for more feed-back and information from the project co-operation should be attended to. The co-ordinating CBAs have an important role in this work. They should exchange information on approved projects so that similar projects could be discussed between the implementing CBAs.

So far the CBAs have not covered any of their costs except for travel expenditures. With the proposed increased responsibilities for the co-ordinating CBAs, they should be compensated for some of the increased work-load. In occasional situations it should also be possible for the implementing CBAs to be compensated.

Recommendations

- The co-ordinating CBAs to be responsible for the information and feed-back to the other CBAs. Exchange of information on approved projects should be circulated.
- A seminar for the CBAs implementing projects in the same Baltic country to be organised by each co-ordinating CBA. The seminars should also include other organisations participating in the co-operation.
- The findings from the seminars should be documented and circulated among the parties involved.
- The objectives for a project to be more precise and explicit.
- The format for applying for funds and reporting from the implementation of the projects should be improved. Performance indicators that are considered relevant and practical for the projects should be developed and included in the reporting format (i.e. number of people trained or reached in a project, an inventory produced etc.)
- A correct reporting should be mandatory for the release of funds.

5. *LESSONS LEARNED*

5.1 *Initiation of the co-operation*

When considering the new and unique situation for establishing contacts between Swedish authorities and the independent Baltic Countries there was little knowledge of how to go ahead. Basic inputs in the analyses to determine the needs were lacking, and this situation was affecting the initial implementation.

Also knowledge of the receiving institutions for the co-operation is crucial for the implementation. Some more time should have been spent on learning the local conditions in the receiving countries, and to co-ordinate basic information and a common approach for the CBAs.

The support had gained strength if based on a more thought over and discussed plan of action for the Baltic Countries. Now the support was developing from an ad hoc basis, depending more on where the contacts were, and not where the needs were in the receiving countries.

The most backward regions, the rural areas in general and the most needed fields of activities should have been given more attention at an early stage.

Anyhow, in the prevailing situation, the ad hoc approach was successful in starting the implementation in a minimum of time but the long-term efficiency should now be addressed.

5.2 *The "Twinning" approach and its limitations*

The "twinning" approach is based on the concept of tapping the knowledge from an organisation in the donor country to its "twin" in the receiving country. The advantage is the immediate access to the existing organisations competence in the donor country, a competence already available.

With all the existing contacts at regional and local levels between Sweden and the Baltic Countries at the time for independence, the initial preparations were almost done. A wide competence could be utilised overnight, and by having the discussions directly between the regional and local authorities, they were held on a concrete and a small scale level.

The psychological effects for the receiving countries should not be underestimated. In a very short time, the concrete discussions, exchange of ideas and activities were established with the existing organisations. This must have been a great advantage to the process of adopting to the independence.

The limitation with the "twinning" approach is the backside of the advantage. By using the existing organisations

with their existing competence, built up for the domestic needs, the limitation becomes the organisation. An organisation with an adequate competence to deal with the tasks in their own environment, but with little knowledge and experience of the new conditions. To add or to change the competence according to the needs for the new tasks takes time.

APPENDICES

I - IV

APPENDIX I.**LIST OF OFFICIALS:****SWEDEN:**

Ministry of Public Administration	- Mr. Per Silenstam, Director-General - Ms. Gunilla Lindström, Assistant Under-Secretary - Mr. Håkan Hällman, Ass. Under-Secr. - Ms. Eva Thorsell, Senior Adm. Officer
The County Administration Board of Östergötland Administr. Director	- Mr. Magnus Holgersson, County Director - Mr. Björn Hedwall,
The County Administration Board of Jönköping	- Mr. Birger Yttermyr, Head of Division - Mr. Birger Ström, Director of Planning - Mr. Vikar A. Säfvestad, Director of Agriculture (Rt.)
The County Administration Board of Kristianstad	- Mr. Hans Blom, County Director - Mr. L.-E. Liljeström, Principal Adm. Officer
The County Administration Board of Blekinge	- Mr. Ulf Källgren, Director of Defence - Mr. Erik Thodén, Sen. Admin. Officer
The County Administration Board of Kalmar	- Mr. Ulf Färnhök, County Director - Mr. Roland Nilsson, Co-ordinator
The County Administration Board of Södermanland	- Mr. Stefan Lindeberg, County Director - Mr. Hans-Ove Eriksson, Co-ordinator - Mr. Gert Andersson, Head of Department - Mr. Kjell Björkén,
The County Administration Board of Västmanland	- Mr. Åke Ringbom, Admin. Director
University of Agriculture "ALA-gruppen"	- Mr. Staffan Bond, Consultant
Embassy of Estonia	- Mr. Allan Luik, Second Secretary
Embassy of Latvia	- Mr. Vitolds Rūsis, Second Secretary
Embassy of Lithuania	- Mr. Romualdas Kalonaitis, Ambassador

ESTONIA:

- Ministry of Internal Affairs - Mr. Jaak Mandi, Head of the
Department of Local Government
and Regional Development
- Ms. Ene Padrik, Adviser
- Ministry of Agriculture - Mr. Kalle Pold, Head of the
Department of Regional
Development
- Ms. Anne Niinepuu, Head of Bureau
- Mr. Jaan Viik, Head of Bureau

LITHUANIA:

- Women's League of Lithuania - Ms. Ona Voveriene, Professor,
Chairlady of the Women's League
in Lithuania
- Ministry of Public Administration Reforms and
Local Authorities - Mr. Petras Papovas, Minister
- Ms. Raimonda M. Sagatauskaitė, Head
Division for Foreign Affairs and
European Integration
- Kaunas City - Mr. Vladas Katkevicius, Mayor
- Ministry of Foreign Affairs - Ms. Rasa Kairienė, Head of Technical
Assistance Division and European
Integration Department

LATVIA:

- Swedish Embassy - Mr. Roland Nilsson, Dep.Head of
Mission
- Jelgava Regional Administration - Mr. Andris Ravins, Chairman of
the Board
- Mr. Peteris Salkazanovs, Vice-
Chairman of the Board
- Ministry of Environment Protection and Regional
Development - Mr. Zigfrids Bruvers, Dir., Project
Department
- Ms. Raina Rudzite, Project
Co-ordinator, Project
Department

APPENDIX II

GUIDELINES FOR THE PROJECT CO-OPERATION ISSUED BY THE GOVERNMENT.

- * A prerequisite for funding a project is a concrete and well defined input, which gives sustained effects or strategic results on the ongoing transitional process. The input should give the receiver a long term increased capability.
- * The CBAs should take part in the projects in such a way that their competence is utilised.
- * It should be documented that the receiving part gives the project its highest priority.
- * A project must not exceed SEK 300,000. Co-financing with other parties is desirable.
- * The proposed project should be accompanied by a detailed budget. Each CBA should have an accounting system which makes it possible to differentiate between inputs of labour and other expenditures.
- * The CBA should provide a documentation of the inputs for each project. A report from the implementation together with accounted expenditures should be submitted to the co-ordinating CBA.
- * Each CBA should appoint an officer in charge who also should act as the contact person towards the co-ordinating CBA.
- * Based on the received information, the co-ordinating CBA should evaluate the funded projects according to the effects of the aid.

The guidelines for the use of the approved funds were the following:

- * The project funds can be used for travel- and accommodation expenditures in Sweden for officials from the receiving country, when the visit is a part of the funded project. The participants expenditures for travelling to Sweden should as far as possible be covered by the receiving country.
- * For travel to the receiving country, the Swedish participants travel expenditures should be covered. The costs for the accommodation of the visiting Swedes are assumed to be covered by the receiving country.
- * The cost for equipment is normally not covered by the project funds, but can be covered in exceptional cases, and

if it is an important input, or a specific technical
equipment necessary for the implementation.

APPENDIX III

FORMAT FOR THE INQUIRY INTO THE CBAs CO-OPERATION

INQUIRY

INQUIRY INTO THE COUNTY ADMINISTRATION BOARDS CO-OPERATION WITH THE
BALTIC COUNTRIES.

A.

01. County Administration Board (CBA):			
02. Contact person: Tel:			
03. Country of co-operation:			
04. County/District of the Country:			
	a)	.....	
	b)	.....	
	c)	.....	
	d)	.....	
	e)	.....	
05. Fields of the projects:			
	a)	.....	
	b)	.....	
	c)	.....	
	d)	.....	
06. Which projects have your priority?			
	a)	.....	
	b)	.....	
	c)	.....	
07. Funding:	From the co-ordination group of CBAs (kr)	Co-financing (kr)	TOTAL (kr)
1993:	.....	.....	.....
1994:	.....	.....	.....
1995:	.....	.....	.....
08. Inputs from your CBA? (estimated in work-days)	1993	1994	1995
			

B.

09. Who initiated the co-operation?

- a) The CBA? :
- b) The Coop Country?
(centrally) :
- c) The Coop Country
(regionally/locally):

10. Who else were participating from your County?

- a) Municipalities:
- b) County Council:
- c) Other Organisations:

11. Do the Baltic organisations have status and support from central level?

- a) Yes..... b) No

Comments:

.....

.....

12. How do you judge the Baltic organisation according to:

Competence/self-reliance?

- a) High:..... b) Low:
- Comments:

.....

.....

.....

Competence of staff?

- a) High:..... b) Low:
- Comments:

.....

.....

.....

13. Has the basic information been enough problem oriented when projects have been discussed?

a) Yes

b) No

Comments:

.....

.....

14. Which kind of basic information has to be improved?

.....

.....

.....

15. Has the decision-model with one co-ordinating CBA functioned satisfactory?

a) Yes,
satisfactory:

b) Less
Satisfactory:
Comments:

c) No:

.....

.....

16. Have you got requests from the Baltic Countries about further projects and within which fields?

a) No

b) Yes

The following fields:

.....

.....

C.

17. Have the objectives been achieved?

a) Yes

b) No

c) Partly

Comments

.....

.....

.....

18. Which factors have been "hindering" the co-operation?

.....

.....

.....

19. Which factors have been "supporting" the co-operation?

.....
.....
.....

20. Is it your CBA and other organisations opinion that the co-operation with the
Baltic Countries has been meaningful and within the right fields of activities?

Comments:
.....
.....
.....

THANK YOU FOR YOUR CO-OPERATION

APPENDIX IV

FACTS ON THE CO-OPERATION BETWEEN THE SWEDISH COUNTY ADMINISTRATION BOARDS AND THE BALTIC COUNTRIES.

TABLE 1: ANNUAL DISTRIBUTION OF FUNDS COUNTY BY COUNTY.

COUNTY AND YEAR	AMOUNT (1)	OTHER (2) SOURCES	TOTAL
County of Stockholm			
1993	-	-	-
1994	-	-	-
1995	50,000	321,000	371,000
TOTAL	50,000	321,000	371,000
County of Uppsala			
1993	122,000	-	122,000
1994	100,000	-	100,000
1995	150,000	-	150,000
TOTAL	372,000	-	372,000
County of Södermanland			
1993	455,000	200,000	655,000
1994	380,000	125,000	505,000
1995	330,000	75,000	405,000
TOTAL	1,165,000	400,000	1,565,000
County of Östergötland			
1993	785,000	-	785,000
1994	345,000	-	345,000
1995	470,000	-	470,000
TOTAL	1,600,000	-	1,600,000
County of Jönköping			
1993	300,000	93,000	393,000
1994	140,000	390,000	530,000
1995	490,000	-	490,000
TOTAL	930,000	483,000	1,413,000
County of Kronoberg			
1993	-	-	-
1994	100,000	50,000	150,000
1995	600,000	250,000	850,000
TOTAL	700,000	300,000	1,000,000
County of Kalmar			
1993	-	-	-
1994	245,000	150,000	395,000
1995	421,000	180,000	601,000
TOTAL	666,000	330,000	996,000

County of Gotland			
1993	150,000	15,000	165,000
1994	97,000	-	97,000
1995	365,000	25,000	390,000
TOTAL	612,000	40,000	652,000
County of Blekinge			
1993	-	-	-
1994	140,000	-	140,000
1995	40,000	-	40,000
TOTAL	180,000	-	180,000
County of Kristianstad			
1993	150,000	-	150,000
1994	405,000	-	405,000
1995	700,000	-	700,000
TOTAL	1,255,000	-	1,255,000
County of Malmöhus			
1993	-	-	-
1994	150,000	50,000	200,000
1995	-	-	-
TOTAL	150,000	50,000	200,000
County of Göteborg and Bohuslän			
1993	700,000	-	700,000
1994	-	-	-
1995	-	-	-
TOTAL	700,000	-	700,000
County of Älvsborg			
1993	-	-	-
1994	100,000	-	100,000
1995	95,000	-	95,000
TOTAL	195,000	-	195,000
County of Skaraborg			
1993	-	-	-
1994	100,000	100,000	200,000
1995	200,000	210,000	410,000
TOTAL	300,000	310,000	610,000
County of Värmland			
1993	198,000	-	198,000
1994	90,000	-	90,000
1995	70,000	-	70,000
TOTAL	358,000	-	358,000
County of Örebro			
1993	-	-	-
1994	-	-	-
1995	150,000	-	150,000
TOTAL	150,000	-	150,000

County of Västmanland				
	1993	275,000	-	275,000
	1994	180,000	-	180,000
	1995	281,000	-	281,000
	TOTAL	736,000	-	736,000
County of Kopparberg				
	1993	210,000	611,000	821,000
	1994	150,000	-	150,000
	1995	300,000	-	300,000
	TOTAL	660,000	611,000	1,271,000
County of Gävleborg				
	1993	240,000	400,000	640,000
	1994	105,000	191,000	296,000
	1995	175,000	53,000	228,000
	TOTAL	520,000	644,000	1,164,000
County of Jämtland				
	1993	300,000	300,000	600,000
	1994	75,000	200,000	275,000
	1995	-	200,000	200,000
	TOTAL	375,000	700,000	1,075,000
TOTAL				
	1993	3,885,000	1,619,000	5,504,000
	1994	2,902,000	1,256,000	4,158,000
	1995	4,887,000	1,314,000	6,201,000
GRAND TOTAL		11,674,000	4,189,000	15,863,000
		74%	26%	100%

TABLE 2: FUNDED PROJECTS AND AMOUNTS FOR 1993, 1994 AND 1995.

1993

COUNTRY	NUMBER OF PROJECTS	%	AMOUNT (000) Kr	%	AVERAGE PER PROJECT
ESTONIA	23	70	2,311	60	100,500
LATVIA	10	30	1,530	40	153,000
TOTAL	33	100	3,841	100	116,400

1994

COUNTRY	NUMBER OF PROJECTS	%	AMOUNT (000) Kr	%	AVERAGE PER PROJECT
ESTONIA	20	47	1,250	41	62,500
LATVIA	10	23	752	25	75,200
LITHUANIA	13	30	1,035	34	79,600
TOTAL	43	100	3,037	100	70,600

1995

COUNTRY	NUMBER OF PROJECTS	%	AMOUNT (000) Kr	%	AVERAGE PER PROJECT
ESTONIA	16	36	2,152	42	134,500
LATVIA	12	27	1,109	22	92,400
LITHUANIA	16	36	1,825	36	114,100
TOTAL	44	99	5,086	100	115,600
GRAND TOTAL	120		11,964		99,700

TABLE 3: FIELDS OF CO-OPERATION.

FIELDS OF CO-OPERATION	
1. Administration (general)	13. Risk protection
2. Environment	14. Rescue planning
3. Rural Development	15. Forestry
4. Trade and Industry	16. Water & Sanitation
5. Agriculture	17. Energy
6. Tourism	18. Regional Planning
(incl. Eco-Tourism)	19. Physical Planning
7. Social Development	20. Traffic Environment
8. Democracy and Planning	21. Nuclear safety
9. Education	22. Traditional Building-
10. Equality	material
11. Computing	23. Nature conservation
12. Health care	24. Control of the cultural
	environment

TABLE 4: DISTRIBUTION OF FUNDS ACCORDING TO CATEGORIES OF PRIORITY.

CATEGORY	DISTRI- BUTION (%)
1. Strengthening of Democracy and Administration	24
2. Rural Development	22
3. Environment	18
4. Trade and Industry	11
5. Equality	5
6. Miscellaneous	20
TOTAL	100

TABLE 5: THE REGIONAL DISTRIBUTION OF THE CO-OPERATION IN THE
REGIONS
COUNTRY BY COUNTRY.

COUNTRY AND REGION	Location (1)	SWEDISH COUNTY ADMINISTRATION BOARD (CBA)
<i>ESTONIA:</i>		
(Country-wise)		County of Göteborgs o.Bohus
Harju	NCo	County of Stockholm
(Tallinn)		County of Södermanland
Hiiu (Hiiumaa)	W	-
Ida-Viru	NE	(County of Örebro)
Järva	C	County of Älvsborg
		County of Skaraborg
Jõgeva	E	-
Lääne	WCo	County of Kalmar
Lääne-Viru	NE	County of Gävleborg
Pärnu	SW	County of Västmanland
Põlva	SE	County of Älvsborg
Rapla	NW	County of Jönköping
Saare (Saaremaa)	W	County of Gotland
Tartu	E	County of Uppsala
		County of Älvsborg
Valga	S	County of Örebro
		County of Jämtland
		County of Uppsala
Viljandi	SW	County of Kopparberg
Võru	SE	County of Värmland

LATVIA:		
(country-wise)		County of Östergötland County of Göteborgs o.Bohus County of Gotland
Aizkraukles		-
Aluksnes	NE	-
Balvu	NE	-
Bauskas	C	-
Cesis	N	County of Östergötland
Duagavpil	SE	County of Kalmar
Dobeles		-
Gulbenes	NE	-
Jelgava	C	County of Södermanland
Jekabpils	E	-
Kraslavas	SE	-
Kuldigas	W	-
Liepala	WCo	County of Östergötland
Limbazu	N	-
Ludzas	E	-
Madonas	E	-
Ogres	C	-
Preilu		-
Rezeknes	SE	-
Riga	C	County of Östergötland County of Gotland
Saldus	W	-
Talsu	W	-
Tukums	W	County of Gotland
Valkas	N	-
Valmieras	N	-
Ventspils	W	County of Östergötland
LITHUANIA:		
(country-wise)		County of Kristianstad County of Göteborgs o.Bohus
Alytus	S	-
Kaunas	C	County of Kronoberg County of Malmöhus
Klaipeda	WCo	County of Blekinge
Marijampoles	S	-
Panevezys	N	County of Kalmar
Siauliai	N	County of Kristianstad
Taurages	W	-
Telsiui	NW	-
Utenos	E	-
Vilnius	SE	County of Södermanland

(1) N=north, E=east, S=south, W=west, C= central, Co=coast

TABLE 6: ESTIMATED INPUT OF CBA-LABOUR COUNTY BY COUNTY.
(Work-days)

COUNTY	1993	1994	1995	TOTAL
Stockholm	-	6	2	8
Uppsala	100	100	100	300
Södermanland	67	65	50	182
Östergötland	80	110	110	300
Jönköping	10	10	10	30
Kronoberg	-	85	85	170
Kalmar	10	90	120	220
Gotland	10	-	40	50
Blekinge	-	10	45	55
Kristianstad	125	150	250	525
Malmöhus	-	5	5	10
Göteborg o.Bohus	-	40	30	70
Älvsborg	-	20	3	23
Skaraborg	-	70	80	150
Värmland	15	20	15	50
Örebro	-	-	8	8
Västmanland	50	50	50	150
Kopparberg	90	35	27	152
Gävleborg	85	17	18	120
Jämtland	20	10	10	40
TOTAL	662	893	1,058	2,613
(Equal to full-time posts)	3,3	4,5	5,3	13,1

APPENDIX V

TERMS OF REFERENCE FOR THE EVALUATION

1996-03-12

Diarienummer

UTVÄRDERING AV LÄNSSTYRELSESAMARBETET MED DE BALTISKA LÄNDERNA

Bakgrund

De svenska länsstyrelserna har sedan december 1992 erhållit sammanlagt MSEK 12, först direkt från Civildepartementet och sedan genom BITS för att stödja en försöksverksamhet avseende länsstyrelsernas samarbete med regionala organ i Östersjöregionen (inledningsvis med Estland och Lettland och fr o m 1994 även med Litauen). För samordning av projekten och fördelning av medlen uppdrog regeringen åt Västmanlands län att samordna projekt i Estland, åt länsstyrelsen i Östergötlands län projekt i Lettland och åt länsstyrelsen i Kristianstads län projekt i Litauen.

Verksamhetens syfte och mål

Verksamheten har syftat till *kunskapsöverföring och erfarenhetsutbyte inom länsstyrelsernas verksamhetsområden till de regionala och lokala nivåerna i Estland, Lettland och Litauen.*

Övergripande mål har varit att stärka demokratin och att öka kompetensen inom den regionala och lokala förvaltningen hos mottagarlandet. Projektens konkreta mål och förväntade resultat skulle preciseras av parterna och anges vid varje enskild ansökan om medel. Insatserna skulle vidare vara konkreta och väl avgränsade med förutsättningar att få bestående effekter eller strategiskt genomslag i pågående förändringsprocess.

Anledning till utvärderingen

En egen utvärdering gjordes av länsstyrelserna i Västerås och Linköping 1994 (rapport daterad 1994 10 21). Inför utarbetande av landstrategier, inkl resultatanalyser, för Lettland och Litauen samt inför beslut om eventuellt ytterligare bidrag till länsstyrelserna för fortsatt verksamhet avser Sida låta utföra en oberoende utvärdering under våren 1996.

Uppdraget

Uppdraget syftar till att bedöma verksamhetens:

resultat, prestationer och effekter ställda i relation till de uppsatta målen, vilka framgår av Riktlinjer för samarbete mellan länsstyrelser och Baltikum daterade 1994 11 18 och 1995 01 09.

Speciell tonvikt skall läggas på att analysera i vilken omfattning och på vilka sätt *demokratimålet* har uppnåtts samt huruvida verksamheten har varit *relevant* i mottagarländerna och haft *strategisk betydelse*.

Vidare skall bedömning ske huruvida verksamheten kan beräknas få *långsiktiga effekter* och *strategiskt genomslag* och,

om den har bedrivits på ett *kostnadseffektivt* sätt.

Vilka miljöhänsyn har tagits i samband med planeringen om projekten och vilka *miljökonsekvenser* (positiva eller negativa) har blivit resultatet? Hur har hänsyn tagits till *kvinnors och mäns olika behov och roller* i utvecklingsprocessen och vilka resultat har uppnåtts?

Orsakerna till *eventuella avvikelser* från de ställda målen skall *analyseras*.

Vilka *slutsatser* och *rekommendationer* kan dras från hittillsvarande verksamhet inför beslut om eventuellt fortsatt stöd. Vilka *eventuella förändringar* i mål, innehåll, uppläggning, genomförande och administration etc kan motiveras och rekommenderas?

Metodfrågor

Verksamheten har omfattat bidrag till 124 projekt i de baltiska länderna inom en rad olika områden, såsom näringsliv, jordbruk, landsbygdsutveckling, fiske, utbildning, energi, miljövård, civil beredskap, jämställdhet, turism och förvaltning. Den genomsnittliga kostnaden per projekt är ca 100 000 kr.

21 länsstyrelser har varit engagerade i verksamheten i Sverige och i Baltikum 28 länsstyrelser eller motsvarande institutioner.

Utvärderingen måste därför koncentrera sig på analys av rapporter från länsstyrelserna, intervjuer med de samordnande länsstyrelserna i Sverige och några av de övriga länsstyrelserna och andra intressenter i samarbetet. En skriftlig enkätundersökning skall genomföras hos samtliga länsstyrelser i Sverige som varit engagerade i verksamheten. Enkäten och dess svar skall sammanfattande redovisas i utvärderingsrapporten.

Besök skall ske vid 2-3 länsstyrelser och överordnande ministerier i vardera Estland, Lettland och Litauen och vid några av de projekt som finansierats genom det svenska bidraget. Intervjuerna hos länsstyrelserna, ministerierna och andra organisationerna i Baltikum

skall vara utformade efter enhetligt strukturerad metodik. Intervjuunderlaget skall redovisas som bilaga till utvärderingsrapporten.

I synnerhet verksamhet som finansierats under den inledande perioden (1993-1994) skall analyseras vad avser långsiktiga effekter och hållbarhet. Vid samtliga fältbesök skall bedömning av demokratifrågorna och projektens effekter på kvinnornas roll i samhället bedömas. Hur har beslut fattats, hur har de genomförts, vem var målgrupperna etc?

En bedömning skall även ske av huruvida verksamheten haft några varaktiga effekter för de medverkande länen i Sverige.

Arbetsinsats

Utvärderingen genomförs under vecka 11 t o m 16 1996 och inkluderar enkätundersökning och besök vid relevanta länsstyrelser i Sverige samt fältbesök i Estland, Lettland och Litauen. Totalt planeras 26 konsultdagar att åtgå, varav 16 dagar för besök i de tre baltiska länderna.

Rapportering

En avstämning görs med Sida efter att de utvalda länsstyrelserna i Sverige besökts och före besöken i de baltiska länderna.

Ett utkast till rapport på engelska lämnas till Sida senast 19 april 1996. En slutrapport på engelska lämnas senast 30 april 1996 efter möte med Sida för diskussion om utkastet.

Slutrapporten skall utformas i enlighet med Sidas standarddisposition och inleds med en koncis sammanfattning av slutsatser och rekommendationer. En sammanfattning skall levereras separat i enlighet med format för Sida Evaluation Newsletter, liksom ifyllt formulär "Sida Evaluations Data Worksheet".

En överskådlig uppställning över hittillsvarande projekt som finansierats av anvisade MSEK 12 skall tas in i rapporten som bilaga i syfte att ge en överblick över vilka projekt som hittills finansierats (land/län/sector/belopp samt län i Sverige).

Sida Evaluations - 1995/96

- 95/1 Educação Ambiental em Moçambique. Kajsa Pehrsson
Department for Democracy and Social Development
- 95/2 Agitators, Incubators, Advisers - What Roles for the EPU's? Joel Samoff
Department for Research Cooperation
- 95/3 Swedish African Museum Programme (SAMP). Leo Kenny, Beata Kasale
Department for Democracy and Social Development
- 95/4 Evaluation of the Establishing of the Bank of Namibia 1990-1995. Jon A. Solheim, Peter Winai
Department for Democracy and Social Development
- 96/1 The Beira-Gothenburg Twinning Programme. Arne Heileman, Lennart Peck
The report is also available in Portuguese
Department for Democracy and Social Development
- 96/2 Debt Management. (Kenya) Kari Nars
Department for Democracy and Social Development
- 96/3 Telecommunications - A Swedish Contribution to Development. Lars Rylander, Ulf Rundin et al
Department for Infrastructure and Economic Cooperation
- 96/4 Biotechnology Project: Applied Biocatalysis. Karl Schügerl
Department for Research Cooperation
- 96/5 Democratic Development and Human Rights in Ethiopia. Christian Åhlund
Department for East and West Africa
- 96/6 Estruturação do Sistema Nacional de Gestão de Recursos Humanos. Júlio Nabais, Eva-Marie Skogsberg, Louise Helling
Department for Democracy and Social Development
- 96/7 Avaliação do Apoio Sueco ao Sector da Educação na Guiné Bissau 1992-1996. Marcella Ballara, Sinesio Bacchetto, Ahmed Dawelbeit, Julieta M Barbosa, Börje Wallberg
Department for Democracy and Social Development
- 96/8 Konvertering av rysk militärindustri. Maria Lindqvist, Göran Reitberger, Börje Svensson
Department for Central and Eastern Europe
- 96/9 Building Research Capacity in Ethiopia. E W Thulstrup, M Fekadu, A Negewo
Department for Research Cooperation
- 96/10 Rural village water supply programme - Botswana. Jan Valdelin, David Browne, Elsie Alexander, Kristina Boman, Marie Grönvall, Imelda Molokomme, Gunnar Settergren
Department for Natural Resources and the Environment
- 96/11 UNICEF's programme for water and sanitation in central America - Facing new challenges and opportunities. Jan Valdelin, Charlotta Adelstål, Ron Sawyer, Rosa Núnes, Xiomara del Torres, Daniel Gubler
Department for Natural Resources and the Environment
- 96/12 Cooperative Environment Programme - Asian Institute of Technology/Sida, 1993-1996. Thomas Malmqvist, Börje Wallberg
Department for Democracy and Social Development
- 96/13 Forest Sector Development Programme - Lithuania-Sweden. Mårten Bendz
Department for Central and Eastern Europe
- 96/14 Twinning Programmes With Local Authorities in Poland, Estonia, Latvia and Lithuania. Håkan Falk, Börje Wallberg
Department for Central and Eastern Europe
- 96/15 Swedish Support to the Forestry Sector in Latvia. Kurt Boström
Department for Central and Eastern Europe
- 96/16 Swedish Support to Botswana Railways. Brian Green, Peter Law
Department for Infrastructure and Economic Cooperation



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