

Description and Analysis of Twinning between Two Network Organizations

**Union of Baltic Cities
– Lake Victoria Regional Local Authorities Cooperation
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Contents

Executive summary	1
1. Introduction	3
1.1 Background	3
1.2 Purpose	3
1.3 Method	3
2. Conditions for networking in the Lake Victoria region	5
2.1 Institutional framework	5
2.2 System of organization	6
2.2.1 Stakeholders	6
2.2.2 Beneficiaries	7
2.3 Organizational structure	7
2.4 Conclusion	8
2.4.1 Capacity to develop a network organization	8
2.4.2 Value added of network organizations	9
3. Twinning between network organizations	10
3.1 LVRLAC	10
3.2 Union of Baltic Cities	11
3.3 Twinning LVRLAC and UBC	12
4. Capacity development approaches/methods	13
4.1 Pros and cons of twinning	13
4.2 Pros and cons of approaches/methods	14
4.3 Sida's role	15
4.4 Result of approach/method	16
Appendix A	
Terms of reference	18
Appendix B	
Reference material	20
Appendix C	
Abbreviations	21
Appendix D	
Definitions	22
Appendix E	
Objectives of LVRLAC and UBC	23

Foreword

One of Sida's principal tasks is to strengthen the capacity of co-operating partners to carry out their work. More and more this entails facilitating cooperation between professional individuals, organizations and networks.

Sharing of experience and mutual learning between professionals is at the core of capacity development. The lessons learnt over the years are that this is more easily said than done. It is important to understand the organizational and institutional context in which learning is expected to take place. Such frameworks may be conducive to learning, they may also constrain it.

Sida's most recent policy document for capacity development dates back to February 2001. In addition Sida seeks to document new and interesting approaches to capacity development in order to learn from them and to share the experience with others.

This report analyses an interesting approach of twinning of network organizations in the area of sustainable development.

The study has been carried out by Tove Strömberg, SIPU International.

The views expressed are those of the author and do not necessarily reflect those of Sida.

Stockholm 20th August 2002,

A handwritten signature in black ink, appearing to read 'Ingemar Gustafsson', with a long, sweeping horizontal stroke at the end.

Ingemar Gustafsson

Head of Methods Development Unit

Executive summary

Sida supports the Lake Victoria Region Local Authorities Co-operation (LVRLAC) through a twinning project between the Union of Baltic Cities (UBC) and LVRLAC. Sida's purpose with the LVRLAC-UBC project is to develop the competence of LVRLAC, to enable LVRLAC to play an active part in future activities that might take place within the framework of the Lake Victoria initiative. The study below is an effort to categorise and systemize this innovative method to build capacity i.e. twinning of two network organizations. It is a desk study, but consultations have been held with all three actors LVRLAC, UBC and Sida.

The report starts by describing conditions at the local authorities that influence their capacity to develop a networking organization. Several favourable conditions exist such as commitment of the political leaders, diversity of actors, concrete goals and strategies, and similar problems and possibilities. However, there are also several obstacles such as the lack of capacity to integrate and coordinate, an unstable political environment, the lack of autonomy to act, and the lack of resources and infrastructure. The conclusion drawn is that LVRLAC will need more time than a networking organization that operates in a context of clear formal and informal rules to have an actual impact on the sustainable development of the Lake Victoria Region.

LVRLAC will also need more time than traditionally structured organizations because networking organizations take long time to develop, even under the best of conditions. The reason for this is that, for a network organization to function, it should be characterized by mutual interdependence, intensive communication, reciprocity and high levels of trust, as the organization cannot force its members into action. However, the value added of organizing cooperation in a networking organization is that all members voluntarily contribute experience and knowledge on an equal basis towards a common goal. This increases the feeling of "ownership" and therefore the sustainability of outputs produced. The structure is less formal than in a traditional organization and creates an open platform for the sharing of ideas and experience, which is difficult to replicate in traditional organization where authoritative behaviour and hierarchical structures prevail.

Sida's reason for using "twinning" in its support to LVRLAC is not very clear in the project document. However, one can assume that it is expected that the UBC, with more than 10 years experience of networking between local authorities around the Baltic Sea, should act as a "role model" for LVRLAC. The strength of this arrangement is that no other set-up can provide the practical experience of establishing a network organization between local authorities in a sea region, and the contact network needed to build such an organization. The weakness, however, is that a twinning arrangement emphasizes expert-to-expert exchanges and does not focus on the process of change needed to transform the knowledge gained into actual action. This has resulted in lack of ownership on the part of LVRLAC, and delays in project implementation. The project proposal for phase two addresses these issues by requesting additional support in the form of experts on organizational development in developing countries, and by placing a technical officer with network experience in the LVRLAC office.

The methods used for capacity development have been appropriate and have provided a sound base for future cooperation between LVRLAC and UBC, but they lack a structured approach. It is, therefore, hard to trace any other tangible results of UBC's input than the creation of trust and commitment between LVRLAC and UBC. A future approach should be more structured, in which

UBC's role to assist, support and facilitate, instead of transferring ready-made solutions, is strengthened through using methods for developing capacity such as process consultation, action learning and a participatory approach. This would contribute to giving structure to the project, increasing the possibility of delivering actual outputs which have an impact on the development of the region.

Sida seems to have functioned well in its role as facilitator and financier, but more vaguely in its role as a dialogue partner since it has not clarified its expectations of the twinned organizations. It is natural that, with a new twinning arrangement, it will take time for Sida as well as the organizations involved to specify expectations, which emphasizes Sida's role as a dialogue partner. This need for the actors to coordinate themselves should be clearly stated in the project documentation in the form of low and realistic outputs for an initial period. In involving two "new" organizations, Sida should also expect demands for more support and more flexible time limits than would have been the case with contracting organizations that have worked with donor organizations for a long time.

As a result of both UBC assistance and the commitment shown by the member organizations, LVRLAC has begun to implement activities on an ad-hoc basis, such as recruitment processes, workshops, and creating links with national, regional and international organizations. In time and with a more structured approach, LVRLAC has the potential to become a platform for exchanges of experience between member cities and a spokesman for the interests of the member cities, and thereby play an active role in the sustainable development of the Lake Victoria region. This potential does not only exist as a result of the support from UBC or the commitment shown by LVRLAC's members, but also because local and regional authorities are gaining in importance in the democratic world and processes and structures in societies are becoming more network-based instead of traditionally hierarchical. However, LVRLAC will need continued support to achieve its objective, both in the form of "role models" from similar organizations, and support to develop as an organization.

1. Introduction

1.1 Background

In February 2001, the Director General of Sida approved Sida's policy and guidelines for capacity development. One of the assignments of Sida's Methods Development Unit is to support and develop the implementation of the policy. The work is done by a project group "Capacity development as a strategic issue", consisting of staff from some Sector Departments, including the Department for Central and Eastern Europe, the Human Resources Department and four Embassies. One of the objectives of the project group is *to categorise and systemize experience of different forms of capacity development*.

Sida has made a long-term commitment to support sustainable development in the Lake Victoria region. This was manifested in a Strategic Partnership Agreement entered into by the three countries of the East African Community (EAC), Sida and other donor organizations in April 2001. Sida will co-operate with stakeholders in the Lake Victoria Basin with the objective of improving the living conditions of people in the Lake Victoria region, through sustainable development. In line with this agreement, Sida supports the Lake Victoria Region Local Authorities Co-operation (LVRLAC) through a twinning project between the Union of Baltic Cities (UBC) and LVRLAC. LVRLAC is a network organization for local authorities in Kenya, Uganda and Tanzania. The study below is an effort to categorise and systemize this innovative method of building capacity i.e. the twinning of two network organizations.

1.2 Purpose

The purpose of the study is to describe and analyse twinning between two network organizations. The study:

- Describes the context and conditions for establishing a network organization in the Lake Victoria Basin, focusing on Kenya, Tanzania and Uganda.
- Describes LVRLAC, UBC and their cooperation project.
- Analyses the capacity development efforts in the twinning project between LVRLAC and UBC.

1.3 Method

The report uses Sida's analytical tool for capacity building interventions, which states that the concept of capacity development comprises efforts¹:

- To develop the knowledge and competence of individuals and organizations.
- To develop organizations and/or systems of organizations.
- To change and strengthen institutional frameworks in the form of formal policies and laws and/or other informal norms which stipulate the limit within which individuals and organizations develop.

¹ Sida's Policy for Capacity Development, February 2001

The limited amount of time the consultant had at her disposal for the assignment, 7 days, only allowed desk studies of documents including Sida policies and strategies, studies of the context of the Lake Victoria Basin, and concept papers on capacity development. *A list of reference material is provided in Appendix B.*

Prior to this assignment, the consultant had been contracted by Sida to assist UBC to prepare, organize and follow-up the LVRLAC-UBC conference in Kisumu (March 2002), and to assist UBC to produce relevant documents and plans for future cooperation. The consultant had, therefore, a thorough knowledge of the structure and content of the LVRLAC-UBC cooperation project before commencing the assignment. The report has also been circulated in draft form to representatives of both LVRLAC and UBC, who have contributed valuable inputs. However, the analysis and conclusions in the report represent solely the views of the author.

2. Conditions for networking in the Lake Victoria region

Lake Victoria is the second largest fresh water lake basin in the world and is shared by Kenya, Tanzania and Uganda. The catchment area also includes Burundi and Rwanda. The Lake supports one of the densest and poorest rural populations in the world. Today, the lake itself suffers from declining biodiversity, overexploitation of its fish resources, increasing amounts of air and water pollution, excessive nutrient loading and the rapid spread of water hyacinths.

2.1 Institutional framework

For several years the political leaders of Kenya, Tanzania and Uganda have realized the need to cooperate in order to utilize the Lake's rich resources for tourism, fisheries, mining, textiles, oilseed processing and forest products. Since independence, a number of international agreements have been entered into that relate to aspects of management of the Lake Victoria Basin. These include the agreements that established the Kagera Basin Organization (KBO) for integrated sub-basin development, the agreement that established the Lake Victoria Fisheries Organization (LVFO) for fisheries management, the agreement that established the Lake Victoria Environment Management Programme (LVEMP) on environmental quality issues, the recent Agreement on Navigational Safety on Inland Waters and the 1998 Memorandum of Understanding between Kenya, Tanzania and Uganda on the Management of the Environment. Today, the initiative to develop an institutional and legal arrangement for the sustainable development of the Lake Victoria and its basin is being coordinated through the East African Community (EAC).

EAC has newly revitalized quite sour relations between the three countries. Tanzania and Uganda were even at war in the late 1970s. One reason for the sour relations lies in the different histories of the countries. All are affected by their colonial history. Kenya gained independence through an internal war against British rule, and in the process divided Kenya's political scene on ethnic group lines. Uganda suffered from 20 years of political instability and civil war, partly as a consequence of the British divide and rule policy. Tanzania, on the other hand experienced a peaceful transition from a British protectorate to an independent state followed by more than 20 years of political stability. The economic history of the countries also differs with Kenya promoting a market economy and Tanzania a plan economy, while Uganda's economy, which made good progress in the sixties, was destroyed by political instability and internal war. Today, all three countries are promoting a market-oriented economy.

All three countries implemented one-party systems after independence, but are today progressing towards multi-party systems and free elections. Kenya implemented a multi-party system in 1991 and has organized two general elections. Tanzania had its first multi-party election in 1995, and Uganda, defining themselves as a no-party system, held presidential and parliamentary elections in 1996 and 2000.

The sour relations between the nations are not necessarily reflected in the day-to-day relationships between people in the Lake Victoria Region. The people in the region share a relatively common history that is characterized by intensive interaction through trading and intermarriage. The social, ethnic, cultural, religious and linguistic diversity in the region is not divided along national borderlines. They share in many cases similar problems such as the HIV/AIDS crisis, young people

without education and employment, the low socio-economic status of women, refugees from the unstable countries around Lake Victoria, and mismanagement of the Lake's resources.

2.2 System of organization

2.2.1 Stakeholders

There are around hundred institutions, projects, organizations, etc. with mandates related to the management of the Basin's resources. The study of the actors in the Lake Victoria region, made in 1998 and funded by Sida, categorized the Lake Victoria Basin actors in the following way:

- Regional and intergovernmental organizations
- National Governmental institutions
- Local authorities
- Business/industry associations
- Scientific/technical institutes and projects
- Non-governmental/community based organizations
- External support agencies and projects

The local authorities in the Lake Victoria interact in different ways with each of the above-mentioned stakeholders. Examples of different actors' roles are given below through highlighting the Partnership Agreement between EAC and the donor community, the Lake Victoria Environmental Management Program (LVMP), the Lake Victoria Fisheries Organization (LVFO), and the East African Communities Organization (EcoVic).

The local authorities act in an environment where the donor community has a similar agenda for the three countries which promotes effective national and regional institutional arrangements; greater public accountability and participation; decentralization; development from aid dependence to self reliance; and regional cooperation and integration. The Partnership Agreement, signed in April 2001 between EAC and the Governments of Sweden, France and Norway, the World Bank and the East African Development Bank, exemplifies this shared view. The objective is to promote sustainable development in the Lake Victoria Basin on the basis of agreed partnership objectives and guiding principles.

The EAC Development Strategy (2000–2005) identifies the Lake Victoria Basin as an area of common economic interest and proposes that it be developed as a “regional economic growth zone”. The EAC Secretariat in Arusha has a Lake Victoria Program Office that has developed a Regional Strategy and Action Plan for the control of the Water Hyacinth and invasive seeds in Lake Victoria. It also works with the development of the institutional and legal arrangements for the sustainable development of Lake Victoria and its basins, and is making a study of the economic potentials and constraints to the development of Lake Victoria and its basins as an economic growth zone. A shared vision development programme is also being developed together with different stakeholders. LVRLAC has recently gained observer status, and can therefore send representatives to the EAC council.

Another example is the Lake Victoria Environmental Management Program (LVMP), which is a comprehensive environmental program for the conservation of Lake Victoria and its basin, fi-

nanced through the World Bank. It involves Kenya, Tanzania and Uganda and has the objective of restoring a healthy, varied lake ecosystem that is inherently stable and able to support, in a sustainable way, the increasing activities in the Lake and its catchment area for the benefit of the people of the riparian countries as well as the international community. It is being implemented through relevant national institutions and government departments, and its activities target all levels of society.

Two other organizations that should be mentioned are the Lake Victoria Fisheries Organization (LVFO), and the East African Communities Organization (EcoVic). LVFO was established in 1994, building on a tradition of collaboration between fisheries that dates back to 1928. EcoVic is a fairly new initiative to create a regional forum of Non-Governmental Organizations (NGOs) and Community Based Organizations (CBOs) in Lake Victoria Basin. Both these organizations are of special importance to the local authorities, as fish is an important food source in the region and CBOs and NGOs often complement the local authorities' role of delivering services to the people living around the lake.

2.2.2 Beneficiaries

Some of the stakeholders mentioned are also beneficiaries, for example business/industry associations, scientific/technical institutes and NGOs/CBOs. They all rely on service delivery by the local authorities. In turn they provide services to the ultimate beneficiaries, the 25 to 30 million people in the Basin. This diverse group, consisting of women, men, children, young people, and disabled women and men, live in one of the densest and poorest areas in the world and should benefit from an equitable and sustainable economic, social and environmental development of the Lake Victoria region.

2.3 Organizational structure

A thorough analysis of the different national laws pertaining to local authorities would probably show the implications of the different political history of the three countries. However, the responsibilities of local authorities all over the world are similar in that they provide basic services to the residents, for example potable water supplies, solid waste and wastewater collection and disposal, housing, public health, enactment of by-laws to safeguard the welfare of their residents, and taking measures necessary for attracting investors into their area of jurisdiction. The political leader of a local authority is usually the Mayor in Cities and Municipalities, and the Chairman in other local authorities. The chief executive can be the Town Clerk, Chief Administrative Officer or the Executive Director who is assisted in running the local authority by various professionals.

What differs is the autonomy of local authorities. The economic and political liberalisation of recent years has had the effect that the state in all three countries has retreated from areas earlier depicted as central to its responsibilities. The donor community supports the decentralisation of these areas to regional and local level. The process is most advanced in Uganda, while Tanzania has the requisite legislation in place but practical implementation is only just beginning. The reform process in Kenya is the least advanced in all the three countries. Despite the fact that legislation is in place, little progress has been made to implement the legal arrangements. Decentralisation of financial responsibility is still slow in all three countries and local authorities receive their finances mainly through ministries at national level. Other sources of funding are the fees they charge for services they render to their residents.

2.4 Conclusion

This chapter has briefly described the conditions for local authorities in the Lake Victoria Region. On the basis of the above, it can be asked whether the local authorities have the capacity to develop a networking organization. As mentioned above, there are hundreds of institutions, projects, organizations etc. around the Lake. What then is the value added of being a member of a network organization with local authorities in Kenya, Tanzania and Uganda?

2.4.1 Capacity to develop a network organization

In the report Institutional and Legal Arrangements for the Sustainable Development of the Lake Victoria Basin (June 1999), the authors capture some key words for successful development of cooperation around the Baltic Sea Region:

- Commitment – On all levels of the societies, including the Heads of States who meet on a regular basis to formulate concrete goals as well as common visions.
- Diversity – Conventions and joint commissions are important but the diversity of actors, actions and cooperative mechanisms make a major difference by involving all levels of the society in the basin countries.
- Flexibility – The necessity of all involved to continuously adapt to changing political and environmental conditions and the establishment of flexible processes and regimes rather than a rigid organizations.
- Integration – Engaging local societies as well as international financial institutions in the process, and using an integrated environment and development approach.
- Concrete – Set concrete goals as well as strategies.

The local authorities in the Lake Victoria have the *commitment*, from the political leaders of the state down to grass-root organizations, to use a regional approach to enhance the living conditions of people in the Lake Victoria region. As mentioned above, there is a *diversity* of actors working for the sustainable development of Lake Victoria. There are *concrete goals and strategies* in the form of the EAC Development Strategy (2000–2005) and the Strategic Partnership between a number of donors and EAC. Another factor contributing to favourable conditions for cooperation between local authorities is that *they share similar problems and possibilities*. There is also a considerable *international interest* in the Lake Victoria Region, opening up possibilities for funding, the region has a *high economic potential*, and while the region is environmentally damaged, *the damage is still salvageable*.

In other words, a number of conditions exist that create a favourable context to develop a networking organization for local authorities. However, several difficulties need to be considered and solved before LVRLAC will develop into an effective network organization. There is a *lack of capacity to integrate and coordinate* the different stakeholders of the Lake. The existence of donor funding underlines this lack of capacity, as in many cases stakeholders around the Lake apply for funds from the same organizations. There is also a *lack of capacity to build flexible processes and regimes* that can adapt to the changing political and environmental conditions. Despite EAC, the political context around the lake is unstable, with five new and unstable democracies. Regardless of the on-going decentralization process, local authorities are still *heavily dependent on the national authorities* in their countries. The local authorities have, in most cases, little *capacity to contribute finance and human resources* for the establishment and sustainability of a networking organization. There are differences in *the capacity of the local authorities*. Most local authorities have no infrastructure to communicate with or

meet one another. As a result, LVRLAC will need more time than a networking organization that functions in a context of clear formal and informal rules to have an actual impact on sustainable development in the Lake Victoria Region.

2.4.2 Value added of network organizations

One hypothesis is that a network organization creates an informal atmosphere that supports the sharing of experience and knowledge, which is difficult to replicate in other forms of cooperation. Networks are characterized by “loose coupling”. They usually take a relatively long time to develop but, once established, they tend to be characterized by mutual interdependence, intensive communication, reciprocity, and high levels of trust. To create this environment, the structure should not be too formal and the members need to have a high degree of independence of one another. This is, however, also the limit of the network organization. The informal structure of the network makes it difficult to enforce actions, and to achieve concrete results.

In the case of establishing a network organization between local authorities in the Lake Victoria region, it is expected that the sharing of experience and knowledge should lead to concrete results in the form of sustainable development of the Lake Victoria region. Moving from sharing experience to actual implementation demands a high degree of commitment and trust when no enforcement measures are in place. One of the components of the LVRLAC-UBC cooperation project, the establishment of Environmental Pedagogical Centers (EPC), is a concrete example of the problems of a network organization.

An EPC is a meeting place for the demonstration of new environment-friendly techniques, where everyone has the chance to take part in looking for environmentally-friendly solutions and to draw their own conclusion. The purpose is to create an arena for networks between people with similar ambitions. The local authority plays a key-role in establishing the centers and running them, but several other stakeholders need to be involved. These include NGOs that have contacts with and knowledge of the grass-roots; scientific/technical institutes that have the techniques; business/industry associations that sell the material and are also users of the technique, schools that involve young people, national governmental institutions that provide finance for local authorities, and external support agencies and projects that support their establishment. As the purpose is that all stakeholders should contribute their experience and knowledge and also feel “ownership” of the centers, a network organization with its less formal structure and “loose” relationship should be a good solution for the organization of EPCs. However, a pre-study has been made and the difficulty now is to move from discussing the concept to actual implementation. Who is responsible for what? Who shall monitor the centers? How should the cost be distributed? What should be done when a member organization does not live up to its commitment? The organizations involved need to feel committed to the project and to trust each other to solve these questions, and process of this type takes time, especially in an environment where the capacity for coordination is low.

3. Twinning between network organizations

The LVRLAC-UBC cooperation project is a so-called “twinning” project. This means that an organization in a developing country is paired with a sister organization in another country. *See appendix D Definitions.* The capacity development methods used in this kind of project vary from supplying equipment, exchanges of staff, education and training, and the supply of long-term, or short-term experts.

The LVRLAC-UBC cooperation project is not only a twinning project, it is twinning between two network organizations. There is no consensus on an appropriate definition of networks. In principle, networks are defined as an association of autonomous social actors with equal rights that develop a loose relationship with each other to pursue a common goal. The result is that the formality, duration and stability of networks vary considerably. A network organization can have, but does not need to have, a formal structure such as rules on how and when it meets, who meets, and financial inputs. However, as a network is a “loose” relationship, a network cannot force its members into action. LVRLAC, for example, cannot force its members to adhere to a resolution. The objective or purpose of a network organization varies, and therefore its duration also varies. Members volunteer to join the network and stay members as long as the network adds values to themselves or the organization. There are different types of networks: vertical and horizontal. Vertical networks connect firms or production activities in a particular value-adding chain or production process. Horizontal networks connect individuals and organizations in particular functional areas. LVRLAC and UBC, described below, are rather formal, they have a long-term objective, an increasing number of members, and can be described as horizontal networks as they connect local authorities in a specific region.

3.1 LVRLAC

In April 1997, the Lake Victoria Region Local Authorities Cooperation (LVRLAC) was established as a regional program of cooperation between local authorities on the shores of Lake Victoria. The initiative came from the Mayors of Entebbe, Uganda, and Kisumu, Kenya, inspired by a similar organization on a study visit to Japan, and by the major international interest in Lake Victoria. Initially the program of cooperation was organized as a twinning relationship between Entebbe and Kisumu. Today, LVRLAC has a membership of 60 local authorities in Kenya, Tanzania and Uganda. Contacts have been made with the governments of Burundi and Rwanda, and the intention is to invite local authorities from these countries to become members in the future. Membership has also been extended to institutions and organizations in the East African region. The objective of LVRLAC is *to work towards sustainable development of the Lake Victoria Basin through sustainable utilization of the Lake's resources*, by focusing on ecology and environmental protection, water pollution, poverty alleviation, fisheries' management and conservation. *The objectives of LVRLAC are included in appendix E.*

According to its constitution, LVRLAC has an Executive Committee consisting of the Mayors/Chairpersons/Chief Administrators of each member local authority. The Chairman and the two Vice Chairpersons should represent the three countries. Today, the Mayor of Entebbe is the Chairperson of LVRLAC. A treasury is appointed under the Executive Committee. The Secretariat is situated in Entebbe, Uganda, and two sub-Secretariats exist in Mwanza, Tanzania, and Kisumu,

Kenya. According to its constitution, the organization should be headed by a Secretary General, assisted by an Administrative Officer. Four Standing Committees, consisting of technical officers and councillors, are responsible for different key areas: Environment, Health and Education; Finance, Planning and Economic Development; Human Resource Management; and Disaster and Emergency Management. LVRLAC has also established a LVRLAC Women's Network. The General Assembly, consisting of representatives of all member local authorities, meets once a year.

At the moment the financial structure of LVRLAC is weak due to a low membership payment rate. As a consequence neither the Secretariat nor the Sub-secretariat is staffed and the offices contain only a rudimentary communication system and no real basic office equipment and facilities. The Secretariat in Entebbe and the Secretary General placed in the Secretariat, not on full time, exist as a courtesy of Entebbe Municipality. LVRLAC has ended up in a "catch 22" situation. The reason for this is that all local authorities, regardless of their size, have the same membership fees, and consequently a majority of the members are not able to pay. It might be added that the members have very low financial capacity to pay at all. The consequence is that LVRLAC has limited capacity to organize concrete projects and activities and, without concrete projects and activities, members will not be motivated, even with low membership fees.

3.2 Union of Baltic Cities

The Union of the Baltic Cities (UBC) was founded as result of the fall of the socialist regimes in Eastern Europe. In June 1990, the City of Gdansk held its first free elections and, to celebrate this occasion, the city invited a number of municipal politicians from cities around the Baltic Sea. At this event, the Mayor of Kalmar and the Mayor of Gdansk were appointed to arrange a founding conference for a new organization for cities around the Baltic Sea. The aim of the organization is to develop cooperation and exchanges between its member cities. The main goal of the UBC is to actively contribute to the democratic, social, economic and environmentally-friendly development of the Baltic Sea area for the benefit of the citizens living in the region. *The objectives of UBC are included in appendix E.* The UBC is open to all cities in the Baltic Sea Region. Since its foundation, the number of member cities has grown from 32 to 100 cities from all 10 Baltic Sea Countries.

Local authorities with very different conditions and very different histories characterized UBC in the beginning. The difference between the local authorities provided a platform for more highly "developed" local authorities to assist the former socialist countries to adjust their municipal organizations to a democratic system and a market-oriented economy. Before this work could start, UBC spent considerable time on restoring contacts between the local authorities.

Today, UBC regards itself as an important platform for the exchange of experience between member cities and as a spokesman, primarily for the interests of the member cities, but also for the Baltic Sea Region. In playing this role, UBC has an impact on the institutional framework of the local authorities around the Baltic Sea Region by being a voice for the interests of local authorities around the Baltic Sea as well as for the region. Moreover, by exchanging experience, the local authorities influence both the development of formal policies and laws and informal norms. One example is UBC's work to prepare the city level for the EU enlargement. In the long-term this will lead to concrete results for the residents of the local authorities in the Baltic Sea Region.

3.3 Twinning LVRLAC and UBC

In 1999, Sida invited a high level delegation from the Lake Victoria region to Sweden and the Baltic Sea region, which included the Mayor of Entebbe and the Mayor of Kisumu. Sida arranged for the delegation to visit Kalmar and meet the President of UBC. The reason for setting up the meeting was twofold. Sida realized that the actors around Lake Victoria could gain from hearing about experience of cooperation around the Baltic Sea. Secondly, Sida, together with other donors, is supporting the process of decentralizing functions to the local authority level. This process is also taking place in several of the countries around the Baltic Sea.

In April 2000, a co-operation agreement was signed between LVRLAC and UBC during a visit by UBC to the Lake Victoria Region. Support for the “twinning” of LVRLAC-UBC fitted in well with one of the key areas outlined in the Strategic Partnership with EAC *“building and strengthening of networks between relevant actors such as national institutions, local authorities, administrations, universities, business organizations and NGOs”*. The cooperation agreement also fitted in well with one of Sida’s methods for capacity development: “twinning”. The basic idea of twinning is that capacity is easier to pass on between employees that work in similar organizations.

Sida’s project decision of 1 September 2001 outlines the aim, result and activities of the LVRLAC-UBC cooperation project. The *aim* is to develop the competence of LVRLAC to perform its tasks, through partnership with UBC, to promote sustainable development of the Lake Victoria region. The anticipated *result* is that LVRLAC, hopefully with support from UBC, will be able to play an active part in future activities that might take place within the framework of the Lake Victoria initiative. Furthermore, the partnership has the *aim* of building links between the local authorities in the two regions which could result, for example, in twinning arrangements. The main areas of cooperation are : organizational development; networking/internal communication and awareness raising; management training; physical planning and the environment; water and sanitation; solid waste management; and support for the LVRLAC women’s network. *Activities* foreseen are the arrangement of joint seminars, study trips to the Baltic Sea region, consultancy support in project preparation and, to a certain extent, financial support for the procurement of certain office equipment for the secretariat.

4. Capacity development approaches/methods

The following chapter firstly highlights some of the pros and cons of using twinning between network organizations, instead of other forms of support for capacity development. Secondly, it discusses the methods/approaches used by UBC for capacity development. Thirdly, it discusses Sida's role and finally the results achieved by twinning UBC and LVRLAC.

4.1 Pros and cons of twinning

The report *Methods for Capacity Development* (February 2002) states that twinning has proved to be particularly successful for building up professional capacity in an organization as a catalyst for organizational changes. Sida could have provided support to LVRLAC via several different types of arrangements, for example a consulting company or an NGO, or by stationing a long-term expert in the office. As is discussed later in the report, the reason for twinning two network organizations is not very clear in the project document. However, Sida's expectation was that UBC would be a "role model" for LVRLAC.

Experience show that the twinning method does not seem to be particularly successful where concrete measures for management development or administrative/organizational changes are concerned. The reason for this could be that a twinning arrangement emphasizes expert-to-expert exchanges and does not focus on the change process needed to transform the knowledge gained into actual action. This weakness of twinning cooperation is exemplified in the program of cooperation between LVRLAC and UBC. At the point in time when the agreement was signed, LVRLAC existed as an organization but had no staff, office, equipment, budget, and systems for production. UBC has assisted LVRLAC to define its mandate, function, role and structure, but does not have the capacity to assist LVRLAC to actually transform the definitions into an active organization. UBC lacks this capacity for two reasons: (1) as a network organization, it has few staff employed and relies on voluntary contributions from its members to work in the project, and (2) it does not have experience of building capacity in the area of organizational development.

Another weakness of the twinning arrangement is the risk of "ownership" being placed with the "developed" organization. The "developed" organization often does not have experience of working with capacity development in developing countries, and in projects funded by donors. When the UBC-LVRLAC cooperation project commenced, UBC soon realized that LVRLAC did not have the capacity to administer and promote the project activities decided on. Consequently, UBC took over the management of the project activities. One example of the lack of ownership on the part of LVRLAC is that UBC has sent experts to assist LVRLAC to define different activities. The experts have advised LVRLAC on how to set up the different project activities but, after the experts left, LVRLAC has not had the capacity to follow-up the recommendations.

Attention has been drawn to the problem of ownership and the new agreement between LVRLAC and UBC clearly puts responsibility for the management of project activities on LVRLAC. UBC itself has also acknowledged its lack of capacity to assist LVRLAC with organizational development and project administration. The project proposal for phase two addresses these issues by requesting additional support in the form of experts on organizational development in developing countries, and by placing a technical officer with network experience for a medium-term period (6

months) in the LVRLAC office. The purpose of the last request is to assist LVRLAC with implementation of agreed project activities as well as with practical administrative matters related to the cooperation project. It also requests the payment of salaries to staff the office, as well as equipment. The proposal for phase two tries to solve many of the problems phase one has experienced. There are, however, two risks with the proposal. Placing a medium-term expert in the office who represents UBC might reinforce UBC's ownership instead of LVRLAC's. Support for salaries and equipment will not be sustainable unless LVRLAC can solve the lack of financial contributions from its member cities.

When describing the weakness of a twinning agreement, it could be asked whether the support to LVRLAC should be given in another form than through a twinning arrangement with UBC. An NGO would have had the capacity to assist LVRLAC with the implementation of specific activities, such as organizing a conference or producing a newsletter. A consultancy company or a long-term expert could assist with both the implementation of activities and organization development. However, all three solutions lack the practical experience of setting-up a network organization between local authorities in a sea region, and the contact network needed to build such an organization.

4.2 Pros and cons of approaches/methods

Trust and commitment are vital factors in capacity development, and take time to develop. The concept of networking is "loose coupling", which increases the time for developing mutual agreements as there are no formal structures that define the roles of different stakeholders in the joint activities. Therefore, the choice of joint activities is not as important as the process of implementing these activities. UBC and LVRLAC have focused on nurturing personal contacts between UBC and LVRLAC, thereby creating trust and commitment between the two organizations. The General Secretary and the President of LVRLAC work closely with the former President of UBC and the UBC project coordinator. This has created a situation in which UBC is experienced by LVRLAC as a "role model".

Phase one of the LVRLAC-UBC project focused on using three methods for capacity development:

- *Supply short-term experts:* UBC supplied experts to LVRLAC to:
 - perform a feasibility study on the ICT situation in 10 selected member cities as a background for the future establishment of an Information and Communication Technology (ICT) system for LVRLAC;
 - discuss working methods and routines of the secretariat; and
 - prepare a report on the establishment of Environment Pedagogic Centres in five of the LVRLAC member Local Authorities.
- *Study Visits:* UBC has organized two study visits in 2001:
 - 15 representatives from LVRLAC, including the women network, visited the Baltic Sea Region to study the organisation of municipalities in the Baltic Sea region, and UBC's mandate and organisation.
 - Four persons from LVRLAC visited the UBC General Conference in Rostock. The purpose was to give LVRLAC an insight into how a network organisation works in practice.

- *Create meeting places:* UBC has assisted LVRLAC in creating a platform for exchanging knowledge and experience. Examples of this are:
 - A workshop for the LVRLAC women’s network discussing the role the network should have in LVRLAC.
 - A workshop in Kisumu with Mayors and Town Clerks from member local authorities to discuss a short-term and medium-term plan of operation for LVRLAC; structure, function and financing of the LVRLAC and its secretariat; and LVRLAC and UBC cooperation.
 - Individual meetings between representatives of UBC and LVRLAC.

These methods have been appropriate and have provided a sound base for future cooperation between LVRLAC and UBC, but they lack a structured approach. It is, therefore, hard to trace any other tangible results of UBC’s input than the creation of trust and commitment between LVRLAC and UBC. Short-term experts from UBC have visited the Lake Victoria region. In discussions with LVRLAC, the short-term experts have developed proposals with action plans for an IT network, Environmental Pedagogical Centers, and a women’s network. However, little or no action has been taken following the missions. A future approach should be more structured in which UBC’s role to assist, support and facilitate, instead of transferring ready-made solutions, is strengthened through using methods for developing capacity such as process consultation, action learning and a participatory approach. This would give the project a better structure, thereby increasing the possibility of delivering actual outputs that have an impact on the development of the region. A “good” example in the right direction is that, during a conference between UBC and LVRLAC, the UBC Project Coordinator asked the delegates to prepare a budget. This exercise turned out to be an excellent example of the limitations of LVRLAC. This kind of exercise, in which UBC, in a practical way, facilitates LVRLAC’s own process to define problems and create solutions, could be replicated more often in the project.

4.3 Sida’s role

As mentioned above, the initiative to create LVRLAC came from the Mayors of Entebbe and Kisumu. However, the initiative to twin LVRLAC and UBC came from Sida acting as a *facilitator*. Both organizations, however, quickly realized the possibilities of such an arrangement. UBC realized that it would increase the status of its organization, being “developed” enough to assist other organizations, and LVRLAC saw the potential of receiving financial assistance to develop its organization. Sida is the only *financier* of the project today, apart from UBC’s and LVRLAC’s own contributions. Sida also has the role of a *dialogue partner* with the counterparts to ensure that the project’s objective, purpose and activities are in line with the overall development objectives.

Sida seems to have functioned well in its role as facilitator and financier. However, Sida has not been clear in its role as a dialogue partner. The current project document is vague in respect of Sida’s reasons for preferring the method of a twinning network organization, of how the method will lead to achieving expected results, and of its expectations of the actors in the project. One example of this is that LVRLAC-UBC have agreed on a “gender component” in the form of support to a women’s network. However, Sida’s project document is silent on this issue and LVRLAC and UBC are therefore unaware of Sida’s expectations where the outcome of this component is concerned.

Sida has spent much time assisting the counterparts to implement the project, as neither LVRLAC nor UBC had experience of working with Sida and UBC lacked experience of developing capacity in the Lake Victoria Region. Sida, for its part, has changed desk officers several times. This situation, together with a vague project document, has contributed to a lack of structure in the project with the counterparts not knowing what to expect or what is expected of them. UBC did not realize the amount of work needed to implement the project, or the differences in conditions between the Baltic Sea region and Lake Victoria. LVRLAC had high expectations of receiving assistance to build a sustainable infrastructure for their organization.

The argument is that it is natural that a new twinning arrangement will take time for Sida as well as the organizations involved to specify expectations. This should emphasize Sida's role as a dialogue partner. The need for the actors to coordinate themselves should be clearly stated in the project documentation in the form of low and realistic outputs for an initial period. In involving two "new" organizations, Sida should also expect demands for more support and more flexible time limits than would be the case with contracting organizations that have worked with donor organizations for a long time. Sida might have to assist the counterparts to develop their capacity to structure a sustainable project. One step in this direction was taken when Sida sent UBC's Project Coordinator on a course in methods and approaches to international development cooperation, focusing on institutional and organizational development.

4.4 Result of approach/method

Sida's purpose with the LVRLAC-UBC project is to develop the competence of LVRLAC, to enable LVRLAC to play an active role in future activities that might take place within the framework of the Lake Victoria initiative. After the first phase of the project, UBC has contributed to the development of the knowledge and competence of LVRLAC. As a result, LVRLAC has begun to implement activities, hitherto on an ad-hoc basis, such as mobilisation and recruitment of members, meetings to structure the work of LVRLAC, creating links with both national, regional and international organizations, conducting seminars and workshops as a platform for the exchange of knowledge and experience between member states, and participating in different international forums. However, for a more structured implementation of the above-mentioned activities LVRLAC needs a viable organization with access to human resources, equipment, information systems, and a financial flow.

If LVRLAC can create an environment of trust between its members, the exchange of experience has the potential in the future of contributing to the capacity development of individual local authorities. The situation is, however, different from that of UBC. LVRLAC has no members that are more "developed" that can assist the development of less "developed" local authorities, instead most local authorities share a similar situation. However, LVRLAC can provide a platform for joint "brainstorming" of new ideas on the utilization of local authorities' resources and solutions to their problems.

UBC has exposed LVRLAC to several different networking organizations, assisted LVRLAC in creating a meeting place for local authorities in the Lake region, and is assisting LVRLAC members in establishing twinning arrangements between cities in the Lake Victoria region and the Baltic Sea region. In time and with a more structured approach, LVRLAC has the potential to become a platform for the exchange of experience between member cities and a spokesman for the interests of the member cities, and thereby be able to support the development of organizations and/or

systems of organizations, and to change and strengthen institutional frameworks. LVRLAC already has observer status in EAC, which provides an excellent opportunity for lobbying for the local authorities in the region. It also creates a possibility for LVRLAC to have an impact on the institutional framework of the local authorities.

This potential does not only exist as a result of the support and commitment of the members of UBC or LVRLAC. It also exists because local and regional authorities are gaining in importance in the democratic world and the processes and structures in societies are becoming more network-based instead of traditionally hierarchical. However, LVRLAC will need continued support to achieve its objective, both in the form of “role models” from similar organizations, and in the form of support to develop as an organization.

Appendix A

Terms of reference

Uppdragsbeskrivning för konsultuppdrag

Beskrivning och analys av "twinning" mellan två nätverksorganisationer.

Bakgrund

Sidas policy och riktlinjer för kapacitetsutveckling fastställdes av Sidas general-direktör i november 2000. Sidas METOD enhet har som en uppgift under 2001 och 2002 att utveckla och stödja tillämpning av denna policy. Arbetet sker via projekt-gruppen "*Kapacitetsutveckling som en strategisk fråga*", som består av personer från PEO, ämnesavdelningarna inklusive Sida-Öst, samt 4 ambassader. Ett av målen för projektgruppen är *att kategorisera och systematisera erfarenheter av olika former av kapacitetsutveckling*.

Detta mål skall nås bl a genom att några studier genomförs av pågående kapacitets-utvecklingsinsatser, som helst ska vara innovativa i något hänseende. Varje studie ska fokuseras på de metoder som används i utvecklingsinsatsen och identifiera bakom-liggande dimensioner för kapacitetsutvecklingsinsatsen såsom målnivåer i policyn, huvudangreppssätt, och Sidas roll. Studierna skall också försöka dokumentera ett antal framgångsfaktorer med kapacitetsutveckling.

I april 2001 undertecknade Sida ett partnerskaps avtal med East African Cooperation (EAC), Norge, Frankrike, Världsbanken och Östafrikanska Utvecklingsbanken. Målet är att förbättra livskvaliteten för de människor som bor i Victoriasjö-området. En av Sidas insatser i regionen är att stödja samarbetet mellan Lake Victoria Region Local Authorities Cooperation (LVRLAC) och Union of Baltic Cities (UBC). UBC är en nätverksorganisation för städer i Östersjöområdet. LVRLAC är en nätverksorganisation för kommuner Victoriasjö-regionen. Syftet med samarbetet är att utnyttja UBCs erfarenheter av att bygga upp en nätverksorganisation i en sjöregion för att utveckla LVRLACs kapacitet att främja en hållbar och koordinerad förvaltning av Victoriasjöns resurser för att gynna befolkningen i regionen. Det innovativa med denna kapacitetsutvecklingsinsats är att Sida stödjer "twinning" mellan två nätverk.

Uppdrag

Konsultens uppdrag är att beskriva och analysera ett av Sidas angreppssätt för kapacitetsutveckling, "twinning" mellan två nätverksorganisationer. Konsulten skall:

- Ge en kortfattad beskrivning av Victoriasjöns kommuner förutsättningar för samarbeta genom en nätverksorganisation:
 - Hur ser det institutionella ramverket ut?
 - I vilka organisationssystem ingår kommunerna?
 - Hur ser deras organisationsstruktur ut?
 - Vilken kapacitet finns för att bygga en nätverksorganisation?
 - Vilka är kommunernas intressenter respektive förmånstagare

- Vad skiljer kommunerna i de olika länderna från varandra?
- Vad är motivet bakom LVRLACs bildande och vilket mål strävar man mot?
- Ge en kortfattad beskrivning av UBCs uppkomst och förutsättningar att driva en nätverksorganisation i jämförelse med kommunernas situation runt Victoriasjön.
- Ge en sammanfattande beskrivning av samarbetet mellan LVRLAC och UBC.
 - Hur initierades samarbetet och av vem?
 - Vilka mål och förväntningar har parterna på samarbetet?
 - Hur beskrivs mål, resultat och intressent/förmånstagare i Sidas projektbeslut?
 - Vilken strategi för förändring motiverar samarbetet?
 - Vilka kapacitetsutvecklingsmetoder har använts i samarbetet?
 - Vilken roll har Sida i samarbetet (dialogpartner, mäklare, finansiär, annan)? Är rollerna förenliga?
- Analysera samarbetet mellan LVRLAC och UBC:
 - Har insatsen utvecklat kunskap och kompetens hos individer eller organisationer?
 - Har insatsen förändrat eller stärkt organisationer eller system av organisationer?
 - Har insatsen förändrat eller stärkt de institutionella ramverken?
 - Har samarbetet kommit kommunernas intressenter/förmånstagare till del?
 - Vilka för-/nackdelar har de kapacitetsutvecklingsmetoder som använts i samarbetet mellan LVRLAC/UBC?
 - Diskutera för-/nackdelar med att använda "twinning" mellan nätverksorganisationer jämfört med andra möjliga stödformer, t ex en "konsultmix".

Tidplan och avrapportering

Uppdraget utföres under perioden 22 maj till 28 juni 2002.

Tidsåtgången beräknas uppgå till max 7 dagar för genomförande.

Konsultens ska skriva en rapport på engelska som inte överstiger 10 sidor (exkl. bila-gor).

Rapporten överlämnas dels i form av papperkopior, dels som datafiler i Word 97-format. Sida skall ha rätten att senare bearbeta och utveckla materialet efter nya behov som kan uppstå.

Ett första utkast på rapporten skall lämnas till Projektgruppen för kapacitetsutveckling (Sida) senast den 31 maj. En slutgiltig rapport skall inlämnas till Sida den 28 juni 2002.

Appendix B

Reference material

Reports and documents

Diagnosis of organizations in Development Cooperation – Guidelines for application of the Staircase Model, *Göran Andersson & Peter Winai*, (1997)

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<http://kenya.com/>

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<http://www.sida.se>

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Appendix C

Abbreviations

CBO	Community Based Organization
EAC	East African Community
EABC	East African Business Council
ECOVIC	East African Communities Organization for the Management of Lake Victoria
EPC	Environmental Pedagogical Centers
FAO	Food and Agriculture Organization of the United Nations
KBO	Kagera Basin Organisation
LVFO	Lake Victoria Fisheries Organisation
LVRLAC	Lake Victoria Region Local Authorities Cooperation
NGO	Non-Governmental Organizations
PTC	Permanent Tripartite Commission for East Africa Cooperation
UNDP	United Nations Development Program
UNEP	United Nations Environmental Program

Appendix D

Definitions

<i>Capacity</i>	The conditions that must be in place, for example knowledge, competence, and effective and development oriented organizations and institutional frameworks, in order to make development possible.
<i>Institutions</i>	Formal frameworks such as written policies and laws, and informal frameworks such as the boundaries for human relations. Institutions are “the rule of the game”. (Sida’s Policy for Capacity Development)
<i>Networking</i>	It is part of the network concept to not be clearly defined. A network organisation can take many forms and many structures. However, one definition is that network is a framework/meeting place for learning from experience.
<i>Organization</i>	It is “the team which is playing”.
<i>System of Organization</i>	The network and linkages among organizations. (Sida’s Policy for Capacity Development)
<i>Twinning</i>	An organisation in a developing country is paired with its sister organisation in Sweden or another “developed” country to develop the capacity of the recipient organisation. The sister organizations work together through a combination of the following: exchanges of staff, education and training, support for equipment, long-term placement of experts and supply of expertise in the form of short-term consultants. (Methods for capacity development, February 2002)

Appendix E

Objectives of LVRLAC and UBC

LVRLAC

Promote sustainable and coordinated management of ecology and environmental protection.

Determine sustainable mechanisms that involve community participation in sustainable utilisation of the Lake's resources.

Set up programs to mobilise and sensitise communities to participate in mitigating measures for water pollution and poverty alleviation.

Mobilise and sensitise the Lake community on fisheries management and conservation.

Establish networks as may be necessary or desirable for the coordination and promotion of cooperation activities.

Promote research and debate on problems facing Lake Victoria region communities.

Promote among member communities, the spirit of international solidarity, peace and friendship.

Publish leaflets, booklets, newsletters, magazines, etc promoting activities of LVRLAC. LVRLAC structure

UBC

Seek a systematic exchange of experience between member Cities in their common fields of interest, and organize meetings, exhibitions, scientific and popular sessions, as well as other events to popularize achievements of the individual member Cities.

Support and assist member Cities in carrying out research work and publishing their efforts to tackle the problems of the Baltic Sea and adjacent land areas.

Promote interest in the history of the Baltic Region, its ecological and cultural heritage, and work together to protect the Region's landscape as well as its cultural and historical monuments.

Support any endeavor to enhance inter-human contact, in particular among the youth of the member Cities, by organizing meetings, sport competitions, festivals, and other events.

Assist in and support cooperation of professional groups in the member Cities as well as that between individual Cities, for example, Twin Cities.

Launch initiatives and cooperate with the Baltic Sea Region governments and international organizations in resolving problems posed by the economic development of the Baltic Sea Region and protection of its natural environment, thus enhancing its integration.

Foster communication ties and develop respective networks and links with other regional actors.

Maintain ties with the European Union structures and the Council of Europe.

Express at public forums common motions, opinions and positions on the cities' and the Baltic Sea Region's interests.

Collaborate in the process of European Union enlargement, bearing in mind the existence of the European dimension in the future of the cities.

Service its member cities in terms of information flow and help generate projects co-financed by European Union, and by other sources, offering cities project quality consulting.

Develop its own public relations program.



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