

Sida's Program Twinning Cooperation between Municipalities in Sweden and in Countries of the South

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**Department for Infrastructure
and Economic Co-operation**

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Sida Evaluation 03/39

**Department for
Infrastructure and
Economic Co-operation**

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Abbreviations and Acronyms

LFA	Logical Framework Analysis
LGA	Local Governance Academy, The Philippines
SALA	Swedish Association of Local Authorities
SALA IDA	SALA International Development Agency (Subsidiary of Swedish Association of Local Authorities)
Sida	Swedish International Development Cooperation Agency

Executive Summary

The Context

Under the program “Twinning Cooperation between Municipalities in Sweden and Countries of the South” (hereinafter referred to as the ‘Twinning South Program’) Sida provides grant financing for different types of municipality improvement projects (twinning projects) in Africa, Asia/Middle East and Latin America. The projects should be identified and executed jointly by a Swedish municipality and its foreign twin or counterpart. The Program, which is a replica of a successful municipality twinning program in Central and Eastern Europe, seeks to capitalize on the practice of twinning between municipalities in different countries. The carrying idea is for Sida to add a development agenda and, at the same time, help deepen existing twinning relationships.

The Twinning South Program was set up in 1998 at which time Sida allocated SEK 10 million for projects to be funded in the course of the following four years. An extra allocation of SEK 2 million was subsequently made to cover projects during 2003. The Program has been administered by SALA IDA, which is the international development agency of the Swedish National Association of Local Authorities (SALA). In its capacity as administrator SALA IDA has reviewed applications from municipalities and handled disbursements of funds in accordance with pre-agreed budgets. SALA IDA has approved projects on the basis of guidelines defined by Sida. In the period 2000 to mid 2003 a total of 33 projects in 12 countries with a budgeted amount of SEK 11.4 million were approved.

In July 2003 Sida commissioned Swedish Development Advisers AB to evaluate the Program. The main issues for the evaluation were:

- The suitability of twinning arrangements as conduits of Sida assistance to municipalities
- The relevance of Sida guidelines for the selection of projects and
- The efficiency of the administration of the program.

Findings

The original principal objective of Sida’s Twinning South Program was to improve living conditions for the urban poor in developing country municipalities. Projects for this purpose should be identified and defined by municipalities in existing twinning partnerships. The evaluation has noted that this objective has not been achieved as only six of the 33 projects were found to be slum related. It is probable that this is due to the fact that Swedish municipalities, with no comparable slums of their own, have little experience in solving slum problems. In recognition of this the program’s focus has gradually shifted towards environmental and other more general urban development issues.

Another lacking ingredient has been that of the twinning arrangements themselves. In contrast to the situation with respect to Central and Eastern Europe there are very few existing twinning arrangements between Swedish and developing country municipalities. With the countries concerned only two twinning arrangements existed prior to the establishment of the Program. Subsequent to the start of the Program three twinning agreements have been entered into – in each case in connection with the execution of a project. The other projects have been carried out under project related cooperation agreements between the two municipalities in respect. Therefore the Program cannot be said to have been a test of the question as to whether or not twinning arrangements are suitable conduits of Sida assistance to municipalities. A conclusion

that is drawn is that absence of well established twinning arrangements is the likely cause of the lack of success of the Program.

The reason would appear to be that the dearth of twinning arrangements has had implications for the selection of projects as well as for the use of funds. Project identification and project definition has been different and more dependent on Swedish initiatives than would probably have been the case with a larger base of twinning arrangements. Only about 25 percent of the twinning projects have been identified and defined by developing country municipalities. The Swedish municipalities have initiated another 25 percent and the balance has been the result of ideas and initiatives of Swedish consultants and Swedish NGOs with close links to SALA IDA. Although these initiatives have led to a large variation in the content of the projects as well as in their design it has also resulted in some projects being outside of the intended focus areas. Another probable consequence of the lack of twinning arrangements is a relatively high concentration of projects to a few countries. Two countries, Mongolia and the Philippines, account for half of the project funds that have been approved so far.

Sida's concept for the Twinning South Program differed from that of the Central and East European twinning program in that it required Swedish municipalities to work with both new twinning partners and new activities (slum improvement). In reality this proved to be difficult. The concept and the reality are depicted in the two pictures below.

	Existing twinning arrangements	New twinning arrangements
Existing areas of activity	Low cost and high effectiveness	High cost and reduced effectiveness
New areas of activity	Increased cost and low effectiveness	Very high cost and very low effectiveness

Original project concept based on Twinning East

A successful twinning concept would be one that required the municipalities to work with municipalities they know with activities they are familiar with. The latter proved to be difficult. The only factor, which could be changed, was that of activities which is also the one that did change.

	Existing twinning arrangements	New twinning arrangements
Existing areas of activity	Low cost and high effectiveness	High cost and reduced effectiveness
New areas of activity	Increased cost and low effectiveness	Very high cost and very low effectiveness

Actual Program Focus

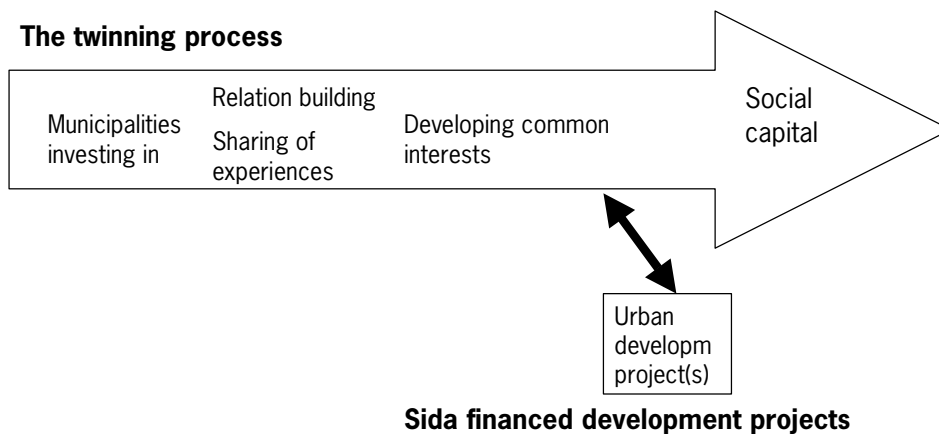
The Original Concept versus Program Reality

Another consequence of the small number of existing twinning arrangements is that a relatively large part of the resources have been devoted towards creating the longer term twinning-like relationship which was supposed to exist at the outset. Municipality partnerships and development projects have different characteristics. A twinning partnership is process oriented and long-term. Its basic aim is learning through exchange of ideas and sharing of experience. The main activities are study visits and exchange of information. It is typically a fairly loosely defined process without specific goals, budgets, etc. But it is a process, which, if successful, creates what could be termed social capital. This social capital – understanding, ease of communication, common frame of reference, established procedures for interaction, etc. - makes the twinning arrangements interesting as vehicles for development assistance.

Development projects, on the other hand, are limited in time, have defined budgets, clearly defined results, procedures for monitoring and control, etc. The human element and human interaction is a function of the goals to be achieved not a goal in itself. Development projects typically require both financial and human resources and in addition an institutional setting. The latter provides a framework within which the people engaged can cooperate. It contains a measure of social capital, which makes the interaction between the individuals more efficient.

A municipal development project, involving the two parties of a twinning arrangement, could both use the social capital created by the twinning process and add to it as it expands the scope of the interaction between the two municipalities. The figure below illustrates this win-win possibility.

The Original Concept based on Twinning East

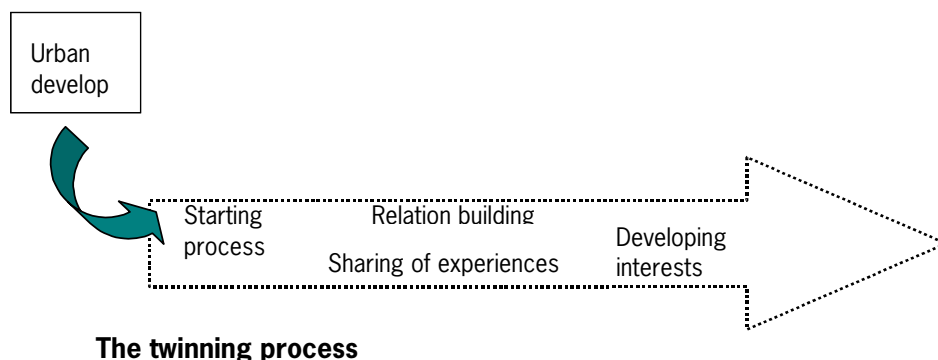


A twinning arrangement provides the institutional setting for the development project while the development project strengthens the twinning relationship by offering more scope for interaction and sharing of experience. Such a two way process is, however, contingent on a prior investment in a twinning process.

The projects of the Twinning South Program were initiated before or simultaneously with the twinning process. With the exception of two cases there was not a prior investment in a twinning process by the municipalities. Instead resources were drawn from the funding for the project to a commencing twinning process. The project became the objective rather than the twinning relationship. Both the effectiveness and the efficiency of the development projects were compromised in this case as compared with the original twinning concept.

Twinning South

Sida financed development projects



Twinning South – Experiment or Program?

The Twinning South Program has not become a replica of the successful Central and Eastern Europe Twinning program. The context was much too different in that twinning arrangements were lacking, as was competence for addressing the main objective. The Twinning South Program has not been the roll-out of a well tested concept but an experiment in itself.

The Program has also taken a different course than the one originally intended. The reality in the countries of the South proved very different from the one in Eastern Europe. Instead of being a replica the project became an experiment. The administrator, SALA IDA, and the Swedish municipalities themselves who have acted and reacted to the new realities the program faced. However, neither of those parties have been able to substitute for the client. The strategic guidance of the experiment has been lacking due to the fact that the definition of roles has been unclear from the outset. Sida has played a relatively passive role consisting mainly of accepting reports and recommendations while SALA IDA has concentrated on the observance of formal rules and focused on the format for applications. An experiment needs to be monitored, adjustments have to be made, alternatives should be evaluated, all of which requires processes and systems for feedback and learning. This input has been lacking and the issue of whether or not development goals would be reached has therefore not been monitored.

SALA IDA has performed their duty well according to the Swedish applicants. The main disadvantage of the non-existence of a responsible client is the absence of a learning process. Final reports are only produced as a basis for the payments of approved financial support. Although some efforts have been made to share experiences between participating municipalities, the learning process has been insufficient.

Sida's Program instructions have not guided SALA IDA on how to deal with the weak institutional setting, on whether or not new projects should have priority over follow-up

projects, to what extent outside parties should participate in project definition, if investments should be funded, etc.

The absence of an active client that could provide strategic guidance has caused the program to end up in somewhat of a cul-de-sac. It has become neither a successful development program nor a good basis for twinning collaboration.

Conclusions and Recommendations

The twinning projects are short-term activities, the goals of which have seldom been defined in measurable or quantifiable form. It has therefore not been possible to measure goal achievement, i.e. effectiveness of the Program. In order to do this evaluation the consultant has instead used a set of indicators or proxies. The most important of these are:

- project relevance in relation to focus areas,
- the sustainability of the projects,
- appreciation or acceptance and
- project impact (measured as the degree to which the projects have left an imprint with or changed the processes or procedures of the municipality concerned).

This evaluation suggests that the Twinning South Program's projects have been considerably less effective as development tools than the corresponding projects in Central and Eastern Europe. Both project relevance and project efficiency has been modest to low. The main strength of twinning is that it promotes acceptance and sustainability of learning based on peer-to-peer problem solving. Appreciation has therefore been high but relevance and feasibility low. A majority of the projects deal with urban development issues and the Program's activities have been confined to the developing countries targeted by Sida.

The efficiency of the administrative function of the Twinning South program is considered satisfactory. The Swedish municipalities involved in the program are generally quite satisfied with SALA IDA's performance. However, the cost efficiency of the program is modest to low due to the fact that many of the projects have had to contribute to the costs of creating a twinning like setting for cooperation.

Contrary to the perception at the outset the Program has turned out to be quite experimental. It has faced a number of issues which would have required a measure of strategic guidance that an administrator with a strong incentive to make use of the allocated resources (SALA IDA's remuneration has been turnover related) can not be required to handle. The Program would have benefited from a more active client than what it has had. Sida has confined its role to that of the financier only and the Program has had to find its form without the benefit of the guidance of a committed client. This has had implication on the learning process and for the dissemination of results.

The consultant's recommendations are

- 1) to strengthen the problem and project definition role of the municipalities of the South and so that they can better define project relevance and set measurable project goals,
- 2) to increase the professional content by input from actors with more contextual (development issue related) competence than what the combination of Swedish municipalities and SALA IDA can provide,
- 3) to balance the lack of existing twinning arrangements (social capital) by involving intermediaries such as municipality associations in the municipality and project selection process, and
- 4) to provide closer client monitoring of Program objectives and guideline relevance.

Strengthening of the role of the beneficiaries, more professional peer-to-peer focus and the proposed linkage with SALA counterparts would justify a recommendation to continue support to twinning projects in the South administered by SALA IDA. In addition Sida must play a more active role in recognition of the experimental nature of the Program.

1. Introduction

The Assignment

In July 2003 Sida engaged Swedish Development Advisers AB to carry out an evaluation of a municipality support program called “Twinning Cooperation between Municipalities in Sweden and in Countries of the South” hereinafter referred to as the ‘Twinning South Program’. It consists of funding for projects to be identified and carried out by two municipality ‘twins’ – a Swedish and a counterpart or twin in one of the so-called ‘countries of the South’. Sida defined the “Countries of the South” as 52 specific countries in Africa, Asia/Middle East and Latin America. (List of countries presented in Appendix 2.)

The Program is administered by the consultancy arm of the Swedish Association of Local Authorities - SALA IDA – under a 1998 agreement with Sida. The original program budget was SEK 10 million, which was intended to cover project funding during the period 1999 to 2001. This was later extended to 2003 and the amount was increased to SEK 12 million.

The Terms of Reference (see Appendix 1) define the purpose of the evaluation as one of:

answering the question if partnerships between municipalities is an appropriate form of cooperation to facilitate long-term sustainable development efforts involving actors in Sweden and countries of the South,
assessing the appropriateness of Sida’s guidelines, including limitation to three focus areas, and
reviewing how well SALA IDA has been administrating the funds and linked up with and supported interested Swedish municipalities.

The evaluation is structured in two main parts, one analyzing the effectiveness of the program per se and the other reviewing the efficiency of program implementation. Effectiveness shall be analyzed in three dimensions, namely, compliance with objectives, extent to which the target group has been reached, and degree of impact.

The efficiency analysis shall review mainly the following issues:

- adherence to Sida’s guidelines,
- partners’ involvement in the planning process,
- how well SALA IDA meets the requirements from the Swedish municipalities etc.

Data collection, comprising personal interviews with local authority representatives in Sweden, Tanzania, South Africa, Mongolia and the Philippines, was carried out by Mr. Bo Andréasson, Ms. Eva Oksen Adelbratt and Mr. Roy Liff during September and October 2003.

This report summarizes the findings and conclusions.

Definitions

The following terms will be used throughout the report.

Twinning	Long-term relationship between Swedish municipalities and counterparts in other countries typically formalized in a twinning agreement. ¹
Twinning projects	Activities with a defined goal and time schedule involving the two municipalities in different countries. A twinning project can be part of a twinning agreement or a separate agreement limiting the project's objectives and activities.

2. Methodology

The information on which this report has been based was collected using the following methods.

Analysis of documents:

- Written sources include project contracts, applications, correspondence between Swedish partners and SALA IDA and completion reports that trigger the payment of the financial support.
- Annual reports prepared by SALA IDA and minutes from review meeting with Sida representatives.

Interviews:

- Direct interviews at nine Swedish municipal offices covering 18 projects with a total support of SEK 7.4 million (out of SEK 11.4 million) representing 64 percent of the total amount approved. All completed projects over SEK 100,000 were covered.
- Telephone interviews with the other nine Swedish municipalities that are involved using the same questionnaire as the one guiding the direct interviews.
- Interviews with twinning partners through visits to Mongolia, the Philippines, Tanzania and South Africa. Interviews were arranged with Ethiopian twinning project participants when they visited their partner in Sweden in October 2003. The foreign twinning partner interviews covered 16 projects in 10 municipalities in five countries with a combined support amounting to SEK 6.4 million representing 56 percent of the total. Of the remaining 18 municipalities 10 were reached for an interview via fax or email.

Over 90 percent of the projects were covered through interviews and the statistical validity should therefore be quite high.

¹ "Vänortssamarbete" in Swedish

3. Twinning South Program Particulars

Twinning Cooperation in the South

Sida has supported twinning between municipalities in Sweden, on the one hand, and cities in East and Central Europe, on the other, through the Swedish Association of Local Authorities (SALA) since 1993. The aim of this support has been to widen the cooperation in a number of sectors and to promote democratic development.

In 1999 Sida's Urban Development Division, following initial contacts with SALA IDA, started a three-year project aimed at developing countries in Africa, Asia, the Middle East and Latin America. This project was intended to make use of the experience gained from twinning in Eastern Europe. Three sectors, related to urban development, were selected as main focus for this cooperation with what the Program refers to as 'countries of the South'. These sectors were urban environmental protection, urban planning and local governance.

The basic objective of the Program, as stated in the contract between Sida and SALA IDA, was:

"to improve living conditions of poor people in cities of the third world by increasing the capacity of the municipalities to find solutions of problems in the urban sector – both in the short run and in the long run"²

Program Resources

The original Program budget was SEK 10 million for the period 2000-2002. It has since been extended to the end of 2003 and an additional SEK 2 million has been provided.

The maximum amount of Program funding per project was set at SEK 500,000, with an individual project a duration of no more than one year from approval to completion. However, it was possible to structure an activity in a set of consecutive project which could each be funded and which would have a combined duration of several years.

Since the start of the Twinning South Program 33 projects have been approved by SALA IDA. They have involved 19 Swedish municipalities and 23 municipalities in 15 different countries.

Table 1 Approved twinning projects per country

Country	Number of Projects	Sida Funding SEK	% of Total Sida Funding
Mongolia	8	2 996 935	26%
The Philippines	6	2 950 850	26%
South Africa	5	1 904 200	17%
Eritrea	3	1 450 000	13%
China	3	634 000	6%
Namibia	3	678 000	6%
Lebanon	1	119 175	1%
Malaysia	1	78 620	1%
Tanzania	1	58 500	1%
Mozambique	1	30 000	-
Joint Zimbabwe, Ecuador and the Philippines	1	495 000	4%
	33	11 395 480	100%

² Guidelines for Municipal Twinning, North-South, 1998-12-28

Two countries, Mongolia and The Philippines, have received 26 percent each of the total. The Mongolian projects differ substantially from the other projects and are analyzed separately.

The analysis of the effectiveness and the efficiency of the Program has focused on the following issues and questions:

- 1) Program design; to what extent have the original intentions with respect to type of project been realized? A comparison is made between design and outcome.
- 2) Program effectiveness; criteria have been developed for the evaluation of the effectiveness of the twinning.
- 3) The particulars of the support to the major recipient countries, Mongolia and the Philippines, are reviewed.
- 4) A comparison is made with the Sida supported twinning program in Eastern Europe.
- 5) Has the Program been efficiently managed? The focus is on administration but also on the strategic guidance a program as experimental as the one at hand would have required from the client.
- 6) Impact and achievements; a summary of what has been achieved so far as regards to sustainable development efforts is made. What has been the contribution to Sida's development efforts?

The first issue is effectiveness, the program's ability to reach its goals or in other words to "do the right thing".

4. Effectiveness of the Program

Design and Outcome

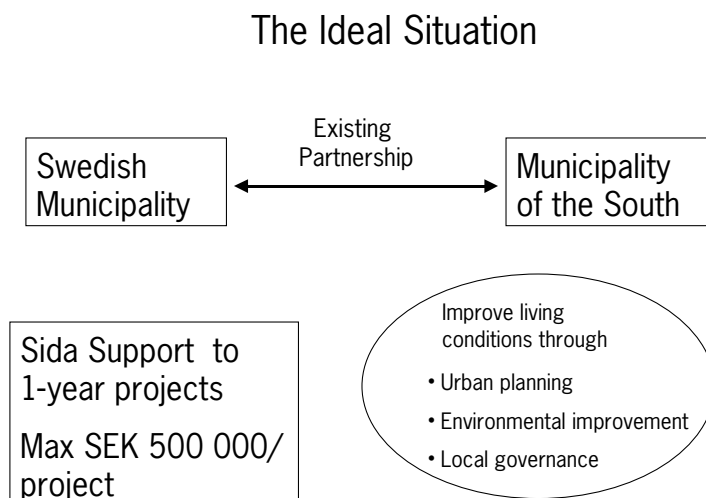
The basic tenet of the Program consists of two fundamental statements contained in the contract between Sida and SALA IDA.

- Firstly, funding should be granted to development projects to be carried out under existing twinning partnerships. (It was, however, also the intention that the projects should function as an entry point for new partnerships. This has not been made explicit in the agreement.)
- Secondly, the aim should be to improve living conditions of the urban poor.

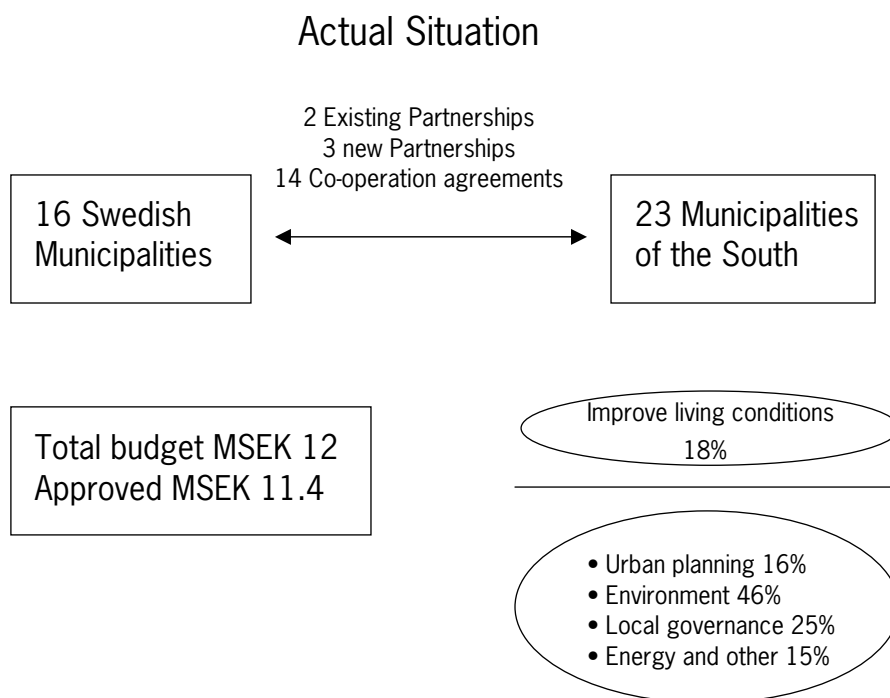
The twinning projects should focus on improving competence in the areas of environmental protection, urban planning and local governance.

The terms of reference also recommend the use of LFA or other similar systematic planning tool for the identification and definition of the twinning projects.

The basic Program concept and objectives are depicted in the picture below.



The actual situation after the program has been running for three and a half years is as follows.



Available funds have been spent as intended over a period of three years. The twinning projects involve 16 Swedish municipalities and 23 municipalities of the South. Twinning is with some exceptions, not based on existing partnerships. The twinning projects have a relatively balanced distribution over the three predefined focus areas even if environmental projects dominate.

In order to make an assessment of the effectiveness of the Twinning South Program the criteria, set out below have been used.

Criteria for Evaluation of Effectiveness

Measurable goals have generally not been defined for the twinning projects. An assessment of the effectiveness therefore has to be based on such indicators or criteria as can be derived from the contract between Sida and SALA IDA and Sida's "Guidelines for Municipal Partnerships, North-South"³. They are related to intended impact, partner relationships, target countries, competence and gender.

Direct slum area impact	Have the projects had a direct slum or poor area impact?
Existing twinning agreements	What proportion of the projects was initiated within existing twinning arrangements?
Focus areas (urban development)	To what extent do the projects build capacity in the three focus areas defined by Sida?
Competence	To what extent has appropriate competence been mobilized in the twinning projects?
Value of the projects	What is the value of the projects in terms of relevance, feasibility and acceptance?
Gender	What is the proportion of women among the twinning participants?

Two other issues with an impact on the effectiveness were analyzed. One is the origin of the projects. By whom and in which setting was the initiative to the project taken - Swedish municipality, municipality of the South, consultant etc. The second issue is whether or not the required focus on the three key urban development sectors have limited the effectiveness of the development program.

Direct Slum Area Impact?

The original aim of Sida's funding of twinning projects in the South was to improve the capacity to deal with slum problems. The social capital that had been developed within existing twinning arrangements between Swedish municipalities and municipalities in Africa, Asia, the Middle East or Latin America would provide the institutional setting within which this would be achieved..

³ Riktlinjer för kommunalt partnerskap , Nord-Syd, Sida 1998-12-29

The table below shows the distribution of projects among different countries and the number of slum-related twinning projects for the various countries that have been involved.

Region	Country	Twinning Projects	"Slum-related"
Africa	Eritrea	3	0
	Mozambique	1	0
	Namibia	3	3
	South Africa	5	3
	Tanzania	<u>1</u>	<u>0</u>
		13	6
Asia/Middle East	Mongolia	8	0
	China	3	0
	The Philippines	6	0
	Malaysia	1	0
	Lebanon	<u>1</u>	<u>0</u>
		19	0
Other	Zimbabwe/Ecuador/The Philippines	1	0
Total		33	6

A total of six slum related projects, or 18 percent of the total, have been approved and initiated. All are located in Africa.

It is probable that several factors have contributed to the low prevalence of slum related projects. One is that Swedish municipalities have little experience in solving slum problems. Another is that the scarcity of existing twinning arrangements have left the project initiative and the project definition process largely in the hands of those who were aware of the existence of the Program, i.e. the Swedish municipalities, SALA IDA, Swedish consultants and Swedish NGOs with close links to SALA IDA. In order to make use of the Program's resources, SALA IDA has accepted a gradual shift towards other projects than those concerned with slum improvement. It appears that this was done with the tacit approval of Sida. Notwithstanding the fact that many projects did not have slum issues as primary focus, many can still have an indirect positive impact on poverty reduction and slum related problems. Solid waste projects and wastewater treatment projects, for instance, frequently have a substantial impact in slum areas.

Another measure of how substantive the poverty or slum issues have featured in the Program could be the income levels of the twinning municipalities of the South. Half of the participating municipalities of the South (in Mongolia, South Africa, Namibia, Eritrea and Lebanon) are small, with a population of between 11,000 and 130,000. Their own estimates of annual GNP per capital are on average USD 400. The average municipal spending of those municipalities is USD 65 per annum and capita. This suggests that a majority of the municipalities have had considerable poverty problems and a large proportion of inhabitants that have incomes at near subsistence levels.

The conclusion is that, while only about one fifth of the projects have a direct slum area focus most municipalities in the Program have considerable poverty problems. This would suggest that there should have been considerable indirect impact of the Program on poverty reduction.

Existing Twinning Arrangements

Sida's guidelines state that the project support should not be used to establish new twinning partnerships. Twinning partners already familiar with each other should be the ones to present twinning project ideas. Two partnerships existed prior to the initiation of the Sida supported project, Lund with Asmara from 1997 and Oskarshamn with Hibiscus Coast (formerly Port Shepstone) from 1994. Three municipality partnerships were signed in the course of the Program and for the remaining 14 Swedish municipalities other, more specific, project-related cooperation agreements have been signed.

Swedish municipalities in general have a large number of twinning agreements, some of them dating back to the 1940s. On average each Swedish municipality has five twinning municipalities. Of some 1,600 foreign twinning partners 49 percent are located in the Nordic countries, some 24 percent are Eastern European, almost 24 percent are other OECD countries and only three percent, i.e. 47 municipalities are located in developing countries⁴. The possibilities of building on existing partnerships have therefore been quite limited.

The 18 Swedish municipalities that participate in the Twinning South Program have, on average, 4.8 twinning agreement each. The table below shows the number of partners for each of these municipalities.

Swedish municipality	Twinning Arrangements
Berg	5
Borlänge	3
Botkyrka	3
Bräcke	1
Enköping	4
Karlstad	7
Lund	8
Oskarshamn	5
Ragunda	6
Sigtuna	4
Staffanstorps	3
Timrå	5
Tyresö	4
Vänersborg	9
Falkenberg	5
Gotland	11
Grästorp	1
Hylte	2
Average	4.8

The Swedish municipalities involved in the Twinning South Program have been active in, on average, 10 activities each with their twinning partners, which are mainly municipalities in Western and Eastern Europe. The main activity areas are school exchange programs, environmental protection and business development. The table below shows the distribution of activities in the case of existing twinning arrangements outside of the 'countries of the South'.

⁴ Databas för vänorter och -regioner Svenska Kommunförbundet och Landstingsförbundet <http://www.lf.svekom.se/int/van/index.htm>

Traditional partnership activities	%
Environmental protection including water/wastewater	27%
School exchange programs	24%
Business development	16%
Old age care	9%
Sports	8%
Tourism	6%
Local democracy	5%
Urban planning	2%
Other	3%

The Swedish participants in the Twinning South Program have extensive experience of twinning projects within the environmental protection field. The experience is, however, limited when it comes to the other two focus areas for the Twinning South Program, namely urban planning and local democracy.

Twinning South projects typically represent the first activity in a new relationship. The fact that an established relation does not exist has a implication for the relevance of the projects and the cost effectiveness as will be shown in the following chapters.

The review of existing twinning arrangements raises the question of

1. how many twinning agreements a Swedish municipality can handle?
and
2. whether they can not only handle additional twinning arrangements but also simultaneously engage in areas where they have little or no prior twinning collaboration experience?

Creating the ‘twinning social capital’, which Sida seeks to use for development purposes, is a resource (time and money) demanding process. As such it is a process that takes resources away from other municipality activities. This can only be justified if the benefits of learning outweigh the costs and if the insights that are gained can be used to improve the service the municipality renders its citizens. It would appear that the larger the number of twinning arrangements the smaller the marginal benefits to be derived from the last additional twinning agreement.

For a municipality to engage not only in new twinning arrangements but also to do so for the purpose of initiating activities in a field where it has previously not been active and has little experience or competence to build on would appear to be quite extraneous to its main purpose of rendering service to its own citizens.

Results in Focus Areas

Priority areas defined in the terms of reference are environmental protection, urban planning and local democracy. The extent to which these priorities have been reflected in the selection of projects for Program funding is shown in the table below. The focus area of activity of the twinning projects is shown as they have been defined by the twinning partners. Many of projects have more than one objective and the number one priority is shown to the right in the table.

Focus area	Included in the objectives	%	No 1 priority	%
Environmental protection	23	38%	18	56%
Local governance	13	22%	10	31%
Urban planning	5	8%	3	10%
Tourism	3	5%	1	3%
School cooperation	7	12%		
Business development	3	5%		
Poor area problems	2	3%		
HIV/AIDS prevention	2	3%		
Sports	1	2%		
Old age care	1	2%		
	60		32	

A majority of the projects has their focus in the priority areas. Environmental improvement projects are the most frequent. In 38 percent of the projects this is a focus area and the dominance is even more pronounced if only the highest priority is taken into consideration – 56 percent. However, some projects represent cooperation in other fields such as tourism, old age care, HIV/AIDS prevention etc. Most of those projects have multiple goals, one of which is environmental protection. Many projects are related to Agenda 21 activities in the Swedish municipalities.

The analysis suggests that development projects using twinning partnerships for identification and execution easily leads to multiple objectives. While the main focus areas are those specified by Sida twinning activities also take place in areas such as school exchange, business development and tourism which are those that the municipalities have engaged in with other twinning partners.

There are essentially four options with respect to using twinning arrangements for development purposes. The further away from established pattern of municipality collaboration one moves the higher the cost and the lower the effectiveness of the program. This hypothesis is illustrated in the table below.

	Existing twinning arrangements	New twinning arrangements
Existing areas of activity	Low cost and high effectiveness	High cost and reduced effectiveness
New areas of activity	Increased cost and low effectiveness	Very high cost and very low effectiveness

Sida's concept for the Twinning South Program differed from that of the Central and East European twinning program. It required Swedish municipalities to work with both new twinning partners and new activities (poor urban area improvement). In reality this proved to be difficult. The limited number of existing partnerships in the "Countries of the South" restricts the possibilities of creating cost effective projects. The countermeasure has been to include elements of well-known municipal competence in the projects. However, while the effectiveness has benefited from this, the development impact of the projects has been compromised.

Project Impact

The impact of a development project in a twinning setting is often difficult to assess. They are aimed at building capacity in order to help the beneficiaries mitigate their own problems. Furthermore, many of the projects are short-term, with a one-year project duration, while results usually take a longer time to become visible. A third complicating factor is that tangible goals are seldom defined at the outset. The latter is a likely consequence of the setting itself. The twinning relationship only works if the parties pose only modest demands on each other. Specific goals, defined responsibilities, milestones, etc. are therefore to some extent contrary to the spirit of the twinning phenomenon itself.

Since there have been few specifications of tangible project results, the evaluation of results the consultant has chosen to instead assess is the impact. A number of indicators of the impact of the projects on the recipient municipality have been chosen as proxies for results. These indicators are shown in the table below together with the assessment as to the number of projects for which the impact has been observed. This assessment has been made by both the Swedish and the 'southern' municipalities.

Observed Project Impact	Swedish Municipality	Municipality of the South
Documented new strategy, routines etc	7	7
Investment projects	4	2
Increased municipal budget in the focus area	3	1
New technical solutions	<u>2</u>	<u>4</u>
	16	14
Number of projects with impacts	8	8
Total number of completed projects	20	20

The assessments made by the participating municipalities are quite similar. About half of the tangible results consists of documented new strategies, routines etc.

Impacts have been recorded for eight out of 20 completed projects, i.e. for 40 percent. This suggests that results have been modest. Most of the projects have had their focus on either awareness creation for the purpose of environmental protection or for better local governance. The latter may result in policy documents, which is reflected in the table. Environmental projects have, in some cases, resulted in small-scale experiments in solid waste management (South Africa and The Philippines) such as composting and sorting for recycling of waste.

Competence

Previous experience of Swedish project participants was analyzed in the interviews. The indicators used to measure relevant competence were four different dimensions of prior experience; namely

- experience of twinning partnerships;
- experience from work in foreign countries,
- experience from work with development issues and projects, and
- expertise in the project's main subject.

These factors were assessed for three different categories of Swedish participants; namely for elected officials, civil servants and for consultants. The competence and experience of the Swedish participants is summarized in the table below.

	Competence/Experience			
	Partnership experience	Foreign country experiences	Development experience	Specialist competence
Elected officials	50%	8%	6%	36%
Civil servants	20%	15%	6%	60%
Consultants	4%	26%	17%	52%

In view of the few existing partnerships in the South, the low figure, 6 percent, for developing country experience for all but the consultants is not surprising. Most of the civil servants (60 percent) appear to have possessed the specialist knowledge needed for the twinning projects and the elected officials (36 percent) and the consultants (52 percent) also have high specialist competence.

One of the most crucial success factors for projects dealing with transfer of knowledge is that the partner who seeks to acquire the knowledge is able to muster a counterpart team with relevant background and abilities. Another factor is that of methodology and didactic approach. In some environmental projects it appears that a conscious choice between different didactic options has been made. In most cases, however, this appears not to have been the case. Little attention has been given to transfer of knowledge techniques and methods and to whether or not the facilitators have transfer of knowledge competence.

The specialist competence seems to be adequate but there is an apparent lack on the Swedish side of experience from developing countries. The experience from other foreign projects such as twinning in Eastern Europe is also limited among the key participants. However, the participants from the 'countries of the South' rank the competence of the Swedish participants as very high (4.8 on a scale from 1 to 5 where 5 is the highest grade). Expertise seems to be more important than experience from other foreign countries or from development work.

The Value of the Projects

The value of a project can be defined as the product of the relevance of the solution, the feasibility and the degree of acceptance. Many of the Twinning South projects would have relatively low value due to the fact that the focus has been on the establishment of the cooperation i.e. to achieve acceptance and motivation to carry out a project. In some cases, however, the projects have ended up as both relevant and feasible.

In the interviews the respondents were asked to assess the projects on a scale from 1 to 5 where 1 stands for complete failure and 5 for complete success with respect to goals fulfilled. In an interview situation like this high scores can be expected. Participants have a tendency to include appreciation of international travel and international contacts. There is a difference between the assessments of the participants. The average score on the Swedish side was 4.2 and it was 4.0 on the side of the countries of the South. People involved assessed the projects as very successful, but not meeting all the goals. The Swedish participants were more positive, maybe because from a distance it is difficult to make a detailed assessment of the impact of the project.

Based on participant assessment the value of the projects is high. To be able to assess the “true” value each of the following factors have to be analyzed:

- relevance,
- feasibility, and
- acceptance

Relevance

Relevance is defined as the extent to which the projects deal with problems that are strategic for the foreign partner’s development situation. The relevance of many of the Twinning South projects appears questionable for the following reasons.

- a) The twinning model is *process oriented* rather than focused on projects. An established partnership has built a relationship between politicians and civil servants of the two municipalities. The cooperation emphasizes a continuous relationship rather than project participation with its inherent need to meet given deadlines for reporting and results presentation. In all likelihood the partners, after a couple of years of cooperation and a number of study visits and contacts in both directions, have developed an understanding of needs and possibilities of Swedish support and capacity building. However, most of the projects do not start from established partnerships and there has been no time for creating the social capital, which exists in a well functioning twinning relationship.
- b) In many cases the project application has its *origin* in contacts established by individual staff members, politicians or external consultants. Often a small number of dedicated people have had very strong influence on the content of proposed projects, often giving priority to projects within their personal sphere of influence and competence. In some cases proposals have originated from SALA. The possibilities of financing for certain types of projects impose a risk of deviation from what a needs analysis would have shown.
- c) Pre-feasibility studies have been carried out only in a few instances. To not carry out a prior investigation appears to have been regarded as a risk worth taking in order to gain time for starting the cooperation.
- d) Ongoing projects have not been reviewed to assess progress and possible need for a change of the chosen approach. The projects have not been adapted to lessons learned. They have been executed strictly in accordance with the original specifications. The practical implementation could have found its correct mode some time after the project had started. To be able to adjust content, to carry out updated analyses of needs and to extend projects are important factors for the relevance of a development project.
- e) An indication of the projects’ relevance for the municipalities of the South is the extent to which the twinning projects form part of the municipalities’ long-term plans. The

observation is that more than 60 percent of the twinning projects do not form part of such planning. This suggests that the influence over the twinning projects agenda is based on Swedish assessments of what the priorities should be.

The conclusion is that the Twinning South Program has not produced projects of high relevance.

Feasibility

The feasibility of the twinning projects can also be questioned for the following reasons

- a) Analysis of needs, objectives and alternatives has not been done on a regular basis. Contrary to Sida's intentions LFA or similar analytical tools have only been used to a very limited extent.
- b) Almost no assessment of the capacity of the beneficiary has been made. It is assumed that the recipient of the support has the necessary capacity, technically and otherwise, to be able to absorb the knowledge and implement the changes.
- c) The projects are seldom part of long-term plans.

Acceptance and Sustainability

The level of acceptance has been measured through the scores the twinning partners have given to questions related to the appropriateness of project goals, the suitability of work methods during the project and the relevance of results and recommendations. With few exceptions the acceptance of the projects, as expressed by the participants, was quite high. However, as a Twinning South project is typically the first mutual activity from which the participants expect more to flow in the future acceptance should be relatively high. Considerable resources have been used to establish a relationship, to create social capital. With voluntary participation the peer-to-peer interaction is usually stimulating in itself. The fact that it includes travel to Sweden and that the cost to the benefiting municipality is low are also factors, which should yield a high level of acceptance of the process itself. This is likely to effect the view as to the usefulness of the project.

The assessment of the three factors that together constitute the value of the projects is summarized in the following table:

Relevance		Feasibility		Acceptance
Low		Relatively low		Very high

All factors are important, but without relevance the other two are less significant. The conclusion is that the value of the projects must be assessed as low.

Gender Balance

Female participation in the visits to Sweden is high; 45 percent of the visitors were women. The proportion of female participants from Sweden to countries of the South was lower, 32 percent on average and only 28 percent in the first visit (often the project included more than one visit from Sweden). The balanced gender distribution in the case of the countries of the South has been achieved in spite of the fact that the male/female ratio is more uneven when measured as gender distribution among the employees of the municipalities. Some 40 percent are female.

Initiation of the Twinning Cooperation

Of the 33 projects included in this evaluation 21 were the first-time projects while 12 were follow-ups. The initiation of cooperation is evenly distributed among Swedish and foreign partners, external consultants and other external parties like NGOs. The following table shows the frequency with which different parties have initiated the cooperation.

Initiation of projects	Number of projects
Municipality of the South	5
Swedish municipality	5
External consultant	6
Other external (NGO)	5
Total	21

The origin of the initiative of the twinning projects is an indicator of how well the twinning project could be expected to match the needs of the respective municipality of the South. Initiatives from the beneficiary could be expected to be more relevant and to address important problem areas. It is, on the other hand, natural for Swedish municipal employees, external Swedish consultants and Swedish NGO's to focus on areas within their own competence and their developing country experience.

The lack of beneficiary involvement in project identification is a logical consequence of the low prevalence of existing twinning arrangements and the fact the only parties aware of the existence of the Program have been the Swedish municipalities and SALA IDA. A majority of the projects therefore have their origin in Sweden and not in the 'countries of the South'.

Projects Approval Constraints

The twinning projects are supposed to be completed within one-year. Funding can be granted to projects with longer duration provided they are divided into phases of no more than one-year duration each. Each phase would need to be designed in such a manner that, in case funds were not approved for the next phase, the benefits would not be lost. There are cases where one year would have been too short for completing the projects. On occasion the applications have been adjusted to fit in with the one-year requirement or SALA IDA has approved the projects and accepted final reporting later than one year after commencement.

Some Swedish municipalities have expressed concern about starting projects that would need more than one year for completion. Many were not aware of the fact that it was possible to divide a project into phases and some who had done so were of the opinion that continuity could suffer if a project was started and it was not clear whether a continuation could be financed under the Program. Some applications for continued funding were not approved while in some cases the Swedish municipalities were given the impression by SALA IDA that it was better to apply for support for a project with another foreign twinning partner. It seems to be more important to start projects in new relationships compared with successive projects with the same partner. This view, although maintained by SALA IDA, is not reflected in Sida's guidelines. Possible explanations for this could be that more twinning partners could be involved and that it would lead to a more distributed participation among Swedish municipalities. If twinning arrangements are important goal of the Twinning South Program it should be clearly stated since the alternative, to support follow-up projects, would have better chances of yielding good results. Follow-up projects would also be more in line with the long-term partnership building goals of the municipalities themselves.

According to Sida's terms of reference for the Twinning South Program the projects shall be based on transfer of knowledge and shall not include investments. SALA IDA strictly follows this rule in the approval process. Not even the possibilities of limited investments for demonstrations etc. seems to be used with just a few exceptions. One of the most common proposals from the foreign partners is that they would like to include support for some investments.

Sida's guidelines specify that the projects shall, unless special reasons are at hand, be carried out in countries where English can be used as working language and where Sida has an established development cooperation presence. About one fourth of the projects are located in Mongolia where translation and interpretation is needed at all times and some of the Swedish participants have experienced problems with interpretation and communication.

The one-year limit is probably necessary in order to be able to link disbursement to the production of final reports. Limited investments can be included and it is a matter of finding better ways of informing participating municipalities about this. The language requirement seems to be justified. Translation of documents and interpretation during visits and work sessions is very cumbersome.

The limitation of the projects to the three focus areas seems to have ruled out some activities that were priorities for municipalities of the South. The interpretation of the guidelines has however not been consistent. In some cases projects outside the focus areas have been rejected, in others they have been accepted. The conclusion is that the constraints of project approval do not have any negative effects on the development efforts.

5. Twinning Projects in Mongolia and the Philippines

In *Mongolia* Sida is supporting a local governance and democracy project called "Capacity Building for Local Self Governance in Mongolia". This project started in 1997 and is based on Swedish consultants building a hierarchy of trainers who are training other trainers and eventually local elected officials and civil servants. SALA IDA is one of the Swedish consultants involved in the project and it has helped to match Swedish municipalities with Mongolian Aimags (regional governments). The capacity building project originally included a twinning component with visits to Swedish municipalities and with seminars in Sweden. Those activities have been transferred to the Twinning South project.

In addition to the local governance projects in Mongolia, one of the Aimags have received Twinning South Program financing to complement TACIS financing for "Institution Building Partnership Program". The main objective is to reduce costs for heating of school buildings. The Swedish municipality applied for and received the TACIS financial support. However, TACIS is only financing 68 percent of total project costs. The remaining costs are financed by the Twinning South Program through two twinning projects approved in, respectively, 1999 and 2000.

The twinning projects in Mongolia are complementing other projects in local governance and in energy conservation. The development impact of these projects appears to have been low. The differences between Sweden and Mongolia are substantial and exchange visits by municipal representatives can be expected to add little to the train-the-trainer program which is the mainstay of the capacity building project.

The energy conservation project's main focus is cost reduction. But it also contains environmental protection features and local governance components in the form of improved utilities management.

A major problem with the Mongolian twinning projects is the language barrier. The need for translation and interpretation has reduced the effectiveness of the support. The benefit of peer-to-peer learning is much lower in comparison with other projects where participants can communicate directly.

The lessons to be learned from the Mongolian twinning projects are that countries should be chosen so that the language barrier is minimized, especially in the case of Swedish municipalities which have little prior experience of development work or work abroad. Twinning projects that are complementing ongoing capacity building have a relatively limited impact.

In the *Philippines* two types of twinning projects have been approved. One is focusing on awareness creation in the field of sustainable environmental development. Two awareness-creation projects are based on school activities and exchange programs for teachers and students. A Swedish municipality has initiated those projects.

Four other projects in the Philippines, with focus on solid waste management and water quality improvement, are coordinated by LGA, a training institute for local governments. The identification of twinning projects has been done by LGA and SALA, which subsequently found interested municipalities on both sides. The participation by LGA with their training programs increase the chances of dissemination of knowledge, problem solving, design of pilot plant etc. In a conventional twinning project there is no systematic learning as was pointed out when discussing the absence of a client.

6. Comparison with Sida Supported Municipal Twinning in Central and Eastern Europe.

Municipal twinning in Eastern Europe was evaluated in 2001⁵ with very positive conclusions. The relevance of the support was regarded as very high, the effects in relation to the support was regarded as significant, the goals of the Eastern country cooperation had been fulfilled and the transfer of knowledge, according to the evaluators, successful.

The relationship between Sweden and Swedish Municipalities and Eastern European countries date back many years to voluntary support actions and aid shipments. The cooperation has developed through requests from the Eastern European twins on how Swedish municipalities act in order to solve problems in priority areas. In one highly relevant area, local democracy and public governance, Swedish municipalities have considerable knowledge. At the beginning of the 1990s East European countries, especially in the Baltic States, had started to build democratic institutions even before the twinning projects were initiated. The proximity of location and ambitions resulted in funding for programs over several years with donor aid and has generated a series of successful projects. Over a relatively long time period, some five years, the Eastern/Baltic municipalities learned how to utilize Swedish know-how and as a consequence they could adapt content and form more and more to their own needs.

⁵ Sida Supported Municipal Twinning Cooperation with Central and Eastern Europe 1996-2001, Sida Evaluations 01/20

It is evident that an established partnership is an important prerequisite for a successful twinning project.

The basic success factors are

- understanding of needs
- relevant competence
- dedication and devotion
- ability to act as client (by the foreign partner)

Those factors exist as a consequence of long-lasting, stable relations. They are facilitated by geographical proximity and relatively small cultural differences.

There is an evident absence of success factors in the case of the Twinning South program. No doubt, dedication is present in most of the projects. It is, however, difficult to develop understanding of needs and relevant competence for social environments very different from that of Sweden. The projects in most cases seem not to have been defined by the municipalities operating in the foreign countries.

What are realistic expectations of results from projects that aim at transfer of knowledge and how can such results be measured? It is very difficult to establish any effects of the many, relatively small activities that so far have been carried out under the Twinning South program. Measurable indicators are difficult to find and those that in some cases have been used, hardly show any effects. The evaluation has therefore also been based on an attempt to clarify whether or not conditions for success have prevailed and if the method of work that has been used can have a possibility to meet goals and expectations.

The conclusion is that the chances of success in the Twinning South Program have shown to be considerably lower compared with the East Twinning Program and this has hardly been compensated by different and more carefully prepared working methods. This conclusion is valid regardless of project focus, environmental protection, local governance or urban planning.

The evaluation separates effectiveness and efficiency in order to assess the appropriateness of twinning as a development tool. Efficiency is about “doing the things right”.

7. Efficiency of the Program

Criteria for Evaluation of Efficiency

In order to assess how well the Twinning South Program has been managed, i.e. how efficient the project administration has been a number of indicators are used. These indicators or criteria are partly derived from the contract between Sida and SALA IDA and Sida's guidelines as specified in "Guidelines for Municipal Partnerships, North-South⁶". They are related to responsibilities, planning and financial matters.

The Program's Strategy Dimension	Who takes on the client's role?
Compliance with Sida's guidelines	How well do approved projects agree with Sida's guidelines?
Involvement in planning	Have both partners been involved in the planning process?
Cost efficiency	Has the support been cost efficient?
Administration	How do Swedish municipalities rank SALA IDA's performance?
Funding	Has Sida's funding been adequate?
Media coverage	How has the information to the general public been handled?

Who Takes on the Client's Role?

In accordance with the contract with Sida, SALA IDA's role is only administrative. The limitation to a solely administrative function means that the projects are driven without a client presence during the execution of the project. The normal role for a client would have been to take decisions when it comes to updating goals, reviewing of plans and activities after discussions with the project teams, both from the Swedish and foreign municipalities. The dependence of the initial project formulation would have been of reduced importance.

Even more serious for the impact of the Twinning South Program is the lack of a client who can extract learning from the process. There has been no institution or other actor to collect the experiences, disseminate them or to define choices and options for the Program itself. However, there have been attempts in Sweden by municipalities in the province of Jämtland to work in parallel in Mongolia in order to learn from the process. In The Philippines and in Mongolia national associations of local governments have been engaged. The latter is currently being established with Sida support.

Could the solution be that SALA IDA is given a broader responsibility? Their strength is their close cooperation with Swedish municipalities and regions, which makes them well suited for some but not necessarily all of the administrative tasks. A wider responsibility would include the interpretation and realization of Sida's development goals.

⁶ Riktlinjer för kommunalt partnerskap , Nord-Syd, Sida 1998-12-29

Compliance with Guidelines

The following observations have been made with respect to compliance with Sida's guidelines.

- Projects have their main focus in the three priority areas, urban planning, environmental protection and local democracy development. The slum or poor area focus has been de-emphasized probably due to the lack of experience and interest on the part of the Swedish municipalities.
- Due to the limited number of existing twinning partnerships most projects are separate cooperation activities or the start of new partnerships.
- Funding for small investments could have been included in a larger number of projects. The possibility of including small investments has not been apparent for a number of participants.
- One fourth of the projects (those in Mongolia) deviate from the language guideline. This has complicated the transfer of knowledge and might have reduced cost efficiency.

The conclusion is that the compliance with guidelines is satisfactory, but some deviations have been made.

Involvement in Planning

Participating municipalities often plan for a continuation after the first project. The planning for follow-up projects is normally a joint effort. There are only very few instances when municipalities of the South do the planning themselves. Involvement in planning is thus high, a feature that is one of the strengths of twinning.

Sida recommends that the municipalities should use the LFA (Logical Framework Analysis) approach "with a precise goal and defined recourses, activities and result expectations" for their planning work. However, this has been the case in only few instances. Most applications contain a structure for goals but goal quantification is neither provided nor does it appear to have been required by SALA IDA. Revisions of project goals have not taken place although there are cases when adjustments to a lower level of ambitions have been made. The projects are, as a rule, based on indications of needs and wish rather than on comprehensive needs analyses.

Instead of using an LFA type of tool the Swedish partners tend to follow their normal procedures for planning and preparation of activities. This is especially true when the aim of the project is the establishment of a relationship. The municipalities tend to work in a more process-oriented manner rather than with a project specific approach. It might not be realistic to expect projects to be based on systematic need, goal and input analysis. At the same time, analysis of needs, assessment of feasibility etc. carried out at an initial stage would increase the relevance and the feasibility of the projects.

Cost efficiency

The cost efficiency of the twinning projects is difficult to assess due to the lack of complete budgets and because of the absence of broken down cost analysis at the completion of the projects. The calculations done as a basis for disbursement of Program funds are related to the approved budget, which do not cover all costs. From Sida's point of view the cost efficiency can be high since the real input by the municipalities most often exceeds what is actually financed.

The cost structure of approved projects reflects the fact that many twinning partnerships are initiated by the twinning projects. The table below shows that 52 percent of the funding has been used to cover travel and subsistence and 45 percent covers salary costs of staff involved. These are costs that municipalities usually pay themselves when they develop twinning relations.

Type of costs (all projects)	%
Travel costs	52 %
Staff costs	45 %
Consultants	3 %

The consultant costs - at three percent - is quite low,. This is mainly due to the fact that twinning is built around exchange of views and transfer of knowledge by regular staff. It may also be a consequence of the fact that Sida has limited the amount that can be devoted to consulting services. Given the lack of prior experience of similar work on the part of both parties and the lack of feasibility assessments, LFA analysis, defined goals, etc. this limit may need to be reconsidered.

In addition to the funding provided by Sida through the Program, the twinning projects have required Swedish municipalities to contribute with resources that are estimated to amount to 27 percent of approved funding by the Program and from other donors (for instance TACIS). Those estimates were made for 19 projects in the interviews with Swedish municipalities. The figure is approximate but still indicates that total resource input exceeds the financial support by a considerable margin.

The total cost of the engagement to Swedish municipalities is an estimate made after the project has been completed. Detailed calculations of real costs have not been done for any of the projects under review. It is probable that it will be higher rather than lower than the preliminary estimate of 27 percent. Few municipalities appear to have engaged themselves in the Twinning South Program in the expectation that they would have to contribute substantial resource to the projects. It is therefore probable that many Swedish municipalities engage themselves on premises which have proven to be unrealistic.

Sida funding covering the full cost of the projects concerned is a prerequisite for the involvement by many Swedish municipalities since municipalities have no mandate to finance activities not for the direct benefit of their citizens. The question of whether or not a majority of the Twinning South projects would have been initiated had a realistic cost assessment been made has yet to be answered.

One reason for the high cost incurred by the municipalities appears to be that costs for administration and for initial contacts and related activities are often underestimated. Twinning projects in the South require higher budgets for travel, subsistence, etc than twinning projects in

countries that are closer to Sweden. The fact that very few projects could be based on existing partnerships has contributed to the situation where this type of costs represents more than 50 percent of the funding. Compared with regular development projects carried out by consultants where travel and subsistence costs are in the range of 20-25 percent of total project budgets, the cost efficiency must be regarded as relatively low.

SALA IDA's Project Management

SALA IDA's project management work has received high scores by the Swedish municipalities. On a scale from 1 to 5 where 5 is the highest score, the score for the five main SALA IDA tasks were close to four and for ease of communication 4.2 on an average (see table below).

SALA IDA tasks	Score
Material, instructions	3.8
Ease of communication	4.2
Degree of details needed	3.9
Application handling time	3.8
Payment execution time	3.9

Some of the interviewed municipalities noted that SALA IDA should have better follow up procedures for the projects it had accepted. Others would have liked a higher frequency of contacts. A number of municipalities wished to have SALA IDA's instructions in English in order to make it easier to pass on information on conditions and rules of the Twinning South Program to their foreign partners

SALA IDA's project administration work has been focused on the formal correctness of the applications and on correct budgeting of cost elements. SALA IDA has performed their tasks to the satisfaction of the applicants even if the evaluations show some room for improvement.

The promotion of the twinning South Program has been assessed by asking the Swedish municipalities how they were made aware of the program. Some 15 out of 19 municipalities have answered this question. Five of them, or 33 percent, learned through verbal information directly from SALA IDA. The same proportion, 33 percent, was informed by SALA IDA consultants. Two municipalities were recommended by Sida to contact SALA IDA and the remaining three municipalities learned about the program through independent consultants or NGOs. By way of its promotional material SALA IDA has only reached a small number of the participating municipalities. None of the respondents referred to SALA IDA's written material or to its web site as the primary source of information. SALA IDA should analyze the reasons for this.

The main shortcoming appears to have been a lack of resources and/or competence when it comes to assisting the municipalities in making proper pre-feasibility studies and LFA based project definitions.

Adequate Funding

Funding seems to have been adequate for the projects that have been approved. Comments in the interviews indicate, however, that instructions sometimes have been misinterpreted. In some cases the Swedish municipalities have been given the impression that follow-up projects have been rejected because room had to be made for new projects. Not all applicants have been aware of the possibility to organize more long-term projects in one-year phases with intermittent goals.

Comments also include proposals to increase possibilities of including local consultants, something, which is not possible at present. A higher ceiling for Swedish consultants would also increase the value of the twinning projects according to some respondents.

Media coverage

Many projects have received positive media coverage. For the completed projects the average number of articles and local TV clips has been 8 in Sweden and 10 in the 'countries of the South'. The projects are perceived as positive and the participants are of the opinion that the projects have been described in a fair and correct manner. It has sometimes been difficult to attract media attention for some of the projects other than at spectacular events e.g. when a Swedish visiting official participated in a project related ceremony in an African twinning city.

A few critical media comments have focused on project cost.

8. Summary, Conclusions and Recommendations

Effectiveness

The results of the assessment of the Twinning South Program's effectiveness are summarized in the following table.

Effectiveness indicators	Comment
Slum/poverty eradication	Weak links to slum problems. Many poor municipalities and therefore probable indirect impact in poor areas. Small impact due mainly to limited Swedish know-how and experience
Existing twinning partnerships	Few existing twinning partnerships. Projects started in parallel with establishment of relations. Considerable negative effect on relevance and cost effectiveness.
Results in focus areas	Good coverage of focus areas but twinning partnerships tend to stimulate multipurpose projects for which goal achievement is difficult to measure. Few projects can present measurable results
Competence of the Swedish resource base	Weak contextual experience but adequate technical expertise
Value of the projects	High acceptance cannot compensate for low relevance and relatively low feasibility. Low project value.
Gender balance	Very good gender balance

The Twinning South Program has had low goal achievement because it had little twinning social capital to draw on. Municipalities by themselves and without a well-established working relationship do not represent good vehicles for development aid. Swedish municipalities may have the requisite technical competence but they do not possess the development contextual competence that is required to help developing country municipalities to define relevant and cost efficient projects. The low value of the project indicates that Twinning South in its current form is not an adequate form of urban development support.

Efficiency

Has the project been efficiently implemented? The following table summarizes the findings.

Client role	SALA IDA's role is administrative only in accordance with the contract – no one takes on the client role
Concordance with guidelines	Acceptable
Involvement in planning	High involvement by both parties
Cost efficiency	Relatively low cost efficiency, high relative costs for travel and subsistence
Administration	High ranking of SALA IDA
Funding	Adequate
Ceilings in remuneration	Acceptable
Media coverage	Positive

The project management has basically been satisfactory. The ranking of SALA IDA's management is high. The efficiency of the program is satisfactory.

Recommendations

With the limited relevance, the low cost efficiency and the lack of learning process and results dissemination, twinning in the current form, cannot be recommended as a viable development tool.

The strength of twinning is the peer-to-peer inspiration and problem solving that most often will occur. The acceptance of proposals and solutions produces as a result of the twinning projects are very high. In order to build on this strength the following changes of the Twinning South Program could be introduced in order to improve development impact.

1. Increasing the relevance of the projects by emphasizing the need of problem and project definition by the municipality of the country of the South. The beneficiary should provide analysis of problems, priorities and shortterm goals.
2. Increasing the cost efficiency by way of increasing the professional content. A larger proportion of the participants should be experts or have local responsibility in the problem areas included in the project. Focus more on peer-to-peer activities and on work on location in the country of the South.
3. Strengthening of the learning processes by involving national counterparts to SALA in the process of finding twinning partners, in the follow-up of project results and, most of all, in disseminating results and know-how to other local authorities in the country. This would most likely limit the number of countries but it can also be a reason for Sida to support development of associations of local authorities in countries where they are weak.
4. Based on the experimental character of the program, it is recommended to provide closer client monitoring of Program objectives and guideline relevance.

Appendix 1 Terms of Reference

Evaluation of the Sida-supported Twinning Co-operation between Municipalities in Sweden and in Countries of the South

1. Background

Since 1993 Sida has supported the twinning between municipalities in Sweden and cities in East and Central Europe through the Swedish Association of Local Authorities (SALA IDA). The aim for this support is to widen the cooperation in a number of sectors and to promote democratic development.

In 1999 the Urban Division at Sida started a three-year project with SALA IDA using a similar approach but aiming at developing countries in the South instead. Three major urban topics were selected by the Urban Division as focus for this North-South co-operation. These were the urban environment, spatial planning and local governance. For the smooth operation of the programme, Svenska kommunförbundet was assigned with the task of administering the programme. Under the agreement MSEK 10,0 were allocated for the twinning co-operation. In 2000 the programme was taken over by SALA IDA, a subsidiary to Svenska kommunförbundet.

Between 1999-2002 the take-off was slow and only 22 projects in 11 countries were committed by the end of that period. It was noted then that only a few applications were related to the topics specified earlier. Over the last year, however, an increased number of relevant applications has been received.

In the agreement between SALA and Sida, it is stated that an evaluation shall be carried out before any further commitments can be made on any future co-operation agreements. An evaluation of the twinning co-operation in Eastern and Central Europe has already been conducted for the period between 1996-2001. The results of that evaluation in terms of impact and sustainability are also considered relevant for the current review.

2. Aim and Objectives

The aim of this evaluation is to test the original assumptions underlying the partnership concept and its usefulness as a tool for development co-operation. The main objectives of the assignment are:

- a) To assess whether partnerships between municipalities are an appropriate form of co-operation to facilitate long-term sustainable relations between actors in Sweden and countries of the South.
- b) To establish whether the focus areas selected by the Urban Division are relevant in the context of municipal co-operation or whether they need to be broadened to also include other areas.
- c) To ascertain whether the funding provided by Sida has been appropriate to facilitate such partnerships.

- d) To establish the effects, cost-effectiveness and sustainability of the twinning cooperation so far (considering the relatively short time for which the programme has been running).
- e) To review the administration of the twinning co-operation and how the participating Swedish municipalities managed to link up with SALA IDA.
- f) To peruse Sida's guidelines, indicate their relevance and make recommendations on how to improve the organisation and management of the programme.

3. Issues to be covered

In order to assess these objectives, a number of questions need to be answered:

How do the approved projects relate to the guidelines and instructions that were handed out by SALA IDA (see enclosures)?

To what extent have concrete goals and expected results been defined in the preparation of projects and has the LFA-concept been used?

To what extent has SALA IDA been able to inform Swedish municipalities about the existence of the program, and what information channels have been used?

To what extent have the counterpart municipalities been involved in the project planning and preparation?

Have applicants been given the appropriate guidance, when SALA IDA assessed the relevance of project applications?

Have the funds been used in accordance with the specifications of Sida's guidelines, and what was the extent of counterpart contributions?

To what extent has the programme focused urban environment, spatial planning and administrative/governance issues?

4. Results

Sida is expecting the following results from this evaluation:

- A set of recommendations for improvements deemed necessary to enhance relevance and effectiveness of the programme as well as its project management (in case a continuation is considered).
- A review of the appropriateness of limiting the co-operation to the three topics mentioned earlier.

5. Method of Work

Sida wants to employ the services of a team of consultants whose assignment would include the following tasks:

- Interview the relevant actors in Sweden and overseas (councillors, officials, SALA IDA staff, beneficiaries) in order to define their role, their motivation and their involvement of the programme. Identify the results and benefits that have been accruing to them, their departments and/or the citizens of their municipality.
- Review the written documents that were produced as a result of the partnership, including project proposals, reports, guidelines and strategies. The relevant documents are to be collected from Sida and SALA IDA.
- Assess any possible media impact (if any) which the partnership may have had on the cities in question, mainly through press cuttings, television coverage etc.
- Prepare a questionnaire containing the above-mentioned issues, to be filled in by the counterparts in all of those municipalities that have participated so far.
- Review the budget and expenditure for the first three years of the programme, and comment on its cost effectiveness in relation to the main objectives.

6. Organisation and Reporting

The assignment is to be carried out in Sweden and overseas, and includes visits to the participating municipalities. The aim is to visit and interview all of the participating municipalities in Sweden, whereas between 3-4 countries will be selected for visits in the South. The selection of countries and municipalities will be in close consultation with SALA IDA and Sida. The consultants shall be responsible for the practical arrangements of these visits.

The assignment is estimated to take between 8-10 manweeks including report writing, and is intended to start in June 2003. The consultants shall provide a detailed time and work plan with budget for carrying out the assignment.

SALA IDA and Sida will make available all written material deemed to be of relevance to the evaluation. The Swedish counterparts and those selected from overseas will be informed about the evaluation by SALA IDA.

The evaluation report shall be written in English and should not exceed 30 pages, excluding annexes. A summary of not more than three pages shall be included. The following annexes shall be attached to the final report:

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

A draft report is to be submitted electronically to Sida and SALA IDA by the end of the assignment. After having been scrutinised, the final report should be submitted in 6 hardcopies not later than six weeks after the assignment is completed.

7. Staff requirements

Sida wants to employ the services of two consultants. The proposed personnel should have experience and knowledge of development assistance and cooperation. At least one of them shall have extensive knowledge of evaluation methodology and administrative processes.

An understanding of the Swedish system of local government is mandatory. A good command of the Swedish language is required in order to scrutinise Swedish documents and to conduct interviews with Swedish municipalities.

A general understanding of urban development, democratisation and local administration should be available within the team.

8. Enclosures

- Ansökan om bidrag till fördjupat vänortssamarbete
- Riktlinjer för kommunalt partnerskap, nord-syd
- Sida-supported Municipal Twinning Cooperation with Central and Eastern Europe, 1996–2001

Appendix 2 Countries of the South as Defined by Sida

Afrika	Latin America
1. Angola	41. Bolivia
2. Botswana	42. Colombia
3. Burkina Faso	43. Costa Rica
4. Burundi	44. Dominican Republic
5. Egypt	45. Ecuador
6. Etiopia	46. El Salvador
7. Eritrea	47. Guatemala
8. Ghana	48. Honduras
9. Guinea Bissau	49. Jamaica
10. Cape Verde	50. Cuba
11. Kenya	51. Nicaragua
12. Lesotho	52. Peru
13. Mali	
14. Morocco	
15. Mozambique	
16. Namibia	
17. Rwanda	
18. Senegal	
19. South Africa	
20. Tanzania	
21. Tunisien	
22. Uganda	
23. Zambia	
Asia/Middle East	
24. Bangladesh	
25. Bhutan	
26. The Phillippines	
27. India	
28. Indonesia	
29. Jordania	
30. Cambodja	
31. Kina	
32. Laos	
33. Lebanon	
34. Mongolia	
35. Nepal	
36. Sri Lanka	
37. Syria	
38. Thailand	
39. Vietnam	
40. West Bank/Gaza	

Appendix 3 Interview Guide Swedish Municipalities

Intervjuguide - svensk kommun med Sida-finansierat Twinning-samarbete												
1	Namn på twinning projekt						Namn				Tlf	
	Namn på svensk kommun						Position/avd					
	Approved		Expected		Actual		Adress				Fax	
	Förkortning											
	Intervjuare						e-mail					
2	Namn på vänortskommun						Kontakt				Tlf	
	Land						Adress				Fax	
							e-mail					
3	Kommunens vänorter											
	Hur många vänorter har kommunen?											
	Vilka typer av vänortsaktiviteter har kommunen haft (andra än det som intervjun gäller)? Vange antal aktiviteter											
				Denna vänort		Andra vänorter	Externfinansiering och i så fall från vem?					
	Inom vilka områden?	Skola/förskola										
		Åldringsvård										
		VA/Gatu/Rehållning										
		Energi										
		Miljö										
		Plan/bygg										
		Lokal demokrati										
		Fastighet /parkförv										
		Turism										
		Näringslivsutveckling										
		Språkutbildning										
		Sport/fritid										
		Annat										
	Varför skaffa fler vänorter?				vet ej							
	(Förutsatt att kommunen har flera)				Minskande möjligheter att få stöd inom SIDA/ALA's Öst-program							
					Upprätthålla kontakten med SALA/IDA							
					Utnyttja/sprida kunskande som upparbetats i projekt med andra vänorter							
					Annat skäl							
4	Aktuellt vänortssavtal och vänortssamarbete											
	Finns vänortssavtal med denna kommun?				ja/neh/vet ej			Datum				
	Vid nej. Finns annan form av avtal?				ja/nej/vet ej			Datum				
	När startade detta vänortssamarbete? År											
	Vem initierade detta vänortssamarbete? Kommunen				Vänorten		SALA/IDA		Annan?			
								Vem?				
	Vilket syfte/Vilka syften har vänortssamarbetet enligt avtalet?			1								
				2								
	Vilken betydelse har det etablerade vänortssamarbetet (haft) för projektet som intervjun avser?											

5 Kännedom om vänorten

Antal invånare i vänorten?			Vet ej
Ungefärlig BNP per capita?			Vet ej
Antal anställda i kommunförvaltningen?			Vet ej

6 Målformulering och planering

Inom vilka områden har mål definierats för projektet? Ange prioritet 1-3

Prioritet	
	Näringslivsutveckling
	Turism
	Insatser inom urban planering
	Miljöförbättring
	Fattigdomsbekämpning
	Förbättra levnadsförhållanden i slummen
	Lokal förvaltning

Har målen reviderats under projektets gång? ☐ ja/nej/vet ej

Om så har gjorts, förklara hur och varför.

Inom vilket av SYD programmets prioriterade områden faller projektet?

Urban miljö
Stadsplanering
Förvaltning
Annat

"Slum"relatering? ☐ ja/nej/vet inte

Hur

Behovsanalys som grund för projektet?

	ja/nej/vet inte
	ja/nej/vet inte
	ja/nej/vet inte
	ja/nej/vet inte
	ja/nej/vet inte

Finns den dokumenterad?

Har den översatts?

Ingår den i underlaget för ansökan?

Ingår vänortsprojektet i ett högt prioriterat problemområde?

Projektet ingår i en redan befintlig plan

Nytt projekt - första aktiviteten

		Vet ej
		Vet ej

7 Resultat analys

Vilka resultat har uppnåtts (hos vänorten)

Vet ej

<input type="checkbox"/>	Dokumenterad ny strategi, lagförslag, nya rutiner eller annan dokumenterad förändring/förändringsförslag
<input type="checkbox"/>	Vänorten har budgeterat nya medel inom området
<input type="checkbox"/>	Tekniska lösningar
<input type="checkbox"/>	Vänorten har tillsatt ny tjänst inom området
<input type="checkbox"/>	Följdprojekt- investeringsplaner (baserat på nya kunskaper)
<input type="checkbox"/>	

Kan man konstatera några positiva effekter från projektet i den svenska kommunen?

☐ ja/nej/vet ej

Om ja vilka?

<input type="checkbox"/>	Tekniska lösningar
<input type="checkbox"/>	Belöning/motivation
<input type="checkbox"/>	Ny gemensam referensram över organisatoriska gränser
<input type="checkbox"/>	

Pågår planering av följdprojekt?

ja/nej

Om ja när planeras genomförandet?

Planeras SALA/IDA ansökan?

ja/nej

Inom vilket eller vilka områden?

<input type="checkbox"/>	Näringslivsutveckling
<input type="checkbox"/>	Turism
<input type="checkbox"/>	Miljöförbättring
<input type="checkbox"/>	Fattigdomsbekämpning
<input type="checkbox"/>	Förbättra levnadsförhållanden i slummen
<input type="checkbox"/>	Lokal förvaltning
<input type="checkbox"/>	

Ingår följdprojektet i en långsiktig plan?

☐ ja/nej/vet inte

Har ni tillgång till planen?

☐ ja/nej

Har planen upprättats tillsammans med vänorten?

☐ ja/nej/vet inte

Vänorten har tagit fram den själva?

☐ ja/nej/vet inte

Har projektet omtalats i media? Lokalpress, lokal TV etc?

☐ ja/nej/vet ej

Ungefär hur många artiklar/radio/TV-inslag

☐ Antal

8) *Projekt kostnader och Sida finansiering*

Uppskattade totala kostnader för projektet [SEK]

Sida finansiering av projektet [SEK]?

(För alla deltagare inkl ersättning för nedlagd tid och andra ev omkostn för kommunen)

Utbet

ÅAMM

 SEK

Har ni fått extra finansiering för någon speciell investering eller utrustning?

ja/nej/vet ej

Har svenska kommunföreträdare rest till vänorten?

ja/nej/vet ej

Deltagare

	Datum	Politiker	Tjänstemän	Egna experter	Ext konsulter	Näringslivet	Press	Tolk	Övriga	Totalt	Antal kvinnor
Tillfälle 1										0	
Tillfälle 2										0	

Har vänortsföreträdare besökt kommunen?

ja/nej/vet ej

	Datum	Politiker	Tjänstemän	Egna experter	Ext konsulter	Näringslivet	Press	Tolk	Övriga	Totalt	Antal kvinnor
Tillfälle 1										0	
Tillfälle 2										0	

9) *Personal och kompetens*

Antal projektdeltagare med specialkompetens inom resp kategori

Erfarenhet av:	Vänortsamarbete	Utlandsprojekt - Östeuropa	U-landsprojekt	Specialistkompetens	Vet ej
Politiker					
Tjänstemän					
Egna experter					
Ext konsulter					
Näringslivet					

10) *Egen och vänortskommuns engagemang?*

Vem/vilka var med och planerade projektet och definierade projektets mål? (Ange antal per kategori)

	Politiker	Tjänstemän	Egna experter	Ext konsulter	Näringslivet	Övriga
Sverige						
Vänorten						

11 Synpunkter på SALA IDAs SYD program och deras administration av programmet

Hur hörde ni talas om SALA IDAs SYD program första gången? Genom vilken informationskanal/medium?

vet ej

Frågade kommunförbudet

Skriftl info från kommunförb.

SALA/IDA's hemsida

(x)

Utl partner

Muntlig info från kommunförb.

Annan?

Annan kommun

Vilken?

Vem/Vilka

Hur bedömer du/ni SALA/IDAs insatser i samband med ansökan och slutredovisning/utbetalning?

Ange på en skala 1-5 (1 undermålig - 5 utmärkt)

1-5

Material/instruktioner

Respons i kommunikationerna, hjälp att komplettera ansökan?

Nivå på detaljgranskningen?

Totala tiden från ansökan till beviljande

Handläggningstiden vid utbetalningen av stödet (Färdiga projekt)

Hur viktigt bedömer du/ni att Sidastödet (SALA-IDA) varit för att DETTA vänortprojektet skulle realiseras? 1-5 (1-blivit av ändå - 5 helt avgörande)

Vilka andra områden än SYD programmets prioriterade områden (urban miljö, stadsplanering och förvaltning) menar du/ni att SALA IDAs program

borde stödja? Varför?

Skola/förskola

Åldringvård

VA/Gatu/Rehållning

Energi

Plan/bygg

Fastighet /parkförv

Turism

Näringslivsutveckling

Sport/fritid

Annat

Förbättringsförslag och kommentarer?

12 Värdering av projektet i sin helhet

I sammanfattning: hur bedömer du/ni projektet? 1-5 (1-en besvikelse - 5 fruktbart för båda parter - målen infriades)

Hur tror du att företrädarna för vänorten bedömer projektet enligt samma skala? 1-5 (1-en besvikelse - 5 fruktbart för båda parter - målen infriades)

Anser du att rätt personer med rätt kompetens var inblandade från vänortens sida? 1-5 (1-helt fel personer 5-helt rätt personer)

Appendix 4 Interview Guide Countries of the South

Questionnaire

a	Project Name				<i>Respondent(s)</i>			
					Name		Phone	
	<i>Swedish Municipality</i>				Position		Mobile	
	Approved		Expected		Name		Fax	
	<i>Abbreviation</i>				Position			
	<i>Interviewer</i>				e-mail			
b	Partner Municipality							
	Country							
c	The Partnership							
	When did the partnership with the Swedish Municipality start?							
	Total number of visits to Sweden from your municipality?				Number of visits by delegations from Sweden?			
	Reason for partnership with Sweden?							
	Reason for partnership with this municipality?							
	Do you have partnerships with municipalities in other countries?				How many?			
	Which countries?							
	To your understanding, who is financing the partnership on the Swedish side?					The municipality		Swedish donor aid/Sida
						SALA/Sipu		Do not know
d	Municipality Statistics (your own municipality)							
	Number of inhabitants							
	Estimate of GDP per capita (USD)							
	Number of employees in the Municipal administration				Of those female			
	% revenues from services				Annual budget	USD equivalent		
	% revenues from taxation							
	% revenues allocated from the state							
	% other revenues for your municipality				100%	(1 no one - 2 some left - 3 about half - 4 most of them - 5 all are having the same positions)		
	People engaged in the project still having the same positions?				1-5			
	Number of computers							
	Is your accounting based on double entry book-keeping?				yes/no/don't know			
e	Goal Formulation and Planning							
	In what areas have goals been defined for the project? Indicate priority				1-3	(1=highest priority)		
	Priority							
		Business community development						
		Tourism						
		Urban planning						
		Environmental improvements						
		Poverty eradication						
		Improve living conditions in slum areas or poor areas						
		Local governance						
		Other.....						
	Have the objectives been changed during the project?				yes/no/don't know			
	If so, explain how and why.							
	Is the project improving living conditions in the slum/poor areas?				yes/no/don't know			
	If yes, how?							

f Results Analysis

Which results have been achieved?

Don't know

<input type="checkbox"/>	Documented new strategy, proposal for new legislation, new administrative rules or other documented change/proposed change
<input type="checkbox"/>	Municipal budget increased in the project area(s)
<input type="checkbox"/>	New technical solutions
<input type="checkbox"/>	New position established in the municipality
<input type="checkbox"/>	Follow up projects, investment plans (based on new knowledge)
<input type="checkbox"/>	Other.....

g Own Project Costs

Estimated total costs for your municipality

Currency

Have you received extra financing for any special investment or equipment?

yes/no

If yes, what was it?

h Input in the Planning of the Project

Who were involved in the planning and definition of the goals for the project? (Please indicate number of persons per category)

	Politicians	Civil servants	Own experts	Consultants	Business people	Other
Sweden	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Your municipality	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

i Evaluation of the Project

How do you assess the project? 1-5 (1-disappointment - 5-goals were achieved, fruitful for both parties)

How do you think that your Swedish counterparts would assess the project using the same scale 1-5?

In your opinion, were people with the proper competence engaged by the Swedish municipality? 1-5 ?

(1-wrong persons - 5-exactly the needed competence)

In your opinion, which are the main success factors for a co-operation project like the one at hand?

Please rank them 1-3

<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>

k New projects?

Are follow-up projects under planning?

yes/no

If yes, when would it be implemented?

Is application for Swedish support part of the plan?

yes/no/don't know

Within which area or areas?

<input type="checkbox"/>	Business community development
<input type="checkbox"/>	Tourism
<input type="checkbox"/>	Urban planning
<input type="checkbox"/>	Environmental improvements
<input type="checkbox"/>	Poverty eradication
<input type="checkbox"/>	Improve living conditions in slum areas or poor areas
<input type="checkbox"/>	Local governance
<input type="checkbox"/>	Other.....

Is the follow up project part of a long-term plan?

yes/no/don't know

Is planning made together with the Swedish partner?

yes/no/don't know

We have made the planning ourselves

yes

m Proposed improvements and other comments

Appendix 5 Persons Interviewed

Swedish Municipality	Respondents
Enköping	Ulf Pilö
Berg	Nils Gunnar Molin
Borlänge (Energi AB)	Ronny Arnberg
Borlänge (överlåtelse till Borlänge Energi AB)	Ronny Arnberg
Botkyrka	Nils-Gunnar Sahlman
Bräcke	Åke Ljusberg
Bräcke	Ingrid Kjelsson
Falkenberg	Gerd Johansson
Gotland	Maria Narkun
Grästorp	Gunnel Lundmark
Hylte	Bitte Rosén-Nilsson Bo Tengnäs
Karlstad	Mikael Schultz, Jörgen Arinell
Lund	Elsa Grip
Oskarshamn	Ted Lindquist
Oskarshamn	Ted Lindquist
Ragunda	Dan Forslund
Ragunda	Tomas Edvardsson
Sigtuna	Olle Matsson
Sigtuna	Greger Svensson
Staffanstorps	Miomir Serbinson
Timrå	Christer Persson
Tyresö	Britt-Marie Lundberg Björk
Vänersborg	Christer Zetterberg

Municipality	Country	Respondents
Panzhinhua	China	Xie Libin
Wuhan	China	Jianwen Zhou
Asmara	Eritrea	Yemane Dawit
Asmara	Eritrea	Semera Abay
Asmara	Eritrea	Girman Gebrehiwet
Zahle stad	Lebanon	Assad Zogaib
Dundgobi	Mongolia	Byema-Ochir
Huvsgul	Mongolia	Narantuya
Orkhon	Mongolia	S Ganbat
Sukhbaatar	Mongolia	Erdene-Ochir
Tuv Aimag	Mongolia	S Tserendoo
Uvurhangai	Mongolia	Baatar
Emthanjeni	South Africa	Francois Taljaard
Hibiscus Coast	South Africa	Jurgens Steyn
Kibaha	Tanzania	Col. F.S. Swai
Binalonan	The Philippines	Conrado Paul C Ramos
Bulacan	The Philippines	Vice Governor Aurelio S. Plamenco
Malitbog	The Philippines	Arlene G. Pascual
Muntinlupa	The Philippines	Ranulfo L. Capitan
		Mayor Jaime Fresnedi
		Henry Reyes
Santa Rosa	The Philippines	Mayor Leon Arcillas
		Danilo Pablo
Tagaytay City	The Philippines	Emma Pello

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Department for Co-operation with Non-Governmental Organisations, Humanitarian Assistance and Conflict Management
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