

Promotion of the Swedish Participation in EU Phare-twinning

**Paul Dixelius
Peter Haglund**

**Department for Central and
Eastern Europe**

Promotion of the Swedish Participation in EU Phare-twinning

**Paul Dixelius
Peter Haglund**

Sida Evaluation 03/14

**Department for Central and
Eastern Europe**

This report is part of *Sida Evaluations*, a series comprising evaluations of Swedish development assistance. Sida's other series concerned with evaluations, *Sida Studies in Evaluation*, concerns methodologically oriented studies commissioned by Sida. Both series are administered by the Department for Evaluation and Internal Audit, an independent department reporting directly to Sida's Board of Directors.

Reports may be ordered from:

Infocenter, Sida
S-105 25 Stockholm
Telephone: (+46) (0)8 506 423 80
Telefax: (+46) (0)8 506 423 52
E-mail: info@sida.se

Reports are also available to download at:

<http://www.sida.se>

Authors: Paul Dixelius, Peter Haglund

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Evaluation 03/14
Commissioned by Sida, Department for Central and Eastern Europe

Copyright: Sida and the authors

Registration No.: 2003-00233
Date of Final Report: April 2003
Printed by Elanders Novum
Art. no. SIDA2676en
ISBN 91-586-8520-0
ISSN 1401-0402

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Sveavägen 20, Stockholm
Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64
Telegram: [sida stockholm](mailto:sida.stockholm). Postgiro: 1 56 34-9
E-mail: info@sida.se. Homepage: <http://www.sida.se>

Table of Contents

Executive Summary	1
1 Introduction	3
1.1 Background	3
1.1.2. <i>Twinning</i>	3
1.2 The Evaluation assignment	4
1.2.1. <i>Key issues</i>	5
1.3 Methodology	5
1.3.1. <i>Information gathering</i>	5
2 Evaluation of the NCP function in Sweden	7
2.1 Introduction	7
2.1.1. <i>Swedish ambitions concerning participation in twinning</i>	7
2.1.2. <i>Main actors in the Swedish “twinning system”</i>	7
2.1.3. <i>The transfer and resources of the NCP</i>	9
2.2 Working method and support activities of the NCP	9
2.2.1. <i>Phase I. Promotion and distribution</i>	10
2.2.2. <i>Phase II. Project preparation phase</i>	13
2.2.3. <i>Phase III. Covenant and implementation phase</i>	14
2.3 Outcome – Swedish participation rate	15
2.4 Conclusions about the performance of the NCP	16
3 New prerequisites for the NCP in the future	18
3.1 Future development of the twinning instrument	18
3.1.1. <i>Swedish interest in Tacis and Cards twinning</i>	18
3.1.2. <i>Future perspectives of the Swedish authorities</i>	18
3.2 Conclusions	19
4 NCP in the Netherlands	21
4.1 Introduction	21
4.2 Description of the NCP	21
4.3 Working method of the NCP	21
4.4 Conclusions regarding the NCP in the Netherlands	23
5 Final conclusions and recommendations	25
5.1 Introduction	25
5.2 Conclusions	25
5.3 Recommendations.....	26
References	28
Appendix 1	
Terms of Reference	29
Appendix 2	
Internet Inquiry Questionnaire	33
Appendix 3	
Interview list	39

Executive Summary

In January 2001, Sida took over the National Contact Point (NCP) function for Phare twinning, which had previously been within the Swedish Ministry for Foreign Affairs (MFA). Since 1998, twinning projects have mainly been aimed at institution building projects in the candidate countries. The NCP function at Sida has been responsible for the co-ordination of the twinning activities, mainly involving Swedish authorities/agencies (authorities). The support of the NCP has included information and promotion activities for twinning as well as methodological and financial support to the contact persons at the authorities.

EuroFutures AB (EF) was assigned by Sida to evaluate the performance of the NCP for Phare twinning in relation to the aims set for the twinning support function. At EuroFutures Paul Dixelius (Project leader) and Peter Haglund have been responsible for the evaluation. The evaluation has consisted of three main tasks:

- An assessment of the performance and efficiency of the Swedish NCP in relation to the formal assignment.
- A study of an NCP in another member-state, including a visit to that country.
- An assessment of the future role of the NCP

The information gathering for the study has consisted of a desk analysis, meetings with people related to the twinning function at Sida and the MFA, an Internet inquiry directed to all contact persons at the Swedish authorities, in-depth interviews with selected contact persons at ministries and authorities and a separate visit to the NCP in the Netherlands.

The overall assessment of the performance of the NCP points very clearly at a well functioning unit concluding that the transfer of the NCP function from MFA to Sida was a successful move. The co-ordination procedure of the NCP is satisfactory although the distribution of fiches (the document determining the framework of the proposed twinning project) has not always been efficient according to some contact persons at the authorities. The priority of twinning has been communicated in different ways between the ministries and the authorities, which has led to different understandings regarding how to approach twinning internally at the authorities and how to address the issue costs incurred during the preparation of twinning project proposals and so called covenants.

Since the start of the NCP function at Sida the NCP-tasks have been spread to a number of people and since the summer of 2002 the resources for the NCP have been downsized. The outcome has been negative both in terms of level of practical knowledge at the NCP and concerning the internal working conditions. Over the past year Swedish participation in twinning projects has decreased substantially.

In coming years the NCP function for twinning will face a new era when twinning activities will also include twinning activities within the Tacis and Cards programmes covering the states of the former USSR and the Balkans. In the close future these twinning activities will run in parallel with the Phare twinning projects, which is expected to increase the work load of the NCP. Nevertheless, twinning activities for these new programmes are formally prioritised by the Swedish government and there is also a fairly strong interest among current Swedish twinning actors to continue participation in twinning projects.

The study of the Dutch NCP has pointed at some important points that could serve as a model for the Swedish NCP. The Dutch NCP conducts a comprehensive assignment including participation in all

twinning phases, i.e. from the proposal and covenant preparation phases to the project implementation phase. In this process a close and strategy-oriented approach is adopted in the collaboration with the twinning contact persons at the ministries and authorities.

Recommendations

The evaluation has shown that Sida is adequate to fulfil the responsibility of NCP for twinning and it is our recommendation that the function remains at Sida. However, the deficiencies identified and the expected increase of twinning fiches from different programmes points at a clear need to mobilise the NCP function in a comprehensive manner. This requires a reorganisation and a slight reformulation of the NCP:s scope of responsibilities. Our assessment is that the NCP should comprise the following qualities and assignments:

- *A concentrated and efficient internal structure.* The NCP function should cover all twinning tasks, including Phare, Tacis, Cards, twinning light and Taiex. The function should also be involved in all stages of the “twinning chain” – from the proposal presentation phase to the actual project implementation.
- *Methodological support.* The NCP should arrange information meetings, seminars and work-shops on a regular basis that should include detailed practical assistance regarding twinning and key issues.
- *Pre-information of relevance.* Reconnaissance should be used to acquire information concerning draft fiches and possibilities of using strategic political back-up for the proposal presentation. The NCP could also play a role in seeking strategic partners in other member states. Reconnaissance measures should be co-ordinated with MFA.
- *Practical expertise.* The NCP function should be able to answer all questions that may arise in relation to preparations of twinning proposals and covenants. Increased knowledge leads to a higher degree of direct involvement in the preparation work of the authorities, which is likely to improve the quality of the project proposals and the hit-rate.
- *A functioning division of responsibilities between all twinning actors.* In order to further improve the co-ordination Sida, in co-operation with MFA, should try to influence all ministries to explicitly prioritise participation in twinning vis-à-vis their respective authorities.
- *An efficient financial administration.* Sida should try to ensure that there is a common understanding and acceptance between all twinning actors regarding the scope and purpose of the financial support for twinning activities. It is our recommendation that the NCP gathers representatives from Sida, the MFA and the twinning contact persons from the ministries concerned to resolve all issues related to the financial support to twinning preparation activities.
- *Sustainable knowledge preservation.* A more concentrated and focussed NCP-unit is likely to make the working tasks more stimulating and thereby decrease the potential turnover of personnel. Furthermore, if the unit consists of two people working in parallel with similar issues the knowledge preservation is ensured in a long-term perspective.

1 Introduction

EuroFutures AB (EF) has been assigned by Sida to evaluate the performance of the National Contact Point (NCP) for Phare twinning¹, located within the Sida-East department, in relation to the aims set for the twinning support function. At EuroFutures Paul Dixelius (Project leader) and Peter Haglund have been responsible for the evaluation.

1.1 Background

In January 2001, Sida took over the NCP function for Phare twinning, which had been within the Swedish Ministry for Foreign Affairs (MFA) since 1998 when the Phare twinning instrument was initiated. As the NCP, Sida has been responsible for the co-ordination of the twinning activities, mainly involving Swedish authorities/agencies (authorities). The support of the NCP is understood to include:

- Activities to inform and attract interest amongst Swedish potential twinning partners in the twinning instrument.
- Methodological support during the preparatory phase of twinning projects.
- Financial contributions towards covering costs incurred by authorities for preparing twinning proposals and so called covenants.

Since the start in 1998, Sweden has participated in 73 twinning projects, of which 22 have been initiated during 2001 and 2002 i.e. after Sida took over the NCP function.

1.1.2 Twinning

Twinning is a concept which is widely used and which can involve co-operation activities at different levels. The common denominator of twinning activities is that the co-operation relationship is based on an exchange between two or more countries. In the case of the Phare Programme, in focus in this study, twinning primarily concerns exchange on central level indicating that the actors involved are primarily Government ministries and central public authorities. Twinning has been a part of the Phare programme since 1998 when the programme began to focus on the accession of the candidate countries i.e. Bulgaria, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia and Slovenia.

Twinning is considered an important means to strengthen the central bodies of the candidate states and to support them in their efforts to adopt, implement and enforce the *acquis communautaire*, the European Union's legislation. Approximately 30 per cent of the Phare budget, which corresponds to EURO 633 million, are currently allocated to institution building and twinning projects in the candidate countries. Each country's priorities and propositions of twinning projects, the so-called *fiches*, are outlined annually in the National Programme for each country. The fiches are spread via the European Commission to the NCP:s of the member states. The governments and authorities in the member states are then given the opportunity to present proposals for twinning projects concerning each separate fiche. The selection of member-state(s) to carry out the twinning projects is determined through a "bidding" procedure in the candidate country. The project team normally consists of a leading and junior partner.

¹ The Phare programme covers Bulgaria, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Rumania, Slovak Republic, Slovenia and Turkey.

The twinning co-operation activities are planned to continue until the candidate countries become members. All candidates except Bulgaria and Rumania, and Turkey, which is still a non-negotiating candidate, are expected to enter the European Union during 2004. For these ten countries the European Commission is planning to introduce transition facilities during 2004–2006, including twinning, but it is likely to focus on fewer areas.

In 2002, institution building support activities were launched within the Tacis and Cards programmes. These activities are also named twinning but are essentially different from the twinning projects of the Phare programme since they do not have the explicit accession facilitation aim. Fiches from these programmes are already being sent to the member states. The extension of the twinning support in the future, to include the countries of the Tacis and Cards programmes², obviously has an impact on the administration of Swedish twinning support, i.e. on the NCP.

1.2 The Evaluation assignment

The primary purpose of this evaluation is to serve as guidance for a decision regarding the future of the NCP function for twinning support at Sida. The assignment covers a number of issues and aspects that demand specific consideration. In principle, however, the evaluation can be divided into three main tasks:

- *An assessment of the performance and efficiency of the Swedish NCP in relation to the formal assignment.*

More specifically this part includes investigating if the goals set for the NCP have been reached in terms of provision of information, promotion of the twinning instrument among Swedish ministries and authorities and efficiency of co-ordination between the NCP and the line ministries and authorities.

- *A study of an NCP in another member-state, including a visit to that country.*

The purpose of the study has been to get a good view of the NCP function in another member state in order to identify areas where this NCP has applied efficient solutions in its work, which could possibly serve as a model for the Swedish NCP. The study of the NCP in another member state also includes collecting information about future plans and aspirations of the NCP. In agreement with the Swedish NCP it was decided that the NCP function in the Netherlands was to be studied.

- *An assessment of the future role of the NCP.*

This part includes an analysis of the situation facing the NCP in coming years i.e. the impact of the phasing out of twinning activities in current candidate countries and the increased focus on similar support to the countries covered by the Tacis and Cards programmes. Furthermore, this task includes assessing the interest among Swedish actors concerning future twinning in countries that are covered by Tacis and Cards, both in principal and practical terms. The need amongst Swedish twinning participants for future support from the NCP is also analysed.

Finally, the evaluation should be seen as a part of Sida's internal learning process and thereby has an overarching purpose of serving as a tool for improvement of the NCP and similar functions within Sida. Based on the conclusions made from the three main tasks, the evaluation offers recommendations to the parties concerned for the future handling of twinning support.

² The following countries are eligible for Community assistance within the Cards programme: Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia, the Former Yugoslav Republic of Macedonia.

1.2.1 Key issues

The study has concentrated on the following *key issues* based on the Terms of Reference for this assignment (Appendix I), and the discussions and interviews with the parties involved in Phare-twinning:

- Promotion of the twinning instrument to the line ministries and authorities.
- Co-ordination and communication with line ministries and authorities including the distribution of fiches.
- Training and education regarding the twinning instrument.
- Practical and financial support to the authorities during the preparation and presentation of proposals, including political back-up.
- Practical and financial support during the covenant preparation.
- Need for continued support amongst contact persons and others involved in twinning at the authorities.

1.3 Methodology

Since the focus of the evaluation lies on the performance of the NCP after it was placed at Sida the study has concentrated on activities that have taken place during 2001 and 2002.

Throughout the evaluation assignment a continuous dialogue has been maintained with the Swedish NCP. The communication with the assignors has been a means to exchange fruitful views on the aspects of particular importance for the study. The key issues (presented in the evaluation assignment) have been systematically analysed concerning both the current work of the NCP, the international comparison with the NCP in the Netherlands as well as the future role of the NCP, which has led to a set of general conclusions and final recommendations.

1.3.1 Information gathering

Initial meetings

In order to secure a common understanding of the assignment, the evaluation team held initial meetings with the officers responsible at the Sida/NCP. These meetings, as well as initial interviews with representatives at Sida and the Ministry for Foreign Affairs (MFA), some of which had previously been working as NCP for Phare twinning, also provided useful background information of the role of the NCP and how it had evolved since the start in 1998.

Desk research

All information available at Sida, the MFA and other sources such as the Internet has been collected and studied. This material has included: government documents concerning the twinning instrument and/or the NCP function, principal guidelines for the NCP, lists of twinning projects, national and international statistics concerning Phare twinning, general information about the Phare, Tacis and Cards programmes etc.

Furthermore, the general information obtained about the twinning instrument, the challenges of the NCP and the twinning related activities carried out to date was also an important channel to identifying the most interesting interviewees among the ministries and authorities as well as the member-state to be visited.

Internet inquiry

In co-operation with the NCP, a questionnaire was formulated, which was used in an extensive Internet inquiry (Appendix II). The questionnaire was sent out to all contact persons at Swedish agencies/ authorities concerned by Phare twinning, totalling 47 people. The response rate amounted to approxi-

mately 65 per cent. The questionnaire included both a quantitative and qualitative dimension and provided, thereby, a statistical basis as well as individual replies on issues of specific importance.

In-depth interviews

The in-depth interviews have been the most important segment of the information gathering for the evaluation. Interviews have been made with the contact persons and other representatives at the four most active ministries, in terms of twinning participation. In addition, as a complement to the Internet inquiry, in-depth interviews were conducted with the contact persons at the authorities of particular interest. These authorities were selected based on some specific criteria: authorities that had been particularly active in twinning, authorities that had not been active despite efforts from the NCP and authorities with an exceptionally low success rate for the proposals. In total approximately 30 people have been interviewed. An interview list can be found in Appendix III.

Study of the NCP in the Netherlands

The reason for selecting the NCP in the Netherlands was mainly because it works under fairly similar conditions as the Swedish NCP and is more or less equal in size with regard to national participation in Phare twinning. The evaluation team from EuroFutures, accompanied by the Swedish NCP, made a one-day visit to the Dutch NCP at the Ministry for Foreign Affairs in the Hague. During the visit, the two Dutch NCP officials were interviewed and information regarding the role, responsibilities and working methods of the NCP was collected.

2 Evaluation of the NCP function in Sweden

2.1 Introduction

This chapter describes the prerequisites and working methods of the NCP at Sida and evaluates its performance to date in relation to the aims set for the twinning support function.

The content is based on information obtained from the contact persons at ministries and authorities, in part from the Internet-questionnaire but most importantly from the in-depth interviews. The description and conclusions are also based on discussions with the NCP, the assistant NCP, the area managers at Sida and others. The conclusions on the performance of the NCP are summarised at the end of this chapter.

2.1.1 Swedish ambitions concerning participation in twinning

The Swedish government encourages Swedish authorities and agencies to participate in twinning projects. The primary reason is that the enlargement of the EU has been given formal priority and that institutional development, which is the core of the twinning activities, is an essential piece in the accession process. These ambitions have, however, not been manifested in quantitative objectives concerning how many project proposals Swedish authorities should submit or how many projects Swedish authorities are expected to participate in.

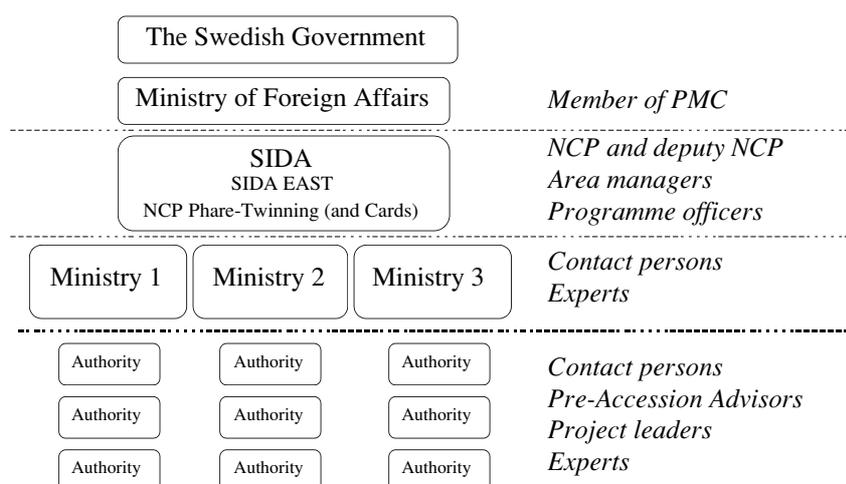
The Ministry for Foreign Affairs (MFA) has expressed a political priority concerning twinning to the different line ministries. The line ministries communicate these priorities to their respective authorities, and the main message has been that: “twinning is prioritised – try to get involved”. The ways that this message has been communicated differs, however, between the ministries. Some line ministries have expressed the priority in the appropriation directives to their respective authorities – thereby giving it formal priority – whereas others have settled with more general encouragements to the contact persons for twinning at the authorities.

On a political and strategic level, twinning is considered an important instrument for building networks and forging liaisons with candidate country administrations –soon to become EU-members. Twinning is largely considered a possible transfer from development co-operation to regular international co-operation. The fact that Sweden has previously established relations with the Baltic countries and that Sweden shares common denominators with several Central European countries, not least concerning the challenges facing relatively small EU-members, makes this aspect of twinning especially important from a Swedish point of view.

2.1.2 Main actors in the Swedish “twinning system”

One of the main questions in this evaluation is whether co-ordination between actors in the Swedish twinning system (involving Sida/NCP, Swedish ministries and authorities) has been effective. To answer this question we initially need to look at the different actors and their roles in the “twinning system”. Figure 2.1 presents an overview of the main actors.

Figure 2.1 Main actors in the Swedish Twinning system



Starting from the top, the priorities and resources concerning twinning are formulated by the Swedish Government and the MFA. Representatives from the MFA also participate in the Phare Management Committee, PMC. They maintain the political responsibility for twinning in Sweden.

The operational activities (promotion of twinning, practical and methodological support etc.) are carried out by the NCP (described further below). Since the transfer of the NCP function from the MFA to Sida, a division has therefore occurred between the operational (Sida/NCP) and the political (MFA) responsibility.

Each ministry has a contact person for twinning. The main task of the contact person is to categorise the fiches and redistribute them to relevant authorities (in some cases the NCP sends fiches directly to the authorities). In at least one ministry there is an internal organisation for handling twinning activities, involving employees from different sectors within the ministry. Some ministries make political or strategic priorities among the fiches, which is then communicated to the authorities. A priority does, however, not imply an obligation.

In Sweden, the authorities are the institutions participating in a majority of the twinning projects. Consequently, there are contact persons at all Swedish authorities considered to be eligible for twinning activities. In many other countries it is more common that ministries are the implementing actors. The explanation to the Swedish solution lies in the fact that compared to most other European countries, Sweden has fairly small ministries that are policy oriented and authorities with a high degree of autonomy. In other words, the authorities carry the appropriate mandate to act as the implementing body for twinning projects. Pre-Accession Advisors (PAA), project leaders and experts for the twinning projects are mainly selected from the authorities.

Contact persons in the Swedish authorities often have the formal role of *international co-ordinators* at separate *international entities* within the authorities. Most of the contact persons at the authorities have been contact persons for two to three years and more than 50 per cent of them have personally had the role of project leader for a twinning project. Questions were asked in the Internet-questionnaire to contact persons at authorities on how they assess their internal role as contact persons for twinning at the authority. Their experiences vary, but most contact persons claim that it is difficult to get acceptance for twinning projects due to a relatively low level of priority for twinning internally. Many times, twinning will not be prioritised on account of the authority's ordinary daily tasks. Often the authority contact persons experience that they neither have political back-up for twinning participation nor

internal back-up in terms of allocated resources for twinning participation. However, this experience appears to be particularly significant for smaller authorities or authorities whose ministries have not clearly stated an official priority concerning twinning.

2.1.3 The transfer and resources of the NCP

The responsibility as NCP for Phare twinning was transferred from the MFA to Sida in January 2001. In the setting up of Phare twinning emphasis was put on the political work for which MFA played the most important role. When the twinning task grew to become more project-oriented the MFA had neither appropriate capacity nor experience and it was considered logical to move the co-ordination of twinning activities to Sida.

One person from the MFA followed the transfer of the NCP and was employed alongside the NCP at Sida, which helped securing the transfer of the “twinning-knowledge”. Within Sida, the NCP was placed at the division of Baltic States and Central Europe. The rationale behind this decision relates to the fact that this division covers half of the candidate countries. Another aspect raised at the time was the possibility of fruitful exchanges between the twinning projects in these countries and the parallel bilateral activities. There were two people working full time with Phare twinning until the spring of 2002.

Since the spring of 2002 the NCP function has been partly downsized. The personnel capacity to carry out the responsibilities of the NCP currently corresponds to approximately one and a half full-time employment. The NCP, personally dedicates approximately 75 per cent of her work to this task. The deputy NCP works approximately 35 per cent with NCP-related tasks. Since the spring of 2001 it was decided that part of the NCP responsibility was to be placed on the area managers and programme officers. The primary reasons for this transfer were twofold. Firstly, in line with the general downsizing of the bilateral support to the candidate countries it was considered natural to also cut down on the resources dedicated to Phare twinning. Secondly, twinning was considered an adequate mechanism in the phasing out of the bilateral support to be replaced by a “neighbouring” co-operation and continued relations in a EU-context. With this perspective, the specialist knowledge of the area managers was expected to be useful.

The twinning-related tasks of the area managers include co-ordination of proposals concerning their respective countries or programmes/sectors as well as the administrative management of financial support to the authorities. Their working time for these tasks is difficult to estimate but, according to the area managers, twinning never exceeds ten per cent of the working time. Consequently the area managers are expected to work less than one half time in total with twinning.

From January 2001 to the summer of 2002, the NCP at Sida had a turnover of three people. The person following the NCP from MFA stayed at the NCP from the start until the summer of 2002 which helped maintain a certain level of consistency and sustainability. The current NCP went into office in August 2002.

The financial resources allocated to the NCP, i.e. primarily to support the work of Swedish actors in the proposal and covenant phases are taken from a separate post for twinning within Sida East’s regular budget.

2.2 Working method and support activities of the NCP

The work and activities of the NCP are very much linked to the different phases of the twinning projects: promotion of the twinning instrument and distribution of new fiches (I), proposal preparation phase (II) and covenant phase (III). The description and evaluation of the performance of the NCP

below is therefore structured along these phases. The activities that are not specifically linked to these phases are general promotion activities and participation in the Phare Management Committee.

2.2.1 Phase I. Promotion and distribution

To inform and attract interest

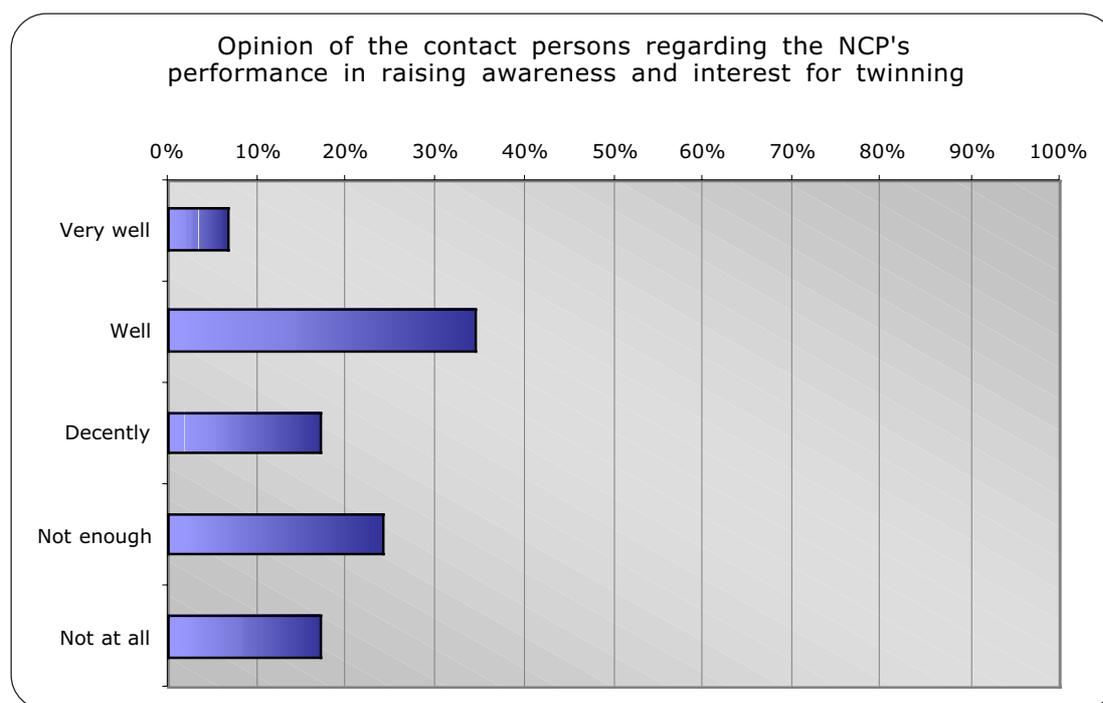
The first task of the NCP is to carry out activities to inform and attract interest in the twinning instrument amongst potential Swedish twinning partners. The NCP has not been engaged in any strong promotion activities and no efforts have been put into brochures or other such material to promote twinning. The NCP has organised recurrent meetings with the officials involved in twinning at Sida, the MFA-twinning officials and the contact persons at the respective ministries. The interviewees who generally participate at these meetings find them useful. An annual twinning information seminar has also been organised to which all contact persons at the ministries and authorities are invited.

Most of the respondents of the Internet inquiry participated in the latest twinning-meeting arranged by the NCP, in March 2002. The comments among the respondents regarding the quality of the meeting varied between “very informative” and “information was rather basic”. There is no national “twinning-web-site”, although such a forum reportedly has been considered at Sida.

Nevertheless, based on the Internet inquiry, the respondents within the authorities find the promotion activities carried out by NCP to be satisfactory. Most of them state that the NCP has succeeded well in raising awareness and interest for twinning. Seven per cent say that the NCP has succeeded “very well” in raising interest while 40 per cent say “not enough” or “not at all”.

The primary twinning information channel seems to have consisted of forwarding relevant fiches to the respective authorities and keeping in touch with them regarding ongoing proposal preparations. Although the level of contact has reportedly increased after the NCP function was transferred to Sida, the contact frequency appears to have gone down over time. This tendency seems to partly spring from the downsizing of the NCP function in combination with a heavy work-load in terms of volume of fiches in the autumn of 2002.

Figure 2.2



Distribution of fiches

The fiches describing upcoming twinning projects are distributed from the NCP to the area managers and programme officers within Sida. They send them to the relevant government ministries, who in turn assess the fiches, make priorities, and redistribute them to the relevant authorities. Initially the fiches were sent directly to the authorities but due to problems of categorising some fiches it was decided that the fiches were to be sent first to the ministries and then to be distributed to the appropriate authorities. In some cases the NCP still sends fiches directly to authorities.

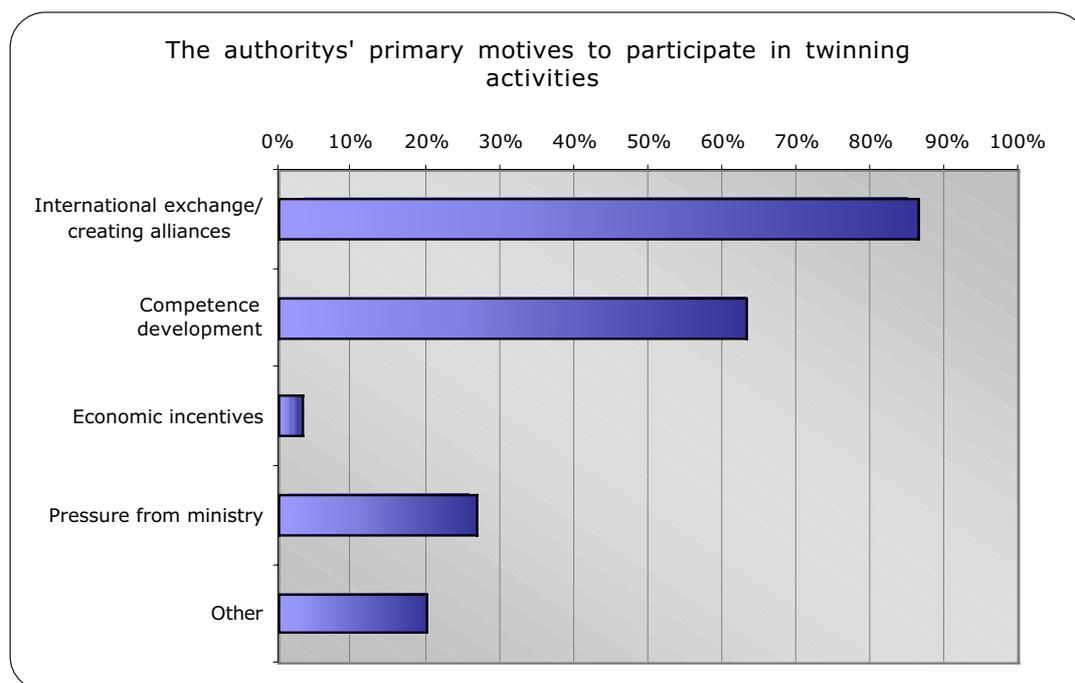
More than 30 per cent of the contact persons at the authorities consider this distribution procedure to be “not satisfactory”. Some respondents are concerned that they do not see all fiches that should be forwarded to them. Some contact persons are unaware of the formal distribution procedure and some say that the procedure is unclear. The number of twinning fiches the individual contact persons have received during 2001 and 2002 varies from zero to 35. On average, the contact persons seem to have received around 10. The level of efficiency regarding distribution of fiches can often be traced to the size of the ministry and the internal procedures of the ministries concerning the handling of twinning fiches.

Many of the contact persons who are negative mean that the current procedure takes too long and want to get fiches directly from the NCP or information about upcoming fiches in advance. Some claim that there is not sufficient time to prepare a proposal if one has not seen the fiche beforehand. Authorities generally wish to have more time to prepare project proposals. One common comment is that an early warning about planned fiches in the pipeline in Brussels would make the proposal preparation task much easier. According to the NCP at Sida, lists of upcoming fiches are available since the autumn of 2002 and they have been sent to the contact persons at the authorities.

Motives to participate – and barriers

An important question concerns the primary motives among authorities to be interested in twinning activities. If internal motives and incentives are strong, then the need for promotion activities initiated by the NCP is less important. The two dominating motives to participate in twinning among authorities are the potential creation of alliances/international exchange and the internal development of competence. “Pressure” from the ministry has been a motive for some authorities according to the inquiry. Very few authorities see economic incentives as a motivation. The economic aspect of twinning projects seems to be more of a barrier.

Figure 2.3



An important factor to be able to participate in twinning projects is finding PAA:s and project leaders who are motivated to participate in twinning activities. The most important attraction factor for PAA:s and project leaders is the development of competence.

However, strong motives among authorities and individuals are not enough. Barriers of different kinds may stop projects from being initiated. Interviews point at three main obstacles. The first concerns the recruitment of PAA:s which seems to be a major problem for most authorities. Several interviewees say that there are only a very limited number of specialists and the requirement for PAA:s are often demanding. The difficulties to recruit PAA:s also concerns the fact that they find it difficult to be away for one year from the ordinary work and/or the family. Additionally, since the PAA:s need to be recruited during the preparation phase they cannot be given any guarantee beforehand that they will actually be recruited for the project.

The second barrier to participation concerns the element of *bureaucracy*. Many contact persons find Phare-twinning to be a burdensome programme in terms of bureaucracy. Voices have also been raised concerning the administrative burden related to the twinning projects. In this respect comparisons have been made with e.g. Denmark and Germany who have centralised agencies for the financial administration of the twinning projects.

The third, and perhaps most important, barrier concerns *financing*. Many contact persons say that the EU financing and financial support from Sida is insufficient in the sense that the authorities do not get full payment for their work. The financial support from Sida, to cover expenses related to the preparation of proposals and covenants are fix, as are the fees for PAA:s and project leaders during the implementation of twinning projects. The fees for the implementation are provided by the Phare programme. The funding from the Phare programme is however more complicated as it differs depending on level of competence of the authority/expert as well as other aspects. It is worth noting, also, that the authorities have different views concerning which part of the financing that is most problematic. Some contact persons claim that the support from Sida is insufficient but the fees are satisfactory while others state the contrary.

Another issue of importance relates to *political priority*. Some ministries have expressed a clear priority towards their authorities concerning twinning participation. In several cases, an authority has also engaged in twinning activities due to the explicit priority of its ministry. The explicit political priority from a ministry has generally resulted in a high level of participation and success amongst its authorities. There are also examples of authorities that have been involved in twinning despite the fact that twinning is not explicitly prioritised by their ministry, Twinning is then more regarded as a part of the authority's own priorities or interests. Other authorities have not participated in twinning projects simply because it has neither been prioritised politically nor internally.

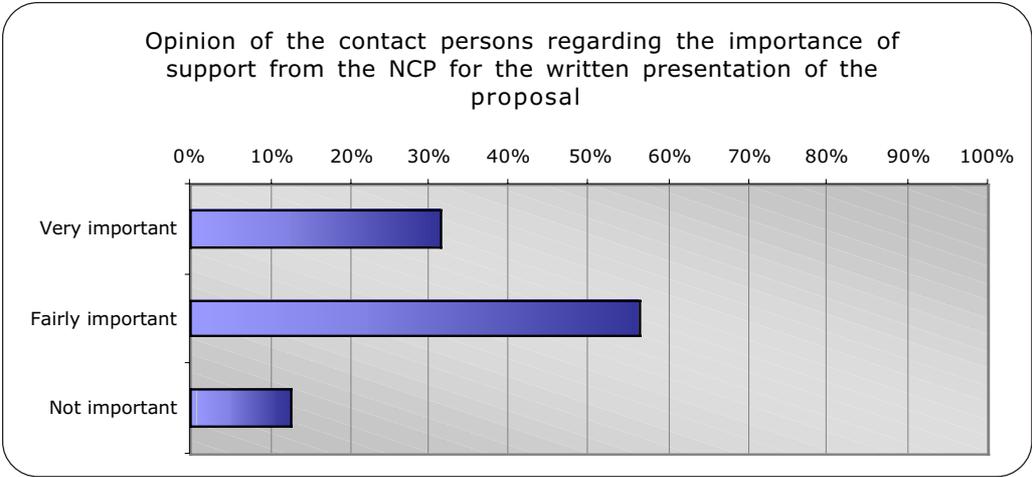
2.2.2 Phase II. Project preparation phase

If a ministry or an authority finds a fiche to be of strategic interest and of relevance for its areas of expertise, the authority may be encouraged to start working on a project proposal. The proposal preparation phase usually includes the formulation of the written proposal as well as a *fact-finding mission* to the candidate country. The preparation phase ends with an oral presentation in the candidate country, where the project team competes with representatives from other member states before a panel consisting of representatives from the ministry/agency of concern in the candidate country as well as the local EC-delegation.

Most authorities have submitted between zero and three proposals during 2001 and 2002. As a rule, the authorities are satisfied with the quality of the information provided by the NCP in this phase. In the Internet inquiry, more than 80 per cent consider the quality of the information to be satisfactory. Those who are not satisfied with the support received claim that the NCP gives too little practical support and that the information about how to prepare proposals is not satisfactory. The interviews have shown that several contact persons feel that they are often transferred either to Brussels/the EU-delegations in the candidate countries or to other experienced authorities in Sweden concerning detailed practical issues dealing with proposal and covenant preparations.

Some twinning-experienced Swedish authorities have mentioned that they are regularly contacted by other authorities regarding practical twinning issues. The *Swedish national Financial Management Authority* (Ekonomistyrningsverket) has even exercised its expert knowledge regarding twinning by organising annual practically oriented twinning seminars directed to contact persons at other authorities and ministries and by publishing a booklet; *A concise guide to Twinning*. The NCP claims that transferring specific questions to the EU-delegation and/or other authorities is a deliberate method of guiding the contact persons to the source where adequate information is most likely obtained.

Figure 2.4



Sida's practical and methodological support in this phase is restricted to service concerning questions that may arise when authorities are working out the proposal. There is not often time for a thorough quality control of the written proposals. In some cases, however, the employees at Sida have had the time to read the proposal through, and to make corrections and other improvements, before sending the proposal to the Commission. This service seems to have decreased over time.

Almost 90 per cent of the respondents conducted a fact-finding mission to the country of concern during the proposal preparation phase and almost all contact persons claim they received sufficient support from the NCP in doing so. Those who did not conduct a fact-finding visit usually have sufficient contacts and knowledge thanks to previous work in the country.

As a general rule, financial support to work out the project proposals is provided by Sida. Authorities are generally satisfied with the administrative management of this support. However, some authorities have then experienced problems when costs incurred during the preparation phases (including man-hours and travel expenses) have greatly exceeded the sum allocated from the Sida/NCP. Since Sida as a rule does not diverge from the principle of the fixed rates for compensation, frustration has been expressed by both the authorities and ministries concerned in specific cases. The NCP states that a certain amount of flexibility can be adopted under specific circumstances, but that additional financial claims cannot be made in retrospect.

On the one hand, the problem seems to lie in different understandings, between the authorities, ministries and the NCP (MFA), regarding the scope of the financial contribution from Sida. The NCP claims that the financial support for the preparation of twinning proposals and covenants are to be seen as contributions. Since twinning is not formally seen as export of services ("tjänsteexport"), expenses related to twinning, which are not covered by the Sida contributions, should therefore be taken either from the authority's budget for international affairs (or similar) or be requested from the respective ministries. Many authorities feel, however, that it is difficult to give priority to twinning if the task has not been formally prioritised, e.g. in the appropriation directive to the authority, nor is financially fully covered from external sources. Therefore, the problem also appears to be related to a weak connection between the political priority of twinning and the financial allocation of funds related to twinning activities.

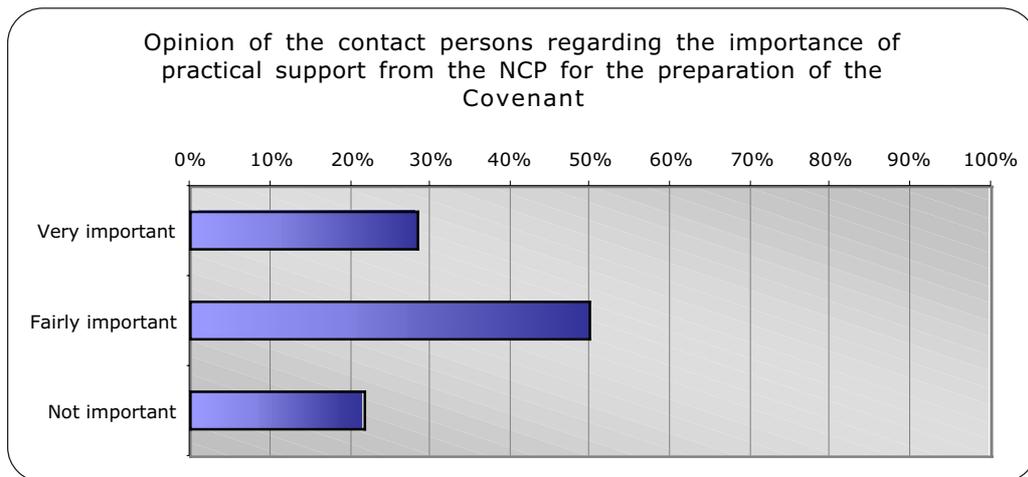
The preparation phase ends with the oral presentation in the candidate country. In most cases Sida has not been present at this presentation. In the few cases where Sida has been present, most contact persons say that Sida's presence was "fairly important" or "very important". In interviews, contact persons have expressed a wish for a stronger political backup and political high-level contacts before the oral presentation. This could be, and is sometimes, carried out by the Swedish embassies in the candidate countries or by the MFA. Some authority representatives have felt weak at the oral presentation in relation to more influential countries that have shown up with high-ranking officials in great numbers. Several contact persons feel that "the outcome was determined before it had started".

2.2.3 Phase III. Covenant and implementation phase

If the authority wins the project, then the next phase starts; the covenant preparation and implementation phase, which includes working out a detailed project plan and carrying out the actual project.

All of the contact persons have the opinion that the financial support from Sida/NCP during the covenant phase (which is added to the compensation from the Phare programme) is of great importance and most respondents find the administrative management of the support satisfactory. Some comments have been raised about the NCP's rules being inflexible and unclear. Most authorities say that practical support from the NCP is "fairly important" during the covenant phase.

Figure 2.5



There is a clear demand for more support from the NCP in this phase. Several contact persons ask for “model” covenants and covenants that can be used as good examples. Contact persons also say they need more specific ideas about the level of details in the covenant, especially in the budget section.

Contact persons also ask for more specialised advice, including advice on practical details etc. They also mean that Sida should take action towards solution of specific problems. Contact persons claim that the NCP of today does not provide expert advice and that knowledge on specific issues relating to twinning project is easier to find at other authorities involved in twinning or in Brussels. Detailed practical support and expert advice is not included in the official assignment of the NCP. It is clear, however, that such support has been provided on occasions, particularly in the early stages of Phare twinning, and many contact persons at the authorities request that kind of support.

2.3 Outcome – Swedish participation rate

An indicator of the performance of the NCP is of course the number of proposals and projects won by Swedish authorities. It must initially be stated that Swedish authorities have done very well from an international point of view, both in relative and absolute terms. The figures show, however, that the participation in twinning activities among Swedish authorities has gone down during 2001 and 2002, compared to the first years and particularly the peak in 1999. Sweden has fallen on the list of project-winners, and also on the list of submitted project proposals.

Table 1. Statistics on twinning-participation by Swedish authorities

Year	Total number of projects	Proposals from Swedish authorities	Projects won by Swedish authorities
1998	103	21	9
1999	122	43	27
2000	146	32	16
2001	131	29	16
2002	185	24	5
TOTAL	687	149	73

Source: Twinning Co-ordination Team

The total number of twinning projects per year has increased gradually from 103 in 1998 to 185 in 2002. Swedish authorities have gradually presented fewer proposals. The best year was 1999 when Swedish authorities won 27 projects out of 43 proposals. This was also the year with the highest success rate – 63 per cent. Sweden has been most successful in Lithuania, with 16 projects. Swedish authorities have also won many projects in Poland (9 projects) and in Estonia, Hungary and Latvia (8 each). The

final numbers for 2002 have not been delivered, but the preliminary figures say that Sweden has only won 5 out of a total of 185 fiches and 24 submitted proposals.

2.4 Conclusions about the performance of the NCP

The NCP is well functioning at the overall level

- Information collected regarding the performance of the NCP points very clearly at a well functioning unit at the overall level. Most people interviewed during the evaluation have expressed that the transfer of the NCP function from MFA to Sida has been positive. The focus on distributing fiches, administration of the financial support and supporting authorities in their work seems adequate – not least considering the limited capacity of the NCP in terms of personnel. Our opinion is therefore that the NCP has generally fulfilled its assignments.

Well adapted roles of different actors and suitable co-ordination in the “twinning system”

- The co-ordination role is fulfilled by the NCP and contacts between actors in the system are well-developed. The separation of the operational (Sida/NCP) and the political (MFA) responsibility is not a problem since close contacts between the units have been established. Most contacts in the “system” concern the distribution of fiches. Some authorities have had problems with unclear political priorities from their respective ministries. The annual meetings organised by the NCP are an important complement to the “digital contacts”, and is generally appreciated by the contact persons.

Swedish twinning participation is decreasing

- The number of proposals, and projects won by Swedish authorities has fallen since Sida took over the NCP function. Three possible reasons have been identified. The first is that the political priority of twinning participation has weakened. Our impression is that the political pressure is not as significant as it was a few years ago when the NCP function was located at the MFA. The falling participation rate could also be a result of the limited promotional activities carried out by the NCP. A third factor could be the construction of the financial support. Several authorities find they are not sufficiently compensated for their costs in twinning projects. The authorities also claim that the competition for each twinning project has become tougher.

Distribution procedure is uncertain and time consuming

- One problem in today’s system is the distribution of fiches. The procedure seems to take too long and appears to be unreliable. The fact that several contact persons at authorities are unsure about whether they have received all the relevant fiches is not satisfactory. This problem particularly seems to be a result of poor administration within some larger ministries. A swift distribution of fiches should be ensured by the NCP. This would help authorities in their endeavours to make good project proposals.

The NCP function is scattered

- The organisation of the NCP at Sida involves several persons: the NCP, the deputy NCP, area managers and programme officers. The original ambition to get better co-ordination by involving area managers and programme co-ordinators does not seem to have fallen out successfully. Instead, the area managers and programme officers as well as the NCP have mainly been occupied with administrative work, which has been experienced as an isolated and frustrating task. The division of the work at Sida has also been a problem for the authorities that often have to deal with “new people” at the NCP. Fewer people, working more focussed on practical twinning issues would have a better chance of developing an efficient internal structure and a suitable expertise regarding twinning.

Financial support necessary, and more “flexibility” wished for

- It is very clear that the financial support is needed to make it possible for Swedish authorities to work out project proposals and covenants. Some authorities wish for a more “flexible” system. It has not been possible within this assignment to assess if more money is needed to cover real costs but the financial issue seems to be a concern at several authorities, which may lower their interest and possibility of participating in twinning.

The NCP does not meet expectations regarding practical support

- The expertise in working out project proposals and covenants is currently not to be found at the NCP-unit but rather with the twinning-experienced authorities. The level of expertise at Sida seems to have weakened over time. Present personnel at the NCP have limited experience from this kind of work and it seems in some cases that they have not been able to support the authorities adequately. Although this task is not formally included in the NCP assignment it is obvious that additional practical assistance is requested from the contact persons at the authorities.

The problem solving capacity of the NCP has been weak

- There is a demand from the contact persons at authorities for a strengthened problem solving capacity of the NCP. Today, it appears as if many questions raised by the contact persons are left unanswered by the NCP. It is a weakness that the NCP does not have the capacity to identify and clear out problems/concerns, especially those typical for Swedish conditions. Another similar weakness is the lack of good examples of project proposals and covenants. This is another demand expressed by interviewees.

3 New prerequisites for the NCP in the future

3.1 Future development of the twinning instrument

At present, a majority of the twinning fiches received by the NCP still concern the Phare programme. However, in coming years the NCP seems to be facing a new era in the sense that Phare twinning will gradually be phased out when most of the candidate countries become EU-members. Most areas of importance for implementing the *acquis* for these countries have been covered in the twinning projects to date. In other words, remaining activities concerning these countries will to the most part deal with follow-up projects in areas where more assistance is required. These efforts may also be provided in the form of twinning light or within the *Taieux* programme³, which are also under the responsibility of the NCP.

Phare twinning will gradually be phased out in 2004–2006 for the candidate countries expected to become members during 2004. During this period twinning is planned to concentrate on fewer areas for new members and then focus on the remaining candidate countries, i.e. Rumania, Bulgaria and Turkey. However, there are also plans to apply the twinning instrument in the *Tacis* and *Cards* programmes covering the former USSR and the Balkans respectively. In fact, twinning activities (or similar) for these programmes have already been initiated. However, the characteristics of the countries covered by *Tacis* and *Cards* suggest that the twinning instrument needs to be looked upon differently for these programmes than for Phare twinning. Most importantly, the differences refer to the fact that the accession perspective is not explicit for these countries since none of them is a formal candidate to become EU-member at this point. Some countries, like Russia (covered by the *Tacis* programme), have not even expressed a desire to become members in a long-term perspective. In short, twinning in these countries calls for another approach than for Phare.

3.1.1 Swedish interest in *Tacis* and *Cards* twinning

Nevertheless, several countries in the Balkans are keen to become members and it is fair to expect that in principle this desire be shared by the European Commission, not least with regard to the future potential of creating sustainable political stability in this sensitive part of Europe. Since bilateral support to the Balkans is also prioritised in Sweden it is natural that the twinning dimension is also included in future support activities. From a Swedish political perspective Swedish co-operation with the *Tacis*-countries – particularly Russia due to its geographic proximity – is also highly prioritised. Interviews with parties concerned with the perspectives of future Swedish participation in *Tacis* and *Cards* indicate that although there is a general interest and political priority *vis-à-vis* these regions, the scope and focus of Swedish participation remain to be established. A formal NCP for *Cards* twinning has been appointed at Sida as of January 2003. The political priority for both *Tacis* and *Cards* twinning is stated in Sida's appropriation directions. At present, twinning fiches concerning the *Cards* and *Tacis* programmes are still fairly limited and detailed plans on how to approach twinning for *Cards* and *Tacis* has not yet been worked out internally at Sida.

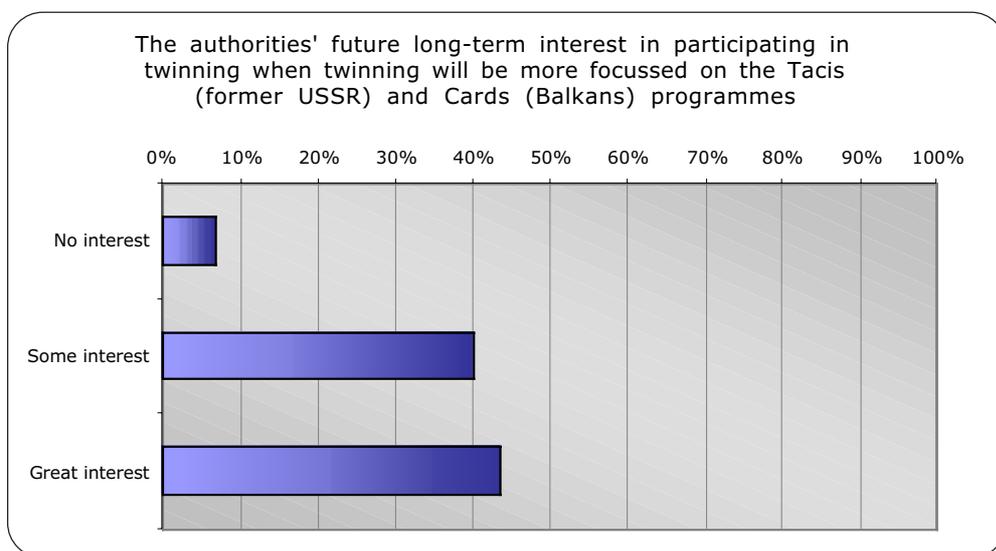
3.1.2 Future perspectives of the Swedish authorities

Among the Swedish authorities it is apparent that a turn towards more twinning support directed to the *Tacis* and *Cards* countries is generally not seen as a motive to downsize involvement in twinning projects. Among the respondents of the Internet inquiry, less than ten per cent expressed no interest in

³ *Taieux* (Techninical Assistance Information Exchange Office) is applicable for Bulgaria, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Rumania, Slovak Republic, Slovenia and Turkey.

future participation in twinning whereas more than 40 per cent declared great interest in participation also in the future.

Figure 3.1



Many authorities refer to the political priority of creating long-term relations with Russia and Ukraine and also to the strategic importance of these relations for their respective authorities. Some authorities, particularly those involved in security matters, find special interest in operations on the Balkans, not least in Bosnia and Herzegovina. There are examples of authorities that declare an interest based on previous experiences and current activities in the countries of concern. Among the authorities that are positive towards future twinning activities many also refer to the acquired experience of twinning at the authority and the will to make use of this competence in the future, provided that the set-up for future twinning is similar to the current one.

Some negative aspects concerning future twinning have also been raised. Some authorities anticipate that the preparation of proposals and covenants (or similar) will be more comprehensive and cumbersome for the Tacis and Cards projects. A general worry is also directed to the issue of insufficient internal resources at the authorities, regarding short- and long-term experts, for future twinning involvement. The most common reservation, however, concerns the economic conditions for twinning participation. Many authorities foresee problems in future twinning participation if they are not adequately compensated for their work. In general, the contact persons at the authorities foresee that both practical and financial support provided by an NCP will be important for future twinning activities.

3.2 Conclusions

- In coming years the NCP function for twinning will face a new era. Twinning activities will include different kinds of projects:
 - Follow-up twinning projects in current candidate countries after they have become members (2004–2006).
 - Phare twinning projects in remaining candidate countries
 - Tacis twinning projects
 - Cards twinning projects

In addition, the responsibilities of the NCP will continue to entail the co-ordination of Taiex and twinning light.

- Due to the Swedish political priority as regards Russia and Ukraine and the existing bilateral support to the Balkans there is a potential interest in continuing twinning support to the Tacis and Cards programmes. An explicit political priority regarding Tacis- and Cards twinning is expressed in Sida's appropriation directives.
- There is a fairly strong interest among current Swedish twinning actors to continue participation in twinning projects in a future perspective.

4 NCP in the Netherlands

4.1 Introduction

The decision to focus on the NCP in the Netherlands in this evaluation was made in agreement with the NCP in Sweden. The reasons for the decision were mainly based on the assumption that the NCP:s in Sweden and the Netherlands work under fairly equal conditions, not least concerning the similarities of the public sectors in the Netherlands and Sweden as well as the relatively strong status of the public authorities/agencies in both countries. Another factor of importance is that Sweden and the Netherlands have had approximately the same level of involvement in twinning activities. However, in recent years the Netherlands has done very well in an international comparison and has also surpassed Sweden in terms of number of projects won. The rationale behind selecting a study example that shares many common denominators with the Swedish NCP is that this is most likely to provide ideas for change and improvement that are both feasible and easily understandable.

4.2 Description of the NCP

The NCP in the Netherlands is under the responsibility of the Dutch Ministry for Foreign Affairs (DMFA) located in the Hague. The NCP sorts within the unit DGES/AP under the Directorate General for European Co-operation. The financial allocation for the NCP comes from the MATRA⁴ programme in the form of 3-year budgets.

The NCP for Phare-twinning has existed since the start of the twinning instrument in 1998. Initially the NCP function operated as a small unit whose primary purpose was to function as a “mailbox” and fiche-distributor. In July 2000, however, the twinning instrument and the NCP was subjected to an internal national evaluation that pointed at several deficiencies of the twinning co-ordination at the time. In other words, extensive changes in the set-up of the NCP were called for and the evaluation largely resulted in the present set-up. The NCP now has two people working full-time. Their official roles are; co-ordinator and a deputy co-ordinator, National Contact Point for EU-Phare twinning and Taix.

4.3 Working method of the NCP

The work of the Dutch NCP includes a variety of activities. Below follows a summary of the most important elements.

Promotion of twinning

A white paper from the DMFA, expressing a formal standpoint regarding the Dutch priority towards pre-accession activities and the participation in twinning projects amongst Dutch central authorities/agencies (referred to as agencies), has been sent out to the line ministries. The ministries are expected to take this document into consideration.

An annual financial contribution, the Departmental Initiatives Pre-accession (DIP) amounting to EURO 90,000, is also allocated from the DMFA to each line ministry. Only a minor part of this sum, however, is used to cover support of twinning project preparations.

⁴ A Bilateral Pre-accession Programme for Social Transformation

The NCP organises meetings with all contact persons at the line ministries and agencies every six weeks, during which the up-dates concerning twinning are exchanged and discussed. The line ministries are also encouraged by the NCP to arrange recurrent seminars/meetings concerning twinning with their respective agencies. In addition, the NCP provides an updated list including information about for example new fiches and up-coming fiches. This list is recurrently distributed and also available on the Dutch NCP-website. The list is sent to the line ministries, the agencies, the embassies, other relevant units within the DMFA, and the PAA:s.

Distribution of fiches and selection of projects

The NCP receives the fiches from the European Commission and sends them directly on to the nine line ministries. In normal circumstances all fiches are forwarded directly, which means that the line ministries are expected to examine the fiches to determine which fiches are of relevance for them. This procedure is mostly due to the high amount of fiches. In cases when the amount of fiches is limited the NCP will try to categorise the fiches before forwarding them.

In the second stage the line ministries have the responsibility of scrutinising the fiches to identify relevant fiches and forward them to the appropriate agency. According to the NCP, all line ministries have formulated sector strategies expressing formal priority to participation in twinning projects. If a specific fiche is considered relevant, an agency will normally be encouraged by its ministry to formulate a proposal. In parallel, the NCP also makes inquiries at ministries or agencies that have been less active, to trace possible underlying reasons.

Proposal preparation

The contact persons at the respective agencies generally formulate the twinning project proposals. Practical assistance in terms of e.g. technical advice and interpreting the Phare guidelines is provided by the NCP. Since the time for preparation of proposals usually is very limited, the NCP puts substantial efforts into obtaining pre-information about coming or potential fiches. With the help of the pre-information, the agencies have the possibility of formulating proposals before they have actually received the fiches. According to the NCP, this procedure is often essential to obtain a successful result.

In most cases someone from the NCP also participates during the proposal presentation in the candidate country. The NCP co-ordinators find the formal representation to be of great importance and if they cannot participate they try to influence someone from the Dutch embassy in the candidate country of concern to participate, normally an embassy officer or similar. The embassies are often asked to collect relevant information and to serve as

“antennas” in the field but the NCP does not generally try to exercise political pressure in order to influence the ruling of the candidate country. The viewpoint of the NCP is that there is little possibility for a nation the size of the Netherlands to compete with more influential states vis-à-vis the candidate countries. Therefore, each Dutch proposal should succeed based on its quality.

Building strategic consortiums beforehand, together with another member-state of choice, is another part of the NCP's work. Being able to present a consortium of two countries representing an adequate mix of competencies and other strengths is considered a comparative advantage of increasing importance. The information obtained from the field, from the embassies or other projects in the country, is usually useful for this purpose.

All financial matters, concerning the agencies' compensation for costs incurred during the preparation phase are handled between the agencies and the ministries, without involvement from the NCP. Apparently there are no clear guidelines concerning financial contributions for the preparation of proposals. Money from DIP is generally (but not as a rule) used to compensate travel expenses, whereas costs for

working hours and similar need to be either requested from the respective ministries or taken from the agency's own budget.

Covenant and implementation phase

The NCP also assists the agencies in the preparation of covenants, primarily concerning interpretation of details in the Phare manual and by commenting on the proposed project budgets. Contact is also maintained with the PAA:s in the field and assistance is provided if problems occur e.g. concerning the local working environment or communication with the local EC-delegation.

Additional training and other activities

Approximately EURO 45,000 is allocated to the NCP for administrative costs, including the arrangement of meetings, workshops and seminars. Since July 2000, the NCP has organised five workshops, each assembling about twenty people. The workshops have a detailed practical orientation and focus on the proposal and covenant preparation phases. PAA meetings are also organised on an annual basis, when the active PPA:s are flown in to the Hague to exchange knowledge and discuss twinning-relevant issues such as impact and sustainability. One country seminar has been organised which was specialised on Rumania.

One workshop specialised on implementation of twinning has been carried out. This activity may be increased in the future when the NCP's ambitions include more of follow-up of the projects to increase the internal learning and level of competence at the authorities.

Future activities for the NCP

No formal standpoint has been expressed regarding Dutch participation in twinning projects, or similar, in countries covered by the Tacis and Cards programmes. Priority has been expressed, however, as regards continued support to the candidate countries that are not becoming members during 2004, i.e. Rumania, Bulgaria and Turkey. In the current lists, provided to all parties concerned by twinning, Tacis and Cards-fiches are already included. A present impression is that the countries of the Cards programme (the Balkans) are likely to be more highly prioritised than the Tacis countries (former USSR) from a Dutch perspective.

The NCP anticipates that its function will continue on a similar level as presently in coming years. During 2004 when twinning in most of the current candidate countries will be maintained while activities will increase in Cards and Tacis programmes, the NCP expects that the workload will temporarily increase. When twinning in the future will concentrate on the remaining candidate countries and the Tacis and Cards programmes the NCP expects that the workload will demand approximately 60–70 per cent of current resources.

4.4 Conclusions regarding the NCP in the Netherlands

The Dutch NCP conducts a comprehensive assignment

- The Dutch NCP has benefited substantially from having taken care of the co-ordination of twinning in a comprehensive manner. The Netherlands has managed to maintain a high level of participation in twinning.
- The NCP keeps close contact with the contact persons at the line ministries and authorities, partly through the meetings every six weeks and keeps them updated via the lists covering the latest developments of fiches and other relevant issues.
- The role of the Dutch NCP includes participation in all phases, i.e. the proposal and covenant preparation phases as well as the project implementation phase.

Practical expertise

- The detailed practical knowledge, particularly concerning the proposal and covenant preparation phases, has proven very useful for the agencies. The appreciation of the NCP, increases motivation of the co-ordinators to learn more and improve/extend their services. The fact that there are two co-ordinators working full-time as NCP co-ordinators ensures preservation of the knowledge obtained and thereby ensures sustainability of a high-functioning NCP.

Pre-information – a clue to success

- Obtaining pre-information about fiches and creating strategic consortiums together with other member-states are considered elements of increasing importance to win twinning projects in an international competition.

No financial involvement

- Financial matters concerning costs for preparation of proposals and similar are handled between the line ministries and the agencies. The financial matters consequently become a discussion of political priority. This also means that the NCP can concentrate on the practical support to the ministries and agencies.

Future perspectives for the Dutch NCP

- The NCP is likely to continue as present in the coming three years but there are no explicit plans, as yet, concerning participation in twinning covered by the Tacis and Cards programmes.
- The NCP expects 2004 to be a rather hectic year in terms of twinning co-ordination.

5 Final conclusions and recommendations

5.1 Introduction

In the following chapter the main conclusions of the evaluation are presented and elaborated, after which they are mirrored in a set of recommendations for Sida and the Ministry for Foreign Affairs. In the conclusions and recommendations the findings concerning all three major sections of the evaluation are taken into consideration – the analysis of the NCP, the Dutch experience and the future perspectives for the NCP function.

5.2 Conclusions

Performance and efficiency of the NCP function

- The decision to place the NCP function at Sida seems to be generally appreciated. Sida has proved to be a suitable actor in handling the NCP responsibility particularly since it has evolved to becoming a largely operational task. Sida's experience of co-ordinating project set-ups in Central and Eastern Europe has been useful.
- The NCP's basic practical support during the proposal presentation phase has been satisfactory. However, the practical support and technical expertise concerning the detailed procedures in presenting proposals and producing covenants has gradually become weaker at the Sida/NCP, as it appears, mainly due to the decreased resources from the summer of 2002 in combination with an increased workload for the NCP during the autumn of 2002. Although, detailed technical assistance is currently not included in the formal assignment of the NCP, this service is desired and expected by the contact persons at the authorities.
- The decision to place parts of the NCP-responsibility on the area managers at Sida appears to have further deteriorated the level of expertise of the NCP function concerning twinning-specific matters. The specific country knowledge of the area managers has seldom been utilised.
- Currently the NCP function for twinning involves one formal NCP for Phare and Cards respectively, one deputy NCP for Phare and several area managers at Sida-East. All are working part-time with the twinning responsibility. If the NCP function's additional Taiex and twinning light responsibility is taken into account, the total of these part-times amounts to approximately two full-time services.

Efficiency of financial administration

- The administrative management of the financial contributions for the proposal and covenant preparation phases has been satisfactory. However, the strong and relatively independent status of the Swedish authorities constitutes a challenge, especially as regards financial coverage of costs incurred during the preparation of proposals and covenants as well as during the project implementation.
- There are different understandings between some authorities and the NCP concerning the scope and purpose of the financial support for the project proposal and covenant preparation phases. According to Sida, the support is to be seen as a financial contribution and not as source to fully cover all costs, particularly since twinning is not regarded as export of services. On the other hand, for many authorities, the total coverage of all costs incurred is imperative and many claim that since the financial support is not sufficient it hampers their possibility to participate in twinning.
- Lack of connection between the political priority of twinning participation, expressed by the government and /or the respective ministry, and the financial support from Sida regarding the activities

related to twinning appears to be a problem for several authorities. Some authorities feel that the financial allocation does not correspond to the official priority of twinning.

Future prerequisites for the NCP-function

- Most fiches received by the NCP still concern the Phare countries but an increase of fiches from the Tacis and Cards programmes is expected. The Swedish general priority concerning Russia and Ukraine and the existing bilateral support to the Balkans indicate that Sweden will maintain a relatively high level of priority towards twinning activities in the Tacis and Cards countries. The interviews and Internet inquiry also show that the interest from Swedish authorities concerning future twinning participation is substantial.
- In coming years the NCP function for twinning enters a new phase during which twinning will involve four partly different kinds of twinning activities: follow-up twinning projects in the new member-states, Phare twinning in the remaining candidate countries as well as Tacis and Cards twinning projects, or the like. During the end of 2003 and 2004, until the candidates have become members, the management of twinning is likely to be especially burdensome. Current resources at the Sida NCP do not seem ample to meet the efforts required.

5.3 Recommendations

The evaluation has shown that Sida is adequate to fulfil the responsibility of NCP for twinning and it is our recommendation that the function remains at Sida. There is, however, a clear need to mobilise the NCP function in a comprehensive manner. This requires a reorganisation and a slight reformulation of the NCP:s scope of responsibilities. Our assessment is that the NCP should comprise the following qualities and assignments:

- *A concentrated and efficient internal structure.* Instead of having a large number of people who are more or less involved in the NCP task the NCP function should consist of (at least) two and a half people working full time with twinning. Furthermore, the NCP function should cover all twinning tasks, including Phare, Tacis, Cards, twinning light and Taiex. The function should also be involved in all stages of the “twinning chain” – from the proposal presentation phase to the actual project implementation.
- *Methodological support.* The NCP should arrange information meetings, seminars and work-shops on a regular basis. The seminars and workshops should include detailed practical assistance regarding twinning and key issues based on Swedish prerequisites. Initially, practical workshops could be arranged in co-ordination with authorities that have extensive twinning experience. The methodological support could also include provision of best practices in the form of successful examples of proposals and covenants, in addition to the general models provided today.
- *Pre-information of relevance.* The interviews and the information from the Dutch NCP indicate that pre-information is becoming increasingly important to succeed in the international twinning competition. Reconnaissance should be used to acquire information concerning draft fiches and possibilities of using strategic political back-up for the proposal presentation. The NCP could also play a role in seeking strategic partners in other member states. It is considered to be of increasing relevance to boost a proposal by presenting a strong consortium. The reconnaissance measures should be co-ordinated with MFA.
- *Practical expertise.* The NCP function should be able to answer all questions that may arise in relation to preparations of twinning proposals and covenants. This expertise must be acquired through both training and experience. Increased knowledge also leads to a higher degree of direct involvement in the preparation work of the authorities. The NCP should also hold a solution solving capacity,

meaning that the unit must be ready to assist the contact persons, project managers and PAA:s when faced by problematic situations. These measures are likely to improve the quality of the project proposals and increase the hit-rate as well as the quality of the project performance. The “Dutch example” shows that this approach is both feasible and stimulating for the NCP.

- *A functioning division of responsibilities between all twinning actors.* The overall impression is that the current co-ordination and fiche-distribution procedure is well-functioning. In order to further improve the co-ordination Sida, in co-operation with MFA, should try to influence all ministries to explicitly prioritise participation in twinning vis-à-vis their respective authorities. One way of creating similar conditions for all authorities would be to include a formal priority for twinning participation in the appropriation directives to the respective authorities.
- *An efficient financial administration.* Sida should try to ensure that there is a common understanding and acceptance between all twinning actors regarding the scope and purpose of the financial support for twinning activities. The connection between the political priority and the financial support should also be clarified. The consensus also needs to be established between the ministries and their authorities. It is our recommendation that the NCP gathers representatives from Sida, the MFA and the twinning contact persons from the ministries concerned to resolve all issues related to the financial support to twinning preparation activities.
- *Sustainable knowledge preservation.* A more concentrated and focussed NCP-unit is likely to make the working tasks more stimulating and thereby decrease the potential turnover of personnel. Furthermore, if the unit consists of two people working in parallel with similar issues the knowledge preservation should be ensured, i.e. even if one person leaves the unit.

References

- Article, *Myndigheter fick utbildning i Twinning*
Ekonomistyrningsverket, December 2002,
A Concise Guide to Twinning
- Project list, Sammanställning av förslag och resultat/ departement Phare 2001
- Project list, *Phare twinning 2002 – preliminär lista över svenska förslag samt resultat (021209)*
- Promemoria, 19 June 2002, *Medium-Term Administrative Cooperation, "Twinning Light"*
- Promemoria, 8 March 2001, *Twinning – Vad är det?*
- Promemoria, *New horizons within a larger Europe: shifting the emphasis*
- Promemoria, *Framework agreement*
- Promemoria, *Fortsatt uppdrag att stärka rättsstaten i andra länder*
- Promemoria, 13 June 2001, *Twinning – ett försök till att fånga strukturen*
- Promemoria, July 2002, *Standard summary project fiche*
- Promemoria, *Standard Summary Project Fiche Project Number LI2002-JH-01*
- Promemoria, 19 December 2002, *Regleringsbrev för budgetåret 2003 avseende Sida*
- Promemoria, 12 March 2002, *Uppteckning från twinning möte den 5 mars 2002*
- Promemoria, 3 February 2003, *Twinning projekt & twinning light projekt med svenskt deltagande*
- Promemoria, 27 February 2003, *Riktlinjer för Sidas finansiering av förberedelsearbetet vid svensk myndighets medverkan i EU-kommissionens partnersamverkanprogram (EU/Phare twinning)*

Appendix 1

Terms of Reference for the Evaluation of the Promotion of Swedish Participation in Eu/Phare Twinning

1 Background

In January 2001 Sida took over the responsibility as NCP for Phare twinning. This entails providing support to Swedish government authorities and agencies in their preparations to participate in Phare twinning. Until that date this responsibility was held by the Swedish Ministry for Foreign Affairs. Sida's support includes:

- Activities to inform and attract interest amongst Swedish potential twinning partners in the twinning instrument.
- Methodological support during the preparatory phase of twinning projects
- Financial contributions towards covering costs incurred by agencies/authorities for preparing twinning proposals and so called covenants

During the period 1998–2001, Sweden has participated in 67 twinning projects in the candidate countries. 34 agencies have been engaged as twinning partners.

As National Contact Point for twinning, Sida has co-ordinated Swedish participation in twinning projects. Information about upcoming twinning projects are distributed to the relevant government ministries, who in their turn assess, make priorities amongst and redistribute the so called twinning project fiches to the relevant authorities.

Since 1998, the Phare programme has focussed on the EU accession of the candidate countries. Six countries entered negotiations for EU membership in 1998 (Cyprus, the Czech Republic, Estonia, Hungary, Poland and Slovenia) and a further six countries (Bulgaria, Latvia, Lithuania, Malta, Romania and Slovakia) began negotiating in 2000. The Phare programme provides support to the candidate countries in their efforts to adopt, implement and enforce the so-called

acquis communautaire, the European Union's legislation. Twinning between government agencies and authorities in the candidate countries and the member states respectively, is an essential tool in this process. Approximately 30% of the Phare budget are allocated to twinning projects in the candidate countries. Detailed plans and priorities are outlined in the National Programme for each country, on a yearly basis

This type of co-operation will continue until the candidate countries in Central and Eastern Europe become members of the European Union. Currently, ten countries are expected to join the EU in 2004. For Bulgaria and Romania, 2007 has been targeted for EU membership. For the first ten countries, the European Commission is planning to introduce a transition facility for the period 2004–2006. This facility is expected to include twinning, *but will focus on fewer areas than has previously been the case*. After 2006, specially designed support for the ten first candidate countries is expected to be phased out.

Given Sweden's role as a recent and active member of the EU, the Swedish government encourages the participation of Swedish authorities and agencies in supporting the candidate countries in their endeavour to become EU members. On a political and strategic level, twinning is considered an important instrument for building networks and forging liaisons with candidate country administrations. From the

point of view of Swedish bilateral development co-operation, twinning offers possibilities in terms of facilitating a transfer from development co-operation to regular international co-operation and contacts between neighbouring countries and future members of the EU. Swedish bilateral support to the Baltic states and Central Europe will be phased out in 2003, which makes this aspect of twinning all the more significant.

In 2002, approaches similar to the Phare twinning instrument have been introduced by the European Commission in the TACIS and CARDS programmes.

2 Purpose and Scope of the Evaluation

This evaluation is launched with a view to guiding the department in deciding on the future of the twinning support function at Sida.

More specifically, the aim of the evaluation is to investigate:

- If the goals have been achieved that have been set for Sida's support to Swedish authorities;
- If co-ordination between Sida, Swedish ministries and authorities has been effective;
- If there is a further need amongst Swedish authorities for information and methodological support of the kind that Sida provides in the twinning context of Phare and/or TACIS and CARDS.

The approaching enlargement of the European Union, which is envisaged to take place in 2004, is the main reason for the above-mentioned phasing out of development co-operation with the Baltic States and Central Europe. Phare twinning *is expected* to be phased out in the period 2004–2006. In the light of these developments, Sida's twinning support function needs to be reviewed, in order for it to be redefined in this new context.

Parties interested in the evaluation, apart from Sida's Department for Central and Eastern Europe, are the said ministries and authorities.

The evaluation will cover the period January 2001 until present date. It should offer recommendations for the future handling of twinning support.

3 The Assignment (issues to be covered in the evaluation)

The evaluation will include:

- an assessment of *Sida's performance* in relation to the aims set for the twinning support function (please compare with the three points describing Sida's Support on page 1, *Background*):
 - to inform and attract interest in the twinning instrument amongst Swedish potential twinning partners
 - to provide methodological support to potential twinning partners during the preparatory phase of twinning projects
 - to provide financial support, in a cost-efficient manner, towards covering costs incurred by agencies/authorities for preparing twinning proposals and so called covenants
- a review of the distribution and co-ordination of twinning-related tasks between Sida and the Swedish Government.
- an assessment of the *effectiveness with which twinning matters have been co-ordinated* between Sida and the concerned line ministries and authorities

- An assessment of the *need amongst Swedish authorities for continued support* in terms of information, methodology and financing, as regards the twinning instrument. This assessment should be made in view of the phasing out of development co-operation with the candidate countries, and the possibility of the authorities incorporating this type of co-operation in their regular operations.

The evaluation will also include:

- An assessment of the need for support from Sida where the recently launched twinning instruments in *TACIS and CARDS* countries are concerned. This assessment will have to be made against the background that these instruments have not yet been fully developed.

4 Methodology, Evaluation Team and Time Schedule

The assignment will be carried out through interviews with the stakeholders in Sweden:

- The foreign ministry and other government ministries who are members of the twinning network;
- Agencies and authorities, both with and without experience from twinning.

In addition, information about Phare twinning will be gathered and studied. Material is available at Sida.

The assignment will also include a study visit to another Member State. The purpose will be to collect information about the role and responsibilities of the NCP in that country, the political framework as far as twinning is concerned, the co-ordination between the NCP, ministries and authorities, and, finally, plans for future twinning support in that member state.

The assignment will require 25 days full time consultancy. It will begin in January 2003 and will be completed by 15 April 2003.

5 Reporting

The evaluation report shall be written in English and should not exceed 20 pages, excluding annexes. Format and outline of the report shall follow the guidelines in **Sida Evaluation Report – a Standardised Format** (see Annex 1). The draft report shall be submitted to Sida electronically and in 5 hardcopies (air-/surface mailed or delivered) no later than 26 March 2003. Within 2 weeks after receiving Sida's comments on the draft report, a final version shall be submitted to Sida, again electronically and in 20 hardcopies. The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of **Sida Evaluations Data Work Sheet** (Annex 2), including an *Evaluation Abstract* (final section, G) as defined and required by DAC. The completed Data Worksheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Worksheet, the report cannot be processed.

Appendix 2

Internet Inquiry Questionnaire

1. At which public authority are you the contact person for twinning?

2. To which ministry does your authority report?

3. Which is your formal position within the authority?

4. When did you begin the assignment of contact person for twinning (month/year)?

5. Since when has your authority had a contact person (month/year)?

6. How many twinning fiches have you received (approx.) from your ministry during 2001–2002?

7. Have you also received fiches from other sources?

No

Yes – which source?

8. What is your view on the current distribution procedure of fiches for twinning projects (EU-to Sida-to the ministries – to the authorities)?

Satisfactory

Not satisfactory

Comment:

9. How many twinning proposals have been submitted by your authority during 2001–2002? If no proposals have been submitted – why?

10. Did you participate at the twinning-meeting arranged by Sida/NCP on 5 March 2002?

No

Yes, comments on the quality of the meeting:

11. Have you participated in any twinning-meeting arranged by the ministry to which you report?

- No
- Yes, comments on the quality of the meeting:

12. By what means have you received information regarding twinning from Sida/NCP?

- E-mail
- Meetings
- Ordinary mail
- Internet
- Telephone
- Other:

13. Has the information received from Sida/NCP been satisfactory?

- Yes
- No
- Comments:

14. The role of NCP involves promotion of twinning to the Swedish authorities. In what ways has twinning been promoted by Sida/NCP?

- E-mail
- Meetings
- Ordinary mail
- Internet
- Telephone
- Other:

15. How well has Sida/NCP succeeded in raising awareness and interest for twinning at your authority?

- Very well
- Well
- Decently
- Not enough
- Not at all

16. How do you assess your internal role at the authority as contact person for twinning in terms of possibilities/benefits?

17. How do you assess your internal role at the authority as contact person for twinning in terms of difficulties?

18. Which are your authority's primary motives to be interested in twinning activities?
- International exchange/ creating alliances
 - Competence development
 - Economic incentives
 - Pressure from ministry
 - Other
19. Which are the primary motives for PAA:s and project leaders to participate in twinning activities?
- Competence development
 - Economic incentives
 - Personal motives
 - Pressure from authority
 - Other
20. Which are the most important barriers to participation in twinning activities?
- Insufficient personnel capacity
 - Not enough financial support from Sida/NCP
 - Twinning is not prioritised internally
 - Our authority does not receive a sufficient amount of fiches
 - Other
21. Is there a long-term future interest within the authority to participate in twinning projects, also after the phasing out of twinning projects to candidate countries (prel.from mid 2004) i.e. when twinning will mainly be focussing on the Tacis (former USSR) and CARDS (Balkan) programmes.
- No interest
 - Some interest
 - Great interest
 - Comments:
22. Have you personally had the role of project leader in any twinning project?
- No
 - Yes – How many projects?
23. What could be improved by Sida/NCP in terms of distribution of material, information and fiches?
24. Has your authority submitted any proposal since 1 January 2001?
- Yes
 - No (You will move on to question 41)

Proposal Preparation phase – to be filled in by contact persons who have experience from twinning proposal presentations.

25. How do you receive relevant information concerning twinning project proposals (forms, proposal models, conditions etc.)

- E-mail
- Meetings
- Ordinary mail
- Internet
- Other

26. How do you assess the quality of the information provided by Sida/NCP concerning twinning project proposals (forms, proposal models etc.)?

- Satisfactory
- Not satisfactory
- Comments:

27. How important did you find Sida/NCP's support for your written presentation of the proposal?

- Very important
- Fairly important
- Not important

28. Did you receive financial support from Sida/NCP for the proposal phase? Please list name of projects and amount received.

29. How do you assess Sida/NCP's administrative management of the financial support concerning granting (beviljning) and accounting procedures (redovisningskrav)?

30. Did you conduct a fact finding mission to the country of concern during the proposal preparation phase?

- Yes
- No
- Comments

31. Did you receive sufficient support for your fact finding mission?

- Yes
- No
- Comments:

32. Did Sida/NCP participate during your oral presentation of the proposal in the candidate country?

- No
- Yes – Did you find Sida/NCP’s support important? (1=very important, 2 fairly important, 3= not important)

33. Has your authority presented a winning project proposal?

- No (You will move on to question 41)
- Yes

Covenant and implementation phase – to be filled in by contact person who has been involved with twinning projects.

34. Did you receive financial support for the production of the twinning project plan? Please list name of projects and amount received.

35. How do you assess Sida/NCP’s administrative management of the financial support concerning granting (beviljning) and accounting procedures (redovisningskrav)?

36. How important is the financial support from Sida/NCP during the covenant phase?

- Very important
- Fairly Important
- Not important

37. Did you receive other support/guidance from the NCP to develop the project plan?

- No
- Yes – please specify:

38. How important is the practical support from Sida/NCP during the covenant phase?

- Very important
- Fairly important
- Not important

39. Had additional support from Sida/NCP been useful?

- No
- Yes – What kind of support?

40. What could be improved by Sida/NCP for the covenant phase?

Final questions

41. Are there learning procedures within your authority concerning twinning?

No

Yes – Please describe what kind of learning procedures:

42. How is knowledge preserved for the future (to new contact persons) i.e. if you were to leave your assignment?

Appendix 3

Interview list

Sida / NCP

Anneli Hildeman, National Contact Point for EU Phare Twinning and Taiex, Department for Central and Eastern Europe at Sida

Ola Carlsson, Deputy National Contact Point for EU Phare Twinning and Taiex and Area Manager, Department for Central and Eastern Europe at Sida

Britta Olofsson, National Contact Point for Cards Twinning, Division for Western Balkan, Department for Central and Eastern Europe at Sida

Tomas Benedics, former NCP at Sida

Ulrika Lindberg, Programme officer, Sida

Marie Larsson, Programme officer, Sida

Erik Wallin, Area Manager, Sida

Sofie Berghald, Judicial Sector EU/Twinning, Division for Western Balkan, Sida-East, Sida

Contact persons at Government ministries

Lennart Lindström, Ministry of Finance

Per-Olof Ångman, Ministry of Industry, Employment and Communications

Erik Wennerström, Ministry of Justice

Tora Wigstrand, Ministry of Justice

Dag Hertelius, Head of Section, Ministry for Foreign Affairs

Ingrid Tersman, UD/EC:4, Ministry for Foreign Affairs

Helena Pilsas-Ahlin, UD/EC:4, Swedish representative in Phare Management Committee, Ministry for Foreign Affairs

Contact persons at authorities/agencies

Johan Sjöstrand, Statistics Sweden

Alexandra Kopf Axelman, Statistics Sweden

Bo Dahlström, The Swedish National Financial Management Authority

Willand Ringborg, Swedish Maritime Administration

Magnus Gimdahl, Swedish National Audit Office

Annika Johansson, Swedish Migration Board

Henrik Stiernblad, National Police Board

Karl Aulin, Swedish National Road Administration

Ragnar Gussing, Swedish National Labour Market Administration

Bo Hallgren, Swedish Patent and Registration Office

Monica Widegren, Swedish Competition Authority

Katarina Wenell, SWEDAC

Interviewees in the Netherlands

Arnold T. Kraan, Co-ordinator National Contact Point EU Phare Twinning and Taiex, Dutch Ministry for Foreign Affairs

Curijn M. Hasselaar, Deputy Co-ordinator National Contact Point EU Phare Twinning and Taiex, Dutch Ministry for Foreign Affairs

Person responsible for the co-ordination of the NL input in the Accession-negotiations

Recent Sida Evaluations

- 03/08** **Strengthening the Rule of Law in Lao PDR, 1992–2000**
Miomir Serbinson, Anna Collins-Falk, Björk Birkoff
Department for Democracy and Social Development
- 03/09** **Contract-financed Technical Co-operation and Local Ownership: Synthesis Report**
João Guimarães, Raymond Apthorpe, Peter de Valk
Department for Evaluation and Internal Audit
- 03/09:01** **Contract-financed Technical Co-operation and Local Ownership: Botswana and Mozambique Country Study Report**
Gasper Cuambe, Annet Lingen, Gloria Somolekae,
Peter de Valk
Department for Evaluation and Internal Audit
- 03/09:02** **Contract-financed Technical Co-operation and Local Ownership: Egypt Country Study Report**
Maha Abdelrahman, Raymond Apthorpe
Department for Evaluation and Internal Audit
- 03/09:03** **Contract-financed Technical Co-operation and Local Ownership: Guatemala Country Study Report**
João Guimarães, Guillermo Lathrop, Mayra Palencia
Department for Evaluation and Internal Audit
- 03/09:04** **Contract-financed Technical Co-operation and Local Ownership: Lithuania Country Study Report**
João Guimarães, Raymond Apthorpe, Peter de Valk, Algis Dobravolskas
Department for Evaluation and Internal Audit
- 03/09:05** **Contract-financed Technical Co-operation and Local Ownership: Mongolia Country Study Report**
Nils Öström, Max Spoor, Tsagaach Geleg
Department for Evaluation and Internal Audit
- 03/09:06** **Contract-financed Technical Co-operation and Local Ownership: Ukraine Country Study Report**
João Guimarães, Raymond Apthorpe, Oleksander Stegny
Department for Evaluation and Internal Audit
- 03/10** **Fideicomiso para el Desarrollo Local en Guatemala: Evaluación de avances y resultados**
Roberto Samayoa, Ingrid Faulhaber, Nils Öström, Karin Dahlström
Department for Infrastructure and Economic Co-operation
- 03/11** **Development Co-operation between Sweden and the Baltic States in the Field of Prison and Probation**
Andrew Barclay, Claes Sandgren
Department for Central and Eastern Europa
- 03/12** **Three Decades of Swedish Support to the Tanzanian Forest Sector: Evaluation of the period 1969–2002**
Paula J. Williams, Marko Katila, Romanus Ishengoma, Saada Juma
Department for Natural Resources and Environment
- 03/13** **Completion of a Success Story or an Opportunity Lost?: An evaluation of the Soil and Water Conservation Programme in Arusha Region (SCAPA)**
Thorsten Celander, Kallunde P. Sibuga, H. Bohela Lunogelo
Department for Natural Resources and Environment

Sida Evaluations may be ordered from:

Infocenter, Sida
S-105 25 Stockholm
Phone: +46 (0)8 506 423 80
Fax: +46 (0)8 506 423 52
info@sida.se

A complete backlist of earlier evaluation reports may be ordered from:

Sida, UTV, S-105 25 Stockholm
Phone: +46 (0)8 698 51 63
Fax: +46 (0)8 698 56 10
Homepage: <http://www.sida.se>



SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
S-105 25 Stockholm, Sweden
Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64
Telegram: sida stockholm. Postgiro: 1 56 34-9
E-mail: info@sida.se. Homepage: <http://www.sida.se>