



> City Council committee meeting in the Palace of Culture and Science, Warsaw <

**Twice**

# as much

Seven years of the  
Netherlands twinning  
programme for  
pre-accession support  
to local and regional  
governments  
1998 | 2005

## Credits

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## Preface

European integration requires commitment from all levels of our society. The heads of state that regularly meet in capitals throughout the European Union derive their mandate ultimately from the citizens that live in the regions, cities, towns and settlements of their home countries. Involving these regional and local communities is a prerequisite for sustainable European integration.

The twinning of local governments has repeatedly proven to be an effective force in creating European unity. Shortly after the Second World War local governments from formerly occupied countries reached out to citizens in Germany to form alliances and heal what had been badly broken. A similar wave of solidarity rolled over the continent after the collapse of the communist regimes in Central and Eastern Europe. Nowadays twinings are bringing together thousands of municipalities and regions throughout Europe, linking them in a dense network of citizenry cooperation.

Twinning provides many opportunities; not least to learn about the daily lives of citizens in other countries. Since the end of the last century twinings have also been used as instrument for developing joint projects on issues of common interest, such as social integration, the environment, economic development, and European integration.

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With the GST programme the Netherlands Ministry of Foreign Affairs and VNG International created an instrument to finance such practically oriented twinning projects between local and regional governments in the Netherlands and their counterparts in Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovak Republic, Hungary, Slovenia, Romania, Bulgaria, Croatia and Turkey. This publication gives an overview of progress achieved between 1998 and 2005. Progress that helped local and regional governments of those countries to develop towards the standards of the European Union and to strengthen their ties with the Netherlands.



I am pleased that the experiences of the GST programme have led to the design of a new Dutch grant scheme for twinning projects with countries in transition: the LOGO East programme. The progress achieved in the GST programme confirmed that the twinning of local and regional governments is an effective instrument to exchange expertise, connect cultures and raise citizen wellbeing.

Nico Schoof

*Mayor Alphen aan den Rijn  
Chairman of the GST Advisory Commission*

A large, handwritten signature in black ink, enclosed within a hand-drawn oval. The signature is stylized and appears to be the name 'Nico Schoof'.

## List of abbreviations

BZK	The Netherlands Ministry of the Interior and Kingdom Relations
CEMR	Council of European Municipalities and Regions
EC	European Commission
ECM	European Climate Menu
EU	European Union
ERDF	European Regional Development Fund
GST	Municipal Cooperation with Pre-Accession Countries (Gemeentelijke Samenwerking met Toetredingslanden)
IOB	Policy and Operations Evaluation Department, the Netherlands Ministry of Foreign Affairs
ISPA	Instrument for Structural Policies for Pre-Accession
LOGON	Local Government Network of Central and East European Countries
MATRA	The Netherlands Program for Social Transformation in Central and Eastern Europe
NGO	Non-Governmental Organization
PHARE	Special Accession Programme for Public Administration Reform
SAPARD	Special Accession Programme for Agriculture and Rural Development
SGBO	Organization for Policy and Management of Local Governments (VNG subsidiary)
UvW	Union of Netherlands Water boards (Unie van Waterschappen)
VNG	Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten)
VNG International	International Cooperation Agency of the Association of Netherlands Municipalities

# Introduction

From late 1998 until 2005 the GST programme financed 213 twinning projects between Dutch local governments (municipalities, provinces and water boards) and their counterparts in Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovak Republic, Hungary, Slovenia, Romania, Bulgaria, Croatia and Turkey. In total 7.8 million euro was spent. The projects enabled local and regional governments in the target countries to (re)connect to the European tradition of independent and strong local government.

The Netherlands Ministry of Foreign Affairs financed the GST programme through the Programme for Social Transformation in Central and Eastern Europe (Matra-programme). VNG was the contractor to the programme. It was implemented by VNG International, the International Cooperation Agency of the Association of Netherlands Municipalities (VNG). This publication presents an overview of the programme.

## Why this publication?

This publication is first of all a report for the target group. The GST programme represents eight years of experience in using local government expertise and networks for pre-accession assistance. Properly analysed and presented, this experience will be of value for other candidate members like Croatia, Turkey and Western Balkan and East European countries with similar ambitions.

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VNG International considers such reporting a standard element of its approach to project implementation. In the case of the GST programme we felt there was reason for an elaborate publication: the report on the programme should also serve as inspiration for future pre-accession strategies.

## For whom is this publication intended?

The publication has been written for a diverse target group. First of all, it was written for politicians and civil servants of the Netherlands local and regional governments and their colleagues in the target countries that participated in the GST programme. The publication gives insight into how individual projects stood out and contributed to overall results.

Secondly, it is a report for the Netherlands Ministry of Foreign Affairs that shows the cumulative results achieved and accounts for the use of funds. The publication is also intended to inform Netherlands embassies and consulates in the target countries and other countries in transition.

Thirdly, the publication will be of interest for (associations of) regional and local governments in Europe and countries in transition interested in using local government expertise to deliver technical assistance to counterparts in less developed countries. That there is a demand for such technical assistance became apparent during the implementation of the GST programme. EU countries like Sweden and Germany showed an active interest in developing similar programmes for their own local governments.

Fourthly, the publication will interest multilateral donors that take twinning (of local governments) and decentralized international cooperation seriously. For the European Commission the publication shows how local government networks can have a role in pre-accession strategies. It may also inspire the European Commission to further modernize the Town Twinning Fund. For the EC delegation in countries in transition the publication shows how bilateral funds can be complementary to multilateral efforts. For other donors the publication will be informative and inspiring in a more general way.

The fifth and last target group of the publication is made up of academic local government experts and consultants. For them the results of the GST programme could play a role in the debate on the effectiveness of decentralized international cooperation.

#### What to read first?

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The report starts with an introduction of the concepts of twinning and pre-accession aid. The following chapters respectively analyse the achievement of the objectives, implementation of the *acquis communautaire*, building institutional capacity, financial aspects of the grant scheme, financial aspects of the individual grant projects, grant project design, public support and the results. These chapters are mainly of interest for policy makers, diplomatic missions and academic experts in local government.

Through the bodytext some specific projects are described in detail. They will especially interest politicians and civil servants of local and regional governments. The descriptions give an insight in what results can be achieved by a twinning.

## Evaluation methodology

The evaluation material consisted of all files of the 254 proposed projects (213 approved and 41 rejected). Each project file contained the original proposal, progress report and final report all of which were analysed in a desk study. No interviews were held, nor were any visits made to the project sites in the target countries to confirm the information in the project files. This meant some limitations to this evaluation.

First of all, the evaluation is not an impact analysis but an output evaluation. The term impact refers to the relationship between the project's general objective and specific programme goals, that is the extent to which the benefits received by the target groups had a wider overall effect on larger numbers of employees in the local or regional government sector in the target countries<sup>1</sup>. Such impact can only be assessed through ex-post evaluation of indicators that measure the achievement of GST programme goals. This would require an extensive survey among the target groups to measure the adoption of the *acquis communautaire* in the legal framework of the twinning partners and to measure if the institutional capacity of the beneficiaries had increased. It goes without saying that the human and financial costs for such an analysis would be out of balance.

A second limitation lies in the slightly restricted objectivity. The evaluation was performed by VNG International. As the International Cooperation Agency of the Association of Netherlands Municipalities (VNG), VNG International is closely committed to the target groups of the GST programme and their aims. Also, while the contract was issued by the Ministry of Foreign Affairs to VNG, VNG International implemented the programme. This limits of course the objectivity. The writers trust however that the reader will be convinced of VNG International's sincere intentions in seriously evaluating the aid delivery methods studied.

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For the data analyses a standardized questionnaire was used to summarize the information in the 254 physical records. The answers to these questions were imported in an online database and analysed with SPSS software. Before analysis took place the level of detail of the dataset was reduced to ensure clarity of conclusions (e.g. the wide variety in project themes was reduced to *acquis*-related projects, and projects focusing on building institutional capacity). Several hypotheses were made and tested to improve insight in possible correlations.

<sup>1</sup> *Aid Delivery Methods. Volume 1. Project Cycle Management Guidelines.* EuropeAid Cooperation Office. March 2004, p.132.

In May 2004, the European Union (EU) welcomed ten new members: the Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, the Slovak Republic and Slovenia. This fifth enlargement in the history of the EU was a unique historic moment. It was the keystone in the re-unification process of a continent that had been divided for almost 40 years by an iron curtain. The accession of Romania and Bulgaria, in January 2007, completed the fifth enlargement.

# 1 A pre-accession twinning instrument

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To help achieve a smooth transition from former communist societies in the countries mentioned above to the open societies traditional to the European Union, several pre-accession instruments were developed. The majority of these instruments were financed and managed by the European Commission: PHARE (for public administration reform), ISPA (for infrastructure) and SAPARD (for agricultural reform). Various EU member countries also developed bilateral pre-accession instruments.

Since 1994, the Netherlands Ministry of Foreign Affairs has promoted the strengthening of civil society in Central and Eastern Europe through the Matra programme, the name deriving from the Dutch for social transformation, 'maatschappelijke transformatie'. Projects are designed to help strengthen institutions and build the capacity of central government, local authorities and, above all, civil society organisations. They also seek to improve interaction between national and local government and civil society, and to encourage consensus on measures to strengthen democracy and the rule of law. Matra is based on the philosophy of institution-building by developing and strengthening twinning networks between the Netherlands and the Matra target countries and encourages 'matchmaking' between Dutch organisations and like-minded 'agents of transformation'.

During the initial programme period (1994-1998), cooperation focused mainly on civil society. In 1998, a pre-accession facility was added to meet the growing need for support to central and local government, mainly in the accession countries. One of the instruments of the pre-accession facility was the GST programme for municipal cooperation with pre-accession countries.

The GST programme built on networks of twinning relationships between Dutch local and regional government bodies and partners in Central and Eastern Europe. These relationships were used to transfer knowledge on public administration reform and EU laws and regulations (acquis communautaire) from the Netherlands to the ten new EU members.

## Twinning

The 1946 twinning of Orléans (France) and Dundee (United Kingdom) is often cited as the first modern twinning arrangement. It was based on the wish to strengthen the concept of 'Europe' as well as to revive a 700-year-old alliance between the two cities, described as the 'Auld' Alliance. Many city links followed in the aftermath of World War II, when jumelage or twinning between communities was seen as a means to build bridges of understanding and confidence between nations that had been affected by war.

In 1951, fifty mayors joined forces to set up the Council of European Municipalities and Regions and formally adopted the idea of twinning. Jean Bareth, the first General Secretary of the CEMR defined twinning as '*the meeting of two municipalities that wish to proclaim that they are associating together to act from a European perspective, to confront their problems and to devote increasingly close ties of friendship*'<sup>2</sup>. Twinning developed into an instrument for international cooperation of local governments. In the years following the establishment of the CEMR many cities and towns established contacts with partners in other countries of the European Union. Some years later the power of twinning of local governments was acknowledged by the United Nations. Resolution 2861 of the United Nations General Assembly of 20 December 1970 states: '*International cooperation among communities is a natural complement to the cooperation of states and non-governmental organizations*'<sup>3</sup>.

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Since then the nature of twinning has changed. Firstly there has been a clear trend away from more symbolic and cultural twinings towards more goal-oriented cooperation between municipalities. Twinning became less formal than in the decades after World War II. Many local governments preferred to co-operate in projects with well defined objectives and results. Secondly, the scope of activities implemented within twinings widened. Twinings nowadays encompass exchanges across virtually all sectors of society: economic, social, environmental, technical and cultural. Thirdly, many local governments extended their twinning relationships with partners outside the European Union: to Africa, Asia, South America and, especially former communist countries in Central and Eastern Europe.

The fall of the iron curtain in the late eighties of the last century led to a wave of solidarity in the EU. Many local governments in the EU established contacts with partners from former Warsaw Pact countries. Within a few years the Netherlands had over 100 local and regional twinings with the ten countries in Central and Eastern Europe that became EU member states in 2004. It was this vast network of local and regional government contacts and the obvious need for technical assistance in the field of pre-accession that led the Association of Netherlands Municipalities (VNG) to approach the Netherlands Ministry of Foreign Affairs to develop a programme for assisting local governments in accession countries to modernize their public administration towards European standards. The criteria for this modernization were taken from an agreement made at the EU summit in Copenhagen in 1993. The next paragraph describes these criteria further.

<sup>2</sup> Cited in *L'art du jumelage*, Association Française du Conseil des Communes et Régions d'Europe, 1997.

<sup>3</sup> Plenary Meeting of the United Nations General Assembly of 20 December 1970.

## Pre-accession aid

In June 1993, the European Council at Copenhagen laid down the foundations of the current enlargement process by declaring that ‘*the associated countries in Central and Eastern Europe that so desire shall become members of the European Union*’ and by defining the membership conditions, the so-called Copenhagen criteria<sup>4</sup>. Under the Copenhagen criteria, EU membership required that the candidate country should satisfy three criteria:

1 *Stability of institutions guaranteeing democracy, the rule of law, human rights and the respect for and protection of minorities*

These are the political criteria. Since the entry into force of the Treaty of Amsterdam in May 1999, these requirements have been enshrined as constitutional principles in the Treaty on European Union, and have been emphasized in the Charter of Fundamental Rights of the European Union, that was proclaimed at the Nice European Council in December 2000.

2 *The existence of a functioning market economy as well as the capacity to cope with competitive pressure and market forces within the Union*

These criteria are known as the economic criteria. The criteria are consistent with the principles for economic policies as enshrined in the EC Treaty by the Maastricht Treaty that entered into force on 1 November 1993.

3 *The ability to take on the obligations of membership, including adherence to the aims of political, economic and monetary union*

This criterion refers to the implementation of the Union’s legislation, known in French as the *acquis communautaire*. It is referred to as the *acquis* criterion. Subsequent European Councils, in particular the Madrid European Council in 1995, have highlighted the importance, not only of incorporating the *acquis* into national legislation, but also of ensuring its effective implementation through appropriate administrative and judicial structures.

During the Madrid Council it was agreed that taking on the obligations of membership required the ability to adopt, implement and enforce the *acquis communautaire*. The European Commission emphasized that it attached the greatest importance to ensuring that candidates should have sufficient administrative and judicial capacity to do this. It was an essential requirement for creating mutual trust among member states, indispensable for membership. Large parts of the commissions’ pre-accession assistance have been programmed since the early 1990s to help candidates in their efforts to build and reinforce their administrative and judicial structures. But still many measures remained to be taken in each candidate country to achieve a satisfactory level of administrative capacity, especially at regional and local levels.

## The *acquis communautaire* for local and regional governments

What the *acquis communautaire* meant for local and regional governments was not clear at the start of the GST programme in 1998. There was no overview of EU rules and regulations affecting local and regional governments. Not in the Netherlands, not in Brussels. The first contours of such a list were

<sup>4</sup> Any country seeking membership of the European Union (EU) must conform to the conditions set out by Article 49 and the principles laid down in Article 6(1) of the Treaty on European Union. Copenhagen European Council, 1993

presented in 1999 by the Austrian, Finnish and Swedish associations of cities. They had decided to establish a network to share the experiences they had gained with the accession of their countries to the EU in 1995: The Local Governments Network (LOGON). The first LOGON conference in 1999 was dedicated to the impact of the European integration process at local level. The conference was divided into four thematic workshops – environment, structural policy, financial and economic policy and other issues related to the local level like land transactions, free movement of persons, goods and services and rights connected with EU citizenship. With small adaptations these issues have dominated the LOGON work till today and the results of the conference have been further developed into a complete list.

Today there is broad consensus in the list of EU rules and regulations that affect local and regional governments<sup>5</sup>:

- > Legislation and framework conditions in the environmental sector
  - Waste management
  - Water quality - drinking water, waste water
  - Soil protection
  - Urban environment
  - Air quality
  - Environmental noise
  - Trans-sectoral regulations
- > Legislation and framework conditions concerning public procurement
- > Legislation and framework conditions concerning state aid
- > Framework conditions concerning local and regional finances
  - Effects related to local taxes
  - European Monetary Union (EMU)
- > Acquisition of land by foreigners
- > Framework conditions for public utilities
- > Legislation and framework conditions concerning anti-discrimination and free movement of people
- > Legislation and framework conditions concerning social policy
  - Health and safety at work
  - Equal opportunities
  - Social security, pension and retirement
- > Legislation concerning local elections
- > Framework conditions for local authorities in the field of electricity and gas management
- > Framework conditions for local authorities in the field of energy efficiency
- > Legislation and framework conditions concerning structural funds and regional policy
- > Framework conditions concerning consumer protection
- > Legislation and framework conditions concerning transport
- > Legislation and framework conditions concerning police and judicial cooperation

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### The objectives of the GST programme

The general objective of the GST programme was: *'to support local governments of Eastern and Central European countries in their efforts to prepare for membership of the European Union. Specifically the GST programme should contribute to the adoption and implementation of the *acquis communautaire* by local governments as well as developing the institutional capacity which is needed to achieve this.'*

The general objective led to two specific programme goals:

- 1 Increased adoption and implementation of the *acquis communautaire* at the regional and local level in Eastern and Central European countries
- 2 Increased institutional capacity of regional and local governments in Eastern and Central European countries for effective adoption and implementation of the *acquis communautaire*.

The Dutch Ministry of Foreign Affairs delegated the day-to-day management of the GST programme to the Association of Netherlands Municipalities. In turn, VNG assigned this task to its International Cooperation Agency, VNG International. The programme started in 1998 initially for a period of three years. In 2001 the project period was extended to 31 December 2005.

### The design of the GST programme

The two programme goals were to be achieved with two types of activities: a grant scheme for Netherlands local governments, provinces and water boards and separate activities to improve the overall quality of the programme.

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The majority of funds for the GST programme were used for the grant scheme. This co-financed project proposals submitted by Netherlands municipalities, provinces or water boards. The target groups of the grant scheme were local politicians and public servants from Netherlands municipalities, provinces, water boards and their umbrella organisations, and their partners in the Czech Republic, Bulgaria, Estonia, Latvia, Lithuania, Hungary, Poland, Romania, the Slovak Republic and Slovenia. In 2001, project proposals targeting Croatia and Turkey also became eligible. Cyprus and Malta were excluded as their local public administrations did not have a similar need for pre-accession assistance. The original country list included two countries with a longer time path to accession than the other eight: Romania and Bulgaria. These countries were included because they had even more serious problems at the local level than others. The GST programme made use of their extended pre-accession period to deliver more expertise. The same was true for Croatia and Turkey. The GST programme did not finance any new projects in the Czech Republic, Estonia, Latvia, Lithuania, Hungary, Poland, the Slovak Republic and Slovenia after their entry into the EU on May 1st 2004. The projects running in these countries were phased out from that date. New applications for Romania, Bulgaria, Croatia and Turkey were accepted to mid-2005. All activities of grant projects were finished prior to end-2005. The grant scheme of the programme co-financed five different types of cooperation:

#### 1 *Mission (PUGA)*

The mission was a temporary deployment of Dutch civil servants to a local and or regional government in one of the target countries. These, usually short term visits to the target countries, were used for delivering advisory services or on-the-job training. If certain specialist expertise was not available in the local governments the Dutch partners had the possibility to contract freelance experts and include them in the Dutch delegation.

## 2 *Internship (STAGE)*

The internship was a visit to the Netherlands for local politicians or public servants from local and regional governments from the target countries. Only in a few cases internships were individual. Delegations usually had several members. This made many internships comparable with study tours. If a delegation consisted of several members the internships did not last longer than a week. Individual internships lasted up to 5 weeks.

## 3 *Integrated project (GIM)*

An integrated project combined a number of missions and internships in a single long-term project. Besides transfer of knowledge through on-the-job training and internships, integrated projects also provided the possibility to finance (to a certain extent) the costs of pilot projects. As the programme developed, grant beneficiaries tended to submit more proposals for integrated projects than for internships and missions.

## 4 *Municipal Management Training Programmes (MMTP)*

An MMTP was a group training activity organized by VNG International in the Netherlands, for civil servants and politicians from local governments in the target countries with usually one (pre- accession) theme. An MMTP consisted of one week central training in The Hague, followed by a one week internship at the Dutch partner. The groups had on average 25 participants. Examples of MMTPs were a training on citizen participation for the Czech Republic, a training on ethics and integrity for Romania, a training on water management for Hungary, and a training on energy policy for the Baltic States.

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## 5 *Municipal Pre-Accession Training Conference (MATCH)*

The MATCH was a group training activity, not organized in the Netherlands but in the target countries. VNG International organized these trainings, together with the association of local governments in the respective target country, to reach local and regional governments in target countries that had no twinning arrangement with the Netherlands. The MATCH consisted of a three-day conference in which Dutch experts from local and regional governments gave lectures and workshops on the *acquis communautaire*. Conferences attracted on average 200 participants.

The activities within the above-mentioned types of cooperation were similar: training on the consequences of EU membership, training on the implementation of relevant EU legislation for local and regional governments, training on building local capacity to improve the quality of the public sector and training on writing proposals for EU structural funds.

The GST programme also had activities designed to improve the overall effectiveness of the grant scheme. First of all there were public relations activities. These activities took place at the start of the programme and in the months before the date of the accession of the ten new EU members. They included mailings to the target group and special issues of professional magazines. In addition there were trainings for the Netherlands participants in the programme. These focused on technical assistance and the process of international aid delivery (e.g. information on how the EU affects local governments and managing international projects).

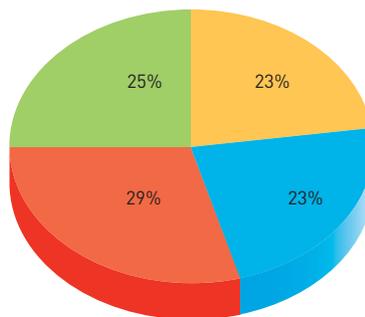
This chapter evaluates how the projects contributed to achieving the objectives of the GST programme. This evaluation takes a bird's eye view: the achievement of the programme's objectives is evaluated and not individual grant project objectives.

## 2 Objectives of the GST programme

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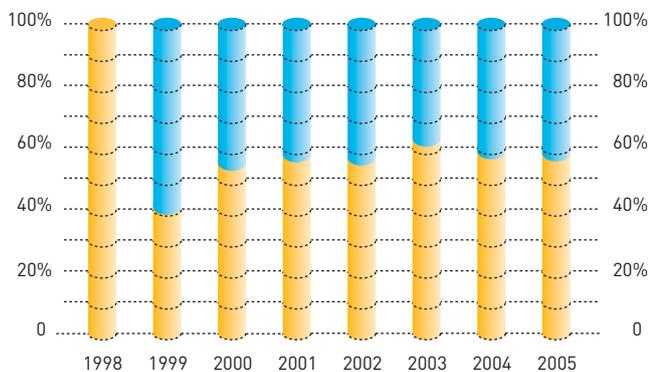
### 2a Rejection of project proposals

- Withdrawing of the application
- Insufficient funds
- No relevance regarding the objectives
- Low level of quality



### 2b Projects per objective

- Implementation of the acquis
- Building institutional capacity



The overall objective of the programme was: *'to support the local governments of Eastern and Central-European countries in their efforts to prepare for membership of the European Union. Specifically the GST programme should contribute to the adoption and implementation of the *acquis communautaire* by local governments as well as the developing of the institutional capacity needed to achieve this.'*

This general objective was split into two specific programme goals:

- 1 Increased adoption and implementation of the *acquis communautaire* at the regional and local levels in Eastern and Central-European countries.
- 2 Increased institutional capacity of regional and local governments in Eastern and Central-European countries for effective adoption and implementation of the *acquis communautaire*.

In the second part of this section the achievement of these two objectives is presented. First the assessment of the proposals is analyzed.

### Rejection of project proposals

Of all submitted project proposals 17% did not receive financing. In absolute terms 41 of 254 proposals were rejected (1 in 6). Compared to other grant schemes for projects of this size 17% is a relatively low rejection rate. In the case of the Phare Grant Schemes *'up to almost three-quarters of all proposals do not receive funding despite successfully meeting the Phare Grant Scheme rules'*.<sup>6</sup> Also the rejection rate in the Netherlands Matra programme was higher than that of the GST programme. This made it worthwhile for target groups to submit proposals.

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In Figure 2a a closer look is taken at the reasons of rejection. The most frequent reason for rejection was lack of relevance of the overall objective. 29% of the 42 rejected proposals were rejected for this reason. This type of rejection occurred most frequently in the first years of the GST programme. The obvious reason was lack of knowledge on the side of the target group about the content of the programme. The rejected proposals often focused on non-*acquis communautaire* activities (e.g. tourism). Another category of rejection was withdrawal of applications. This happened when the applicant received feedback before the proposal was formally submitted to the advisory commission. By withdrawing the proposal a formal rejection was avoided.

A third cause of rejection was low quality. This amounted to 23% of the total rejections. In almost all cases the lack of quality was a lack of coherence and focus in the project design (vague objectives, immeasurable results, lack of clear indicators for results etc). As the GST fund reached full absorption in 2004 and 2005, the Ministry of Foreign Affairs agreed to grant additional funds on two occasions. However, the grant scheme ran out of funds in the transitional period. This caused approximately 23% of rejections, partly for the reason that some proposals were not relevant anymore and were not resubmitted.

<sup>6</sup> *'From pre-accession to accession. Phare Grant Scheme Review. Interim evaluation of Phare support allocated in 1999 – 2002 and implemented until November 2003'*. European Commission. Directorate General Enlargement, April 2004, p.12

### Projects per objective

Figure 2b shows the distribution of the approved projects over the two objectives of the programme. It is clear that since 2000 a majority of the projects focused on the adoption of the *acquis communautaire*.

## Good governance and transparency

Sliedrecht | Orâstie  
Overbetuwe | Marginea Sibiului  
City District Oud West Amsterdam | District Bucuresti 5  
's-Hertogenbosch | Focsani  
Skarsterlân | Medias  
Putten | Câmpia Turzii and Turda  
Deventer | Sibiu

### PARTICIPANTS

The MMTP had 32 participants from seven Romanian municipalities, 19 civil servants, and 13 mayors, councillors and aldermen. The civil servants were mainly from communication and finance departments. On the Dutch side mayors, aldermen and public information officials participated.

### PROGRAMME

The programme had three parts. First a joint introductory course of a week in VNG International's headquarters in The Hague (see photo) linking good governance and transparency & integrity. Here careful attention was paid to managerial practice in local government and related good governance. Instruments to encourage transparency and integrity were presented including codes of conduct, the ombudsman, communication policy, tendering rules and procedures, appeal and objection procedures, rules for expenditures and human resource instruments such as job rotation, rules for professional meetings, performance assessment and recruitment policy. After each session participants completed an evaluation form that was later used as input for an assignment for the internship at the Dutch partner municipality. During this internship the participants were expected to formulate a twinning project on integrity and transparency for their own municipality.

### BACKGROUND

In the case of Romania the European Commission repeatedly stressed the importance of combating corruption in the public sector. From 13 April to 27 April 2002 VNG International and One Europe, Foundation for pluralism and democracy in Central and Eastern Europe, organized an MMTP for Romanian local councillors and civil servants on integrity and transparency.

### OBJECTIVES

The objectives of the MMTP were as follows:

- Gaining knowledge in integrity and transparency in public management.
- Developing a pro-active attitude towards principles of good governance.
- Providing instruments to raise integrity and transparency of public management.
- Developing twinning projects to improve integrity and transparency.



Romanian participants visited their Dutch partner municipalities for five days. They studied the application of instruments above in the organization of the Dutch partner. Most delegations then drafted a project proposal with their Dutch partner to be financed from the GST programme. The trainers of One Europe visited all participating Dutch municipalities to provide support. The MMTP finished with a mini-conference at which delegations presented their project proposals.

## RESULTS

The objectives of the MMTP were all realized. Participants quickly grasped the concepts of good governance, the importance of integrity and transparency and drew up strength/weakness analyses of their own organizations. Participants proved eminently capable of translating the concepts.

The MMTP delegations presented fully fledged project proposals: four municipalities proposed to set up or expand an information desk and improve communication with citizens; all delegations wanted to implement a code of conduct for the political level of their own organisations; two delegations decided to analyse corruption-sensitive procedures and introduce changes to fight corruption; two decided to set up projects to increase citizen involvement in local politics. The majority of these proposals was subsequently financed by the GST programme later that year.

<sup>7</sup> IOB Evaluations Nr 297: 'On Solidarity and Professionalisation. Evaluation of Municipal International Cooperation (1997-2001)', The Netherlands Ministry of Foreign Affairs, The Hague, August 2005.

Another development that can be seen in figure 2b is that between 1999 and 2003 the percentage *acquis communautaire* grew steadily from 40% to 62% and dropped slightly to 57% in the last two years. The growth of attention for the *acquis communautaire* had several reasons. First of all the promotion of the programme became more targeted during the project period: more emphasis on the pre-accession nature of the GST programme and less on the jumelage nature. One result of this was that more water boards participated in the programme. Their projects focused predominantly on the EU Framework for water quality, drinking water and waste water. Secondly, the conclusions of the IOB evaluation<sup>7</sup> motivated VNG International to start using the MMTPs more and more as training for developing projects on the *acquis communautaire*. This resulted in more *acquis*-oriented projects. A third reason for more attention on the *acquis communautaire* was that knowledge of the *acquis communautaire* in the Netherlands as well as in the target countries steadily grew during the project period. This made it easier for the Netherlands target group to determine the demand for technical assistance in the target countries and to assess the delivery capacity in their own organization. A fourth reason is that the demand for pre-accession aid on the local level in the target countries increased leading up to the actual accession (especially when the structural funds came in view). By then local and regional governments in the target countries had a better capacity to judge what EU-related knowledge was lacking in their organisation. This contributed to better project designs. The drop to 57% *acquis*-related projects after the accession of the first group of countries in 2004, can be explained by the fact that the demand for *acquis*-related projects in Romania, Bulgaria, Croatia and Turkey was less.

## Conclusion

The most important conclusion from the evaluation of the achievement of the objectives of the programme was that the GST programme effectively contributed to supporting local governments of the Eastern and Central European countries in their efforts to be prepared for the membership of the European Union. A majority of the grant projects contributed to the adoption and implementation of the *acquis communautaire* by local governments, a lesser part contributed to developing the institutional capacity needed to achieve this.

A second conclusion was that the rejection rate of the programme was relatively low compared to other similar pre-accession grant schemes. This made it an attractive source of funding for the target group. The predominant reason for rejection was related to lack of quality of the proposals (lack of relevance, early withdrawal and weak project design).

A third conclusion was that an active role of grant scheme management is required to assure that project proposals sufficiently target the *acquis communautaire*. Local and regional governments in the Netherlands (and most probably also the wider European Union) and in the target countries are not well enough informed about the effect of EU rules and regulations on their daily work. A pre-accession twinning grant scheme for local governments requires instruments that sufficiently enable the grant scheme management to develop promotion and training activities.



> Primary school, Liberec <

The inheritors of our work – we must hope they likewise take their responsibilities seriously.



> De Border primary school, Amersfoort <

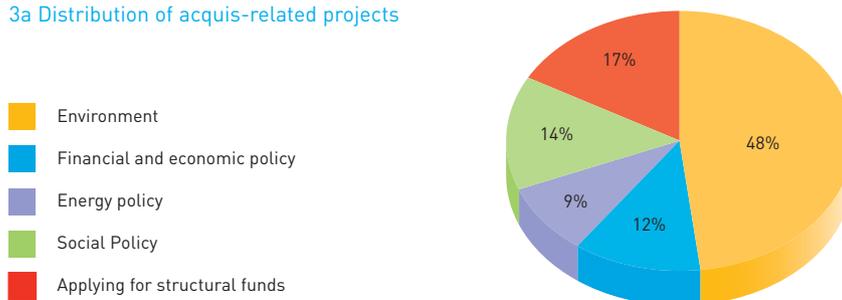
**Kids are happy to play anywhere, but we must make it all as safe and learning-friendly as possible.**

Chapters 3 and 4 analyze in more depth how individual grant projects contributed to the two objectives of the GST programme: increased adoption and implementation of the *acquis communautaire* and increased institutional capacity of regional and local governments in Eastern and Central European countries. Chapter 3 focuses on the first objective of the GST programme: implementing the *acquis communautaire*.

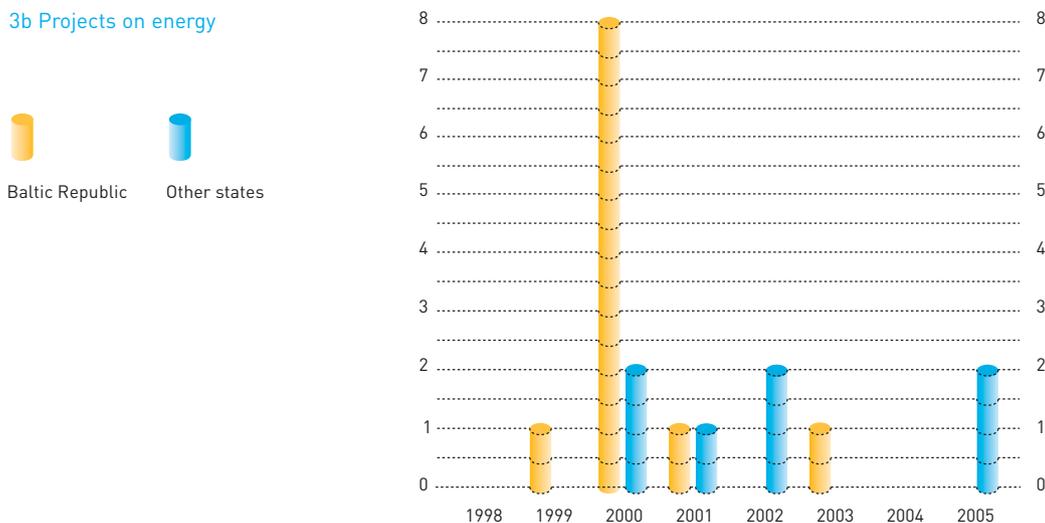
# 3 Implementing the *acquis communautaire*

24

3a Distribution of *acquis*-related projects



3b Projects on energy



## Five categories of the *acquis communautaire*

In chapter 1 the background and content of the *acquis communautaire* was explained. To enable a more general analysis of the grant projects it was decided to reduce this extensive list to five categories

The first category was 'environment' (e.g. water management, sewage, waste disposal). The second category 'financial and economic policy' comprised local taxes, state-aid, public procurement, subsidies, public utilities, acquisition of land. The third group of issues with impact on the local level can be grouped under 'social policy' (e.g. anti-discrimination, provisions for elderly, measures to reduce unemployment). Also we classified a group of projects in the field of 'energy policy'. These projects were aimed at energy efficiency and electricity and gas management. The few remaining *acquis* regulations were not addressed in the GST programme and were left out of the reporting process. The fifth category in our analysis is 'applying for structural funds' - more a financial facility than a legal obligation. Within the programme many projects focused on transferring knowledge on the use of structural funds. In the following analyses we used these five categories of the *acquis* as a classification.

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## Distribution of *acquis*-related projects

Figure 3a shows that the majority of the projects related to the *acquis communautaire* focused on environmental issues. Within this category water management and waste management were popular themes.

A plausible explanation for the high number of waste projects is the fact that the fast growing economies of accession countries led to a rapid increase of their waste. Local governments needed a great deal of technical assistance to deal with this. They took the opportunity to modernize towards EU standards.

The popularity of water projects can be explained by the fact that the EU framework regulation for water determines the competences of the Netherlands water boards to a great extent. VNG International's cooperation with the UvW (Unie van Waterschappen) in attracting water boards to the latter part of the GST programme and the organization of several MMTPs on water led to an increase in grant projects on this theme. The *acquis*-related projects of other target groups, municipalities and provinces, showed greater diversity.

The other categories (financial and economic policy, energy policy, applying for structural funds and social policy) were less popular. Within financial and economic policy much attention was paid to EU regulation for public procurement. This regulation was new to most target groups, but it was also known as having a strong limitative effect on their scope for local policymaking. The *acquis*-related projects on social policy were mainly about the integration of minorities (including Roma), a politically very sensitive – and thus important – theme in the accession process. Most energy projects were the direct result of an MMTP on energy for the Baltic countries. The majority of the projects on structural funds also resulted from MMTPs on that issue.

## Integral water management

Province of Overijssel | Union of Local and Regional Governments of Latvia (ULRGL)

Delegations were diverse. The Dutch side had the province of Overijssel, (water boards Reest & Wieden and Regge & Dinkel), water companies VITENS and EMDA. The Latvian side had participants from 11 municipalities (Kazdanga, Aizpute, Gailisi, Gaujiena, Priekuli, Viski, Merdzene, Goliseva, Ludza, Sabile and Kuldiga), and the consultants Hidrostandarts and EMDA-Latvia.

### RESULTS

Most intended results were achieved. Five letters of intent were signed on intermunicipal cooperation: the regions of Sabile-Kuldiga (4 municipalities), Viski-Daugavpils (26 municipalities), Goliseva-Merdzene (8 municipalities), Gaujiena (2 municipalities), Kazdanga-Aizpute (2 municipalities). In 13 municipalities analyses were made of drinking water supply and sewage purification. For the municipality of Gaujiena an initial step was taken to work out an ERDF project. For Sabile and Kandava two sewage purification plants were improved using hardware made available from the Netherlands (see photo). For Rumba and Kuldiga a plan was made for a sewer system and high-pressure pipe to a neighbouring treatment plant. The water helpdesk plan was completed. In fact more was achieved than the targets set as the number of towns involved increased fourfold.

Results were communicated widely and included a publication on drinking water supply and sewage purification by the 13 participating municipalities in English and Latvian, and in the Netherlands this GST project received publicity through a number of regional newspapers and on the province website.

### BACKGROUND

Since 1989 Overijssel has worked closely with Latvia on many fronts; from drinking water to surface and sewage water processing and with vocational schools, ministries and municipalities. For the Integral Water Management project, the province first worked with three towns with whom it had already joined hands in an earlier GST project. In the end the Integral Water Management project involved more than 40 (small) municipalities.

### OBJECTIVES

The primary objectives were development of drinking/sewage water and waste processing for municipalities that had received their first training on water management and intermunicipal cooperation in 2002, and working on cooperation possibilities with adjacent municipalities. A helpdesk plan was prepared to assist towns obtain data on EU environmental and water legislation.

### ACTIVITIES

During the project 7 training sessions on drinking water supply and sewage purification were offered to managers and technicians of Latvian municipalities. First steps were taken towards intermunicipal joint ventures. Three universities (Münster, Enschede and Riga) studied the feasibility of a helpdesk facility on environmental legislation for smaller Latvian municipalities.

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## Using MMTPs as steering instrument

At the end of the project period of the GST programme, grant beneficiaries were well able to define what parts of the acquis were relevant for their daily work. In the early years of the programme, however, the Dutch local and regional governments were not sufficiently informed about the acquis. To improve their knowledge of the acquis, VNG International focused the majority of MMTPs on the effect of EU regulations on the local and regional level from 2001 on.

The participants in these MMTPs were stimulated to submit fully fledged proposals at the end of the training. This policy to actively influence the number of projects on specific parts of the acquis was a success. An analysis of the grant projects shows that after an MMTP on a particular topic the number of projects on that topic significantly increased. Figure 3b shows the increase of the number of grant projects about energy policy in the Baltic States following an MMTP on the same theme in 1999.

## Conclusion

A closer analysis of the acquis-related projects shows that a majority focused on environmental issues. The target groups seemed to have two considerations for the choice of acquis-related themes for their projects: what can we do and what do we need to do?

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The first consideration 'What can we do?' is shown in the popularity of waste management for municipalities and the EU Framework regulation for water for the waterboards. Both themes are strongly related to the core functions that these organizations have in the Netherlands as well as interest in target countries. The choice for this type of acquis-related project seems to have developed bottom-up, from the target group.

Another category of acquis-related projects followed from the national agenda for pre-accession in a target country and can be described as top-down. The main question here is: 'What needs to be done?'. In most cases the twinning partner in the target country was not yet familiar with such a policy, let alone the related acquis communautaire. Typical examples of this were projects in the field of public procurement and minorities.

Another conclusion was that VNG International actively used the MMTPs to increase the number of acquis-related projects. Besides being an effective instrument for the exchange of knowledge an MMTP proved a valuable steering instrument for grant scheme management.

## PROBLEMS

End 2003 the Latvian Ministries of Internal Affairs and Regional Development started an amalgamation process to reduce the nation's number of local governments to 100. Municipal elections early 2005 and the fall of the Latvian government twice in 2003 and 2004 frustrated the rapid realization of many of the joint ventures. The pleasant cooperation with the Latvian Union of the Regional and Local governments, which was founded in 2003, deteriorated in 2004 for the very same reason: the municipal reorganisation swallowed up all attention as a result of which little time remained for the implementation of specific projects.

Some towns were disappointed about not receiving new hardware. Financing is tough, especially for the small towns – even 10% contribution to ERDF projects usually presents a major problem. Road maintenance, recreation and maintenance of central heating units have the managers' priority.

## FUTURE

Following Latvia's EU entry on 1 May 2004, Overijssel reduced its cooperation to a number of regions. Kurzeme (western Latvia) including Kandava, Sabile, Renda, Kuldiga, Kazdanga and Aizpute remain a partner to 2007. In Sabile, Kazdanga and Kandava projects were planned to improve sewage water processing. As far as Overijssel's municipalities are concerned, four twinings were developed. Though past achievements were encouraging, the municipal reorganisation in Latvia over the coming years makes it difficult to see clearly into the future.

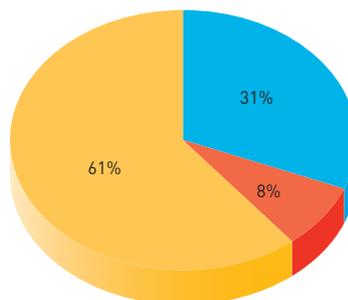
This chapter focuses on the second objective of the GST programme: building institutional capacity. This is here defined as the provision of technical or material assistance to strengthen one or more elements of organisational effectiveness. Main categories of organisational effectiveness of local and regional governments are internal organization (staff functions such as human resources, financial administration and communication) and service delivery. Service delivery can be split into hard and soft services. These 3 categories are further analysed in this chapter.

# 4 Building institutional capacity

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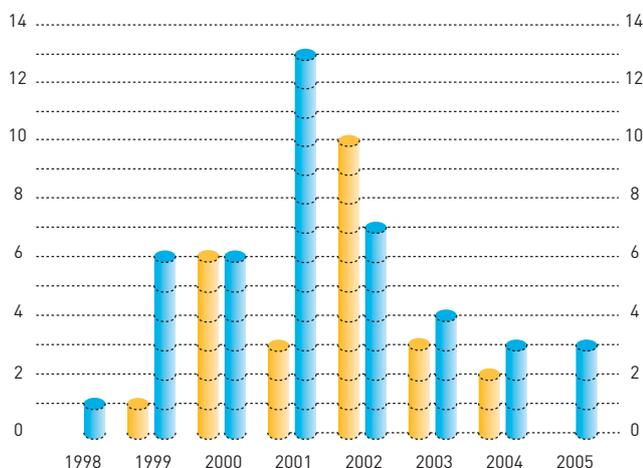
## 4a Projects on building institutional capacity

- Service delivery in spatial and economic policy
- Service delivery in social policy
- Internal organisation



## 4b Projects on citizen participation

- Czech Republic
- Other states



## Distribution of projects on building institutional capacity.

Figure 4a shows the distribution of the three categories over the projects that focused on building institutional capacity. In our analysis a distinction is made between projects focusing on strengthening internal organization (like citizen participation, political decision making, communication, civil affairs and registry office, finances, audit, taxes, general management and organisation, ICT policy, personnel affairs, transparency and integrity), those that strengthened hard services and did not focus on the *acquis communautaire* (like agriculture, energy, economic affairs, land policy and registry, public housing, environmental protection, waste policy, spatial planning, safety and civil order and traffic) and those that strengthened soft services not focusing on the *acquis communautaire* (like social security, welfare and minorities). Obviously internal organization was addressed most. The majority of the projects in the category internal organization delivered technical assistance in the field of communication, general management and citizen participation. Pure financial or human resource issues were, surprisingly, not addressed that much. Soft and hard services were respectively addressed by 8 and 31%.

The popularity of citizen participation was mainly due to this issue being one of the most pressing needs of public administration reform in the target countries. Most national plans for the adoption of the *acquis* mentioned this theme. In the early years of the GST programme the grant beneficiaries did not address issues that came from the national plan for the adoption of the *acquis* because the target group, local and regional governments, was insufficiently informed about it. Consequently VNG International decided to actively push this theme. That was done by organizing MMTPs on citizen participation. During these trainings participants were assisted in developing projects on citizen participation. This active involvement of VNG International led to an increase in projects on citizen participation.

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## Using MMTPs as steering instrument

Figure 4b shows this 'multiplier effect' in the case of training on citizen participation for Czech local and regional governments. In 2001 a training on citizen participation was organized in the Netherlands. During this training several project proposals were developed. The figure shows that the number of projects on citizen participation in the following year more than tripled (from 3 to 10). This development occurred contrary to a general decrease in projects on this theme in other target countries of the GST programme.

## Conclusion

A first conclusion that can be drawn is that the projects that focused on increasing institutional capacity predominantly delivered technical assistance to improve the internal organization. The majority of projects in this category focused on communication, general management and citizen participation. Soft and hard services were not addressed too much.

An earlier conclusion can be confirmed: besides being an effective way to transfer knowledge MMTPs proved to be a valuable steering instrument for the grant scheme management.

## A climate policy for local authorities

Amstelveen | Óbuda-Békásmegyer Onkormanyzat  
Province of South Holland | Region Borsod-Abaúj-Zemplén  
Wageningen | Gödöllő (all Hungary)

### OBJECTIVES

The objective was to initiate a climate policy by introducing an ECM. This would provide indices by which the climate objectives could be compared to relevant aquis communautaire criteria. A second objective was to demonstrate the efficiency and applicability of the ECM in creating climate policy. The successful experiences of Dutch local governments would serve as illustration.

### ACTIVITIES

At a two day first session in Hungary in October 2004, all Hungarian partners were informed about the planned project activities and a list made to map the general state of affairs with regard to climate and energy policy in Hungary. Attention was paid to the Dutch Climate Menu method and its specific role in the policy cycle. A 'basic scan' was carried out for Hungarian partners on the basis of submitted questionnaires.

In April 2005 a second mission was organised. The ECM was translated into Hungarian and adapted to the local situation. Discussions were held with the Borsod-Abaúj-Zemplén region on possible financial incentives. A political discussion was initiated to give schools and hospitals control of their energy budget, and benefit directly from any cost savings made. Possibilities were discussed of a more active role for wind, biomass, geothermal and district heating energy systems. Given its restricted manpower and financial resources, the Borsod-Abaúj-Zemplén delegation decided to focus on

### BACKGROUND

Climate policy is a recent phenomenon and covers fields from traffic, transport and clean air to agriculture, waste, and energy. Local governments in EU pre-accession countries have had little experience in the area. So experience of partners from other EU states is welcome. The municipalities of Amstelveen and Wageningen and the province of South Holland offered their experience to their partners in Hungary. Together with the environment consultant Ecofys a contribution was made to the creation of a local climate policy. Major attention was paid to transferring experience with the European Climate Menu (ECM).

The ECM is a policy tool for local authorities that acknowledges the importance of local and regional authorities in achieving the Kyoto and Renewable Energy Sources (RES) targets. It consists of a menu of themes, ambition levels and targets referring to climate emission reductions. The menu offers a compact but comprehensive framework on which local authorities can define an integral (all relevant policy areas), transparent and practicable climate policy. The ECM is accompanied by a procedure on how to use the tool, and activities (project database) local authorities can implement to achieve the targets. Currently 250 local authorities in the Netherlands use the European Climate Menu.



energy themes which it could manage directly. An ECM could thus not yet be picked up. Instead it would focus on possible energy saving in internally managed buildings such as the provincial building of Borsod-Abaúj-Zemplén in Miskolc, as well as schools and hospitals in the region.

As a demonstration project, the town of Óbuda decided to promote energy control in its own buildings (see photo). A workshop involved people from municipal organisations. The purpose was to create consensus for climate policy. It turned out that climate policy had a low priority and, compared to the Netherlands, few policy instruments were available. A number of Dutch instruments faced legal restrictions in Hungary as a result of which opportunities common in the Netherlands remained unexploited.

The bilateral meeting with Gödöllő was dominated by the energy problem of public buildings. Visits were made to the university, the local agricultural institution, municipal energy company, district heating suppliers, apartments and several municipal buildings. They provided two important products: optimisation of the energy policy as a demonstration project and the decision to introduce an ECM.

In November 2005 a concluding conference was held in the Netherlands. All Hungarian partners were present. Guests exchanged experiences about the progress of the demonstration projects. Attention was paid to subsidy possibilities through the European Structural Funds.

## RESULTS

The most important project result was a format for an ECM for each Hungarian partner.

Although there was no time to finalize the ECMs, all Hungarian project partners acknowledged the relevance of the instrument for developing a local climate policy.

A second result was the demonstration projects. In Óbuda energy scans were carried out on schools. Gödöllő realised an energy scan for its cultural centre and a feasibility study was made on the introduction of an ECM for the entire municipality. In the Borsod-Abaúj-Zemplén region there was a programme for energy saving in a school, a conference about energy management and an ideas competition on energy management and energy saving.

Important aspects were sharing experience by Hungarian governments and acknowledging the international climate problem at both official and managerial level.

## FUTURE

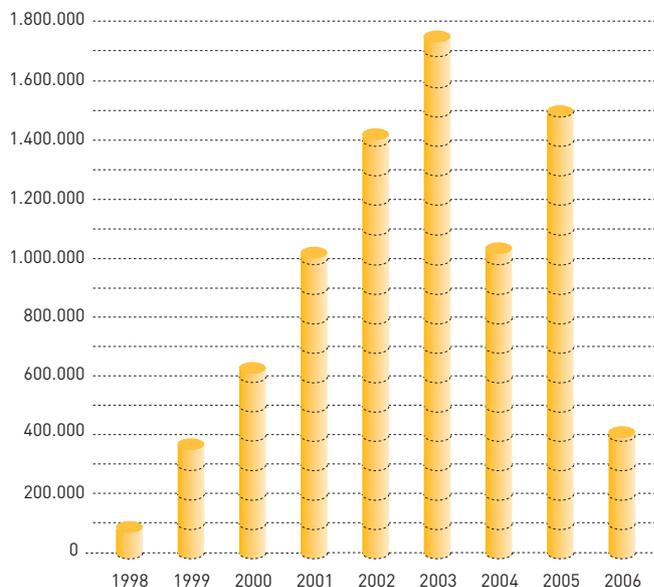
Óbuda indicated that the climate menu will be included in the environmental programme which is part of the urban development programme. In Gödöllő the climate theme has been added to the managerial agenda. For the region of Borsod-Abaúj-Zemplén the climate menu has the function of a checklist to dedicate attention to energy policy and its implementation. All parties had positive expectations, but they realized the limited human resource and financial capacity of their organisations. Further progress will depend on subsidies. The expertise of the Dutch partners will remain valuable in the future.

This chapter looks at expenditures of the grant scheme. Firstly the annual expenditures are presented and analyzed, secondly the expenditures per target country, and thirdly expenditures per type of cooperation.

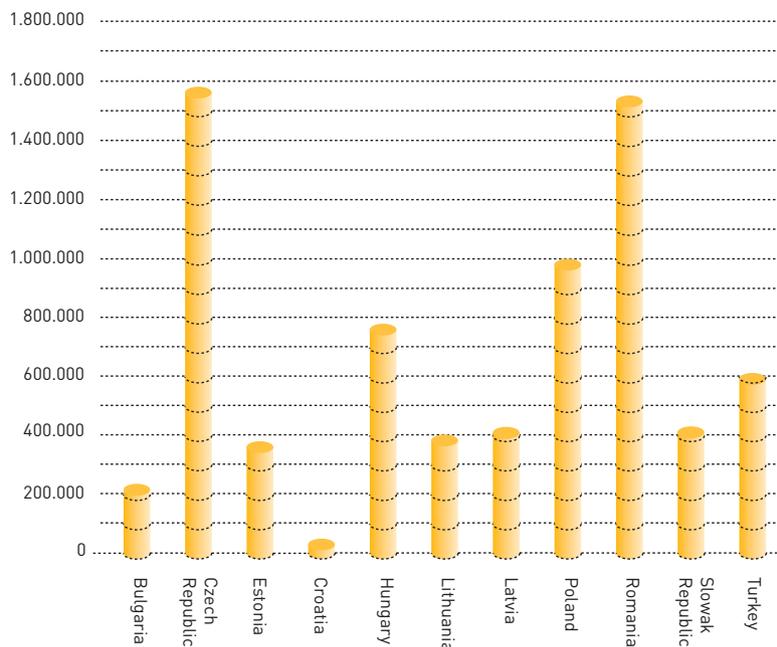
# 5 Grant scheme expenditures

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5a Expenditures per year



5b Expenditures per country



## Annual expenditures

In total 7.8 million euro was spent between 1998 and 2006. Figure 5a shows the expenditures per year. The programme started in September 1998. The majority of expenditures in this year were made for an MMTP on pre-accession aid for twinning officers of the associations of local governments in the target countries. It was not until 1999 that the disbursement of grants really started. From 1999 to 2003 the overall expenditures show a continuous increase from 360,000 euro in 1999 to 1,750,000 euro in 2003. The accession of Estonia, Latvia, Lithuania, Poland, Czech Republic, Slovak Republic, Hungary and Slovenia to the EU on May 1st, 2004 caused a the drop of expenditures in the same year. In that year the grant scheme was mainly focused on phasing out grants for these countries. Also it became apparent that the first tranche of funds for the programme was almost finished (3.6 million euro). Upon request of VNG International the Netherlands Ministry of Foreign Affairs agreed to extend the programme period by 2 years to December 31st 2005 and the total volume of the grant scheme with two additional tranches of 3 million euro and 1.2 million euro to 7.8 million. The rise in expenditures in 2005 was due to the availability of these additional funds. All project activities were finished on December 31st 2005. The expenditures in 2006 were the final transfers of the last projects.

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## Expenditure per target country

Figure 5b shows the overall expenditures per target country. The total volume of grant projects in the Czech Republic and Romania was significantly higher than in other target countries. This was to some extent related to the number of twinings between local and regional governments in the Netherlands and those countries: the Netherlands has about 40 twinings with the Czech Republic and over 25 with Romania. The share of Polish twinings in the overall expenditures of the GST programme is less than one would expect from the number of twinings with Poland (more than 45). The low share of Bulgaria can be explained by the low number of official twinings (only two). Slovenia's absence was due to the existence of merely one official twinning and because the demand for pre-accession aid in this country was lower as it was the most developed of the target countries.

During the implementation of the programme it became apparent that the bottleneck for the absorption of funds lay with the Netherlands partner. Their participation was essential for any twinning project. Not only because it takes two to twin, but also because the Netherlands partner managed the grant contract. Unfortunately engaging in international cooperation reached its limits in local governments in the Netherlands. This was different for local and regional governments in countries in transition. They were dependent on international cooperation since it generated a considerable amount of funds, sometimes even for core functions. In the GST grant scheme the demand for technical assistance vastly outweighed supply. During MATCHes the VNG International delegation received many requests for twinings with local or regional governments from the Netherlands. Sadly not one request could be matched.

## Citizen information centre

### Vlaardingen | Moravská Trebová (Czech Republic)

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#### BACKGROUND

Cooperation between Vlaardingen and Moravská Trebová dates from 1992. Many activities have taken place: from exchanges of pupils, music bands and sporting clubs to the donation of an ambulance and financial aid in a flooding event.

In 2000, Vlaardingen undertook a fact finding mission to Moravská Trebová to look at the town management, organisation and communication. One recommendation was the improvement of communication with citizens. As a response the mayor and a member of the Moravská Trebová town staff participated in an MMTP on citizen participation in October 2001. In turn they proposed a twinning project to create a citizen information centre actively involving citizen participation in the decision..

Early December 2001, on request of the Mayor of Moravská Trebová, a mission from Vlaardingen presented to local councillors of Moravská Trebová how cooperative decision-making procedures and the public information centre was used in the town of Vlaardingen. Moravská Trebová then decided to set up an information centre. December 10th the mayor and aldermen approved the plan. Vlaardingen submitted a project proposal for financial support from the GST programme on April 25th 2002. This project was implemented between 12 May 2002 and November 1st 2002.

#### OBJECTIVES

The project's primary aim was to improve information services to the public and further expand civic participation as instrument of policy. Moravská Trebová staff had to acquire the basic knowledge and skills to conduct the front and back office analyses and apply these to setting up the centre to enable it to function efficiently.

#### ACTIVITIES

During the first mission in summer 2002, a brainstorm session was organised with public officials regarding a city survey. A steering committee was created to organise the interviews. Officials from Moravská Trebová then reviewed the products and services which would have to be offered. The mayor, town clerk and construction manager discussed the planning, structure, role of the building's monument status and how the centre would blend in. Special attention was given to the personnel aspects of the information centre. Interviews were given to the local press.

The second mission aimed at securing support for the project. While elections in Moravská Trebová had given the town a new municipal administration, support was obtained without problems. The survey's results were discussed with the mayor and officials which included the results of the first Vlaardingen city meetings.

Officials were appointed to further develop the centre, and the last organisational bottlenecks were analysed and discussed. Special attention was paid to how municipal services, not directly linked to the work of city hall, could be made available to citizens through the centre. With the help of process analyses the centre's required

In total 213 projects were granted funding: 90 integrated projects (GIMs), 62 missions (PUGAs), 37 internships (STAGEs), 19 MMTPs and 5 MATCHes. The majority of funds (4,72 million euro) was granted to integrated projects (GIMs). Internships (STAGEs) took up about 200.000 euro and missions (PUGAs) slightly less than 400.000 euro. MMTPs used 1.5 million and MATCHes about 780.000 euro. The expenditures on Public Relations and Seminars amounted up to 200.000 euro. These activities took place during the first 6 years of the programme (1998 to 2003). These funds were used to generate interest for the programme with the target group (publications on the programme in relevant magazines, conferences etc.) and to increase the knowledge of participants on international project management and the acquis communautaire with special seminars.

MATCHes were on average the most expensive projects (average expenditure of 167,000 euro) and the STAGEs the least expensive (average expenditure of 5,000 euro). The volume of expenditure is directly related to size: an average MATCH would have about 200 participants and would last four days, most STAGEs would have about three participants and last five days.

capacity was estimated. Discussions followed on such subjects as how cash transactions would be handled, how to reduce waiting times, and what the role of information by telephone would be.

## RESULTS

The survey was successful. Each household in Moravská Trebová received a form. 476 completed forms were returned, a response of over 10%. To local standards this was a good response. And something that clearly contributed to the visibility and intentions of the municipality in taking its citizens' needs and views seriously. The city meetings were attended by 40 to 50 people. The mission ended with the agreement that the opening of the public information centre would take place end-June 2003 after the completion of the GST project. Both mayors would co-operate. Moravská Trebová now has an overview of the products and services it wants to supply via the citizen information centre. And staff received training on analysing future new information products independently.

## FUTURE

The information centre celebrated its official opening in June 2003 (see photo). It immediately proved a success. In August 2006 – 3 years after the opening – it welcomed its 50,000th visitor (Moravská Trebová has 12,000 inhabitants). In 2005 the information centre received a prize for the best innovation in the public sector of the Czech Republic. Nowadays Vlaardingen and Moravská Trebová are collaborating on establishing an information centre in Romny, Ukraine – another twinning partner of Moravská Trebová. This 'trinning' project is financed under the successor of the GST programme: LOGO East.

## Conclusion

The main conclusion is that the expenditures of the GST grant scheme showed a striking parallel development to the accession process: increase of expenditures up to 2003, a slight drop in 2004 (accession of first 10 new members) and another increase in 2005 followed by a drop in 2006 (accession of Romania and Bulgaria).

Unsurprisingly the expenditures of the GST grant scheme were to a great extent determined by the number of twinings with target countries. Only through targeted PR to the Netherlands' side of the twinning could the absorption of funds be steered.

A third conclusion that can be drawn is that grant beneficiaries tended to start their cooperation with small scale projects. They started submitting bigger project proposals only after the earlier cooperation had proven successful. Integrated projects were most popular, especially in the second part of the project period. This also explains the relatively low expenditures in the early years and the higher expenditures in later years.



> Railway station, Nitra <

Many hellos were coloured by curiosity; many goodbyes by warmth and pleasant memories.



> Railway station, Zoetermeer <

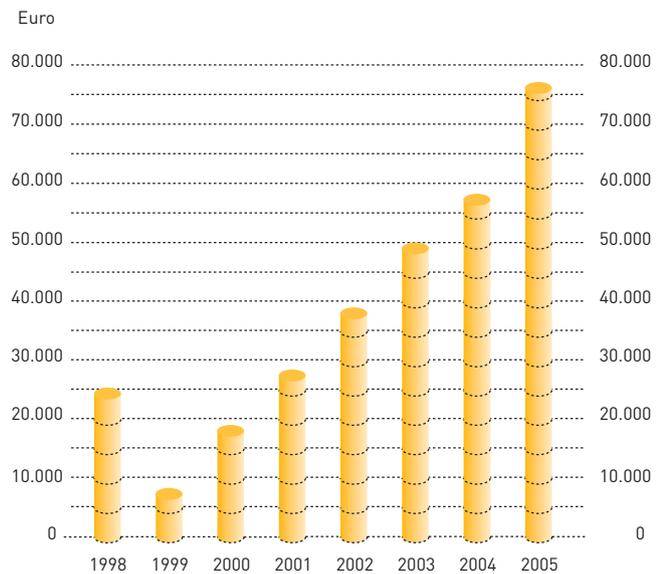
A place of opportunity for self expression and catching up on a little rest.

This chapter looks at grant project expenditures. Firstly the expenditures per project are presented. Secondly an analysis of over and under spending on the grant projects is presented.

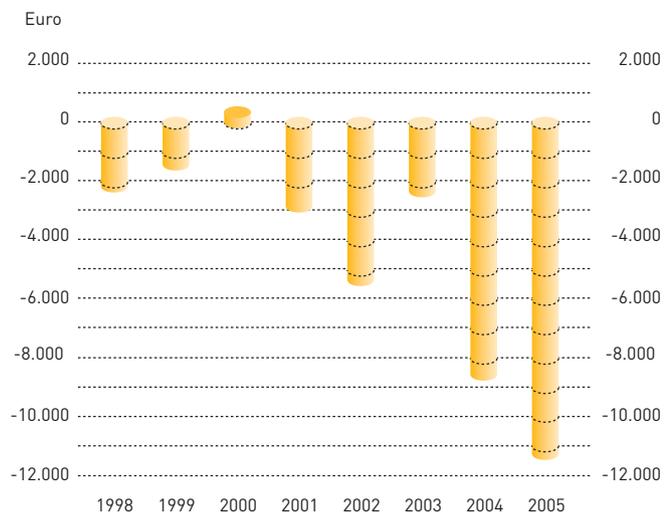
# 6 Grant project expenditures

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6a Average project expenditures



6b The average difference between the actual project expenditures and the granted project budget



## Average project expenditures

With each project application a budget estimate had to be submitted. The costs that could be reimbursed under the GST programme included salary compensation for Netherlands civil servants, accommodation, travel, translation and interpretation, training logistics and equipment, publications and (to a limited extent) costs of pilot projects. With regard to consultancy costs VNG International insisted that final reimbursement of these could never exceed 40% of the total.

The programme was a co-financing fund: the contribution from VNG International did not cover the full costs of the project. Co-financing from twinning partners was mainly in kind. The maximum contribution the GST programme could provide for a project was 90,000 euro.

The target groups experienced budgeting as time-consuming. Regularly the high degree of precision required was criticized. The grant scheme team at VNG International advised and sometimes assisted the target groups with budgeting using the organization's broad experience and practical knowledge of international project management. Before a project was formally submitted to the advisory commission the team discussed the budget with the applicant to assess how realistic it was. Once the project and the budget were approved, the grant beneficiary was required to report on the use of funds at least annually.

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Figure 6a shows that over the course of the GST programme the average project expenditures steadily increased. The year 1998 stands out because in 1998 only four projects were carried out including a sizeable MMTP, which, disproportionately pushed up the average. The same imbalance seems to be the case in 1999, be it that now the opposite took place: in this year no MMTP was carried out. In further years there were similar numbers of MMTPs.

The average expenditures of the grant projects increased towards the maximum amount to be granted (90,000 euro) in 2005. Several reasons can be given for this. First of all in the first years, predominantly missions were implemented. These allowed twinning partners to get acquainted with each other and discuss policy fields that could be addressed in future projects. Following these so-called 'fact finding missions' requests for larger integrated projects were submitted. These increased substantially as of 2000. In the last two years of the GST programme predominantly integrated projects to the maximum amount to be granted were contracted. Consequently the average expenditure increased.

Another reason for the increase in average expenditure was the increasing number of consultants participating in project implementation. The participation of consultants in the programme ran strikingly parallel to the increase in average project expenditure. In the last 2 years of the programme more than 75% of all grant projects made use of consultants.

Beneficiaries preferred to involve consultants in their twinning project for two reasons. First of all, sometimes the twinning partner demanded specific knowledge that was not available in their own organization. Secondly some beneficiaries preferred to outsource the project management tasks to others

## Acquis communautaire and structural funds

VNG International |  
Union of Local and Regional Self-Government of Latvia (LPS)  
Association of Estonian Cities (AEC)  
Association of Local Authorities in Lithuania (ALAL).

Contrary to expectations, the response was extremely high; so high that the countries had to set up waiting lists. In total 270 participants took part.

### PROGRAMME

There were many speakers. VNG International was responsible for programme content. A Dutch delegation under the supervision of Mayor Tchernoff of De Bilt provided three days' worth of presentations and workshops on the influence of the European Union on local government. The LPS, AEC and the ALAL provided speakers from the Baltic States.

The first day served as a general introduction. The national agendas for EU accession were presented. Participants then discussed the role of local governments in their country's process of accession. The main conclusions were discussed and compared in the plenary session.

The theme of the second day was 'obligations' of local governments after accession. Participants were first informed on how and where EU regulations impact at the local level. Participants then split up to participate in workshops on specific EU regulations on public tendering, state assistance, water management, social affairs and employment. Attention was also paid to lobbying in the European Union. The day ended with a plenary presentation from two high ranking civil servants from the national governments of Latvia and Lithuania who explained how local governments could use pre-accession funds and how to prepare for the use of structural funds.

On the last day structural funds and their main purposes were described. Two workshops then detailed the use of the ESF and ERDF in practice. The conference ended with a plenary session and the MATCH's main conclusions.

### BACKGROUND

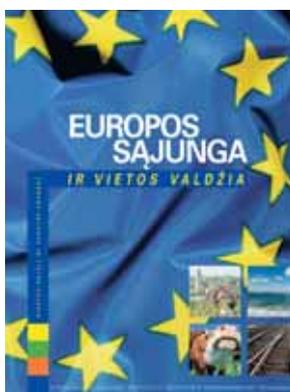
From 22 April through 25 April 2003 the MATCH Baltic states took place in Riga, Latvia. The conference was intended for local civil servants and political officials from the three Baltic states. Organisers were VNG International and the three Baltic associations of municipalities, the Union of Local and Regional Self-Government of Latvia (LPS), the Association of Estonian Cities (AEC) and the Association of Local Authorities in Lithuania (ALAL). The conference title was Baltic Conference on European Union and Local Government. The organisation was not simple. Especially the communication during the conference was intensive since it involved simultaneous interpretation from English to Latvian, Lithuanian and Estonian and vice versa.

### OBJECTIVES

The objective of the MATCH was to inform the membership of the AEC, LPS and ALAL on EU regulations with direct effect on local and regional government. Presentations were given on the European Regional Development Fund (ERDF) and European Social Fund (ESF) and how to lobby in Brussels.

### PARTICIPANTS

The target group in the Baltic states consisted mainly of political representatives and heads of social, economic and financial departments of local governments and policy staff from associations of local governments. This ensured wide political support in the towns and effective distribution of lessons learned. The three Baltic associations sent invitations to their members.



and focus on knowledge exchange themselves. VNG International took good care that the expenditures for consultancy never exceeded the maximum allowed percentage of 40% of the total reimbursable costs. After all, the GST programme was intended as a grant scheme for financing the twinning of public organizations.

### Over and under spending

Figure 6b shows that generally target groups estimated their project budgets 'safely'. Or, in other words, the grants were underspent. Only in 2000 was the average estimate too low: actual costs exceeded those estimated. The excess however remained small.

Figure 6b also shows that throughout the programme period the absolute underspending increased steadily to 11,225 euro per grant. The relative underspending – the average underspending (figure 6b) as percentage of the average grant project expenditure (figure 6a) – remained from 2001 until 2005 between 10% and 14% (except for 2003).

It should be noted that the last projects had to be finished earlier (within 12 months) than intended (usually 16 months) because the GST programme was being terminated. The average underspending in this year would have been lower if it would have been a 'regular' year.

The continuously increasing underspending in later years of the GST programme gave VNG International a hard time managing the overall cash flow of the programme. Throughout the project period the assessment of proposed project budgets and planning and subsequent monitoring of the expenditures remained a challenge for grant scheme management.

### Conclusions

The main conclusion to be drawn from the above is that project expenditures increased towards the end of the programme period. At the start of the programme period lower cost fact finding missions dominated which allowed project partners to develop relevant and substantial projects. With time target groups tended to request the maximum budget available.

The involvement of consultants in the programme increased the average expenditure per project. VNG International maintained strict rules for their involvement to ensure the programme remained a twinning programme for public institutions.

Target groups tended to make safe budget estimates. As a result of this a budget surplus at the end of a project often had to be returned to VNG International.

### RESULTS

The conference first decided it would set up a national EU information centre for local governments in each Baltic state. The example of an organisation like Europa Decentraal (Europe Decentralized) in the Netherlands proved appealing. The three associations decided to lobby more with their national governments for more and better training facilities for local officials and administrators with regard to the effects of EU legislation on the local level, but especially in the area of project management.

At the end of the conference all MATCH participants received proof of participation and the VNG International publication 'Europe Localised', the Dutch handbook translated into Latvian, Lithuanian and Estonian (see photo). All associations of municipalities received copies to give to their members.

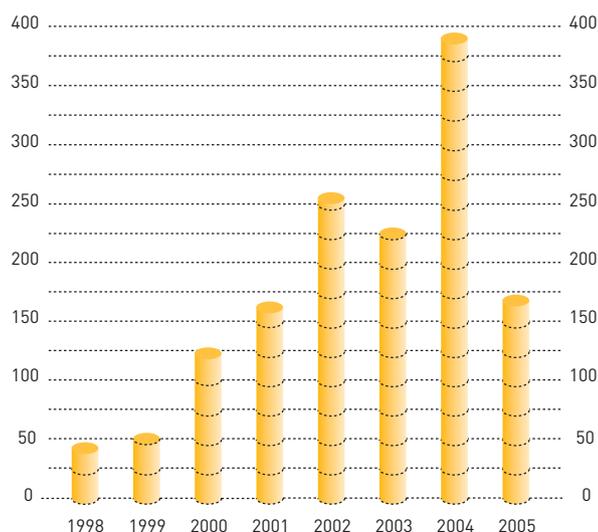
Finally it was decided that the associations from the Baltic states should cooperate more intensively where lobbying in the EU is concerned. During the conference the proposal was made to allow one person to represent the three associations and their members in Brussels. The Scandinavian and Dutch associations of municipalities offered office space for this person. In recent years this initiative from VNG has led to the establishment of one office building in Brussels for the majority of the representations of the EU local governments associations. From March 2007 on, the AEC and LPS will share offices with 19 other EU local governments associations. ALAL is first on the waiting list to join the local government association representative house.

Project design is the way a set of activities is organized: their duration, staffing of expert positions, the relationship between the various activities and so on. This chapter highlights two features of project design that are common to all projects. First, a close look at the development of project duration is taken. Second, the staffing of projects is analyzed. It is reasonable that these design features are indicators of a project's quality: a project that lasts longer and with the right members in the delegations is likely to achieve better results than a project with a short duration with less qualified participants.

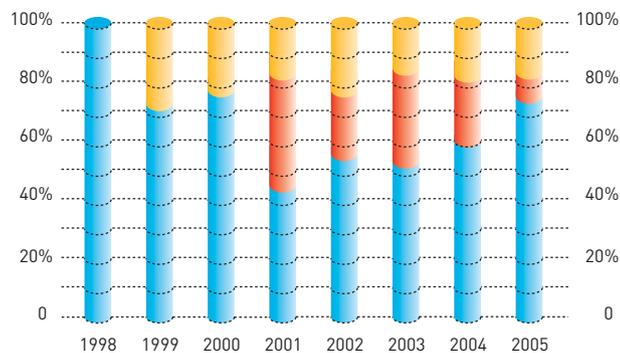
# 7 Grant project design

42

7a The annual average duration of the projects



7b Types of project participants



## Average duration of the projects

In figure 7a the starting date and end date of all grant projects that started in a certain year were compared and divided by their total number of projects in that year. This led to an average project duration per year in calendar days. The figure shows that project duration steadily increased over time with a sharp decrease in the last year of the programme. During the first 4 years of the GST programme the average duration did not exceed 44 calendar days. The reason for this is twofold. First, most projects in 1998-2000 were formulation missions: missions used by the twinning partners to get acquainted with each other, to find support for cooperation and to discuss topics of possible projects. VNG International considered it important to enable twinning partners to familiarize with each other because the colleague-to-colleague approach leads to effective transfer of knowledge in GST projects. Formulation missions typically did not last more than five working days. The frequent occurrence of formulation missions in 1998-2000 lowered the average project duration in those years. The result of most formulation missions were proposals for projects with a much longer duration.

A second reason for the short duration of grant projects in the first years of the GST programme was there was not enough knowledge about the *acquis communautaire* in the target countries and in the Netherlands to design large projects. In the target countries most counterparts did not yet have a clear view on what was expected from them with regard to EU accession. Some local governments were not even aware that the EU would have a direct effect on their day-to-day work. For a long time the pre-accession strategy remained an issue for central government. This changed a few years before accession when perspectives on the structural funds opened up. Obviously the promise of funds was a decisive additional motivation for the target group to adjust their policy and legal framework. Also in the early years Dutch civil servants and politicians often were not able to deliver knowledge that matched the demand from their partners in target countries. This was especially the case with *acquis*-related themes. Both factors led to a situation where there was not enough input for long term projects.

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After 2000 the duration of grant projects increased steadily. Several factors caused this. First of all formulation missions resulted from 2000 onwards in project proposals with a longer duration. Second, VNG International started using the MMTP as proposal development training. Enabling the twinning partners to work on a project proposal for two weeks under the guidance of an expert led to more substantial projects. Third, based on the interim results of the IOB evaluation that concluded that '*the continuity of the process was the distinguishing factor of successful activities*'<sup>8</sup>, VNG International decided to stimulate applicants to design projects with a longer project period. By financing longer (and thus, because of the limited resources, fewer) projects, the administrative burden on the grant management team at VNG International reduced. Consequently the grant management team could spend more time on assistance to the applicants. This was another advantage of larger grants. Since 2004 almost all submitted projects were long term integrated projects. That was also the case for 2005. The average project duration nevertheless dropped sharply in that same year due to the ending of the GST programme on 31 December 2005.

<sup>8</sup> IOB Evaluations Nr 297: '*On Solidarity and Professionalisation. Evaluation of Municipal International Cooperation (1997-2001)*', The Netherlands Ministry of Foreign Affairs, The Hague, August 2005, p.107

## Tendering of public works

Sint-Michielsgestel | Buk (Poland)

44



### BACKGROUND

The twinning of Sint-Michielsgestel with the town of Buk in Poland dates to 1990. Over the past 16 years there have been numerous visits and initiatives involving the two towns such as football clubs and scouting exchanges, and shipments of municipal computers and furniture from a school. Several projects were successfully undertaken on knowledge transfer regarding European legislation and regulations, organising elections, research into the utilisation of European Funds and the improvement of safety and public order.

One of these knowledge transfer projects concerned modernisation of the policy of contracting out work, or public tendering, in accordance with the then unfamiliar demands of the EU.

This twinning project consisted of a week-long mission of staff of the public works and financial departments of the town of Sint Michelsgestel to Buk in June 2001. Discussions took place with a delegation of the local mayor, employees of the public works, real estate and public contracting departments.

### OBJECTIVES

The objective of this particular mission was to contribute to the setting up of a policy in conformity with EU standards for the contracting out of public works and purchase and sales of land. An important request from the town was special attention to financial aspects of land exploitation and the development of zoning plans.

### ACTIVITIES

The head of Buk's public works department firstly gave an account on the council's zoning plan for the municipality. This proved well stu-

died and structured, and gave a good impression of the town's intended future development.

The zoning plan was prepared after an opportunity had been given to inhabitants to question and comment. This had resulted in alterations to the original plan to the admiration of delegates from Sint-Michielsgestel.

Town and country planning regulations in Poland are much like those in The Netherlands.

The council of Buk had approved a zoning plan for an industrial park near the future Berlin – Warsaw highway, as well as a new residential area and a plan to alter the routing of through traffic. The construction of the industrial park and the sale of land within it, as well as the construction of the ring-road to keep through traffic out of the old centre, were the main reasons for the municipality of Buk asking for this exchange and experience.

Buk staff proved well informed that after joining the EU, local regulations would have to be altered. However, no start had been made with them. The council still had to take many decisions on the policy and regulations on zoning plans, the construction of public works, purchase and sales of land etc. to be fully in accordance with European regulations.

The method of contracting out turned out to be comparable with that in the Netherlands and so already broadly complied with European norms. There was no separate bookkeeping for land exploitation as is the case in the Netherlands. All financial transactions were accounted for in the so-called 'General Services' books. It turned out that the municipality of Buk did not need to purchase land to realise its plans - one of the few beneficial legacies of the recent communist past.

## Type of participants of the projects

The second feature of project design that is analyzed is staffing. In the case of staffing only participants that 'brought' knowledge to a project are analyzed, not the beneficiaries. Within this group three types of participants are distinguished: politicians, civil servants and consultants.

As can be seen in Figure 7b projects were predominantly staffed with civil servants. In the beginning many of the participating civil servants were those that were responsible for international cooperation. Their involvement diminished in the later years of the programme when the themes of cooperation became more technical. The civil servants that participated then were mostly specialists working in technical policy fields.

The involvement of politicians (members of municipal or provincial councils, mayors and aldermen) in the GST projects varied throughout the programme period between 25% in 1999 and 17% in 2005.

The participation of politicians in delegations was usually necessary to assure sufficient political support for the project. Their participation enabled effective decision making. In the first years the participation of politicians was important in the delegations of formulation and fact finding missions. As mentioned before these missions were used by the project partners to familiarize and determine themes for future projects. Of course politicians, as representatives and spokespersons of local governments had to be involved during this mission. The formulating missions often ended by signing a Memorandum of Understanding by the heads of the delegations, usually a politicians' task. Later on in the programme the predominant role of the politicians was to formalize results (through council decisions).

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In 2001 there was a sudden increase in the percentage of consultants participating in the programme (20%). In the last three years the participation of consultants in the programme decreased. The participation of consultants started increasing when the projects became bigger in size and longer in duration. Consultants were especially contracted for certain expertise that was not available from the Netherlands partner (e.g. writing applications for structural funds, large scale surveys among citizens etc.) or to assure continuity in project management. Some consultants provided a local presence during project implementation (from an office in the target country). In these cases the use of consultants increased the quality of the results. Nevertheless, VNG International developed a policy to limit their participation to 40% of the project volume. This was necessary to assure sufficient involvement of the public partners.

During most of the visits interpreters traveled with the delegations. Mostly these interpreters came from the Netherlands. In some cases they were residents of the Netherlands partner and former citizen of the target country (immigrants in the Netherlands). Most final reports mentioned that a professional interpreter was indispensable during the visits. Good communication was vital. It was remarkable how many people said that communication was difficult.

The delegation from Sint Michielsgestel was impressed by the almost complete inventory of the town's historic area. For each building there was a photograph with architectural descriptions in a file. Renovation or conversion required approval from a regional custodian. The protection of the cultural and historical value of these buildings turned out to be of such a level that, contrary to the Netherlands, the area was better protected than the area outside it. The Sint Michielsgestel delegation pointed out to their Buk colleagues the prospects for subsidies from EU funds, both the ERDF as well as the European technology and science framework programme.

### RESULTS

The main results of the working visit were an agreement and a recommendation. An agreement to set up a local ordinance for public contracting in accordance with European regulations. The recommendation to equip the zoning plan with a good operational structure to clearly show all expected costs. This would ensure risk minimisation and control opportunities for the council. No agreements could be made regarding the direction of a separate administration for land exploitation.

### FUTURE

On the first of May 2004 Poland joined the European Union. A delegation of Sint Michielsgestel was present at the time (see photo). The municipalities agreed that despite the altered situation, the friendly connection would naturally be preserved.

Sometimes civilians participated in delegations as representatives of civil society organizations. In some cases even people from the local businesses were participants in delegations. Neither were financed by the programme. More about this can be read in the chapter on public support. Delegations that visited Holland consisted only of politicians and civil servants.

Sometimes the grant scheme management at VNG International would intervene in the composition of delegations. For instance it was considered important to assure that politicians would participate in fact finding missions, MMTPs and MATCHes since these types of cooperation were more agenda setting. Integrated projects (GIMs) needed more technical expertise. In some cases the GST team would request replacement of certain civil servants in the delegations. The necessity to involve consultants was always critically assessed.

### Conclusion

A first conclusion is that at the start of the GST programme the projects were considerably shorter than towards the end . This is explained by the need of twinning partners to have the opportunity to familiarize with each other and discuss themes for future projects before they would submit larger projects with longer project duration.

MMTPs appeared to be an effective instrument to stimulate the grant beneficiaries to submit projects with longer project duration.

As regards project staffing, politicians were mostly needed for agenda setting and formalizing results. The more technical a project became the more civil servants were involved. Grant beneficiaries tended to outsource tasks that were too specialist or too time demanding. This allowed them to implement ambitious projects without having to invest too much from their own human resources.





> Small farm, Ergli <

Elderly are a vulnerable group in the transition process of societies in Central and Eastern Europe.



> Retired farmer, Ooststellerwerf <

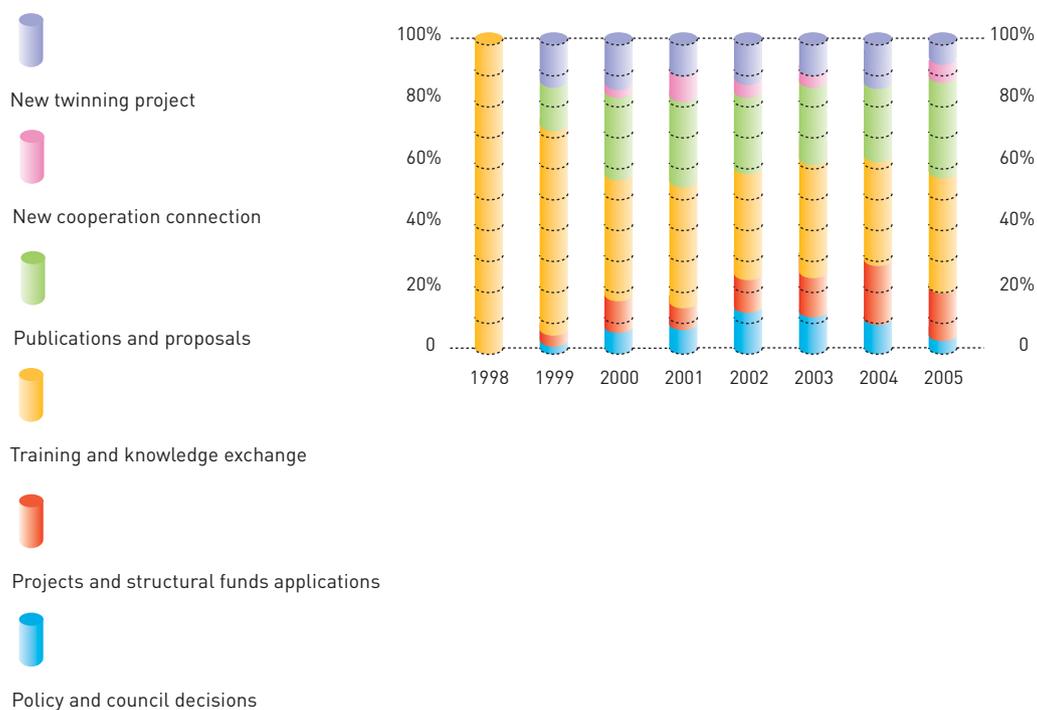
The elderly are elderly everywhere. Techniques of care for this vulnerable group are often eminently exportable.

This chapter looks at results achieved in the GST programme. Results are defined as the direct tangible goods and services that a project delivered and that were largely under the project management's control.

# 8 Results

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8a Results of the GST projects



## Categories of results

The GST programme was a grant scheme. Initiatives from the target groups were awarded as long as they complied with the general objectives of the programme. Consequently the concrete results of the programme could not be forecast. Only certain categories of results could be distinguished. For this analysis six categories of results are presented.

The first category – new twinning projects – relates to new GST proposals that were developed by the project partners. It was a typical result following a formulation mission (usually a PUGA) or a MMTP.

The second category – new cooperation connection – refers to new networks developed as spin-offs from the GST twinning project. For example a link between a Dutch and a local NGO in the field of environment that was established in a GST project on water management. The IOB report emphasized that such spin-offs can be considered a valuable side effect of decentralized international cooperation<sup>9</sup>. It leads to broader international support for cooperation in the community.

The third category is a tangible one: publications. Many projects delivered manuals for civil servants. The citizens of a community were also often the target groups of municipal magazines (periodicals) or municipal guides (who does what at the town hall).

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The fourth category – training and knowledge exchange – was the most general result. Training refers to relatively large scale sessions where a group of participants (in the case of a GIM usually not more than 15, but in case of an MMTP around 25 and in a MATCH around 200) is trained by a limited number of experts. Knowledge exchange refers to on-the-job training: Netherlands local or regional civil servants assist colleagues of their twinning partner in their daily work. For example: the development of a database for financial or human resource management.

Pilot projects and applications for EU Structural Funds refer to either small, acquis-related projects that were implemented during the project period in the community of the twinning partner (e.g. testing an EU procurement procedure) or proposals for the EU Structural Funds that were developed during the project period (e.g. a water management project that laid the foundations for an ERDF proposal).

Category six – policy and council decisions – comprises decisions taken by higher management and/or the political level of the twinning partner to modernize a certain policy area along the lines of recommendations developed with assistance of the Netherlands partner. Here it is essential that there is an actual proof of the decision taken in the files of the grant project.

<sup>9</sup> IOB Evaluations Nr 297: 'On Solidarity and Professionalisation. Evaluation of Municipal International Cooperation (1997-2001)', The Netherlands Ministry of Foreign Affairs, The Hague, August 2005, p.7 and p. 108 – 109.

Figure 8a shows how the abovementioned six categories of results developed throughout the project period of the GST programme. The year 1998 does not show a realistic overview of the results as there were only four projects. In the figure the starting date of a project was used as reference date. This means that results achieved at the end of a project are attributed to the first year of the project period. This was done to provide an insight in the demand for technical assistance.

## Water management

Heerhugowaard | Kalisz (Poland)

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### BACKGROUND

For over 12 years twinning has been close between Heerhugowaard and Kalisz. The GST programme has played an important role. Between January 2003 and February 2004 the 'PRO-EDUC' project was carried out with GST funds aimed at 'transferring Dutch knowledge and experience in handling EU funds and projects to Polish partners and parties from the Wielkopolska region'. The result was the 'Water management Poland' project.

### OBJECTIVES

The objectives of the project were to modernise the water management chain (level, quality, purification and supply), apply regulations aimed at entry into the EU and create a water document via a step-by-step plan in accordance with the EU framework directive on water. A new organisational structure would allow all actions to be carried out in accordance with the EU directive. Another aim was to stimulate regional cooperation in the field of water management in the Kalisz region.

### ACTIVITIES

The project was carried out from January 2004 to April 2005. During the first mission parties got acquainted with each other, obtained consistency in terms of project approach and created greater support for the project in Poland. In the second half of 2004 work was put into the water document. Knowledge on working methods and on how to tackle water management problems was transferred. The practicability of the Dutch

approach for Poland was assessed and the right way to tackle Polish water management problems was investigated.

The completion phase of the project commenced in 2005 with a Polish delegation visiting the Netherlands. Draft documents for the water plan were discussed and modified. The final activity was a conference in Poland, where the water document was presented. In total some 200 people attended and, thanks to the quality of the presentations and the outstanding organisation and accommodation, the conference was a big success (see photo).

### RESULTS

Both parties underlined the success of their cooperation. In spite of differences in culture, working methods and language barriers, the end results were good. The step-by-step plan was drawn up at an early stage. A cooperation agreement was signed between the water authorities in the Kalisz region and a website was launched. The highpoint of the work was the successful final seminar on 22 March 2005. Cooperation between several educational institutes in Heerhugowaard and Kalisz were further deepened. These parties are currently negotiating further cooperation and exchanges of students.

### PROBLEMS

Not everything went smoothly. Between the start and the granting of the subsidy in November 2003 municipal elections were held in Kalisz. New administrators were not informed properly of agreements made by previous administrators. The support in Kalisz for cooperation on water

management had to be renewed. An extra complicating factor was the replacement of senior civil servants in Kalisz by people who were unaware of the initiatives undertaken in Heerhugowaard. The discussions in the February 2004 presentation of the "Water management Poland" plan revealed differences in government structure and culture. However, during the following visit the experts clearly showed their enthusiasm and steps were taken that resulted in a balanced form of cooperation.

#### FUTURE

The water plan for Kalisz was intended as a basic long-term policy document for use with water-related initiatives in Kalisz and the region. The water document will contribute to protecting against floods, irrigation of regional arable/agricultural land and contribute to the development opportunities for recreation.

The project has meant a start to a more effective cooperation between different institutes and organisations in Kalisz and the region. Contacts with the water board in Poznan have been further optimised and expanded. Acting as equal partners within the project was previously unthinkable, but achieved in this project. The work on the water document has been a joint effort. For the future this means that partners can act collectively in various areas, also to central government.

The water document forms an excellent basis for new (EU) projects and applications for subsidies to facilitate new initiatives.

<sup>10</sup> Local Governments Network LOGON *Final Guide*, Vienna, 2005,

One development that can be distinguished is that the 'general' category of training and knowledge exchange diminishes throughout the programme period. One reason for this is that the project proposals and reports in the second half of the programme strongly improved. This was due to new formats and project management trainings that were given by VNG International. But it reflects also the bridging of the gap between the demand and supply. In the early years it was difficult for the twinning partners to determine what knowledge of the *acquis communautaire* was actually needed on the local and regional level. When the accession came closer a growing number of academic and professional publications on this issue were published<sup>10</sup>. VNG International made active use of these publications in the MMTPs and MATCHes. Due to this the grant beneficiaries in the latter part of the programme were much better able to focus and describe the results they wanted to achieve, in general, but also regarding the *acquis communautaire*. This can be seen in the figure in the growing diversity of the categories of results.

Another obvious development was that the number of pilot projects implemented and structural fund applications submitted grew steadily towards the end of the GST programme. Here the approaching accession played a role, especially for the structural fund applications. In the last two years before the accession of a country to the European Union a lot of attention was being paid to developing absorption capacity for structural funds. The preparation for these funds is part of the *acquis communautaire*. On the local and regional level a lot of training was given in project cycle management to guarantee a full project pipeline: there had to be enough proposals that qualified for funding when the funds became available. This promise of large sums of EU funds made local and regional governments in the accession countries very interested in learning how to write such proposals and how to submit them. Netherlands partners answered this request. Also VNG International organized two MMTPs on this issue. During these MMTPs proposals on this theme were developed. Some GST grant projects developed structural funds project proposals that were actually awarded.

Figures 8b, 8c and 8d show what type of cooperation has what type of result. All types of cooperation achieve a majority of the results in the general category training & knowledge exchange as well as in the category publication.

The internships mainly resulted in training and knowledge exchange. This is not surprising as this type of activity consisted mostly of one week study tours for small delegations or longer stays for individuals at the partner organization. Such activities are apparently too short for pilot projects and structural funds applications, or policy and council decisions and usually do not have a spin-off that leads to the establishment of twinings of other local organizations.

If we look at the other categories of results an earlier analysis is confirmed: 24% of all missions (PUGAs) were formulation missions that resulted in new proposals. This was considerably less in the internships (STAGEs) and integrated projects (GIMs).

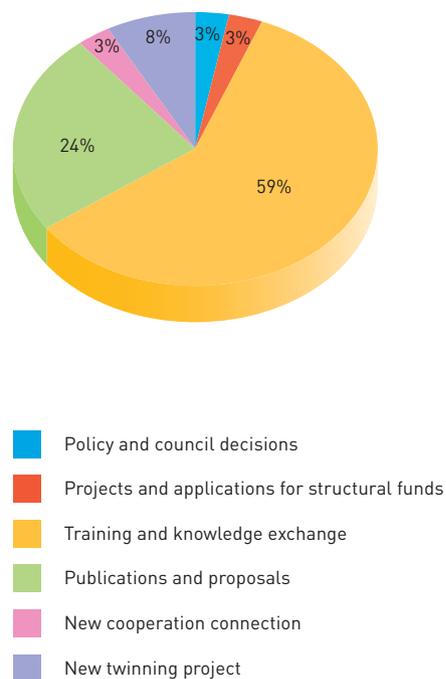
The integrated projects (GIMs) show more results in the field of implementing pilot projects and submitting applications for structural funds. Obviously grant beneficiaries need more time and funds for achieving these results.

### Conclusions

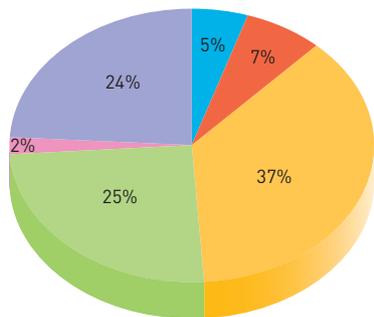
The main conclusion from this chapter is that the GST programme became more result-oriented towards the end of the programme period. In the beginning internships and missions were needed to familiarize with the programme and to build up a project pipeline. These types of activities led to results in the field of training and exchange of knowledge and the development of new proposals. The more large scale integrated projects with a longer project period and a higher budget, provide a better framework for achieving acquis-related results (like EU structural funds applications and publications.)

Another conclusion that can be drawn is that the results became more focused on the *acquis communautaire* during the latter part of the programme period (especially the submission of structural funds applications). This was caused by a more focused demand for assistance from local and regional governments in the target countries and by specific trainings on these issues organized by VNG International in The Hague.

8b The results of the STAGE projects

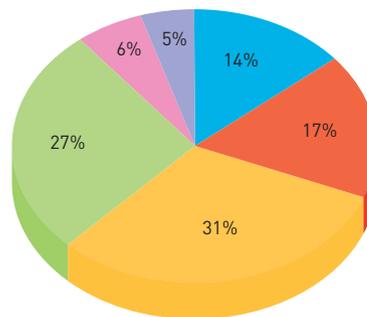


8c The results of the PUGA projects



- Policy and council decisions
- Projects and applications for structural funds
- Training and knowledge exchange
- Publications and proposals
- New cooperation connection
- New twinning project

8d The results of the GIM projects



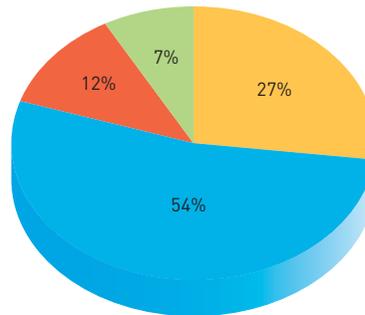
- Policy and council decisions
- Projects and applications for structural funds
- Training and knowledge exchange
- Publications and proposals
- New cooperation connection
- New twinning project

Although it was not a primary objective, generating public support for the European accession process was a desired side effect of the GST programme. The central hypothesis was that public support shapes and constrains the process of the European accession process. The programme was supposed to have a positive effect on making citizens in the Netherlands and target countries more familiar with each other and thus more positive towards EU enlargement.

## 9 Public support

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### 9a Other organisations involved



Measuring to what extent public support was generated was difficult. Since strengthening public support was not a formal requirement for getting project proposals approved, projects were not specifically targeted towards this goal. Consequently there was only a limited amount of information available in the project files. Most files contained only information about how grant projects were represented in the local press and about the participation of other organizations in the implementation of the grant projects. As a result of this it is difficult to make any hard claims on the impact of the GST programme on the support for enlargement in the Netherlands or in the target countries abroad.

### Exposure of GST grants in the press

It goes without saying that successful projects are a necessary prerequisite for enabling the GST programme to generate a positive public opinion for the accession process. But these results have to be communicated to citizens to enable more public support. In most cases the project files mentioned regular reporting of the project progress to the local media (press, radio and TV). Also the arrival of a delegation from a twinning partner was usually accompanied by a press release. About 15% of the files actually contained copies of newspaper articles (32 files). In two cases a video documentary about the project was made and disseminated to a broader public.

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### Participation of other organizations in the grant projects

Another way to estimate the amount of public support is to measure the active participation of organizations other than the target groups in the twinning projects. Most files contained information about this.

Of all 213 grant projects 99 involved the participation of organizations other than the target groups. This was 46% of the total number of grants. Figure 9a shows what organizations were involved in these 99 projects. In counting these organisations it was a prerequisite that the participation had been voluntary and free. Consultants that were on the payroll of projects were not included.

Figure 9a shows that non-governmental organizations (NGOs) formed the greater part of organizations that were involved in the implementation of the grant projects (54%). The majority of these NGOs were twinning foundations within the Netherlands partner. Such foundations were established by citizens to support cooperation between their local community and a local community abroad. They usually organize exchange activities in the field of tourism, culture, sports and education for citizens in both communities. Not surprisingly these organizations were often involved in the implementation of the GST projects of their local governments. Their contribution could vary from joining a delegation of the twinning partner during dinners, to presentations given during study visits, to organizing a recreational programme for weekends. Sometimes they even arranged lodging for delegation members of the twinning partners at homes of citizens of their own community.

## Social welfare of elderly

Zutphen and Deventer | Tartu (Estonia)

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### BACKGROUND

The official twinning of similar sized once Hanseatic towns of Deventer, Zutphen and Tartu was born in 1990. Today Dutch partners delegate day-to-day contacts of the twinning to a twinning foundation. Most twinning projects originate from the extensive network of the staff of this foundation.

In 2002 a group of Estonian civil servants and NGOs involved in caring for the elderly took part in an MMTP on social welfare in the Netherlands. The programme included participation in a social welfare conference in Rotterdam and visits to Deventer and Zutphen. At the end of this visit a twinning project proposal was presented. The quality of the Estonian presentation was outstanding and the project was submitted to the GST Advisory Commission and financed later that year.

### OBJECTIVES

The aim of the project was to strengthen the role of the local municipality in the care of elderly people. Specific objectives were strengthening local government's readiness to offer a variety of services to the elderly, to develop a strategy and policy for the care of the elderly, to ensure sustainability, to ensure the quality of life of the elderly and to involve citizens in the policy making process, the elderly in the first place. The project also paid special attention to relevant EU regulations. The aim was also to develop a proposal to be submitted to the ESF.

### ACTIVITIES

In the first phase fact-finding missions dominated. Visits were made to a range of elderly care institutions, municipal departments and the university. In the second phase local policy-makers, civil servants, university lecturers and specialists in elderly care from Tartu explored various systems for elderly care in the Netherlands. The programme focused on the local health and welfare system in general and specifically on organisation, management, financing, staff training, citizen and volunteer participation, care continuity and sustainability.

### RESULTS

The first result was the upgrading of a day-care centre (see photo). This provides a place to stay for the elderly and people with dementia. But it also includes a place for young people. On one of the Dutch visits an Estonian delegation saw how such a combined service worked in Zutphen. A second result was the establishment of an advisory board of elderly people. This board of 15 today participates actively in the municipal policy making process. A third result was a diversification and improvement of the services of the municipal nursing department (a municipal responsibility in Estonia). New community nursing services were developed. Plans were developed to offer palliative care as part of nursing care. The study visits to the Netherlands again provided inspiration for the design of these new services.

A fourth result was the provision of a municipal service for geriatric assessment. Since January 2004 a team of a doctor, social worker and nurse assesses the needs of patients and plans the hospital care, nursing home care and the

Another frequently occurring type of public support was the invitation of private companies in the Netherlands or abroad to delegations from the twinning partner for excursions to their factories or offices (27%). Delegation members were introduced to the companies' market, product, production methods and organization. Of course such presentations would always touch upon the possibility of more favorable links with counterparts in the country of the delegation.

Also individuals participated voluntarily in the implementation of the grant projects (12%). Typical examples are citizens of local governments that were willing to host a delegation. In a few cases a journalist from the target country or from the Netherlands joined the delegation. In other cases the translation was taken care of by Netherlands citizens that had migrated to the Netherlands from the country of the twinning partner. It should be noted however that probably a much larger number of persons and organizations participated in the projects than could be distinguished from the project files since the reporting format did not require specific information on this.

The remaining 7% of organizations that participated in the implementation of the projects was too diverse to analyse. Mostly these were public organizations like universities, police or fire brigades.

type of municipal social welfare services needed. A client survey was implemented to give care providers better insight in the demands of their target group. The first 'Tartu elderly day' was organised. Foundations were laid for a transport service for the elderly. The city government decided to pay some costs for this.

In 2003 a regulation was approved to provide financial assistance for the adaptation of private flats for handicapped people and the elderly. The project published a newspaper for the elderly which covered topics including an overview of the social services for this target group. The strategy and policy for the care of the elderly was evaluated and adapted to new political and legislative changes.

#### FUTURE

In both Estonia and the Netherlands, local and national authorities are confronted with similar challenges in elderly care: cost-control, empowerment of clients, how to organise a good flow of information and how to improve the standard of services. A new issue is how to involve volunteer care workers. In Estonia duties and responsibilities are not well defined: volunteers operate independently; in the Netherlands, they cooperate with care providers. Zutphen, Deventer and Tartu have agreed to continue finding solutions for these new challenges.

Since the summer of 2006 experts from Zutphen and Tartu have been advising the city of Satu Mare in Romania – another Zutphen twin – on reorganizing social services. This 'trinning' project is financed by LOGO East - the successor of the GST programme.

## Conclusion

Public support could only be measured by counting press articles and the involvement of organizations other than the target groups in the twinning projects.

In many cases the local press paid attention to activities that were developed in the twinning projects. This was to be seen in the Netherlands as well as in the target countries. It is hard to quantify the impact of the GST programme on the support for enlargement in the Netherlands or in the target countries abroad.

The majority of organisations other than the formal twinning partners that participated in the projects were local twinning foundations. Many projects involved the participation of local companies and individuals.

Even though the actual impact of the GST programme on generating broader support for the EU enlargement process among the broader public of local communities could not be accurately measured, one can claim that a positive side effect of the GST programme is that it contributed to making citizens in the Netherlands and the target countries more familiar with each other.



> Farmer, Ergli <

Europe is a place of welcome – especially in those areas of the strongest traditions.



> Farm, Ooststellerwerf <

The systematic Dutch-straight lines of trees, roof tiles, tyre tracks and roads; a well organized society.

# List of projects

	Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
	1 GIM	Dordrecht	Varna	Bulgaria	19-07-2001	26-07-2001	6.024	5468
	2 GIM	Association of Netherlands Municipalities	International Union of Local Authorities	Central Eastern Europe	31-03-2001	07-05-2001	13.162	T1006
	3 GIM	Amersfoort	Liberec	Czech Republic	15-12-2000	31-12-2000	18.054	9101
	4 GIM	Amersfoort	Liberec	Czech Republic	01-11-2004	31-10-2005	40.580	T1143
	5 GIM	Arnhem	Hradec Králové	Czech Republic	12-05-2003	16-05-2003	3.568	T1166
	6 GIM	Arnhem	Hradec Králové	Czech Republic	01-08-2004	31-12-2005	87.731	T1158
	7 GIM	Baarn	Klásterec nad Ohří	Czech Republic	01-01-2000	30-06-2000	26.735	5444
	8 GIM	Barendrecht	Louny	Czech Republic	25-06-2002	24-06-2003	51.608	T1092
	9 GIM	Brielle	Havlíckuv Brod	Czech Republic	17-06-2002	17-06-2003	89.837	T1024
	10 GIM	Den Haag	Ceské Budejovice	Czech Republic	15-01-2002	15-10-2003	24.779	T1044
	11 GIM	Driebergen	Semily	Czech Republic	01-11-2000	31-12-2001	8.762	5447
	12 GIM	Driebergen	Semily	Czech Republic	15-10-2001	31-10-2003	24.329	T1040
	13 GIM	Eindhoven	Ostrava	Czech Republic	01-01-2002	31-03-2004	76.563	T1043
	14 GIM	Groningen	Zlín	Czech Republic	01-06-2002	30-07-2002	10.057	T1078
	15 GIM	Groningen	Zlín	Czech Republic	15-09-2002	01-06-2003	70.572	T1109
	16 GIM	Hengelo	Plzen	Czech Republic	01-08-2002	01-05-2004	77.562	T1090
62	17 GIM	Hengelo	Plzen	Czech Republic	27-02-2002	22-10-2002	6.132	T1074
	18 GIM	Hengelo	Plzen	Czech Republic	01-11-2004	28-02-2005	89.958	T1147
	19 GIM	Hengelo	Plzen	Czech Republic	01-10-2004	30-11-2005	26.362	T1156
	20 GIM	Hoorn	Prábram	Czech Republic	21-10-2002	25-10-2002	9.388	T1020
	21 GIM	IJsselstein	Strakonice	Czech Republic	14-01-2002	15-03-2002	3.995	T1058
	22 GIM	Meppel	Most	Czech Republic	07-04-2002	10-04-2002	3.574	T1080
	23 GIM	Meppel	Most	Czech Republic	01-09-2002	30-09-2003	82.646	T1085
	24 GIM	Nijmegen	Tabor	Czech Republic	20-02-2002	30-09-2002	10.858	T1041
	25 GIM	Province of South Holland	Association of Northern Bohemia Municipalities	Czech Republic	01-04-2001	01-07-2001	18.750	9105
	26 GIM	Province of Utrecht	Jihomoravsky kraj & Brno	Czech Republic	15-09-2004	31-12-2005	82.888	T1164
	27 GIM	Province of South Holland	Ústecký Kraj	Czech Republic	01-01-2005	31-12-2005	54.130	T1151
	28 GIM	Rheden	Cheb	Czech Republic	01-01-2000	30-09-2000	26.606	5460
	29 GIM	Vlaardingen	Moravská Trebová	Czech Republic	12-05-2002	01-11-2002	13.093	T1079
	30 GIM	Vlaardingen	Moravská Trebová	Czech Republic	17-05-2005	31-12-2005	37.993	T1157
	31 GIM	Wijk bij Duurstede	Jicin	Czech Republic	25-01-2002	31-08-2002	8.463	9108
	32 GIM	Association of Netherlands Municipalities	Association of Estonian Cities	Estonia	01-05-2002	30-11-2002	38.392	T1017
	33 GIM	Association of Netherlands Municipalities	Association of Estonian Cities	Estonia	01-11-2004	31-12-2005	45.033	T1152
	34 GIM	Zutphen	Tartu	Estonia	01-07-2002	31-01-2004	45.924	T1069
	35 GIM	Zutphen + Deventer	Tartu	Estonia	01-03-2003	31-12-2004	60.439	T1118
	36 GIM	Alkmaar	Tata	Hungary	02-02-2000	30-06-2003	40.278	5466
	37 GIM	Amstelveen	Óbuda	Hungary	01-06-2004	01-10-2005	55.698	T1145
	38 GIM	Association of Netherlands Municipalities	Partnership of Hungarian Local Government	Hungary	01-04-2001	01-03-2002	33.743	T1023
	39 GIM	Dordrecht	Varna	Bulgaria	19-07-2001	26-07-2001	15.976	T1031
	40 GIM	Maassluis	Hatvan	Hungary	01-01-2000	31-12-2000	6.353	5441

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
41 GIM	Water board Groot Salland, Water board Aa en Maas, Water board Friesland, Water board Hoogheemraadschap Water board Hollands Noorderkwartier, Water board De Dommel	Association of Hungarian Waterboards	Hungary	01-07-2004	31-08-2004	31.974	T1168
42 GIM	Province of Limburg	Hajdú-Bihar County	Hungary	12-11-2001	10-11-2001	29.300	T1034
43 GIM	Province of Limburg	Hajdú-Bihar County	Hungary	05-07-2002	20-02-2003	27.311	T1083
44 GIM	Province of Utrecht	Borsod-Abaúj-Zemplén	Hungary	29-03-2001	15-04-2002	22.768	T1003
45 GIM	Steekraad Oost-Groningen	Fejér	Hungary	15-08-2001	30-09-2004	83.185	T1015
46 GIM	Binnenmaas	Aluksne	Latvia	01-03-2001	31-12-2003	41.203	T1009
47 GIM	Hengelo	Ogre	Latvia	16-01-2003	30-09-2003	81.923	T112
48 GIM	Province of Overijssel	Union of Local and Regional Governments in Latvia	Latvia	01-05-2003	01-09-2004	89.849	T1134
49 GIM	Association of Netherlands Municipalities	Association of Local Authorities in Lithuania	Lithuania	01-12-2001	31-12-2003	70.913	T1018
50 GIM	Het Bildt	Panevezys	Lithuania	01-10-2002	01-10-2004	88.160	T1088
51 GIM	Province of Overijssel	Riga	Lithuania	01-10-2001	31-12-2002	62.170	T1047
52 GIM	Assen	Poznan	Poland	01-09-2004	31-12-2005	89.863	T1155
53 GIM	Beuningen	Mikolów	Poland	01-11-1999	29-02-2000	16.044	5440
54 GIM	De Bilt	Miecisko	Poland	01-01-2004	15-11-2005	41.628	T1144
55 GIM	Deurne	Leszno	Poland	24-02-2003	12-04-2003	5.320	T1131
56 GIM	Drimmelen	Kozmin	Poland	29-01-2003	02-02-2003	9.457	T1124
57 GIM	Eindhoven	Bialystok	Poland	01-09-1999	01-06-2001	27.808	5442
58 GIM	Euregio Maas-Rijn	Euregion Karpatsky (Pol), Kosice Region (Slovakia),	Poland	01-11-2004	31-12-2005	43.711	T1149
59 GIM	Heerhugowaard	Kalisz	Poland	01-03-2003	28-02-2004	72.669	T1119
60 GIM	Heerhugowaard	Kalisz	Poland	01-01-2004	01-04-2005	63.806	T1132
61 GIM	Nederlek	Koscian	Poland	01-09-2004	31-10-2005	82.825	T1159
62 GIM	Nieuwegein	Pulawy	Poland	01-01-2003	01-07-2004	38.984	T1096
63 GIM	Province of Gelderland	Lublin	Poland	15-05-2001	28-02-2003	28.217	T1011
64 GIM	Sint Michielsgestel	Buk	Poland	01-09-2004	31-9-2005	12.432	T1139
65 GIM	Tilburg	Lublin	Poland	01-02-2003	30-11-2003	24.282	T1117
66 GIM	Deventer	Sibiu	Romania	01-02-2002	01-06-2005	89.147	T1076
67 GIM	Deventer	Sibiu	Romania	01-05-2003	31-05-2004	28.309	T1133
68 GIM	Dune Watercompany South Holland	Judet Botosani	Romania	01-03-2002	01-06-2004	81.316	T1066
69 GIM	Leek	Ghelari	Romania	01-10-2002	01-10-2004	39.774	T1071
70 GIM	Overbetuwe	Margininea Sibului	Romania	01-02-2003	01-01-2004	9.524	T1135
71 GIM	Province of Limburg	Euregion Karpatsky	Romania	01-07-2002	15-11-2003	68.023	T1082
72 GIM	Province of Overijssel	Judet Teleorman & Judet Giurgiu	Romania	17-05-2005	31-05-2005	63.824	T1174
73 GIM	Putten	Câmpia Turzii & Turda	Romania	24-09-2004	01-10-2004	30.054	T1152
74 GIM	Provinciaal Waterleiding-bedrijf Noord-Holland	Baia Mare	Romania	01-03-2002	01-07-2004	73.695	T1068

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
75 GIM	Provinciaal Waterleiding-bedrijf Noord-Holland	Baia Mare & Botosani	Romania	15-01-2001	31-03-2001	50.037	9115
76 GIM	's-Hertogenbosch	Focsani	Romania	15-11-2002	31-12-2003	49.213	T1098
77 GIM	's-Hertogenbosch	Focsani	Romania	30-11-2001	31-08-2002	37.941	T1045
78 GIM	's-Hertogenbosch	Focsani	Romania	01-11-2001	31-08-2002	21.099	T1046
79 GIM	Skarsterlân	Medias	Romania	01-01-2003	01-07-2003	21.664	T1114
80 GIM	Skarsterlân	Medias	Romania	06-02-2003	12-02-2003	5.327	T1130
81 GIM	Sliedrecht	Orastie	Romania	01-06-2003	01-12-2003	14.511	T1115
82 GIM	Watercompany Gelderland	Cuzaplac	Romania	17-12-2002	01-12-2004	59.879	T1057
83 GIM	Zutphen + Tartu [twinning partner Estonia]	Satu Mare	Romania	09-05-2005	31-12-2005	67.157	T1170
84 GIM	Water board Regge en Dinkel	Slovak Water Management Enterprise (SVP)	Slovak Republic	01-02-2003	31-10-2003	41.046	T1105
85 GIM	Water board Regge en Dinkel	Slovak Water Management Enterprise (SVP)	Slovak Republic	01-02-2003	31-12-2003	53.621	T1125
86 GIM	Water board Regge en Dinkel	Slovak Water Management Enterprise (SVP)	Slovak Republic	01-06-2005	31-12-2005	85.214	T1177
87 GIM	Water board Regge en Dinkel	Trebisov	Slovak Republic	11-08-2001	12-08-2002	22.359	T1021
88 GIM	Zwijndrecht	Poprad	Slovak Republic	01-06-2001	27-11-2002	49.657	T1016
89 GIM	Almelo	Denizli	Turkey	01-06-2005	31-12-2005	65.630	T1171
90 GIM	De Baarsjes	Kadiköy Belediyesi	Turkey	24-09-2005	30-09-2005	62.045	T1138
1 MATCH	Acquis Communautaire and Structural Funds	All local and regional governments	Baltic States	22-04-2003	25-04-2003	175.552	T2013A
2 MATCH	Acquis Communautaire and Structural Funds	All local and regional governments	Bulgaria	01-12-2003	31-12-2003	130.966	T2010
3 MATCH	Acquis Communautaire and Structural Funds	All local and regional governments	Romania	21-06-2005	24-06-2005	179.895	T2021
4 MATCH	Acquis Communautaire and Structural Funds	All local and regional governments	Turkey	14-02-2002	16-02-2002	159.628	T2005
5 MATCH	Acquis Communautaire and Structural Funds	All local and regional governments	Turkey	27-03-2003	29-03-2003	173.944	T2015
1 MMTP	Energy Policy			08-01-1999	23-11-1999	74.962	5499
	Borne	Trakai	Lithuania				
	Enschede	p.m.	p.m.				
	Goes	Panevezys	Lithuania				
	Groningen	Talinn	Estonia				
	Heino	Sabile	Latvia				
	Hengelo	Ogre	Latvia				
	Province of Overijssel	Kuldiga (and adjacent mun.)	Latvia				
	Schijndel	Kraslava	Latvia				
	Sas van Gent	p.m.	Lithuania				
2 MMTP	Associations of Local Governments			06-12-1998	13-12-1998	44.234	5403

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number	
3 MMTP	Association of Netherlands Municipalities	Association of Municipalities in Romania	Romania	14-05-2000	27-05-2000	34.559	5496	
		National Association of Municipalities in the Republic of Bulgaria	Bulgaria					
		Union of Towns and Mun. of the Czech Republic )	Czech Republic					
		Ass. of Mun. in Slovak Republic	Slovak Republic					
		Association of Polish Cities	Poland					
		Association of Local Authorities in Lithuania	Lithuania					
		Union of Local and Regional Governments in Latvia	Latvia					
		Association of Estonian Cities	Estonia					
		City Managers Beverwijk	Ústí nad Labem					Czech Republic
		Wunseradiel	Tabor					Poland
4 MMTP	Lelystad	Nov Jioin	Poland	24-10-1999	07-11-1999	51.291	5498	
		Vodice	Slovenia					
		Skofja Loka	Slovenia					
		Gelnica	Slovak Republic					
		Torun	Poland					
		Miescisko	Poland					
		Foscani	Romania					
		Gdansk	Poland					
		Pulawy	Poland					
		Leszno	Poland					
5 MMTP	Rotterdam	Wroclaw	Poland	22-06-2002	05-07-2002	70.286	T2007	
		Scezinek	Poland					
		Poznan	Poland					
		Torun	Poland					
		Wronki	Poland					
		Medias	Romania					
		Tartu	Estonia					
		Torun	Poland					
		Poznan	Poland					
		Sibiu	Romania					
6 MMTP	Assen			29-10-2000	11-11-2000	75.288	5494	
		Deventer						
		Sustainable Development						
		Coevorden	Belene					Bulgaria
		Breda	Blagoevgrad					Bulgaria
		Rotterdam	Burgas					Bulgaria
Apeldoorn	Dobrich	Bulgaria						
	Haskovo	Bulgaria						
	Ede	Etrapole	Bulgaria					

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
7 MMTP	Boxtel	Troyan	Bulgaria	27-08-2001	14-09-2001	45.122	T2006
	Haarlem	Veliko Turnovo	Bulgaria				
	Dordrecht	Varna	Bulgaria				
8 MMTP	Citizen participation			10-11-2002	23-11-2002	42.826	T2014
	Political decision making						
	Houten	Medgidia	Romania				
	Binnenmaas	Aluksne	Latvia				
	Drimmelen	Kozmin	Poland				
9 MMTP	Hengelo	Ogre	Latvia	31-03-2003	11-04-2003	118.460	T2017
	Citizen participation						
	Political decision making						
	Houten	Medgidia	Romania				
	Binnenmaas	Aluksne	Latvia				
	Drimmelen	Kozmin	Poland				
	Hengelo	Ogre	Latvia				
	Structural Funds	Plzen	Czech Republic				
	Oudewater	Rychnov Nad Kneznou	Czech Republic				
	Amersfoort	Liberec	Czech Republic				
10 MMTP	Arnhem	Hradec Králové	Czech Republic	14-10-2001	28-10-2001	88.903	T2003
	Hengelo	Plzen	Czech Republic				
	Vlaardingen	Moravská Trebová	Czech Republic				
	Ede	Chrudim	Czech Republic				
	Ede	Chrudim	Czech Republic				
	Hoorn	Prábram	Czech Republic				
	Driebergen-Rijsenburg	Semily	Czech Republic				
	Reeuwijk	Turnov	Czech Republic				
	Wijk bij Duurstede	Jicin	Czech Republic				
	Citizen Participation						
11 MMTP	Amersfoort	Liberec	Czech Republic	02-06-2002	15-06-2002	97.819	T2008
	Baarn	Klásterec nad Ohří	Czech Republic				
	Barendrecht	Louny	Czech Republic				
	Brielle	Havlíckuv Brod	Czech Republic				
	Groningen	Zlín	Czech Republic				
	IJsselstein	Strakonice	Czech Republic				
	Purmerend	Jihlava	Czech Republic				
	Rotterdam	Praha	Czech Republic				
	Utrecht	Brno	Czech Republic				
	Vlaardingen	Moravská Trebová	Czech Republic				
	Waalre	Nové Mesto na Morave	Czech Republic				
Westerveld	Policka	Czech Republic					
Integral Safety Policy							
Regiopolitie Groningen	Bács-Kiskun County Police	Hungary					
Regiopolitie Drenthe	Fejér County Police	Hungary					
Regiopolitie Noord- en Oost-Gelderland	Vas County Police	Hungary					
Regiopolitie Gelderland-Midden	Baranya County Police	Hungary					
Regiopolitie Gelderland-Zuid	Nógrád County Police	Hungary					

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
12 MMTP	Regiopolitie Hollands-Midden	Szabolcs-Szatmár-Bereg County Police	Hungary	17-06-2001	30-06-2001	99.437	T2002
	Regiopolitie Zaanstreek-Waterland	Győr-Moson-Soprom County Police	Hungary				
	Water Management	Association of Hungarian Waterboards	Hungary				
	Water board Regge en Dinkel		Hungary				
	Water board Veluwe		Hungary				
	Water board De Maaskant		Hungary				
	Water board Groot Salland		Hungary				
	Water board Zuiderzeeland		Hungary				
	Water board Friesland		Hungary				
	13 MMTP	Sustainable Development Boxtel	Kaspovar Rank Zagyvaszántó Hosszutheteny Miske				
14 MMTP	Krimpen aan den IJssel	Kiskörös Fertőd	Hungary Hungary	04-11-2001	17-11-2001	87.991	T2004
	Castricum	Balatonfüred	Hungary				
	Amstelveen	Budapest/Óbuda Békásmegyera	Hungary				
	Alkmaar	Tata	Hungary				
	Ede	Hajdú-Bihar County	Hungary				
	Employment						
	Bergen op Zoom	Szczecinek	Poland				
	Brunssum	Makow Podahlansky	Poland				
	Leiden	Torun	Poland				
	Heumen	Polkowice	Poland				
Heerhugowaard	Kalisz	Poland					
Nieuwerkerk a/d IJssel	Chelmza	Poland					
Assen	Poznan	Poland					
Weststellingwerf	Choszczno	Poland					
Bunschoten	Mosina	Poland					
Association of Netherlands Municipalities (VNG)	Association of Polish Cities (ZMP)	Poland					
15 MMTP	Good Governance and Transparency			01-01-2003	01-07-2003	111.476	T2009
	Sliedrecht	Orastie	Romania				
	Overbetuwe	Margininea Sibiului	Romania				
	Stadsdeel Oud West Amsterdam	Buraresti Sector 5	Romania				
	's-Hertogenbosch	Focsani	Romania				
	Skarsterlân	Medias	Romania				
	Putten	Câmpia Turzii & Turda	Romania				
	Deventer	Sibiu	Romania				

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
16 MMTP	Regional and Rural Development Beverwijk Province of Drenthe Deventer 's-Hertogenbosch Leek Putten Skarsterlân Valburg Vianen	Galati Suceava Sibiu Foscani Ghelari Turda Medias Saliste Reghin	Romania Romania Romania Romania Romania Romania Romania Romania Romania	01-11-2000	30-11-2000	88.252	5495
17 MMTP	Employment Westerveld Cuijk De Ronde Venen Doetichem Vlaardingen Groningen Voorburg Purmerend Amersfoort Waddinxveen Province of Utrecht Brielle Ede	Policka Prerov Kolín Pardubice Moravská Trebová Zlín Hranice Jihlava Liberec Pelhrimov Hradec Králové Havlíckuv Brod Chrudim	Czech Republic Czech Republic	03-03-2000	08-04-2000	90.641	5497
18 MMTP	Recycling and Waste Management Rotterdam Gennep Schouwen-Duiveland Denekamp Hoogeveen Zoetermeer	Bratislava Gelnica Kosice Liptovsky Mikulás Martin Nitra	Slovak Republic Slovak Republic Slovak Republic Slovak Republic Slovak Republic Slovak Republic	07-05-2001	18-05-2001	66.649	T2001
19 MMTP	Waste Management Baarsjes Haarlem Almelo Roteb Amsterdam Deventer	Municipality Kadiköy Emirdág Denizli Istanbul Met. Mun. Kocaeli Met. Mun. Edirne Municipality Çorlu Municipality	Turkey Turkey Turkey Turkey Turkey Turkey	19-09-2005	30-09-2005	87.192	T2020
1 PUGA	Dordrecht	Varna	Bulgaria	08-03-2000	13-03-2000	6.024	5468
2 PUGA	Uitgeest	National Association of Municipalities in Bulgaria	Bulgaria	04-07-1999	07-07-1999	1.739	5429
3 PUGA	Amersfoort	Liberec	Czech Republic	01-05-2000	31-07-2000	17.586	5486
4 PUGA	Amersfoort	Liberec	Czech Republic	11-12-2002	13-12-2002	1.102	T1120
5 PUGA	Den Haag	Ceské Budejovice	Czech Republic	23-06-2001	27-06-2001	1.940	T1039
6 PUGA	Driebergen	Semily	Czech Republic	23-06-2001	25-06-2001	801	T1029
7 PUGA	Eindhoven	Ostrava	Czech Republic	23-06-2001	22-06-2002	1.506	T1038
8 PUGA	Hoorn	Prábram	Czech Republic	27-09-2001	31-12-2001	4.325	T1020
9 PUGA	Nijmegen	Tabor	Czech Republic	23-06-2001	27-06-2001	1.737	T1030

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
10 PUGA	Vlaardingen	Moravská Trebová	Czech Republic	18-06-2000	25-06-2000	3.627	5472
11 PUGA	Vlaardingen	Moravská Trebová	Czech Republic	03-12-2001	07-12-2001	2.065	T1055
12 PUGA	Waalre	Nové Mesto na Morave	Czech Republic	07-05-2003	12-05-2003	11.388	T1129
13 PUGA	Water board Friesland	Association of Municipalities in Raba Basin	Czech Republic	28-10-2002	01-11-2002	1.074	T1108
14 PUGA	Ooststellingwerf	Jõhvi	Estonia	01-07-2003	08-07-2003	7.805	T1140
15 PUGA	Zutphen	Tartu	Estonia	06-06-2000	14-06-2000	4.056	5482
16 PUGA	Ambt Delden	Keszthely	Hungary	11-11-2000	15-11-2000	6.456	9144
17 PUGA	Hof van Twente	Keszthely	Hungary	27-02-2002	02-02-2002	5.597	T1072
18 PUGA	Binnenmaas	Aluksne	Latvia	26-06-1999	03-07-1999	3.776	5432
19 PUGA	Dalfsen	Gulbene	Latvia	06-06-2000	11-06-2000	4.009	5478
20 PUGA	Heino	Sabile	Latvia	20-10-1999	30-10-1999	4.376	5439
21 PUGA	Heino	Sabile	Latvia	06-06-2000	11-06-2000	4.482	5480
22 PUGA	Hengelo	Ogre	Latvia	06-06-2000	11-06-2000	4.596	5481
23 PUGA	Ooststellingwerf	Ergli	Latvia	06-06-2000	11-06-2000	4.191	5476
24 PUGA	Raalte	Sabile	Latvia	05-08-2002	11-04-2003	8.692	T1053
25 PUGA	Schijndel	Kraslava	Latvia	06-06-2000	11-06-2000	3.676	5479
26 PUGA	Schijndel	Kraslava	Latvia	03-12-2000	14-12-2000	9.239	9118
27 PUGA	Goes	Panevezys	Lithuania	17-09-1999	21-09-1999	2.820	5438
28 PUGA	Goes	Panevezys	Lithuania	06-06-2000	11-06-2000	2.280	5477
29 PUGA	Goes	Panevezys	Lithuania	08-04-2001	23-01-2002	9.603	9124
30 PUGA	Het Bildt	Panevezys	Lithuania	22-06-2001	27-06-2001	6.674	T1026
31 PUGA	Amsterdam	Association of Polish Cities	Poland	21-10-1999	24-10-1999	866	5455
32 PUGA	Assen	Poznan	Poland	15-11-2002	29-11-2002	10.518	T1113
33 PUGA	Beuningen	Mikolów	Poland	22-04-1999	27-04-1999	2.082	5424
34 PUGA	Bladel	Pakosc	Poland	23-10-2002	28-10-2002	5.723	T1110
35 PUGA	Den Haag	Warszawa	Poland	09-03-1999	14-03-1999	9.988	5419
36 PUGA	Den Haag	Warszawa	Poland	01-04-2001	04-04-2001	4.056	9123
37 PUGA	Deventer	Sibiu	Poland	07-11-2000	13-11-2000	8.548	9110
38 PUGA	Leiden	Torun	Poland	05-10-1999	10-10-1999	6.852	5433
39 PUGA	Nieuwegein	Pulawy	Poland	18-02-2002	23-02-2002	4.567	T1062
40 PUGA	Province of Gelderland	Association of Polish Cities	Poland	04-07-1999	07-07-1999	1.767	5430
41 PUGA	Province of Gelderland	Lublin	Poland	10-10-1999	12-10-1999	1.698	5451
42 PUGA	Province of Noord-Brabant	Poznan	Poland	07-06-2001	29-06-2001	36.832	T1013
43 PUGA	Sint Michielsgestel	Buk	Poland	07-06-2001	10-06-2001	8.000	T1019
44 PUGA	Tholen	Ilawa	Poland	01-10-2000	01-04-2001	4.344	5489
45 PUGA	Tilburg	Lublin	Poland	01-09-2002	07-09-2002	7.440	T1094
46 PUGA	Water board Friesland	Association of Municipalities in Raba Basin	Poland	29-05-2002	06-06-2002	7.513	T1081
47 PUGA	Winschoten	Plonsk	Poland	17-03-2003	22-03-2003	14.413	T1136
48 PUGA	Deventer	Sibiu	Romania	03-10-2001	08-10-2001	12.806	T1050
49 PUGA	Leek	Ghelari	Romania	27-12-2001	07-05-2002	2.188	T1077
50 PUGA	Province of Limburg	Euregion Karpatsky	Romania	09-07-2001	15-07-2001	12.094	T1010
51 PUGA	Putten	Câmpia Turzii & Turda	Romania	04-02-2003	02-02-2003	11.916	T1123
52 PUGA	Putten	Câmpia Turzii & Turda	Romania	25-04-2001	04-05-2001	6.761	T1004
53 PUGA	Rotterdam	MPAC s.a.	Romania	18-06-2000	25-06-2000	8.477	5475
54 PUGA	's-Hertogenbosch	Focsani	Romania	30-03-2001	07-04-2001	11.068	T1007
55 PUGA	Werkendam	Tulcea	Romania	27-08-2002	01-09-2002	5.509	T1097

Type	Dutch partner	Twinning partner	Country	Start date	End date	Grant	Project Number
56 PUGA	Werkendam	Tulcea	Romania	10-02-2003	15-02-2003	4.005	T1127
57 PUGA	Dordrecht	Association of Towns and Communities of Slovakia	Slovak Republic	06-06-1999	08-06-1999	1.513	5428
58 PUGA	Gennep	Gelnica	Slovak Republic	12-06-2000	17-06-2000	7.901	5483
59 PUGA	Gennep	Gelnica	Slovak Republic	21-10-1999	25-10-1999	3.040	5445
60 PUGA	Groningen	Mikolów	Poland	16-10-1999	21-10-1999	11.218	5450
61 PUGA	Schouwen-Duiveland	Námestovo	Slovak Republic	05-12-1998	10-12-1998	5.011	5423
62 PUGA	Zoetermeer	Nitra	Slovak Republic	04-09-1999	09-09-1999	3.384	5437
1 STAGE	Dordrecht	Varna	Bulgaria	22-11-2002	29-11-2002	8.681	T1112
2 STAGE	Marum	Koprivshtica & Panagurishte	Bulgaria	19-04-1999	26-04-1999	3.138	5425
3 STAGE	Hoorn	Príbram	Czech Republic	15-02-2000	23-02-2000	4.333	5461
4 STAGE	Meppel	Most	Czech Republic	29-09-1999	02-10-1999	762	5457
5 STAGE	Utrecht	Brno	Czech Republic	25-09-2002	29-07-2002	4.413	T1093
6 STAGE	Veenendaal	Olomouc	Czech Republic	26-05-2002	02-06-2002	4.896	T1067
7 STAGE	Zeist	Slavkov u Brna	Czech Republic	14-09-2000	17-09-2000	3.765	9106
8 STAGE	Ooststellingwerf	Jõhvi	Estonia	03-11-2001	08-11-2001	5.680	T1052
9 STAGE	Alkmaar	Tata	Hungary	10-11-1999	19-11-1999	2.590	5449
10 STAGE	Kampen	Pápa	Hungary	23-04-2001	30-04-2001	1.984	T1002
11 STAGE	Krimpen aan den IJssel	Kiskörös	Hungary	09-11-2002	17-11-2002	4.625	T1065
12 STAGE	Maassluis	Hatvan	Hungary	27-09-1999	11-10-1999	3.343	5436
13 STAGE	Maassluis	Hatvan	Hungary	04-05-2001	08-05-2001	7.253	T1005
14 STAGE	Maassluis	Hatvan	Hungary	19-09-2001	24-09-2001	9.911	T1022
15 STAGE	Hengelo	Ogre	Latvia	25-11-2000	02-12-2000	10.591	9111
16 STAGE	Raalte	Sabile	Latvia	20-10-2002	27-10-2002	7.030	T1086
17 STAGE	Etten Leur	Siauliai	Lithuania	02-03-1999	07-03-1999	5.510	5406
18 STAGE	Goes	Panevezys	Lithuania	21-05-2000	01-06-2000	6.228	5456
19 STAGE	Arnhem	Lublin	Poland	06-06-1999	11-06-1999	3.479	5431
20 STAGE	Beuningen	Mikolów	Poland	17-06-2001	24-06-2001	6.371	T1027
21 STAGE	Deurne	Leszno	Poland	20-09-1999	14-09-1999	653	5448
22 STAGE	Gaasterlan-Sleat	Krzemieniewo	Poland	11-10-2001	14-10-2001	10.741	T1025
23 STAGE	Goedereede	Làdek Zdrój	Poland	23-04-2002	08-05-2002	1.791	T1054
24 STAGE	Groningen	Mikolów	Poland	24-05-1999	20-05-1999	1.934	5427
25 STAGE	Heerhugowaard	Kalisz	Poland	26-05-2002	24-05-2002	10.114	T1064
26 STAGE	Leidschendam	Jeziorna	Poland	09-04-2000	15-04-2000	5.583	5473
27 STAGE	Maartensdijk	Miescisko	Poland	23-05-2000	27-05-2000	2.894	5465
28 STAGE	Moerdijk	Jaworze	Poland	15-05-2001	18-05-2001	9.272	T1001
29 STAGE	Province of Gelderland	Lublin	Poland	06-06-1999	11-06-1999	3.479	5431
30 STAGE	Sint Michielsgestel	Buk	Poland	04-09-2002	08-09-2002	4.284	T1101
31 STAGE	Sint Michielsgestel	Buk	Poland	20-06-2002	23-06-2002	4.017	T1084
32 STAGE	Tholen	Ilawa	Poland	01-11-2000	01-04-2001	3.100	5490
33 STAGE	Tilburg	Lublin	Poland	14-03-1999	21-03-1999	2.793	5420
34 STAGE	Association of Netherlands Municipalities	Federation of Local Authorities in Romania	Romania	01-07-2004	28-09-2004	4.662	T1167
35 STAGE	Deventer	Sibiu	Romania	01-02-2002	24-10-2002	6.441	T1073
36 STAGE	Association of Netherlands Mun.	Federation of Local Authorities in Romania	Romania	25-05-2006	30-04-2006	89.811	T1167
37 STAGE	Gennep	Gelnica	Slovak Republic	28-11-1999	06-12-1999	14.439	5446

## GST Advisory Commission

Mr. Nico Schoof (chairman)  
(from 01-09-1998 to 31-12-2006 / mayor municipality Alphen aan den Rijn)

Mr. Alexander Tchernoff  
(from 01-09-1998 to 31-12-2006 / mayor municipality De Bilt)

Mr. Joost Gielen  
(from 01-09-1998 to 31-12-1999 / alderman municipality Breda)

Mr. Hans van Broekhoven  
(from 01-09-1998 to 31-12-2001 / policy advisor municipality Dordrecht)

Ms. Geertje Dimmendaal  
(from 01-01-2002 to 31-12-2004 / policy advisor municipality 's-Hertogenbosch)

Mr. Rein van der Kluit  
(from 01-01-2002 to 31-12-2006 / director general Unie van Waterschappen)

Mr. Jan Tindemans  
(from 01-09-1998 to 31-12-2001 / provincial executive Province of Limburg)

Mr. Ben Kruk  
(from 01-09-1998 to 31-12-2001 / staff member Province of Gelderland)

Mr. Wouter Groenen  
(from 01-01-2002 to 31-12-2006 / international project manager Province of South Holland)

Mr. Hans Keulen  
(from 01-01-2002 to 31-12-2006 / staff member Province of North Holland)

Mr. Bart Hessel  
(from 01-09-1998 to 31-12-2006 / professor University of Utrecht)

Representative of the Ministry of the Interior and Kingdom Relations  
(from 01-09-1998 to 31-12-2006)

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## GST Team

### Programme management

Ms. Jeanette Martin	(from 01-09-1998 to 31-05-2000)
Ms. Joeke Abbing	(from 01-06-2000 to 30-09-2000)
Mr. Norbert Pijls	(from 01-10-2000 to 31-12-2006)

### Project monitoring

Mr. Wilbert van Bijlert	(from 01-09-1998 to 28-02-2003)
Ms. Heidi Bolt	(from 01-09-2001 to 31-12-2006)
Ms. Malinda Twaalfhoven	(from 15-04-2002 to 31-12-2006)
Mr. Martijn Klem	(from 01-09-2001 to 31-12-2006)
Ms. Katja Berkhout	(from 01-01-2005 to 30-09-2006)

### Financial administration

Ms. Karin van der Loos	(from 16-01-2002 to 15-01-2004)
Ms. Gusta van Bree	(from 16-01-2004 to 25-07-2005)
Mr. Curthbert Brunkard	(from 26-07-2005 to 31-12-2006)

