

*Transnational differences in EU Funding
Programmes: A comparison of two EQUAL
projects*



Mångfald i företagsamhet



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SUMMARY

The following paper addresses transnational differences in the effects of two projects, one in the Netherlands and one in Sweden. More specifically, the projects belong to the EU funding programme EQUAL, which aims to find ways to combat discrimination and inequality in relation to work. The projects contribute to this aim by way of encouraging entrepreneurship for groups that are underrepresented when it comes to having their own businesses.

The two projects are compared and evaluated with the use of network and evaluation theory in combination with empirical data, with the intention to explain differences between project effects. Explanations are sought in similarities and differences regarding the projects' purpose, organisation and achievements. The focus of the investigation is the project management, which is based on a partnership principle. The reason is that the functioning of the partnerships is deemed to affect project outputs and outcomes. Consequently, this thesis serves to describe the projects, evaluate their results in terms of projects and partnership. Finally, on the basis of the findings, recommendations are made to help improve future projects.

This thesis aims to contribute to more knowledge about effective ways to combat discrimination and inequalities related to work. Through the analysis of the EQUAL projects, it was found that a projects purpose, organisation and effects are linked. Regarding purpose, it is crucial that it is understood by the involved partners. About organisation, the composition of the partnership and its size is of importance because it influences cooperation and satisfaction, and thereby the achievement of results.

Through interviews, content analysis, literature review and participant observation, some recommendations resulted from the research. These include that a project should be straightforward in order to reduce as much confusion and uncertainties as possible. Also, partnerships should not involve too many actors, and the roles and tasks should be defined among those involved. In conclusion, the functioning of EQUAL projects is complex, and only when the project management functions well, can their activities be useful.

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Throughout EU member states, projects of the EQUAL programme are supposed to function as laboratories, in which experiments are taking place in order to find models and ways of working that contribute to a reduction of discrimination and inequalities in the labour market. I believe that most people agree upon projects existing for such a purpose. However, it is important to assess how these experiments function and what their results are. That importance was my motivation for this project.

I have been fortunate enough to get a glimpse of the management of EQUAL projects on the local level because of an internship in Sweden, during which my interest for the functioning of partnerships was awakened. The result of the internship was the choice to focus this thesis on the partnerships. And in fact, the completion of this work has only deepened that interest, especially the intricate functioning of public-private partnerships.

When considering the period of writing this thesis, I am most grateful to Sandra van Thiel's guidance, advice and patience, which have been key to the realisation of this project. Secondly, I could not have got a better treatment and a more useful source of information about the Swedish project than I did from Anne Sjoberg, the coordinator of the Swedish project. I am thankful for Anne's efforts to make my internship a positive experience and for sharing her invaluable information. Finally, this section would not be complete without a sincere thank you to all people involved in the two EQUAL projects that have shared their experiences and views about the projects with me.

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CHAPTER 1

1. Introduction

European regional policy promotes solidarity among European regions and inhabitants. Part of this effort are the Structural Funds, which aim at endorsing economic and social cohesion and reducing economic and social disparities in the European Union (EC, 1999). There are four Structural Funds; the European Regional Development Fund, the European Agricultural Guidance and Guarantee Fund, the Financial Instrument for Fisheries and Guidance, and the European Social Fund. A portion of these funds are allocated to four so-called Community Initiatives, which exist to assist member states with Union-wide problems. EQUAL is one such initiative and is financed by the European Social Fund (ESF). The Union-wide problems that EQUAL addresses are discrimination and inequality related to work.

EQUAL's aim is to find ways to combat discrimination and inequality in, and in access to the labour market. This goal was established in the Lisbon Strategy, which strives to make the European Union the world's strongest economy by 2010 (Rydeman and Törnell, 2005). The European Employment Strategy (EES) is a tool to create conditions for full employment and greater social cohesion, which are perceived as requirements for the realization of the Lisbon Strategy. The EES states that in order for the European Union to become the strongest economy, no person should be denied a job. The EQUAL programme is part of the EES, and contributes to reducing labour related discrimination. EQUAL is also related to the European social inclusion process and the Union's overall strategy to fight discrimination in order to achieve equal opportunities for all. Fighting discrimination is a major objective of the European Union and the EQUAL programme should function as a European laboratory to find ways to combat inequality and discrimination. It does so by co-financing national projects striving for that aim. Such projects constitute the main focus of this thesis.

National projects of the EQUAL programme are based on a partnership principle in which diverse actors, both public, private and NGO's, can be involved. Such an approach fit the movement "towards collaborative governance, collaborative service provision, and collaborative approaches to addressing social problems" (Huxham and Vangen (2000:1159). Organisations work together in order to achieve collaborative advantage, which means that achievements can be reached that were not possible without the collaboration (Huxham and Vangen, 2000:1159).

EQUAL projects bring together actors in a certain geographical area or sector to cooperate in so-called Development Partnerships (DPs). Ideally they should consist of key representatives of public administration, non-governmental organizations, social partners as well as the business sector.

The EQUAL programme builds on the experiences from its predecessors, "ADAPT" and "EMPLOYMENT" (1995-2000). One important lesson from those programmes is that local or regional partnerships that involve key actors facilitate labour market integration and job creation. Hence, the requirement that EQUAL projects are built around Development Partnerships. Another lesson is to use transnational cooperation to improve the quality of results and to encourage innovative approaches. Transnational partnerships are therefore another requirement of national EQUAL projects and the two projects that will be investigated in this thesis, one Swedish and one Dutch, are transnational partners (EU, 2005).

By having partnerships, the EQUAL programme aims to “promote innovation, share expertise and spread new solutions” (EC, 2004:5). The idea is that involving all relevant stakeholders makes actions have “greater relevance, effectiveness and efficiency in addressing discrimination and inequality in the labour market” (EC, 2004:8). The partnerships are supposed to form a critical mass that have the potential to affect policy makers’ decisions and thereby facilitate lasting structural change (EC, 2004:8). The belief is that results can be achieved in DPs that one actor alone cannot achieve, and diverse actors can together bring in fresh ideas that challenge established viewpoints (EC, 2004:8). The partnership principle should thus contribute to the success of the EQUAL programme.

The aim of the present work is to evaluate two national projects in two member states and to explain differences between them. The projects will be compared through an investigation of the functioning of their DPs because the belief is that the organisation of the DP influences the achievements of the projects. Also, their achievements will be evaluated. Evaluations can be instruments to improve public management and programmes within the European Union, but for that to be realized, evaluations need to consider experiences at local level. That is what this work will attempt to do, since the projects take place at local levels in their respective countries. The focus of the two projects under investigation is to foster entrepreneurship as a way to fight discrimination and inequalities¹ and the aim in this thesis is to find out how the management of the projects has functioned (or not).

This topic has been selected since the author reckons the aim of the EQUAL programme to be important. The importance has several dimensions: one is related to the EU level (programme level) including the European Employment Strategy. Employment rates need to be raised in the member states and the EQUAL programme can contribute to that aim because a decrease of discrimination and inequalities will allow more people to enter and remain in the labour market. On another level, the aim of EQUAL as a programme is imperative in a social, humanitarian sense. Discrimination and inequalities are not acceptable and their termination should be ends in themselves.

By evaluating projects within the EQUAL programme, the wish is to move a step closer to finding ways that are effective to combat discrimination and inequalities from the view of the management of the projects, the partnerships, as well as examining the effects and purpose of the projects. The partnerships need to function for the projects to achieve their objectives, and that is a reason for the selection of a focus on their organisation. Furthermore, it is interesting to investigate how cooperation in such partnerships functions in practice, how it influences project achievements and how it is experienced by the involved partners.

1.1 Problem Analysis

EQUAL projects and their evaluation touch upon three levels: the European, the national and the project level. At the EU level, the question concerns what the EQUAL programme is addressing, which is less discrimination and inequalities in relation to the labour market. The national level refers to the identified problems in the member states that the national EQUAL projects should focus on. Finally, the projects seek to address specific problems within a

¹ This aim falls under the second pillar of the EES, ‘opening up the business creation process to all by providing the tools required for setting up in business and for the identification and exploitation of new possibilities for creating employment in urban and rural areas’ (EC, 2000:4).

geographical area or certain sector, which represents the project level. Below the problem analysis is divided over those three levels.

EU level

The problems that EQUAL addresses at a programme level are related to the Lisbon strategy. In 2000, the European Council met in the Portuguese capital. The strategy that resulted from said meeting states that the European Union should become the leading economy in the world (Rydeman and Törnell, 2005). Part of this strategy is that all member states should set targets to raise their labour participation. Hence, the problem is identified as a lack of labour participation. An instrument to achieve the goal of the Lisbon Strategy is EES, which coordinates employment policies at the European level and aims to increase labour participation for all groups in the labour market.

EQUAL, as a component of the EES, concerns an overall strategy to combat discrimination and inequalities in the labour market and to facilitate that all peoples' abilities and competencies are taken into account regardless of gender, age, ethnic background, sexual orientation or disabilities (ESF-Rådet, 2005).

In conclusion, the problem that EQUAL should address at a programme level is to combat discrimination and inequalities to raise employment rates.

National level

In the Netherlands it is deemed both economically and socially necessary to enlarge the labour market opportunities for groups with a low labour participation (Europees Sociaal Fonds, 2004:16). This necessity concerns among others, ethnic minorities and women. Although the labour market participation of ethnic minorities has improved in recent years, it still remains three times lower than for people with a Dutch nationality. It is also a priority of the Dutch Cabinet to encourage the (economic) independence of women. That is considered necessary because the difference between men and women's labour participation is large; only 38% of Dutch women are economically independent and this situation is worse for women from ethnic minorities (Europees Sociaal Fonds, 2004:27).

From the above one can see that the labour participation of women from ethnic minorities by way of entrepreneurship is in the interest of the Dutch government, which is the issue that the Dutch EQUAL project under investigation addresses, which will become clear in the below section.

The goal of the Swedish government is to create opportunities for growth and to eliminate obstacles to equality between women and men as well as barriers related to class, age, ethnic background and disabilities (ESF-Rådet, 2005). This relates to EQUAL's overall goal in Sweden, which is a working life without discrimination and inequality, and that is characterised by diversity (ESF-Rådet, 2005:48).

Problems that EQUAL projects address in Sweden regard differences in employment rates between regions, and the fact that persons with disabilities and some immigrant groups have difficulties to enter the Swedish labour market (ESF-Rådet, 2005:16). Sweden's long-term

policy is to create employment opportunities for everyone and to that purpose everybody has to be accepted and valued as individuals (ESF-Rådet, 2005:32). Based on this information, it becomes clear that EQUAL's programme aim corresponds with the national aims in Sweden.

Project level

In the Netherlands, ethnic minority organizations have indicated that there is a need for projects like *Medina* (Medina, 2005). The project addresses the problem that women from ethnic minorities lag behind in the labour market in the North of the Netherlands (Medina Application, 2001:appendix 1). It aims to increase their labour participation and thereby encourage integration (Medina Application, 2001:appendix 8). The objective is that project participants start their own businesses (Haisma and Jaarsma, 2005:3).

Consequently, *Medina* fits with the national goal to raise labour participation, in particular for women from ethnic minorities. "*In several public management plans...an increase of the labour participation of women in general and women from ethnic minorities in particular is given an important role*" (Medina Application, 2001:appendix 1, own translation).

The Swedish project *Diversity in Entrepreneurship*'s overall aim is to find ways to reinforce an organisational infrastructure that promotes entrepreneurship and diversity in the region of Katrineholm, Flen and Vingåker (DiE Application, 2002:3). This region, referred to as KFV, is one of the most vulnerable in the country because of industrial decline that has taken place in recent years (European Social Fund, 2005). The region has a low economic growth rate combined with high unemployment rates and low educational levels (DiE Application, 2002:3). Consequently, this area can benefit from a project promoting entrepreneurship to fight unemployment in the transition to a society without large industries.

Moreover, certain groups are underrepresented in entrepreneurial activities, therefore the project wants to reinforce an organisational infrastructure that encourages entrepreneurship that is characterized by diversity.

This problem analysis has shown that the programme, national and project levels are linked. The problems identified at EU programme level are translated to the national contexts in the Netherlands and Sweden and priorities on the national political agenda are translated to, and correspond to the projects. In order to achieve the above mentioned goals, an important contribution at the project level is that cooperation has to be realized in partnerships.

1.2 Problem Definition

1.2.1 Aim and research questions

The aim of this thesis is to study the results of two EQUAL projects, in terms of their purpose, organisation and effects. This is translated in the following research questions:

Central question

How can differences between the effects of the projects *Diversity in Entrepreneurship* in Sweden and *Medina* in the Netherlands be explained?

Sub questions

1. How are *DiE* and *Medina* similar/different in purpose?
2. How are *DiE* and *Medina* similar/different in organisation?
3. How are *DiE* and *Medina* similar/different in their effects?

Consequently, this thesis serves to describe the projects, evaluate their results in terms of projects and partnership, and offer recommendations to help improve future projects.

1.2.1.1 Practical Relevance

The practical relevance of this thesis is that the evaluation can lead to improvements of future projects. The conclusions of the evaluation might result in suggestions about how DPs should be organised and managed on the basis of insights into how the two under investigation have functioned and the effects they have had. Second, recommendations can be made regarding how projects can be designed in order to improve project achievements.

1.2.1.2 Academic relevance

Public administration is an integrative field that fulfils several functions. One is to use knowledge from different disciplines to unite theory and practice (Hakvoort, 1989:21). This thesis performs these functions by on the one hand gathering theoretical knowledge about the EQUAL projects, mapping the networks (partnerships) and conducting an evaluation. On the other hand, it is practical since it will evaluate the DPs and the projects' achievements and will, if possible, make suggestions for improvements on the basis of an analysis of the findings. The analysis that brings theory and practice together focuses on differences/similarities between the DPs.

1.3 Outline

This thesis does not follow a traditional structure because it integrates theory, methods and results in the next chapters, rather than having separate chapters for each topic. This is done by first explaining the theory and subsequently applying it to the EQUAL projects, describing both research methods and research findings. The reason that such a structure is chosen is to achieve a dynamic piece of work where the link between the theory and reality of the projects and the partnerships are visible.

The outline is divided over four chapters. The present and first chapter includes an introduction, problem analysis- and definition, relevance, an identification of the theories to be used and a section on methods. The second chapter deals with network theory and its application to the partnerships of the two projects, including an actor and network analysis. Then, a chapter follows where the two projects are evaluated by an examination of the project

effects. The fourth and final chapter draws conclusions on the basis of the findings, together with recommendations for similar future EQUAL projects. Throughout chapter 2 to 4 special attention is given to the fact that the project organisation is based on a partnership principle in which diverse organisations cooperate (or not) and to their purpose, organisation and effects.

1.3.1 Analytical scheme

Evaluation and network theory have been chosen as theoretical backbone for this thesis. The two theoretical approaches are combined because I need a way to evaluate that acknowledges the existence of networks. The partnerships that the projects are based on are networks and therefore a network approach is deemed suitable. The answer to the research questions will be sought in the workings of the partnerships. A network approach allows for a mapping of the networks, including an analysis of the actors in the partnerships, their position in the network, perceptions of the project and views on cooperation. Moreover, network theory is designed to help improve practice, which suits the prescriptive part of this thesis. The type of network theory used here is a qualitative type (see Kickert et al., chapter 10), which is reckoned to be better suited for the research questions about purpose, organisation and effects of the two projects. These are qualitative issues rather than quantitative ones (see project effects in chapter 3).

Evaluation theory is used to help assess the project effects and enable a comparison between the Dutch and Swedish projects. Two types of evaluation will be used: realistic and utilization-focused evaluation. Realistic evaluation deals with why projects works, for whom and in what circumstances. Differences in these aspects may explain differences in effects. The second type of evaluation, utilization-focused evaluation, is included to increase the practical relevance of the thesis. By increasing partners' interest in the evaluation they might give clues otherwise not attained, about the projects and their participation that can point to and explain differences in project effects. For more information about the evaluation strategy see chapter 3.

The two approaches are linked here because differences in partnership structure (network approach) can influence project effects (evaluation). In this thesis effects refer foremost to the partnerships since their organisation, the cooperation within them and the partners' satisfaction are deemed to be means to achieve project results. By evaluating the partnerships and looking at their organisation and functionality, clues are sought to explain differences between the results of the projects.

1.3.2 Research design

Two cases were selected. I will describe these briefly below and explain how I came to select them. Next, I will describe the methods used to study them.

1.3.2.1 Case selection

The two projects have been selected since they both focus on the second of the four pillars of the EES, which focuses on entrepreneurship. Also, the projects have similar interests and

form part of the same transnational partnership, WIDE.² Moreover, language considerations have played a part since the author speaks fluent Swedish and Dutch, which facilitates both communication and reading of documents. Geography was also an element since it was possible to conduct an internship in Sweden. This meant that it was possible to gain firsthand experience in the internal operations of the project. The other project is situated in the Netherlands, which is convenient since the author studies in the country. Thus, it was possible to meet the respective partners face to face. Following is a description of the projects.

Diversity in Entrepreneurship

The Municipalities Katrineholm, Flen and Vingåker (KFV region) are situated in the centre of the county Södermanland in middle Sweden, about 1-1/2 hour from the Swedish capital, Stockholm. The county is characterized as rural with agriculture and manufacturing industries as important features. Katrineholm is the largest municipality with 32.410 inhabitants, followed by Flen with 16.477 and Vingåker with 9.183. Katrineholm has an industrial tradition, Vingåker has a long cultural tradition and Flen has tradition in iron industry and nowadays there are high tech and manufacturing businesses (Diversity in Entrepreneurship, 2005).

The idea to create an EQUAL project came from the secretary of industry in Katrineholm who contacted the secretaries of industry in the neighbouring municipalities Flen and Vingåker. They defined three target groups; (I) women from ethnic minorities and disabled (diversity), (II) youth, and (III) culture.

The project application was accepted by the ESF council but only after it had been redrafted. A consultant rewrote the application, which differed quite substantially from the original one.

The aim as stated in the application that was accepted is “The overall aim of Diversity in Entrepreneurship is to develop strategies, methods and working practices in order to reinforce an organisational infrastructure, that promotes entrepreneurship and diversity in the region of Katrineholm, Flen and Vingåker” (DiE Application 2002:13). As can be seen in this quote, the project focuses on achieving organisational structures that encourage a climate of entrepreneurship that is characterized by diversity. Hence, organisations should be open to entrepreneurial ideas from different kinds of people. It should not matter if it is a disabled person, a young person, a woman from an ethnic minority that has a business idea. Organisational infrastructure is defined as information, consultancy, guidance and education (DiE steering group 2003:3). On a practical project level, structures refer to business supporting structures, attitudes about entrepreneurship and ways of working when meeting people with a business idea. The organisations that serve to further entrepreneurship need to realize how their ways of working prevent entrepreneurship for underrepresented groups and find ways that recognize peoples ideas and competencies. In the interplay between the people that are underrepresented and the organisations, obstacles can be identified that people in underrepresented groups face in the process of starting entrepreneurial activities. Such instances of discrimination can thereby be made visible and can then be addressed to create more equality. Hence, *Diversity in Entrepreneurship* has a dual purpose based on mutual learning where participants from the groups can profit as well as the partner organisations, that can learn from the participants in the groups.

² For more information, see <http://www.equalwide.com>

This project received much interest in the KfV region and about 30 organisations were involved from the beginning, including a mix of associations, private and public actors. Most were public actors. The municipalities in the region where the original idea came from were the core partners, but other public actors at regional and even national level were part of the partnership. In the next chapter, more details will be provided about the partner organisations.

Examples of goals that *DiE* aimed to attain was to establish a regional development organisation with the purpose to support entrepreneurship and diversity. Also, several subprojects and seminars with a focus on diversity in entrepreneurship, and a dissertation was planned. Moreover, to increase knowledge and understanding about conditions for business in the region and to develop ways of working for business support structures to further equality, diversity and a youth perspective were stated goals (for a list of goals, see appendix A).

Medina

The project *Medina* was developed because signs reached the province of Groningen that there was a need for a centre and guidance for women from ethnic minorities who wanted to start their own business. Since female labour participation in the North of the Netherlands is lower than in the rest of the country, and even more so for women from ethnic minorities, a project was developed to address the issue (Medina Application, 2001:appendix 1). The underlying motivation was to encourage entrepreneurship among women from ethnic minorities in the province of Groningen, which is situated in the north east of the Netherlands.³ *Medina* focused mainly on the city of Groningen because it was assessed that most immigrants live there. The city is important in the North of the country; it is where the facilities and the jobs are located. It is a city with industry and trade that has a young population because of the many students.

The target group for the project were women from ethnic minorities with or without rights to social benefits who already had a business idea. Women from ethnic minorities often have knowledge from their home countries that is practiced informally, for example in their homes. Such activities are for instance related to professions like hairdresser, cook, or beautician. This applies also for women who are not visible in statistics (called *Nug'ers*). The project wanted to convert that knowledge to business by offering guidance and education (Haisma and Jaarsma, 2005:5).

Two employees at the province of Groningen developed the project and sent a project application to the Dutch ESF council that was accepted. *Medina* took place between November 2001 and November 2004 and was based on the idea to realize a 'Medina', a kind of centre where the participating women could realize their business ideas. For the participants for whom it was not possible to start their own business, education and guidance towards employment would be offered (Medina Application, 2001:appendix 1). Different organisations were contacted and could submit a proposal regarding their services for the implementation of project activities, for example training. Thereafter, the most suitable organisation was selected by the project management (the DP).

³ The province has 25 municipalities with 180.747 inhabitants (Wikipedia, 2005). Groningen is the largest one. There are 5 so-called 'subtoppers' that have about 30-35.000 inhabitants and 19 small municipalities with around 10.000 inhabitants (interview 14-06-05).

There was a total of four partners in *Medina's* Development Partnership. They did not come from very diverse organisations; all are public, although one partner, Centre for Social Development (CMO) is an association (but all its money is public, according to its president). The partners were not new to each other and the project coordinator (from the province of Groningen) had the role of project leader. He had previous experience with ESF projects.

The most important goal of the project was that 40-50% of the participants would become independent entrepreneurs and that the remaining percentage should have the possibility to follow education, leading to an economically independent position. A secondary goal was to increase the labour participation of women from ethnic minorities, with or without social benefits in order to increase their integration. Finally, communication goals were formulated regarding that certain involved groups should have knowledge about the projects' results and how it was financed (for a list of goals, see appendix A).

1.3.2.2 Methods

The methods that have been used to examine the two projects are: interviews, content analysis, literature review and participant observation.

Interview as a method was selected with the purpose of meeting the partners to discuss their experiences in the DP. Face-to-face interviews, telephone and mail interviews have been used. Unfortunately, only the voice of the partners is heard in this thesis since they are the ones who have been interviewed. The participants are the ones that took part in the project activities and thus the beneficiaries of the projects and that their voices are not heard is a weakness of the evaluation (chapter 3). Ideally, the evaluation would also look for their opinions about the projects, what they felt they had got out of them and their views on the partners' contributions. Unfortunately, such a task could not be accomplished because the project activities had already ended when I arrived in Sweden for my internship (although administrative tasks still took place) and *Medina* was completed several months before the writing of this thesis was initiated. Therefore, trying to get hold of participants would have been a complicated task. There was a lack of time to conduct empirical research, and a lack of information about them. Moreover, this thesis focuses mainly on the partnerships, and therefore the choice was made to interview them. Still, it would have been interesting to hear their views on the functioning of the projects and the partners (and in the case of *Medina*, their views on the implementing actors). Nevertheless, participants' voices and opinions are included indirectly by the use of the formal project evaluation of *Medina* and information provided by the project coordinator in the case of *DiE*.

The questions posed to the partners give a picture of their involvement in the project. Questions are asked that give clues to the roles of the partner, in what way they have added to the project and their motivation to become a partner. Other questions refer to the partners' views of the project, its objectives, organisations, good and bad experiences and improvements. Questions also refer to whether the project has affected partners' ways of working, as well as contacts and networks. Finally it was asked whether the partner was aware of the results of the project and his/her view on the transnational partnership (see appendix B for the questions and C for a list of respondents).⁴ More information regarding the formulation of the questions is to be found in chapter three under section 3.4.1.

⁴ The list of questions are in English, however the language of the interviews have been Swedish in the case of *DiE* and Dutch in the case of *Medina*.

A content analysis of project documents is another method used. Project documents have been studied that I was given access to by the project coordinators. The most important documents have been the project applications and the external evaluations of the projects.

Finally, participant observation took place in Sweden during an internship in the month of April, 2005. The internship meant an opportunity to gain an insiders view of *DiE*, and I realized the complexity of this kind of projects that probably would have been very difficult to achieve from reading only project documentation. The internship resulted in the interest to focus on the partnership aspect for this thesis, since I experienced how hard it can be to achieve cooperation in a project based on a partnership. Conversations with the project coordinator, meetings with the PhD student that has followed the project, and a meeting with the external evaluator was valuable to understand the project. Moreover, a visit at the Swedish ESF council led to knowledge about the national priorities of the EQUAL programme.

After having introduced and explained the approach of this thesis, I will continue with the first empirical chapter, which deals with network theory and its application to the Development Partnerships of *Diversity in Entrepreneurship and Medina*.

CHAPTER 2

2. The application of a network approach to Development Partnerships

An important focus in this thesis are the partnerships on which cooperation in the projects are based. Differences regarding the partnerships (the DPs), including cooperation and satisfaction are thought to give clues to differences between the projects and their effects, since the functioning of the partnership is assumed to affect what can be achieved. Such differences thus answers the central research question. The DPs will be investigated by applying a network approach since the partnerships are networks and the approach in this chapter offers a way to map the actors and their involvement.

Networks consist of interdependent actors that need each others' resources to attain their goals (Kickert et al.,1997:6). They are defined as "*more or less stable patterns of social relations between interdependent actors, which take shape around policy problems and/or policy problems*" (Klijn, 1997:30). In the case of the projects, the interdependent actors are the partners in the DPs.

This chapter is divided in two parts, one theoretical and one empirical. In the theoretical part, network theory and its concepts will be explained and the theory will be applied in so far these concepts correspond with knowledge about the DPs. What is written with reference to the projects thus refers to the Development Partnerships if nothing else is mentioned. In the second and empirical part of the chapter, an actor and network analysis will be made of the DPs, using Klijn and Koppenjan (2004). The analysis takes into account that networks consist of different elements, including the actors, their strategies and perceptions, interaction- and perception patterns and rules (Klijn and Koppenjan, 2004:73).

2.1 Network theory

Network theory originates in the realization of government's limits to steer societies centrally (Kickert et al., 1997:1). Multiple organisations have to collaborate in order to solve social problems, which are not possible to solve for organisations on their own (Huxham and Vangen, 2000:1159). Problems are dealt with in networks, such as the DPs of *Diversity in Entrepreneurship* and *Medina*, in which various organisations collaborate to address the problem that certain groups are underrepresented when it comes to entrepreneurship.

There are different types of network theory and this thesis has chosen a qualitative approach in which the analysis of the two DPs is based on answers received in interviews with partners, thus on their views and experiences. There is a discrepancy between the numbers of interviews made in Sweden and in the Netherlands. I managed to talk to 21 persons in Sweden, while only two interviews were made with partners of the Dutch project. This difference is firstly due to that the Swedish DP was much larger than the Dutch one and that the representative of one (of the four) possible partners in *Medina* recently passed away. Secondly, more interviews were needed in order to be able to gain enough knowledge about the Swedish project, which is more complex than the Dutch one. A caution worth mentioning is that the information presented is my understanding of the partners' answers, and I am aware that my interpretation colours the information presented. When conducting the interviews in Sweden, it seemed like the partners were honest about their experiences in *DiE*, both positive and negative. I got the impression that there are a lot of feelings related to the project. People

revealed bitterness, disappointments and frustrations. In addition, it seemed like most partners had already left the project behind them, although it was not finished yet, which they did not try to conceal.⁵

The two partnerships under scrutiny are networks made up of diverse actors in which interactions need to be managed. That brings us to the concept of network management.

2.1.1 Network management

Network members have varying knowledge and experiences, and they represent diverse organisations. Consequently, they can have different interests and diverging perceptions. Because of such differences, there is a need to manage interactions in networks. How that is done is called network management.

In order to realize cooperative strategies in networks, actors must be convinced that they are dependent on each other and interactions need to be managed by a facilitator who assumes the role of network manager. In theory, every actor can perform the management role in a network, which focuses on improving and sustaining interactions and bringing actors' goals together (Klijn, 1997:33). Thus the network management role does not have to be filled by the government; networks are in theory horizontal and no actor is superior. In practice governments often take on a management role because of their special position and powers, which stem from resources that governmental organisations possess (Kickert et al., 1997:177). Examples are financial resources, access to mass media and democratic legitimation. Also, government is publicly accountable and should serve the public interest, which makes it acceptable as network manager (Kickert et al., 1997:179). In the EQUAL projects, the local authorities are core partners and have a leading role.

So, some actors are more central than others in a network. In the projects, the DPs are the operational entities and partners should participate in the decision making process on an equal footing, with one of the partners ensuring the administrative and financial co-ordination (EC, 2005). There seems to be a contradiction in network theory here, since it claims that any actor can perform management role and that networks are horizontal, while at the same time acknowledging that there are power differences that affect positions in a network (Klijn, 1997:33&39). Differences in power indicate that actors are *not* on equal footing and an actor that is more central and has more power is likely to have another position than other network members.

Centrality of actors refers to connectedness in a network as well as to interactions between network members. In this thesis, actors' centrality in the DPs will be investigated and is operationalized in three ways. One is to map the partners' resources since an actor's power is related to its resources (Klijn, 1997:33). The more resources, the more central the actor. Furthermore, partners were asked '*Which is your role as partner in DiE/Medina? Has it changed?*'. By letting partners define their role, they address their position and involvement in the project. The more involved, the more central.

Thirdly, interactions contribute to the centrality of actors. Frequency and variety of interaction are therefore taken into account. The partners with whom more partners mention to have had

⁵ However, when conducting interviews, one should keep the risk of social desirability in mind, which means that the interviewees might distort their answers and give idealized answers rather than true information.

contact with determine their centrality. The questions used for this aspect are '*Have new networks and contacts been created as result of the involvement in DiE/Medina? In that case, which ones?*' and '*With what other partners have you/your organisation been in contact?*' The answers give an idea of links between actors in the network.

For partners to stay in a network, the risks and costs must be reasonable and the rules of the interactions agreed upon (Klijn and Koppenjan, 2004:192). Non-financial costs like time can be hard to 'spend'. This was mentioned in interviews with project partners in Sweden who commented that in the private sector there is no possibility to spend the amount of time that was required for DP meetings. Costs also refer to making trade-offs and there are cases in *DiE* where partners dropped out because the original plan and role of the actor, for example in a certain activity, was not feasible anymore. Hence the involvement as partner was deemed too expensive. This shows that networks are dynamic and changes can take place that affect membership or the interest to remain a member (Huxham and Vangen, 2000:304).

To facilitate interactions in network, the actors' frames of reference should be taken into account. Below follows a discussion on the concepts of frames of references and perceptions.

2.1.2 Frame of reference

Peoples' frames of reference refer to their ideas about reality and their position within that reality. These ideas are used to organize and give meaning to information. Behaviour is based on peoples frames of reference (Klijn and Koppenjan, 2004:29), including actors' behaviour in networks. Frames of reference are subjective, thus it is possible to have as many problem perceptions as there are actors in a network. In addition to the individual level, institutional backgrounds influence frames of reference. The mix of individual and institutional frames of reference complicates cooperation because parties may have very different understandings of a problem (Klijn and Koppenjan, 2004:31). Diverging frames of reference can even lead to 'dialogues of the deaf' where parties talk past each other and stagnation results (Klijn and Koppenjan, 2004:31). Also, actors' different opinions and perceptions about problems and solutions can cause stagnation. To solve such a situation, Klijn and Koppenjan argue that a substantive breakthrough is needed. A breakthrough requires that actors manage to create a joint image. In a joint image, ideas and perceptions converge. This means that a mutual understanding of events and the situation is established (Klijn and Koppenjan, 2004:117). Such a change can then lead to a situation where a network manager can solve the situation of stagnation.

Actors' frames of reference are mapped in this thesis on the basis of answers to the question '*What are the main objectives of the project and have they been accomplished according to you?*' This question shows the partners' perceptions and translation of the project objectives, which is reckoned to represent their perceptions of the problem that the project addresses. An inventory is made of the perceptions to get an image of the existing differences. Differences in frames pose a problem for network management.

In a context made up of diverse actors, such as the EQUAL projects, the recognition that the actors have different goals and perceptions is necessary in order to be able to bring them together to reach an agreement (Klijn and Koppenjan, 2004:243). Perceptions stem from frames of reference and are images of problems, solutions, and other actors and developments in the environment (Klijn and Koppenjan, 2004:48).

Diverging problem perceptions can be due to differences in language. People use words and concepts without considering that they do not mean the same to all actors involved. People use professional languages that can complicate the issue in partnerships with actors from diverse organisations and sectors. In *DiE*, I was told about the different understandings of the concepts ‘diversity’ and ‘entrepreneurship’. Diversity was seen by many as ethnic diversity, while in the project the meaning was intended in a broader sense. Entrepreneurship was seen as synonymous with starting a business while in the project it also meant human creativity and capacity for innovation (DiE steering group, 2003:1).

Differences in language have also been referred to in the case of the consultant who rewrote the project application. She had another understanding of the EQUAL programme and the project than the partners. Comments that she was much further ahead were made in the interviews and the metaphor used was that of a train that went to the different partners to ‘recruit’ them to become partners in the project. One can argue that differences in language were not overcome because people did not want to ask what the consultant really meant, afraid to seem stupid in the eyes of others. Consequently however, partners had not fully understood what they committed themselves to and had different perceptions of the project. Trying to achieve a joint image, many DP meetings were spent on understanding the project and its purpose. However, different images regarding the project still remained as was found in the interviews (see step three of the actor analysis below). In *Medina* language and difficulties does not seem to have been an issue (see step three of the actor analysis).

It is difficult to change actors’ frames of reference and thus also their perceptions. One strategy is to change perceptions by ‘reframing’ (Klijn and Koppenjan, 2004:214). In *DiE* the partners needed a new ‘frame’ since the original project application was rewritten by order of the ESF council. Consequently, partners needed a new frame in which to place the rewritten application. One might argue that the partners that were involved from the beginning may have had difficulties with changing their frames of reference to the rewritten one, which changed from focusing on creating employment opportunities to a focus on structural changes. In addition, we do not know if many actors actually read the changed application. This might have added to divergent problem perceptions and frames of references. On top of this, interactions in networks involve uncertainties for the project partners, and that is the next concept to be discussed.

2.1.3 Uncertainties

Klijn and Koppenjan (2004) define three types of uncertainties; substantive, strategic and institutional (2004:6). All types deal with uncertainties regarding interactions in a network, meaning that it is difficult to know how other actors will behave. “Uncertainty stems from the fact that the behaviour of individuals is not predetermined but based on conscious and unexpected choices” (Klijn and Koppenjan, 2004:6). The first type concerns the need for information in order to assess the nature of problems. The uncertainty comes from the fact that not all necessary information is available and that actors interpret the available information differently on basis of their own perceptions. The second type, strategic uncertainty, is about the difficulty for actors to know other actors’ strategies. Strategies are hard to predict since these originate in actors’ perceptions that others are not necessarily aware of. The third type of uncertainty, institutional uncertainty, is related to actors’ institutional backgrounds. Each actor’s behaviour is guided by the organisation they represent.

Their institutional background determines their actions and consequently, there is uncertainty regarding how issues will be handled and how interactions develop. Hence, uncertainties in networks originate in that its members have different perceptions, objectives and interests as well as that they represent different organisations. These factors add uncertainty to networks and complicates interactions in networks since actors prefer to know how others will behave.

Handling uncertainties requires mutual adjustment and cooperation between the involved actors (Klijn and Koppenjan, 2004:114), who need to realize that they have different perceptions. To overcome those differences actors need to change their perceptions and agree on a solution (Klijn and Koppenjan, 2004:161). This is part of the network interactions, which are also referred to as policy games.

2.1.4 Policy games

Policy games are the interactions that take place in networks. Again, perceptions are important, for the reason that objectives and strategies that are used in policy games originate in perceptions. The more similar the actors' perceptions, the easier it is to accomplish agreements (Klijn and Koppenjan, 2004:72).

Policy games can change relations between involved actors. Actors can become connected that were not connected before. That is called network change or network formation (Klijn and Koppenjan, 2004:63). This has occurred in both projects. New contacts were reported to have resulted from the project in interviews. One comment that was made is that 'now you can simply pick up the phone and call the relevant person'. In addition, new projects have started from *DiE*, with new network formations (see appendix E) and in the Netherlands specifically the partner CMO has moved on to be part of several new projects.

Rules about the interactions, roles and responsibilities and about how to handle conflicts are important in policy games. In *DiE* the DP did not find a way to deal with conflicts. Instead conflicts have been met with conflict avoidance. An example is illustrated by the PhD student that has followed the project. During a DP meeting the team leader for the team 'youth' tells that he has been approached by a group of young refugees. They asked whether entrepreneurial activities could be arranged for them during the summer school holiday. While telling this, the team leader is interrupted by two partners. One commented that there was no link between entrepreneurship, enterprising or EQUAL in the suggestion. The other said that it was not the role of the municipalities to be a pre-school for immigrants during the summer (Berglund and Johansson, forthcoming). Instead of dealing with the conflict, it was decided that the team leader should work on the idea until the next meeting (Berglund and Johansson, forthcoming).

Policy games take place in arenas (Klijn and Koppenjan, 2004:50). The two projects have many different arenas. The DP meeting is the common arena for partners and the project activities also offer arenas. For *Medina*, arenas are for example the three day selection of the participants and the Alfa College where they followed a seven week training. Examples of arenas for *DiE* are the so-called mobilization groups in which the activities took place for the participants. In addition, the transnational partnership has offered an arena for both projects. Klijn and Koppenjan (2004) write that this kind of fragmentation can make it hard for actors to be present in the relevant arena and to gain a complete picture of what is going on and of the decision-making process (Klijn and Koppenjan, 2004:67). This can be related to what was referred to in an interview in Sweden. The interviewee said that it seemed like the project

started to 'live its own life' and that new projects were started outside the project. Moreover, an other interviewee mentioned that it was difficult to keep up with what was going on in the mobilization groups and that led to difficulties in getting a comprehensive picture of the project.

A final concept within the network approach is network size. Size is related to all the previously discussed concepts because it influences the management of the network, the amount of frames of references, uncertainties and policy games.

2.1.5 Network size

Size refers to the number of actors in a network and who those actors are. Klijn and Koppenjan (2004) note that there often is a trade-off between size and the possible added value of a network because costs and risks of interaction increase with the number of actors (2004:195). The size of the two DPs is looked at by counting the number of partners. That information is found in project documents. The difference in size of the two projects has been found to be considerable. The Swedish project had 30 partners mentioned in the project application, while the Dutch had four. In *DiE* it was decided not to exclude actors that wanted to be a part of the project. There were no clear access rules to the network and the structure of the DP can therefore be said to have been open. In such a structure, if members are allowed to come and go, it is difficult to resolve differences between network members and to coordinate action (Huxham and Vangen, 2000:1166). In the interviews about *DiE*, respondents speculated that it would have been better if access rules had been considered and that there had been a 'ketchup- effect' where people joined because others did. In contrast, *Medina* has characteristics of a tightly controlled membership structure (Huxham and Vangen 2000:1166). In such a structure, there is a designated lead organisation, which in this case is the core partner 'the province of Groningen'. Another characteristic is that the network is small and only a few organisations were contacted for participation in *Medina*. Advantages of such a structure is that it might be easier to gain agreement and to implement its agenda (Huxham and Vangen, 2000:1166). The implementation of project activities was carried out by organisations chosen by the DP from several that offered their services. The Dutch partners knew each other from the outset, which facilitated the establishment of trust in the network. However, one might argue that an open structure as in the Swedish case offers possibilities for new ideas to be introduced and more new contacts to be established. New contacts has been made in *DiE* and new networks and projects have been created. When a network is large like the Swedish one, it can divide into subgroups. That coincides with new projects that were developed outside the DP in Sweden (see appendix E for an overview of the new network formations) Probably the Dutch DP was too small for such subgroups to be created.

When it comes to exit, several partners left the Swedish project. The external evaluator in the final report on *DiE* recommended more variation in participation by organisations that wanted to follow and support the project, but that did not have possibilities to participate as partners (Stridh, 2005:11). In *Medina* the partners remained the same during the whole project and thus there was more continuity.

Regarding *who* the partners are, interviewees said that partner representatives should be matched with each other. In *Medina* they were matched and there was a division of tasks. Partners were asked to participate because of their specific knowledge. This was not the case in Sweden, instead there was more an idea of 'the more partners, the better'. Interviewees

mentioned that a better approach would be to take into account which partners have the possibility to be involved and what their mandate is, instead of letting everyone take part. Also, the importance that an organisation gives to participation in a project is reflected in whom is sent to be present at for example DP meetings. Related to this is that it is important to find support within the organisation that an actor represents. In Sweden one interviewee mentioned that it was hard to know what to do with the information and knowledge gained in the project; there was no demand inside the organisation. This supports the idea that the success of network management to a large degree depends upon the representatives (Kickert et al., 1997:58).

The discussion on network size concludes the first part of the chapter and we will now move on to the more empirical part of the chapter.

2.2 Network map

In this second section the two Development Partnerships are investigated by way of making a network map on the basis of the network approach as described by Klijn and Koppenjan (2004). The purpose of this map is to describe what the partnerships look like, who the actors are, their relations and roles. First, the actor analysis will be described and thereafter applied to the partnerships of *Diversity in Entrepreneurship* and *Medina*. It will be explained how the analysis is made, which in this case is mainly on basis of interview questions. The same goes for the network analysis that is conducted following the actor analysis.

2.3 Actor analysis

Step one of the actor analysis, referred to as “take a tentative problem formulation as starting point” is not conducted here (Klijn and Koppenjan, 2004:135). The reason is that the problem definition of the projects has been laid down in the project applications (and have been explained in the previous chapter). However, I should note that the problem perception in *DiE* has been problematic. The objectives to reduce discrimination and inequality for underrepresented groups is influenced by the need to create a well-functioning partnership. But the projects’ aim is not to create an effective partnership, but to make the obstacles to realizing entrepreneurial activities visible, and subsequently to address them. Hence, there are difficulties concerning the problem formulation, but since there is a definition, no tentative formulation will be made here. Instead, I will start with step two, which is to make an inventory of the actors in the networks, thus the partners in the Development Partnerships. The partners’ problem perceptions will then be mapped. To conclude the actor analysis an exploration of the partner’s positions in the network is attempted by looking at the resources of the partners and how involved they have been in the partnership.

2.3.1 Step two of the actor analysis

The actors are the partners in the Development Partnerships, but my analysis is based only on the partners who could be interviewed about their involvement in the project (listed below in italics). In addition to partners, the two project coordinators are included in the analysis because of their knowledge about the projects. The two projects will be analyzed separately, starting with *DiE*.

2.3.1.1 “Inventory of actors” of Diversity in Entrepreneurship

The three municipalities are core partners in *DiE*. They host the teams, have employer responsibilities and are responsible for the implementation of the project. Katrineholm has a special position in the network because the municipality is the receiver of financial support and, as expressed by the coordinator, is the ‘project owner’. All partners are listed below.

Table 1: Partners *DiE*

Description	Partner
Core partners	<i>Municipality of Katrineholm</i>
	<i>Municipality of Flen</i>
	<i>Municipality of Vingåker</i>
Cooperative partners	<i>Foundation Hälleforsnäs Industrial Estate</i>
	Swedish Trade Union Confederation in Katrineholm
	<i>County Administrative Board of Södermanland</i>
	<i>The county Council of Södermanland</i>
	<i>Federation of Private Enterprises in Katrineholm</i>
	<i>Centre for cooperative Development in Sörmland</i>
	Swedish Federation of Resource Centres for Women
	<i>County Labour Board in Sörmland</i>
	<i>Employment office for culture</i>
	<i>Employment office in Flen</i>
	<i>Employment office in Vingåker</i>
	<i>Employment office in Katrineholm</i>
	<i>Mälardalen University College</i>
	Nora Resource Centre for Women
	Swedish Board of Integration
	Workers' Educational Association in Vingåker
	Workers' Educational Association in Katrineholm
	Foundation Residential College for adult studies and Institute for leadership of Kjesäter
	<i>The Residential College for adult studies of Åsa</i>
	Nordea Bank Katrineholm
	The Bank of Södermanland
	<i>The County Social Insurance office of Sörmland</i>
<i>ALMI Business Partner Company</i>	
<i>The Swedish Association of Ethnic Entrepreneurs (IFS)</i>	
Association of Julita	
<i>Ernst & Young</i>	
<i>Swedish Business Development Agency (NUTEK)</i>	
Partners in application but never signed the co-financing agreement	Confederation of Swedish Enterprise

	Federation of Private Enterprises in Flen
	QUL Ideella Förening Resurscentrum
	HSO Katrineholm

During the course of the project, the composition of the DP has changed. Changes are common in partnerships since they are dynamic. Organisations enter or exit partnerships because their organisations change or because changes take place in the network and/or its activities. For example, organisations (or departments within them) can cease to exist or representatives take on new roles which affect their membership in the network (Huxham and Vangen, 2000:306).

The changes of the *DiE* DP are of varying nature. Examples are that the employment offices in Vingåker and Katrineholm have merged and other organisations have changed their DP representatives. Also, the project coordinator was replaced. Moreover, organisations have stopped being a partner at different points during the project. Reasons for exit include that subprojects have been discontinued, changes in personnel, and internal changes in the project.⁶ Reasons for exit are summarized in table 2 below with an example of a partner that referred to that reason. However, some partners gave a combination of reasons.

Table 2: Examples of exit of the *DiE* DP

Reason	Partner
Discontinuance of subprojects	NordeaBank
Changes in personnel	The Swedish Board of Integration
Internal changes in project	The Foundation Hälleforsnäs Industrial Estate
Unwillingness to make commitments	HSO
Lack of time	The Association of Julita
Nothing concrete happened	Ernst & Young

This “Inventory of actors” of *DiE* has shown that most partners are public organisations. It is worth noting that the private organisations that were partners all made the decision to stop being a partner during the lifetime of the project. Considering changes in the DP, one understands that it is impossible to write contracts that are able to cover changes that can take place in partnerships (IPPR 2001:41).

2.3.1.2 “Inventory of actors” of *Medina*

In the network of *Medina*, the province of Groningen has a special position because it is the applicant of the project and receives the finances. In addition, the coordinator is an employee of the province and is the one who came up with the project idea, together with a colleague. He subsequently wrote the project and defined the project process.

Table 3: Partners *Medina*

Description	Partner
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⁶ The information about reason for exit is based on the answers from representatives of the organisations, with whom I had e-mail contact or spoke with on the phone during the internship in Sweden. Exceptions are Nora Resource centre for women and the Confederation of Swedish Enterprise for which I did not manage to get the information. Instead, I got the information from the secretary of industry in the municipality of Flen.

Core partner	<i>The Province of Groningen (coordinator)</i>
Cooperative partners	<i>Centre for Social Development (CMO)</i>
	The Municipality of Groningen 1. ROEZ (Economic Affairs and Spatial Planning and Housing) 2. SOZawe (Social Affairs)

The partners in *Medina* are mainly public organisations. CMO is an association. CMO develops projects and conducts policy research in order to improve the situation of certain groups related to for example the labour market, education, care, integration and emancipation. CMO wrote the project evaluations of *Medina*.

In addition to the partners, three organisations have been contracted to implement project activities. Those are: CMC (part of the municipality of Groningen), in charge of recruitment and selection of the participants; SEON, a training and consultancy bureau which has had the responsibility for a three day orientation course of the participants as well as individual guidance of the participants; and finally, the Alfa College which has provided training and education in entrepreneurship.

No major changes were made to the DP composition; the exception is that the department in the Province of Groningen, BOA (of which the project coordinator belonged to), ceased to exist in the beginning of the project. This meant that the head of that department was no longer part of the partnership. Since that change, the same people have been involved during the whole time in the DP.

2.3.2 Step three of the actor analysis

Step three in the actor analysis is to make an inventory of the actors' problem perceptions. The focus is on their interpretation of the projects' objectives and their involvement in the partnership. The information used for this step is based on the information gathered from partners in interviews, answering the question '*What are the main objectives of the project and have they been accomplished according to you?*' This question shows the partners' perceptions of the project objectives, and thus gives an idea about their images of the problem. Below the answers are summarized in table 4 and 5.

Table 4: Inventory of the problem perceptions *DiE*

Partner	The partners perception of the project objectives:
Mälardalen University College	There are two goals: one is to mobilize entrepreneurial processes among discriminated groups and the second is to change structures.
Ernst & Young	The organisation dropped out because the project was no longer in the partners' interest. An example is that a project activity that the organisation planned was not realized. However, they never formally stated that they would dropout, it just happened.
Federation of Private Enterprises in Katrineholm	To find and visualize obstacles for the target groups and to achieve attitude- and rule changes.
Centre for cooperative Development in Sörmland	There is a double objective. The first is to change structures and the ideas in the structures. The second is to help the target groups.
The county Council of Södermanland	The objectives became more visible at a later stage in the project, but there were so many activities that it made it difficult to get a whole picture.
County Labour Board in Sörmland	The goal is diversity in entrepreneurship, to stimulate the ones that have not started own businesses before.
County Administrative Board of Södermanland	To change structures, however it seemed like the objective was to mobilize the identified groups, but the purpose was to use the groups to test the structures. But that purpose was not clear. Took a while before understanding was reached that the project was not about employing more people.
Municipality of Vingåker	investigate what structures lead to discrimination at the work market.
Municipality of Flen	To change the mentality of the inhabitants, to break loose from their industrial mentality, to make people more positive. Another interviewee from the same partner mentioned that the objective was to find and encourage people to start their own businesses and to support them. A third respondent said that the most important objective was to identify the obstacles for the identified groups to start their own businesses.
Municipality of Katrineholm	In the beginning the objective was to find what obstacles exist for the target groups to start a business in order to be able to prevent it. Objective changed the last project year and the roads towards changing attitudes have not been found.
The Swedish Business Development Agency (Nutek)	The organisation is a financing partner. Financed the research because they reckoned that it would be interesting to see how the project could develop views on entrepreneurship.
Employment Office for Culture	To change the organisation from within, which would lead to new inputs and growth.
The County Social Insurance office of Sörmland	For people, especially women from ethnic minorities, to enter the labour market and start own businesses.
The Residential College for	The encompassing goal was to increase diversity in entrepreneurship, to remove structural obstacles. In the beginning it was

adult studies of Åsa	confusing to understand EQUAL and the objectives of the project.
ALMI Business Partner Company	There were two goals from the beginning. One was to make actors better in the area and the other to better inform target groups. The actors need to become better in order to improve situation for the target groups.
Foundation Hälleforsnäs Industrial Estate	(For this organisation it was) to contribute to that opportunities increased for culture workers to have their own businesses. Another representative of the organisation said that the objectives were to changes attitudes about entrepreneurship and to strengthen the KFV region.
The Swedish Association of Ethnic Entrepreneurs	Does not have insights regarding the objectives of the project
Employment Office in Flen	To change structures.
Coordinator	The most important goal was to create a structure on organizational level by developing models and ways of working resulting in that DP partners should support people that have entrepreneurial ideas, irrespective of <i>who</i> they are.

By analyzing the 19 partners' (including the coordinators) translations of the project objectives as represented in table 4, one can conclude that differing problem perceptions exist.

Nine partners had understood that the project had a dual purpose as the project application states (thus to focus on both people in the mobilization groups and the partners who represent structures). Three of those partners explicitly mentioned that the project aimed at identifying obstacles for the identified groups to start their own businesses and four mentioned the importance of an attitude change towards entrepreneurship in the region.

Four interviewees regarded the objectives to be most connected to the partners and structural changes. In contrast, a cluster with focus on participants is made up of two organisations.

Three partners said that it took time before the goals became clear, and one of those that it was difficult to get a complete picture of the project. One partner did not have insights regarding the objectives of the project.

In conclusion, partners share perceptions in three clusters; one about the changing structures, another about a focus on participants and a third that include both the others. It is noteworthy that many answers are vague and mention structures, but without defining what they mean by structures. The term is used in the formulation of the project aim (see section 1.3.2.1), and that might be why it is used. It would be interesting to investigate what they think structures mean in a more concrete sense. Unfortunately that is not in the scope of this thesis, but would be included in a new round of interviews with partners.

Table 5: Inventory of problem perceptions *Medina*

Partner	The partners perception of the project objectives
Coordinator	To bring as many of 50 women as possible to the labour market as entrepreneurs.
CMO	To help women to start an independent business.

From the answers one can conclude that the partners share the problem perception that the project aimed at women starting their own businesses. These two partners have managed to achieve a joint image in which ideas and perceptions converge.

2.3.3 Step four of the actor analysis

Step four in the actor analysis deals with the positions of actors and their dependency relations. The first way to determine dependencies is to look at the actors' resources since these give a clue on the dependency relations (Klijn, 1997:33).

There are different types of resources defined by Klijn and Koppenjan: Financial, Production, Competencies, Knowledge and Legitimacy (2004:144). The resource knowledge means specialized knowledge. Production is referred to what is needed to realize the project and is translated to be premises and contacts needed to realize project activities. Competencies refer to the power to make decisions. An organisation that has legitimacy has the ability to give or withhold legitimacy from decisions and give the project extra weight (Klijn and Koppenjan, 2004:145). Financial resources refer to money, but all *DiE* actors are mapped here as possessing financial resources, although most partners co-finance with time instead of economically. The scores in table 8 and 9 below have been established on the basis of data

gathered about the organisations together with descriptions in the project applications about the partners' justification for involvement and intended contributions. Moreover, the tables have been checked for accuracy by the project coordinators that have detailed knowledge about the partners.

Before the partners' resources are mapped and an assessment of partners' roles is made, financial information about the projects is presented.

The EQUAL programme is co-financed by the European Union. Thus, the national projects are jointly financed by the member states and the European Commission (the ESF councils). In Sweden and the Netherlands, 50% of the project budget is a contribution from the national ESF council and the other 50% is what the partners commit themselves to contribute with (EC, 2005).

DiE

The total budget of *DiE* was 16000911 SEK (1,702,563 EUR).⁷ The EQUAL programme covers 50% and the DP the other 50%, thus the ESF contribution was 8000000 SEK (851,233 EUR) and the same amount came from the DP. The municipalities were expected to cover 25% of the DP contribution and the other partners the rest. The budget is divided over the years (see table below for an overview) and of the total, public financing is 6463544 SEK (687,748 EUR) and private 1537367 SEK (163,582 EUR) (*DiE* Application 2002:48). Hence there is more public than private money.⁸

Table 6: *DiE* Budget spread over years

Year	Amount
2002	2195733 (233,635 EUR),
2003	5972578 (635,507 EUR)
2004	6023066 SEK (640,879 EUR)
2005	1809534 9 SEK(192,542 EUR)
Total	16000911 SEK (1,702,563 EUR).

The amounts are spread over the three teams and the activities taking place in those groups. Team Diversity received ca 56 % of the total budget, Youth ca 28 %, and Culture ca 16 % (*DiE* Application 2002:19, 54-56).

Some partners contributed with money. Those are the three municipalities, Katrineholm, Flen and Vingaker, (Katrineholm with the largest amount, followed by Flen and Vingaker), The County Administrative Board of Södermanland, the County Council of Södermanland, the Bank of Södermanland and NUTEK. All the rest contributed with their time.

What is important to note is that the total budget of 16000911 SEK (1,702,563 EUR) turned out to be about 10000000 SEK (1,062,269 EUR), among others because the partners had overestimated their possibilities to contribute.⁹

⁷ 1 SEK= 0.106404 EUR (<http://www.x-rates.com/d/SEK/table.html>)

⁸ All calculations made using the cash calculator at <http://www.x-rates.com/calculator.html>

⁹ The information is provided by the project coordinator.

Medina

For *Medina*, the total budget was 731.500 EUR, 365.750 from partners and the same from the ESF council. The province of Groningen co-financed with 58.367 EUR and SOZawe (Social Affairs) 316000 EUR. The budget spread over the years is illustrated below.

Table 7: *Medina* Budget spread over years:

year	amount
2002:	262.000 EUR
2003	260.900 EUR
2004	208.600 EUR
Total	731.500 EUR

The figures have been found in the project application and the project coordinator has confirmed that they are correct. Hence, in contrast to *DiE*, no changes have been made from the original commitments about financial contributions. Additional information is that CMOs finances are public, although it is an association. 65% comes from the province of Groningen and they compete about the other half on the market. Their turnover is 3.7 billion EUR (information provided via e mail).

In sum, the Swedish project has had about 330.769 EUR more than the Dutch project. However, one needs to take into account that the Dutch resources are only in money while in Sweden a large portion is counted in time, with only a few partners contributing with money. Moreover, exact numbers are hard to attain since the ones in the project application do not correspond to reality. If using the ones in the application, the amount in money was 241,796 EUR and that amount for *Medina* is 365.750 (since ESF on top of that provides 50%). Hence, 'cash wise' *Medina* has in all cases had more than *DiE* (since the amount could only decrease for *DiE*'s part). Moreover, it is hard to compare actual costs and benefits since the projects are different in purpose. Let us turn to the resource maps to include more resources (table 8 and 9).

Table 8: Resource map *Diversity in Entrepreneurship*

Partner	Financial	Competencies	Production	Legitimacy	Knowledge
Mälardalen University College	X			X	X Scientific knowledge
Ernst & Young	X				X Private sector knowledge
Federation of Private Enterprises in Katrineholm	X				X Practical knowledge with own businesses
Centre for cooperative Development in Sörmland	X	X Member of presidium ¹⁰			X Knowledge as businesses promoter and consults and about how to work in a cooperative manner.
The county Council of Södermanland	X			X Legitimacy as a large public organisation	X Knowledge about youth
County Labour Board in Sörmland	X			X Legitimacy as an authority	X knowledge about employment issues
County Administrative Board of Södermanland	X			X Legitimacy as authority	X Knowledge about the preconditions for regional growth
Municipality of Vingåker	X	X	X Availability of premises and is a core partner	X Legitimacy as municipality and	X Knowledge about culture
Municipality of Flen	X	X	X Availability of premises	X Legitimacy as municipality	X Knowledge about youth issues
Municipality Katrineholm	X	X	X Production by way of	X Legitimacy as	X Knowledge about diversity issues

¹⁰ The presidium is the form of steering group in *DiE*

			availability of premises	municipality	
NUTEK	X			X Legitimacy as authority	X Knowledge about industry nationally
Employment Office for Culture.	X		X Production by contacts with culture workers		X Knowledge about culture issues and local working situation
The County Social Insurance office of Sörmland	X			X Legitimacy as authority	X Knowledge about social insurance laws
The Residential College for adult studies of Åsa.	X		X Use of premises, education and training		X Knowledge about working with discriminated groups
ALMI Business Partner Company	X				X Knowledge as businesses promoter and consultants
Foundation Hälleforsnäs Industrial Estate	X		X Use of premises		X Knowledge in area of culture
The Swedish Association of Ethnic Entrepreneurs	X				X Knowledge as businesses promoter and consultants for ethnic minorities
Employment Office in Flen	X		X Production since they can reach participants	X Legitimacy to make decisions about labour market issues	X Knowledge about local labour market.
Coordinator			X Production as node in the DP		X Knowledge about EQUAL and the project

In *DiE*, the municipalities are the partners who have contributed most financially. They are also the only partners possessing resources in all five categories. From the table one can read that other actors that have much resources (in three or four categories) are the employment Office in Flen, the Residential College for adult studies of Åsa, the County Labour Board, the County Council, the Centre for Cooperative Development, the Federation of Private Enterprises, Mälardalen University College, Foundation Hälleforsnäs Industrial Estate and the County Social Insurance office of Sörmland. These organisations are all public, except for the Federation of Private Enterprises which is an association. The coordinator does not have much resources, but then she is not a partner but employed by the partnership. As I have been told, it is worth noting that without the coordinator's involvement and attempts to engage partners, much less would have happened. Hence, the coordinator is an important actor even without the possession of resource, which means that power in a network is not solely attached to resources.

Table 9: Resource map *Medina*

Partner	Financial	Competencies	Production	Legitimacy	Knowledge
Coordinator		X	X Production as premises	X Legitimacy as authority	X Knowledge about the project and project management.
CMO		X	X Contacts with ethnic minority organisations needed to realize project	X	X Knowledge about ethnic minority organisations
SOZawe	X 316,000 EUR	X		X Legitimacy as authority	X Knowledge about women with social benefits

In *Medina* the resources are equally divided over the partners and there seems to be a match between them. They all have resources in four categories. SOZawe has a special position as the financial contributor and the province of Groningen as financial recipient and project applicant. The most important resource of the partner RO (part of the municipality of Groningen) was knowledge about housing, according to the coordinator.

We will now map the roles of the partners in both projects. The information in the table is based on answers to the question ‘Which is your role as partner in *DiE*? Has it changed? A change indicates a change in involvement in the project. I also asked if they considered themselves as active in the interview even though that was not a formulated question. In addition to information from interviews, knowledge is used that was gathered at the internship and the coordinators have approved the tables.

Table 10: Assessment of role and position of partners *DiE*

Partner	Involvement of partners
Mälardalen UC	Active partner, have conducted research during the project.
Ernst & Young	The partner has not been active and decided to discontinue involvement.
Federation of Private Enterprises in Katrineholm	Was active in the beginning and part of the steering group, but engagement has decreased. Went to a project that was result of DiE, called 'Nya Uppdraget'.
Centre for cooperative Development in Sörmland	Active partner from the beginning to the end. Part of the steering group and then the 'presidium', has been active in the mobilization groups and went on transnational meeting to Italy.
County Administrative Board of Södermanland	The organisation was active in the beginning, but then there has been a restructuring at regional level and the partner became inactive.
County Labour Board in Sörmland	The contact person that was interviewed was involved the first year of the project, but then another contact person that was less active became the contact. Finally a third person was appointed.
The county Council of Södermanland	The partner never found a role in the partnership. Felt they were not supposed to be a core partner, and that made it feel incorrect to be engaged. Thus the organisation has not been very active.
Municipality of Vingåker	The municipality is a core partner and has been relatively active, a reflection of the interviewee is if one has been active enough.
Municipality of Flen	In the steering group the municipalities were dominating, Flen was the chair. With the presidium the role changed. Another interviewee from the municipality thought that the interest from the organisation has not been big. A third representative from the municipality said that the municipality is a core partner but that it is hard to define its role since it consist of many different parts
Municipality of Katrineholm	Municipality active as core partner. The role changed when the application was rewritten, other organisations gained importance. The question has moved in the municipality from the industrial department to the educational department.
NUTEK	Role was to co-finance the research. Has not been active as partner and that was not the purpose either.
Employment Office Culture	Have not been an active partner, but their role was never intended to be active.
The County Social Insurance office of Sörmland	The project was in the beginning focusing on a more general level, but that changed and it was split into groups. It became less interesting for the organisation to participate. The role and what has been expected has not been clear. The organisation is often viewed as a financing partner and so in this case. That can be one reason for the passivity of the organisation. Decided not to be a part of the project since year 2005 because the project had become focused on individuals and that is pursued in the daily activities of the organisation. Did not think that got back what one contributed with.
The Residential College for adult studies of Åsa	Has been an active partner, taking part in activities and has contributed with knowledge

ALMI	Has not been active, had made commitment to one subproject. Has added questions regarding the role of business promoting organisations.
Foundation Hälleforsnäs Industrial Estate	Was active in the beginning (in the culture team). The organisation stopped being a partner because the focus on culture has disappeared.
The Swedish Association of Ethnic Entrepreneurs	Was engaged in the beginning but too much time was spent on administrative issues that did not concern the identified target groups. The involvement became less. Could have played a larger role as organisation, have participated when it was asked.
Employment Office Flen Coordinator	The role was to find suitable participants for the project and to participate in the DP. Has not been very active Started as partner from Foundation Hälleforsnäs Industrial Estate and then from Employment Office in Flen. Became coordinator in 2003. Active as coordinator.

From table 10 one can conclude that seven partners of the 19 can be identified as active partners (including the coordinator). Those are the three municipalities, Mälardalen UC, Centre for Cooperative Development and the College for Adult Studies at Åsa. Four partners were active in the beginning, but their involvement decreased: the Federation of Private Enterprises, County Administrative Board, County Labour Board, the Swedish Association of Ethnic Entrepreneurs and Hälleforsnäs Industrial Estate. Seven partner are classified as not being active; Ernst & Young, the county Council, NUTEK, Employment Office for Culture, ALMI, Employment Office in Flen and the County Social Insurance office. In conclusion, as many partners have been active as inactive.

Table 11: Assessment of role and position of partners *Medina*

Partner	Involvement of partner
Coordinator	The province is the project applicant. The interviewee has been crucial in the development of the project and has been the project leader. This role has not changed, and the partner has been active the whole time.
CMO	The role was to contribute with knowledge about ethnic minorities and their organisations, and contribute with research, including evaluation. The role has not changed and the partner has been active.
SOZAWE*	The role was to contribute with knowledge about the situation of women with social benefits and to contribute financially. Partner has been active.

*Information about this partner has been provided by coordinator since no interview has taken place.

From table 11 one can see that all partners have been active and have had defined roles, which have remained the same. I asked the coordinator specifically about the activeness of the partners and he said that all partners have been active, although the involvement has had ‘ups and downs’. The province of Groningen has had the role of project leader and is described to have had a lot of ‘drive’ as expressed by CMO. Hence, it is reasonable to assume that the coordinator has been the most active.

2.3.4 Conclusions of the actor analysis

From the answers presented above, one can conclude that the Swedish partners’ problem perceptions differ, even after the project had been going on for three years. However most understand that the project has aimed at changing structures, although it is not clear what they meant by structures. In contrast, in *Medina* problem perceptions do not seem to have been an obstacle; the partners are clear about the projects’ objectives. The differences in ideas about the project objectives in *DiE* can be argued to have two causes. First, the partners have diverse frames of reference since they represent many and diverse organisations compared to the small and more homogeneous *Medina* DP. Another explanation regards the difficulties that have been mentioned by partners to understand the purpose of the project. This can be caused by the change from a focus on employment to changing structures. It seems as if the perceptions of the partners have not been able to merge enough in *DiE*, thus overall failed to build a joint image with a ‘dialogue of the deaf’ and stagnation as a result. Such a situation is likely to have entailed more uncertainties in the *DiE* partnership compared to *Medina*.

About partners’ role and involvement, one can see that many partners in *DiE* were more active in the beginning of the project, but that the degree of involvement decreased for some. Reasons that were given point to changes in the project that led to a loss of interest among

partners and undefined roles. As many are identified here as active as not (seven) (for details, see above).

For *Medina*, all partners have been active during the whole project, although the commitment has not been consistently strong all the time (which is understandable during a three year long project), and the coordinator has been most active. None of the partners in *Medina* decided to leave the project, while some did in *DiE*. It is worth noting that those are mainly the private organisations. This might be related to the fact that those organisations do things differently (Huxham and Vangen, 2000:297) and that those differences are hard to overcome in partnerships with private and public actors. Moreover, as mentioned above, private organisations referred to that they wanted more action, while this was not mentioned as a problem by public actors. When asking partners in *DiE* why they ended their partnership, different answers were given. Examples are lack of time and reorganisations. It has also been speculated that partners lost interest in the project when they realised that the focus would be on their own organisations and possible obstacles within them (and not only on the participants). Another example I heard was that partners dropped out when they understood that the network structure required partners to take initiatives. However, these have not been reasons given by representatives of organisations in interviews, but should be considered speculations. The differences in involvement between the partners means that there has been more continuity for *Medina* than for *DiE*.

Resources are more equally distributed in *Medina* than in *DiE*, where the municipalities have most, giving them a special position. Moreover, they are core partners, host teams, and have employment responsibilities. Involvement seems to correspond quite well with the possession of resources in *DiE*, thus the partners that have most resources have been active. The ones that have been active all had resources in (at least) three categories. However, some of the inactive partners have much resources as well (examples are the employment offices, the County Administrative Board, and the County Social Insurance office). Consequently, inactiveness does not seem to correspond to the possession of resources. Also, the Swedish project coordinator, who does not have much resources, has been active. This indicates that one cannot assume that network members that possess resources, and thereby power, have a more central place in a network if centrality and power are related as network theory assumes.

2.4 Network analysis

A network analysis is an “analysis of interactions, relations and rules” (Klijn and Koppenjan, 2004:151). It is about the contact patterns between actors and can help to find out who the central and peripheral actors are in a network and which links exist between actors. Here the interactions of the partners are mapped by taking frequency and variety of interaction into account.

From the interviews with the partners, information has been gathered regarding with whom the partners have had most contacts with in the network. This information will be used to give an image of the centrality of actors in the network. The more interactions, the more central. In addition, some information has been provided by project coordinators regarding frequency of meetings.

The information in table 12 and 13 below is based on the answers to the questions ‘Have new networks and contacts been created as result of the involvement in *DiE*? In that case, which ones?’ and ‘With what other partners have you/your organisation been in contact?’ The answers are believed to give an image of the variety of interactions between the

actors by way of knowledge about with whom the partners interact. The answers thus give clues on the links between actors in the network (Klijn and Koppenjan, 2004:151).

Table 12: Interactions *DiE*

Partner	Most interactions with
Mälardalen University College	The interactions have been heterogeneous. Have had intensive and good contacts with The Bank of Södermanland until they stopped as partners. Have been engaged in activities with resource centres and County Administrative Board of Södermanland. Have had most contact with partners that have been able to identify with the project. The PhD student has made many contacts.
Ernst & Young	The interview did not focus on interactions, but on why the organisation stopped its involvement. It became clear that the partner only had contact with the first project coordinator.
Federation of Private Enterprises, Katrineholm	Answered 'do not know'
Centre for cooperative Development in Sörmland	Most with the local industry departments in the three municipalities. Commented that she has met many new contact that she would not have met without the project.
The county Council of Södermanland	Most with team leader for Youth. Commented that she has met interesting people because of the project.
County Labour Board in Sörmland	Mostly with the municipalities and coordinator. Commented that they got new foreign contacts.
County Administrative Board of Södermanland	No new contacts for the organisation as a whole, but the interviewees mention that there was much contact with the coordinator, IFS and Centre for Cooperative Development in Sörmland.
Municipality of Vingåker	Most with the municipalities and people that have been committed to the project.
Municipality of Flen	A lot with Centre for cooperative Development in Sörmland because of the presidium. Another representative of the municipality mentioned to have had most contact with the team leader of the Diversity team (which now is involved in the project NEEM) and Centre for cooperative Development in Sörmland. A third person mentioned most contact with the other municipalities.
Municipality Katrineholm	Mostly with the other municipalities. Also with NEEM, the folk high schools and ALMI
Nutek	The interview did not focus on this question, but considering that NUTEK's role is connected to the research, one might argue that the most important contact has been Mdh.
Employment Office Culture	Persons in Culture team and the municipality of Vingåker
The County Social Insurance office Sörmland	The ones they normally are in contact with, especially County Labour Board in Sörmland.
The Residential College for adult studies of Åsa	The municipalities the most, and ABF (but that is not a new contact)
ALMI	The coordinator
Foundation Hälleforsnäs	No certain partner.

Industrial Estate	
The Swedish Association of Ethnic Entrepreneurs	NEEM, ALMI, resources centres and the Bank of Södermanland
Employment Office in Flen	No new contacts
Coordinator	Mentioned many new contacts, but not any partner in specific.

On basis of information in the above table, the municipalities have been mentioned by more partners than others followed by the coordinator, the Centre for Cooperative Development and members of the three teams. Finally, NEEM is mentioned frequently together with the comment about interactions taking place with partners that have been committed to the project. About the question of new networks and contacts have been created, most respondent answered affirmatively.

DP meetings were supposed to take place two times/year, but the frequency decreased until spring 2004 when the last meeting was held. After that, meetings were only held regarding specific issues. The steering group met about once a month, as did the teams. Meetings for most involved parties seem to have become less in numbers during the lifetime of the project.

Table 13: Interactions *Medina*

Partner	Most interactions with
Coordinator	New contacts have been established with the project, both nationally and transnationally. Most interactions have been with the DP partners and both CMO and SOZawe are organisations that the partner comes in contact with in other situations.
CMO	New contacts are with employers organisations and educational institutions. Most interactions with the municipality of Groningen, but interactions as well with SEON, Alfa College and ethnic minority organisations in the first phase of the project.

In *Medina*, most interactions have taken place with other DP members, but CMO also mentioned interactions with employer organisations and educational institutions (the implementing partners SEON and Alfa College) as well as ethnic minority organisations in the beginning of the project when they were trying to recruit participants.

The project coordinator has informed me that meetings were held on average once a month.

2.4.1 Conclusions of the network analysis

Centrality in the network was defined by resources and amount of interactions. The municipalities are the central actors in *DiE* as well as the Centre for Cooperative Development. The coordinator is also a contact mentioned by several partners and the new project NEEM. For *Medina* it is hard to draw conclusions about interactions, since there are only two answers which is not reckoned to be enough to discern a pattern of interaction.

This chapter has explained and applied the network approach. An analysis of the actors, their problem perceptions, resources, and involvement have been made as well as a network analysis that focused on interaction among the partners. What has been found so far is that the large DP size has influenced the functioning of the partnership since it is more difficult to coordinate a large network that inevitably includes more problem perceptions and uncertainties than a small one. Moreover, we have seen that involvement is related to resources, but inactiveness is not, thus a separation of these concepts might be necessary in the network approach. Another observation is that possession of resources does not fit with the equality in networks. Hence, not only partners with much resources can achieve a central place in a network (an example is the Swedish project coordinator). Another note on the same issue is that one of the resources used here, competencies, raises questions. If competencies refer to the authority to make and withhold decisions in a network (as defined by Klijn and

Koppenjan, 2004:145), there is a tension with the claim that actors in a network are on equal footing. Finally, we have learned that the projects and the understanding thereof are very different in the two projects. The problems with understanding the project goals seems to have affected the functioning of the network, as claimed by Klijn and Koppenjan (2004:31), negatively in the Swedish case, and positively in the Dutch case.

CHAPTER 3

3. Evaluation of Development Partnerships

3.1 What is evaluation

The field of evaluation has risen with government's social responsibilities (Rossi, Lipsey and Freeman, 2004:8-11). Evaluation has an academic side, but is also practised to inform public management and policy making (Rossi et al., 2004:12). In general, the role of evaluation is to "provide answers to questions about a program that will be useful and will actually be used...its purpose is to inform action" (Rossi et al., 2004:20).

Evaluation has its origin in the United States at the end of the 1950s with the need to review how the USSR got Sputnik into space (Presentation DG Budget, 2005). At an early stage, evaluation took place in the field of education and public health and then as aid to decision-making. In the 1960s articles and books on the topic surged and in the later years of the decade and into the 1970s evaluation became fashionable (Presentation DG Budget, 2005). In the early 1970s, evaluation became a separate field in the social sciences (Rossi et al., 2004:9).

In Europe, the development of evaluation started in the Northwest European countries (United Kingdom, Sweden, Denmark and the Netherlands), but now all European countries practice evaluation suitable for their cultural contexts (EC, 1999:19, vol1).

Evaluation in the European Commission started in the 1980s and in 1991 about half of the Directorate Generals had an evaluation unit (EC, 1999:23, vol1). Since the year 2000 all EC activities have to be evaluated (Presentation DG Budget, 2005). Consequently, evaluation of the EQUAL programme at the EU level, of the national EQUAL programmes at member state level, and of the project evaluations at local level are mandatory. Programme evaluation at member state level is organised by each member country and the evaluation at EU level is the responsibility of the Commission (EC, 2005), who is responsible for synthesising the evaluations from the national level (EC, 2000:9). As indicated here, evaluation can take place at different levels; policy, program and project (EC 1999:30, vol1). This evaluation is a project evaluation and thus does not aim to evaluate EQUAL as a programme.

The definition of evaluation by the EU is "judgement of interventions according to their results, impacts and the needs they aim to satisfy" (EC, 2004:9). Evaluation has a threefold aim in that it contributes to the understanding of the functioning of public policies and programmes, it helps to estimate their effects, and to judge their values and improvements (EC, 1999:18, vol1). Findings can be used to modify programs or inform decisions to end or start a program (Rossi et al., 2004:20).

There are no detailed standards or ethical guidelines for evaluations (Rossi et al., 2004:420), which means that it is a field that is open to interpretation. Also, its practitioners are diverse. They are eclectic in their activities, in disciplinary training, perspectives about appropriate methods, etc. (Rossi et al., 2004:420). Not only are the practitioners diverse, evaluation is practiced differently across national borders. Institutional peculiarities of countries result in differences in the implementation of evaluation and how findings are used (EC, 1999:44, vol1).

In conclusion, evaluation takes place at different levels, with different purposes, methods, and by diverse practitioners. On top of that, there are different kinds of evaluations. For an orientation of this varied field of social research, I will present an overview of what is available below.

3.2 Types of Evaluation

”There is no golden rule about evaluation technique” (EC, 1997:42). Consequently, there is a need to find the most suitable approach from the different existing types of evaluation for the situation at hand. Types of evaluation are connected to the purposes for which they take place. Three purposes can be distinguished; facilitating improvements, rendering judgements and/or generating knowledge (Patton, 1997:65). A formative evaluation is made for improvement and examines ways to enhance the management and implementation of programmes (EC, 1997:23). A summative evaluation aims to determine the effectiveness of programmes and analyse its impacts (EC, 1997:24). A summative evaluation is a judgment of performance (Rossi et al., 2004:36) and is therefore about rendering judgement, the second purpose mentioned above. Finally, knowledge oriented evaluation is conducted with the purpose of knowledge generation (Rossi et al., 2004:38). No action is expected from the findings, but it does contribute to thinking, and the findings increase knowledge.¹¹

This thesis offers an academic evaluation, undertaken with a knowledge-oriented purpose which intends to investigate projects effects. The effects are the outputs and outcomes. Two types of outputs have been defined. Outputs that refer to project activities and goals are labelled type 1 and since the interest lies with the partnerships, outputs type 2 refer to cooperation and satisfaction in the partnerships. Outcomes are the potentials that can be realized as a result of the outputs.

Evaluation can take place at different points in time. ‘Ex ante evaluations’ take place before the intervention to be evaluated is implemented. ‘Mid-term evaluations’ are made during implementation and ‘ex-post evaluations’ on or after the completion of a programme (EC, 1997:24). My evaluation takes place after the projects have ended; consequently, this is an ‘ex post evaluation’. The activities of the Swedish project ended the May 30, 2005,¹² and the Dutch project ended in November 2004.

In addition, evaluations can be distinguished by evaluator’s role and relation to the stakeholders. A distinction is made between internal and external evaluation. Internal evaluations are performed by members of the organization that is conducting the activity being evaluated. External evaluations are performed by persons outside the organization (EC, 1997:24). This evaluation is mainly external. However, the evaluation of the Swedish project is also somewhat internal since an internship of one month’s duration has been part of the research.

Another distinction that can be made is between the issues that evaluations address. There are five different types; needs assessment, assessment of program theory, assessment of program process, impact assessment (also referred to as impact or outcome evaluation), and efficiency

¹¹ It is worth noting that falling under these broad types are many kinds of evaluation focuses. For an example see Patton (1997:192-194).

¹² However the project has been extended until August 31 for administrative reasons, although no activities take place.

assessment (Rossi et al., 2004:54). This evaluation falls under two types. An impact assessment, which is about whether a program has resulted in the desired effects by assessing outcomes and unintended side effects (Rossi et al., 2004:58). This assessment is paired with another type, an assessment of the program process that describes how a program is functioning and operating, which in this case regarding the DP's (Rossi et al., 2004:199). These two types are combined since the project process influences and gives information about effects (Rossi et al., 2004:58). Also, the partner organisations' satisfaction with the project process will be investigated (assessment of program process), which also is linked to project effects.

Evaluations can be independent, which means that the evaluator is responsible for it. Instead of independent, evaluations can be participatory, which entails that the evaluator works together with stakeholder groups. An example of a participatory evaluation is utilization-focused evaluation. Components of utilization focused evaluation are used for this evaluation (Rossi et al., 2004:51) (see below for more information). Yet another way is an empowerment evaluation that emphasizes a relation between stakeholder and evaluator that is participatory and collaborative. The role of the evaluator is to consult and to facilitate the development of the capabilities of the stakeholders (Rossi et al., 2004:51). This evaluation is principally an independent one.

After this overview we will turn to the choices that have been made for the evaluation of the projects *Diversity in Entrepreneurship* and *Medina*.

3.3 Evaluation approach of the projects

Two types of evaluation focuses have been selected. One is utilization-focused evaluation and the other is realistic evaluation (Patton, 1997; Pawson and Tilley, 1997). Below is a short description of the two types and how they will be used, before the evaluation of the two projects will be initiated.

3.3.1 Utilization-focused evaluation and its application

Utilization-focused evaluation focuses on the intended use of evaluation results by specific persons or groups (Patton, 1997:60). "The *focus* in utilization-focused evaluation is *intended use by intended users*" (Patton, 1997:20, original italics). This type of evaluation is a response to the idea of the non-use of evaluations; if intended users are involved in the evaluation process, feel ownership of it and its findings, the chance of its use is increased and its recommendations taken seriously (Patton, 1997:22). Ideally, intended use by intended users (their information needs) should determine the focus of an evaluation.

Intended users is a narrowed list of potential stakeholders¹³ (Patton, 1997:42). Since this evaluation is done for an academic purpose, as topic for a master thesis in public administration, the primary intended users is the academic staff of the 'examencommissie' that will assess it. But as this thesis focuses on the partnerships, the partners in the Development Partnerships have been identified as intended users (secondary), even though they did not commission the evaluation. The primary intended user, the 'examencommissie'

¹³ Stakeholders in evaluations are people who have interest in the evaluation findings and can benefit from an evaluation (Patton, 1997:41).

will read this work, but partners and project coordinators might be interested and care about the findings, and are therefore identified as secondary intended users. The aim is that not only university staff will read it, but as well people that have been involved with *Medina* and *DiE*. Hence, I tried to involve partners in the evaluation.

In order to familiarize and present myself to the partners, I sent them an e-mail about myself, my thesis and its purpose. In the message, following an example of Patton, partners were asked to fill in the blank in the following sentence ‘*I would like to know _____ about (DiE or Medina)*’ (Patton, 1997:30). I explained that the answers would be used to guide the evaluation and that they thereby were part of its formation. The e-mail also asked for an interview appointment. This process was done to generate what Patton labels ‘real questions’ (Patton, 1997:29).

3.3.2 Realistic evaluation and its application

Realistic evaluation stresses that evaluations should be realistic. That means to use a “particular method of evaluation which will work for a specific class of projects in well-circumscribed circumstances” (Pawson and Tilley, 1997:xiv). This evaluation can be argued to be realistic since it uses a particular method, which is to use the realistic evaluation formula: mechanism + context = outcomes (see below), and to attempt to involve (secondary) intended users. The specific class of project is EQUAL projects and the circumstances will be described by their context.

The reason why realistic evaluation has been chosen for this evaluation is its strive to find answers to “*why* a program works for *whom* and in *what* circumstances” (Pawson and Tilley, 1997:xvi, original italics). The mechanisms (project activities) and the context are believed to aid in finding clues to why a particular project has been successful (or not), insight into what it is about a partnership that makes it work (or not), and if the context inhibits or facilitates entrepreneurship.

According to this type of evaluation, evaluations are to be conducted by applying the realist formula: mechanism + context = outcome. This formula means that programs work (have successful outcomes) only if they introduce appropriate ideas and opportunities (mechanisms) to groups in the appropriate social and cultural conditions (context) (Pawson and Tilley, 1997:57). Mechanisms and context will be discussed to find clues to project effects. Mechanisms can help explaining differences in the results of the projects (see central research question). The focus is on outputs instead of outcomes here, since outcomes of the projects are hard to know at this point in time. Context, mechanism and outcomes/outputs of the projects will be discussed, since they are the constituents of the realist formula.

The rest of this chapter presents my findings of the evaluation of *DiE* and *Medina*.

3.4 Evaluation of *Diversity in Entrepreneurship and Medina*

3.4.1 Utilization-focused and Realistic evaluation of *DiE*

Step one of utilization-focused evaluation is to identify primary intended users. As mentioned above, the members of the ‘examencommissie’ are the primary intended users and is the ‘commissioner’ of this evaluation. However, partners are secondary intended users and I wanted to know what they were interested in knowing about the project. Consequently, the e-mail about myself, the internship, my thesis and its purpose, the request to fill in the sentence ‘*I would like to know _____ about DiE*’, and a request for interview appointment was sent to 46 partners.¹⁴ I received seven answers where the sentence with the blank was filled in. Interview questions had not been formulated on beforehand, instead partners’ input was used to generate questions that were meaningful for the intended users; ‘real questions’ (Patton, 1997:29). The respondents’ interests overlapped with wishes of the presidium.¹⁵ Finally, the interview questions that were formulated can be said to be a negotiation of what the presidium wanted, my academic interests as well as what respondents to the e-mail were interested in finding out. The questions are also related to the research objectives of this thesis, thus to find explanations to differences between the effects of the projects by looking at their purpose, organisation and effects. Examples are that a question about the projects’ objectives refer to the partners views of its purpose; a question that asked the partners’ views on the working method is related to the projects’ organisation; and asking about the results of the project refers to their knowledge of project effects (see appendix B for the interview questions).

In total, 19 interviews were made with 21 persons (two of the interviews were made with the presence of two representatives from the same organisation). Four of the interviews were sent to me electronically and six were made over the telephone. In addition, six partners were contacted about the reasons for their decision not to continue as partners (after they did not reply to my wish to have an interview with them).

Factors that can be identified to have made *DiE* work (realistic evaluation) is its large DP as the partner organisations represent the structures that the underrepresented groups need to struggle their way through to realise entrepreneurial activities. By an exchange of information between partners and participants, problems in the organisational structures should be made visible, be addressed and thereby facilitate entrepreneurial activities for underrepresented groups (see figure 1). Another factor is that the project should offer arenas for people to meet. The arenas are project activities that partners participate in, and meetings. By such encounters, cooperation, knowledge creation- and exchange is facilitated. The arenas can make a dialogue possible between partners and participants and thereby create more knowledge about the conditions for both groups; for the participants about how the partner organisations work and for the partners about the obstacles the participants encounter. Such an information exchange is the idea behind *DiE*, and is visualized by the external evaluator of the project (Stridh, 2003:4, own translation on both sides of the image).

¹⁴ The reason for the large number is that some partner organisations have more than one contact person or the contact person has changed and both the new and the previous were contacted.

¹⁵ The task of my internship as decided by the presidium (kind of steering group) was to interview partners about their experiences as *DiE* partners.

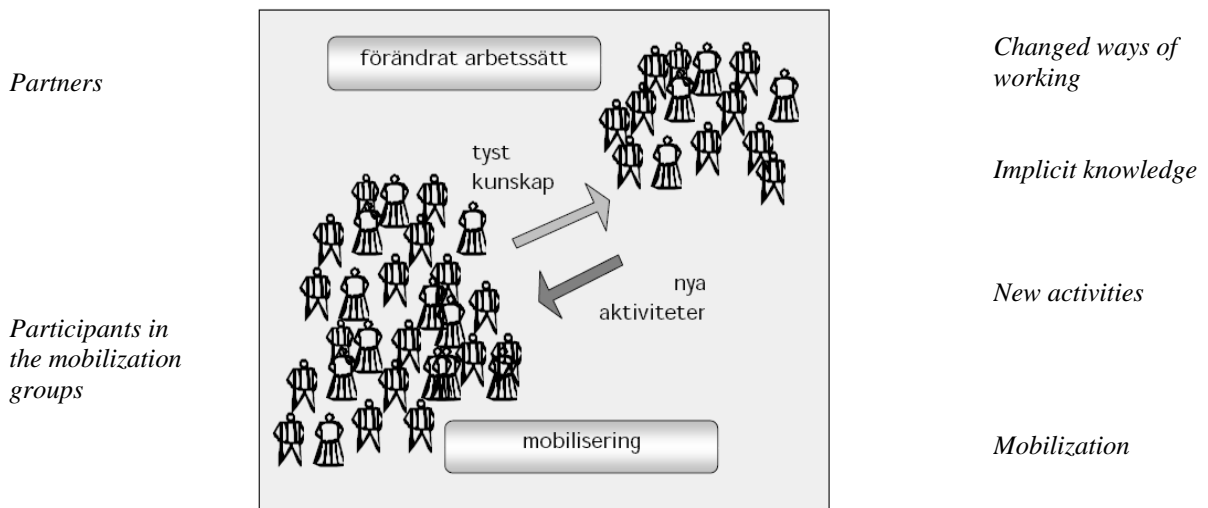


Figure 1: *DiE* knowledge exchange (Stridh, 2003:8)

A knowledge exchange as the one in figure 1 did not succeed though, because its purpose was not understood by some partners, according to what I was told. Hence, they did not comprehend that they as organisations were supposed to use the participants implicit knowledge to change their own organisational structure to become less discriminating.

In realistic evaluation the context not only refers to geography (which is referred to in section 1.3.2.2), but also norms and values are included. The KfV region is a society based on industry where people see themselves foremost as employees (Stridh, 2005:7). Entrepreneurial activities are associated with big business and an entrepreneur with a man, owning a manufacturing company (*DiE* Application, 2002:3). This image is illustrated by the following quote, “People in general do not understand what we are talking about. They are waiting for a factory” (as quoted in Stridh, 2003:6). Such an image of an entrepreneur makes up the frame of reference for people in the region, including the persons that represent business supporting structures, and fosters attitudes about entrepreneurship that complicates the issue for people who do not fit this image. What seems to have happened is that the existence of this image has been made visible because of *DiE*, as well as other problems for persons in the identified underrepresented groups. But attitudes and ways of working of organisations are hard to change. Hence, knowledge does not automatically lead to change. That is seen in the response to the interview question “*Has the involvement in the project changed anything in your/your organizations way of working?*”. Five respondents said yes, two said yes, on an individual level, eleven no, and one did not know.

For *DiE*, no exact information is available about the social context. There is no documentation that I managed to get hold of that states how many participants have participated. During the internship I had the opportunity to talk to a Turkish woman about her involvement and she was positive. She has got employment because of contacts she established in *DiE* and has started a project together with two other persons involved in *DiE* (NEEM). Considering the purpose of the project, it is understandable that the documentation focuses on the partnerships, since the project is about changing business supporting structures and thus not about a certain number of participants starting businesses. In fact, the participants are the practical target group of the actual target group, which is constituted of the partners. Fortunately, I have received additional information about participants on request from the coordinator, which is presented below.

Table 14: Participants in *DiE* divided over the teams

Team	Participants
Ethnic minorities* (Diversity team)	1 Tanzania
	2 Turkey
	2 Brazil
	1 Somalia
	1 Check republic
	2 (at least) Iran
	1 Hungary
	2 Vietnam
	Sierra Leone
	Iraq
	Thailand
	Russia
	Zaire
	Burundi
	Latvia
	2 (at least) Former Yugoslavia
	Poland
	Latin America
Youth	3 Swedish
	1 Sri Lanka
	Around 20 of mixed nationalities involved through employment offices
Disabled (Diversity team)	About 10 in the team
	Estimated 5-10 participating in activities
Culture	10 in the culture team
	Additional 30 participating in activities

* where the number of persons are not specified it is unknown

A large numbers of participants have taken part in *DiE* as can be seen in table 14 above and they are from a wide range of countries. About the first category; the participants from ethnic minorities are estimated to be around 50 women and a few men. The coordinator commented that irrespective of country of origin, participants have met similar problems about starting businesses. However, one should take into account that not all participants mentioned above have been part of the project all the time. People have come and gone, with some solely participating in certain project activities.

What is worth noting is that people have come to the project office in the city of Flen to ask about the project, talk about entrepreneurship, and to ask for advice. The office became an arena where everyone was welcome with their issues. I saw this at first hand, since the office was the location where I spent my internship.

3.4.2 Utilization-focused and Realistic evaluation of *Medina*

As discussed for *DiE*, the DP partners are secondary intended users. The persons identified as secondary users in the case of *Medina* are the project coordinator, Eddie van Hierden from the partner CMO (Centre for Social Development) and Duls Bakker from the municipality of Groningen (a fourth persons has recently passed away). The reasons that they are identified

are that they are the members of the DP and were commented on to be the most suitable persons to talk to about the project by the project coordinator.

As was done in the case of *DiE*, an e-mail was sent to partners about myself, the thesis and requested an interview appointment (see appendix D). Partners were also asked to fill in the blank in the sentence ‘*I would like to know _____ about Medina*’. None of the partners filled in the sentence. However, one partner answered that the knowledge as partner about the project made the question redundant. This might be an indication that there is more clarity about *Medina*’s goals among partners than was the case for *DiE*. The interview questions remained the same and two partners agreed to an interview; the project coordinator (who represents the partner ‘the province of Groningen’) and the representative from CMO. They were both interviewed face to face.

Regarding what it is about a project that makes it work, *Medina* is a straightforward project that does not leave much room for confusion and uncertainties. This should increase the probability for its success. Moreover, the partners in the DP are important actors in the province of Groningen. And finally, the project creates arenas for the participants to meet other women that also have a business idea. These women spent an intensive period together as a group during selection days and a seven week entrepreneurship training. They can profit from each other’s experiences by meeting and have created a network where experiences regarding being female entrepreneur can be exchanged.

About the cultural context, the project coordinator said that it is not inhibiting for starting businesses in Groningen. Instead he commented that Dutch people are traders and entrepreneurship is valued.

Regarding the social context, the women had to be well-qualified. They had to have a business idea from the start and had to speak Dutch.¹⁶ In the final evaluation, there is information available about 27 of the 31 project participants and their origin. See table 15 for an overview.

Table 15: Participants *Medina*

Country of birth	amount
Australia	1
Bosnia	1
Curacao	3
Hong Kong	1
Hungary	1
Iran	3
Kenya	1
USA	1
Holland	2
Poland	1
Russia	2
Slovenia	1
Suriname	1
Syria	3
Tanzania	1

¹⁶ It was explained to me that the project had worked out a tight schedule, and leaving room for Dutch language courses was not an option.

Thailand	1
Czech republic	1
Turkey	2
Total	27

Source: (Haisma and Jaarsma, 2005:12)

As the table shows, the participants are from a wide range of countries to realise business ideas by participating in *Medina*. For the start of businesses, no visible problems have been found in the cultural context, project management or partners' understanding of the projects purpose.

3.4.3 Project effects

The projects' effectiveness consist of three elements; the first two refer to a type of output, and the third to outcomes. The first type of output regards effects on the practical project level; how many project participants have started an education, have got employment or started their own business through the projects. Also, the goals as stated in the project application (see appendix A) are assessed to the extent that they have been achieved. The second type of output refers to effects on the partnership level, including cooperation and partners' satisfaction with the project. Outcomes concern the reduction of discrimination and inequality in the labour market. These are difficult to ascertain. Therefore I will offer only some speculations.

It should be noted that the evaluation of the project effects is based upon information obtained by project coordinators and project documents, and is not based on information provided by project participants (for reasons, see section 1.3.2.2 above).

Before discussing the projects' effects, the issue of 'deadweight' should be recognized. 'Deadweight' refers to that outputs are not only due to the projects. Hence, some participants would almost certainly have got employment or started a business even if the EQUAL projects had not existed. 'Deadweight' is usually defined as the percentage of the results which would have happened anyway. It is not possible to measure such a percentage here, but it is important to be aware that this is a weakness in this kind of qualitative evaluation.

3.4.3.1 Outputs type 1 DiE

In this section outputs refer to goal-attainment, assessing how far goals have been approached and how many participants have started labour related activities through involvement in *DiE*. Those activities have been summarized in table 16 below.

Table 16: Labour related activities *DiE*

Activity category	Type of activity
Education 3 persons	2 young men
	1 woman
Different types of Employment 16 persons	3 team leaders

	2 coordinators
	1 at employment office
	4 women developed their own projects
	2 in new projects
	1 deputyship
	1 commission to make illustration
	4 (3 women and 1 man) at chicken factory
	1 survey
	1 in agriculture
	2 temporary employments
Businesses started 9 persons	2 restaurants
	1 consultant
	1 recycling
	1 supermarket
	1 textile shop
	1 handy craft, needle work and project administration
	1 culture
	1 horse trade

Source: (Sjoberg, 2005)

From this table one can see that most outputs of this type are related to the labour market, i.e. employment opportunities. Also, nine businesses have started. In addition, not all employment opportunities and none of the businesses are distinguished by type. For example, no distinction is made for jobs that are full- or part-time, or if businesses are combined with employment. The issue is if all jobs or businesses are as good, and in what way the outputs have added to the quality of life of the participants. Possibilities for a more sophisticated analysis would have taken such aspects into account (Pollitt and Roberts, 1994:544).

The degree to which the goals of the project have been attained are also outputs of the first type. The attainment of all quantitative goals are summarized in Table 17 below¹⁷. Here some examples will be mentioned. A regional development organisation that encourages entrepreneurship and diversity can be said to have been accomplished in the sense that *DiE* is part of several new initiatives in the region.¹⁸ The goal to present articles and a PhD dissertation has been reached partly. Articles have been published, but the research is still going on (Sjoberg, 2004:14). It is worth mentioning that goals referred to planned subprojects have not been attained. In contrast, material has been produced as intended in cooperation with transnational partners and transnational exchange for at least 15 participants and business promoters was accomplished (Sjoberg, 2005:12).

Table 17: Goal-attainment *DiE*

Goal	Attainment
Regional development organisation	+
Subproject 'Mentor-In'	+/- (model developed)
Subproject 'Circles in entrepreneurship'	- (1 of 3 realized)

¹⁷ *DiE* also aimed at qualitative goals (see appendix A)

¹⁸ To mention is the participation in the Regional growth programme in Sörmland and "Aktörssamverkan", which focuses on the creation of a common platform and network between business supporters. Another project is "På lika villkor", which works regionally with equality and women's entrepreneurship (Sjoberg, 2004:21).

30 seminars and conferences	+/- (8 of the subproject 'Entrepreneurial Wednesdays' were carried through. Also seminars also took place)
Articles and a PhD dissertation	+/- (dissertation not finished)
Handbook about evaluation methods	-
Transnational exchange for 15 persons	+ (22 people)
EU conference and workshop	+/- (workshop on other theme)
Handbook about strategies for business supporters, management and empowerment	+
Video	+
Manual	- (fulfilled for DiEs part, but not for other partners)
Report about supporting entrepreneurs	-

DiE aimed for structural effects. It is difficult to discern changes on a structural level, but there are outputs that have changed, or have the potential to change structures. One such outcome is that *DiE* has influenced the section about entrepreneurship in the Regional growth programme about how disadvantaged groups should be supported (Stridh, 2005:5). Also, the municipality of Flen has a new development department and the three municipalities now cooperate in a new network ("Nod för tillväxt"). The network focuses on entrepreneurship and support for entrepreneurs. It is difficult to say to what degree the project has influenced these changes, but in interviews it has been commented that *DiE* has influenced the cooperation between the municipalities; before *DiE* cooperation over the municipal borders had not taken place.

Other effects that have the potential for structural change are that four new university courses have been developed together with another DP, the PhD student and the Mälardalen University College (the project 'SMED'). These were not planned. Yet another result is a website that has been created for the transnational partnership WIDE (which as much is an output of *Medina*). Moreover, about ten projects have been created as a development of *DiE*, which was not planned. These projects continue after the ending of *DiE* and therefore the chance for structural change is enhanced (these projects and their relation to *DiE* is illustrated in appendix E).

In conclusion, when looking at the project outputs type 1, one can see that the project has resulted in a total of 28 activities, of which 16 are related to employment. These activities have been initiated in spite of that the projects' goals do not focus on the participants, but on business supporting organisations ways of working. For the attainment of the goals referred to above, there has been a reliance on subprojects, of which most have not been implemented, or not to the extent as originally planned.

3.4.3.2 Outputs type 1 Medina

I will start with a presentation of how many project participants have begun their own businesses or are involved in other activities. Seven businesses have been started and another four are starting up (Haisma & Jaarsma, 2005:15). These eleven businesses are started by participants who followed the whole project process but another three women have started

businesses and another two are starting, in spite of that they did not participate in the individual guidance part of the project process (see table 19 below for an overview).

Regarding goal attainment, the ‘Medina’ centre for the businesses, with eight to twelve business units (Medina Application, 2001:appendix 5), was not attained for practical considerations. Not all businesses were suited for such a location; for instance, a piercing shop require certain demands for hygiene. Moreover, it is cheaper for the participants to practice entrepreneurial activities from home (in the centre they would have to pay rent).

The goal to have a total of 50 participants was not attained. It resulted more difficult than initially believed to find and recruit participants. A total of 31 women participated in the project (Haisma & Jaarsma, 2005:3). That might have been because the initial analysis was wrong in its estimations, but the women in the target group also had to be well-qualified (see section 3.5.1 above). Such selection criteria is probable to have shrunk the size of the group. To achieve that 40-50% of the participants would become independent entrepreneurs and that the remaining percentage would become active in other ways in the labour market has been attained. Of the 27 women that are included in the final project evaluation, the percentage that has started own businesses (of those that completed the whole project process) is 41 if the 4 women that are in a starting phase of setting up their businesses are included (otherwise it is 26%) (Haisma & Jaarsma, 2005:3). It might be interesting to know that 11 women did not follow the complete project process (they did not take part of the individual guidance). Of them, three started businesses anyway and the other two have plans to start (Haisma & Jaarsma, 2005:17). This refers to ‘deadweight’ (see section 3.4.3). The fact that the participants already had business ideas at the initiation of the project increases the probability that some would have started businesses without the existence of the project. In figure 18 and 19 below, goal-attainment and the information about labour market activities resulting from *Medina* are summarised.

Table 18: Goal-attainment *Medina*

Goal	Attainment
‘Medina’ centre	-
50 participants	-
40-50% of participants become entrepreneurs	+ (including businesses in start-up phase)
Increase labour participation and thereby increase integration.	+
Method development	+
Export method	-

Table 18 shows that as many goals have been attained as have not. However, the main goal of *Medina*, that 40-50% of the participants would become entrepreneurs has been attained, as well as the secondary goal to increase labour participation, and hence integration. The project has for three quarters of the participants contributed to the development of activities on the labour market. The strategy used in *Medina* thus offers possibilities to increase the labour participation as entrepreneur of women from ethnic minorities (Haisma & Jaarsma, 2005:25).

Table 19: Labour related activities *Medina**

Activity	Amount
Business creation	7 started business (= 26%) An afro hairdresser, an au-pair bureau, a consultancy, hairstyling and beautician, a herbal study centre, pedicure, and a Thai restaurant.
	4 are starting businesses (adds up to 41%) A bus service between the Netherlands and Bosnia, a piercing shop, a business for graphic design and a afro hairdresser
	3 business started, even though participants only followed the project process partially
	2 businesses are starting up, even though participants only followed the project process partially
Labour related activities	3 employment
	1 education

* All information is based on the final project evaluation about 27 of 31 participants.

The goals to develop a strategy regarding recruitment, selection, training, guidance and to provide an accommodation (Medina Application, 2001:appendix 5) to support women's own businesses refer to structural changes. Also, the training in entrepreneurial skills will continue to be used in the curriculum of the Alfa College. This development was unforeseen and is an example of mainstreaming that has potential for structural change, in spite of that structural changes were not a project goal.

Finally, there were goals regarding communication, which aimed at achieving knowledge about the project results and how the project had been financed for certain groups of actors. A note is that it is hard to see the relation between these goals and the ultimate project goals (to guide and support women from ethnic minorities towards own businesses). However, their attainment is summarized in table 20 below. An example of a communication goal is that 90% of the participating women should know how the project was financed and its results. The final evaluation shows that 37% of them knew that the project was financed by 'EU funds', and no one mentioned EQUAL.

Table 20: Communication goals *Medina*

Goal	Percentages attained
Participants 90 % results 90% EQUAL as financier	No information about results - (37%)
National press 50% results 80 % EQUAL as financier	No information
Other employees (implementing organisations in evaluation) 50 % Results 50% EQUAL as financier	- (22% results) +/- (89% financier, but no one mentioned EQUAL)
Local and regional press	

80 % result 50% EQUAL as financer	- (25% results) + (75% financing)
Institutions 20 % result 20% EQUAL as financer	+ (75% results) + (75% financer)

Sources: Medina application, 2001 and Haisma & Jaarsma, 2005)

Table 20 illustrates that there is mixed goal attainment for the communication goals. What is worth noting is that the institutions have attained most goals by far. That knowledge might be argued to indicate that the project has potential for structural changes.

3.4.3.3 Outputs type 2 DiE

Outputs of the second type refer to cooperation and satisfaction of the partners with the project. In order to assess the partners' and the coordinator's satisfaction with the project questions were posed like *What have been good/bad experiences? What improvements could be made?* and *Have the interactions and their results been satisfactory?* The first question gives an idea of partners' satisfaction (and dissatisfaction) with the project as a whole and the second relates to interactions and cooperation in the DP.

The majority of interviewees answered that they are satisfied with the interactions and cooperation, hence answering affirmative to the second question. But, many added comments which suggest that they have not been involved in many interactions, and not with many partners. The interactions that did take place have been experienced as good. Another comment was 'yes, the ones that led to something concrete', implying that interactions have taken place that were not deemed useful.

The picture becomes more complex and sombre when referring to *DiE* as a whole. Respondents agreed that the project goals were not clear to them. That means that they had different images of the project. As seen in chapter 2 (in section 2.1.2), different understandings of a problem can cause stagnation in a partnership (Klijn and Koppenjan, 2004:31). *DiE* seems to have suffered from stagnation among partners, considering that project activities have not been completed (see section above on goal-attainment). Also, the coordinator has had problems to get partners to be active and show up for meetings.

Many respondents also mentioned that their roles were not clear. That is related to expressed dissatisfaction by some who said not to have been asked to participate. However, they were supposed to take own initiatives in an organisation where the DP was the operational entity. This confirms the above finding that partners did not understand the projects purpose, and thereby not its organisation.

Another comment about experiences and improvements was that the anchoring of the project was not good enough. Partners said that they should have been informed better from the beginning and that a reason to difficulties in the project was that the project was not solid enough. Several partners said that the DP was too big and lasted too long in time. Its size made it difficult to find ones' role and partners felt they were not important, and not visible in the whole. They recommended that the DP should be smaller, its constitution more carefully thought out and that 'matching' partners would be a good idea. Partners on their side, should consider how much they are interested and willing to contribute.

A final note is that partners thought that there was not enough concrete work taking place, instead much time was spent on understanding the project. Such an issue refers to common complaints about partnership as presented by Huxham and Vangen saying that there is often little material outputs in partnerships (2000:294). That complaint was mainly made by private partners.

From the above information given by the partners, one can derive that there was confusion and uncertainty involved in the partnership and that there is dissatisfaction with the process that has taken place. There were frustrations on the side of the partners to understand the project and its way of working. In the end, on the basis of the interview answers, it seems as if most partners had reached an understanding of the project in theory (see conclusion to table 4 in chapter 2), but a joint image had not been achieved. That makes cooperation more difficult. It is reasonable to assume that the cooperation was influenced by the fact that it was the first time that many partners became engaged in a project like *DiE*. It thus entailed a new way of working. A related comment is made by the external evaluator of the project. She mentions that local authorities are not used to, or organised for such a way of working and kinds of projects (see Stridh, 2005:9). This idea fits the writings in the IPPR report from 2001 where it is mentioned that ‘much of government is not set up to be an effective partner’ (IPPR, 2001:176). An interviewee referred to the same issue with the comment that it might be useful to have EQUAL projects for municipalities internally since they do not have experience to work with project and therefore do not have tools to do so.

It is hard to say under which conditions the project would have worked (better), but a better understanding of the project and the way of working would have helped as would experience with this kind of method, a will to contribute, and the sincere wish to cooperate.

3.4.3.4 *Outputs type 2 Medina*

Medina partners were asked the same questions to assess satisfaction and cooperation in the DP. Thus the answers to the question “*What have been good/bad experiences? What improvements could be made?*” have been interpreted together with the question “*Have the interactions and their results been satisfactory?*”.

Negative aspects of the project that have been mentioned are that there have been less participants than was expected and that the UWV (governmental institution that deals with social security) has not been eager to cooperate with the project. In spite of this, the project is deemed as good as well as interactions by the partners that were interviewed. There is satisfaction about the results, although some dissatisfaction exists with the number of women that have participated. The comment was made that possibly more efforts could have been made during the recruitment and selection to get more participants. Alternatively that the area for recruitment could have been extended to surrounding municipalities. In sum, regarding interaction and cooperation, both partners expressed satisfaction.

Since it was possible to conduct only two interviews with partners in *Medina*, additional information about partners and their views on the project is used from the final evaluation of the project. Two out of the four respondents thought that the degree to which important objectives had been reached was not good enough (Haisma & Jaarsma, 2005:20). This is assumed to relate to the low number of project participants. However, all thought that it has been a purposeful project (Haisma & Jaarsma, 2005:22).

The partners have been part of a small DP where confusion could be dealt with effectively and decision-making could take place fast. In a small DP, the lack of cooperation by one partner is felt and visible. In the final evaluation the responding partners rated the functioning of the DP as good or very good, as well as the communication between the DP members. The partners knew what was going on in the project, thought that the meetings were useful, and were satisfied with how deals have been followed through and fulfilled (Haisma & Jaarsma, 2005:20).

Contrary to the DP, there seem to have been cooperation difficulties between the implementing actors. The final evaluation shows that the communication between the implementing actors has not worked well and resulted in irritation and confusion. An example is given of an educational team that was prepared for the participants, while the selection and recruitment was not finished by the responsible actor yet (Haisma & Jaarsma, 2005:21). Thus cooperation has been problematic outside the DP and resulted in dissatisfaction on the level of implementation, but not at the project management level. To continue, three of nine respondents in the implementing organisations were satisfied with the project process, two partly, two not satisfied and two did not have an opinion (Haisma & Jaarsma, 2005:20). What influence this dissatisfaction has had on outputs one cannot assess, since I have not talked to the implementing partners. Moreover, the implementing partners regarded the degree to which important objectives had been reached not good enough (Haisma & Jaarsma, 2005:20).

Adding the voices of the participants as they are heard in the final evaluation, one sees that 73% of them were not satisfied with what they had achieved. The evaluation blames this on their high expectations; of those who have started a business, 40% is satisfied and 20% of the ones that did not. Comments refer to 'deadweight' (see section 3.4.3); 'I have accomplished it myself', 'I already had qualifications' (Haisma & Jaarsma, 2005:19, own translation).

3.4.3.5 Outcomes DiE and Medina

The strategic objective of the EQUAL programme is to find ways to fight discrimination and inequalities in the labour market. Those are the desired outcomes. It is hard to say what the outcomes are of the projects at this point in time, since the effects of the outputs will become visible only after a longer time has passed. Probably it will take several years. Hence some speculations are presented below.

By following the realist formula, outcomes are the result of project activities and context (project activities+ context= outcome). Hence, mechanism as project activities might lead to outcomes, for example how activities, such as participation in a subproject, have encouraged the participant and/or led to ideas that can develop into something that seemingly has nothing to do with the projects. In activities where people have met, relationships can have been established that can result in cooperation in the future or a contact that will be useful in another context. Also, participants can function as examples for others in their context to start labour related activities, which can lead to an increase in labour participation.

What is worth noting about *DiE* is that the project has made it clear that there are inhibiting elements in the business supporting structures and that there is a need to address them if entrepreneurship in the KfV region is to become characterized by diversity. If that happens it can contribute to less discrimination and inequalities. The question is how people who have

gained the knowledge about the problems facing becoming entrepreneurs will use it. In all cases, change starts with the realization of a problem.

It is worth reflecting on consequences for the project participants. Their self-esteem and confidence have been affected by their participation, how much, and the implications thereof cannot be estimated. Participation might have given new direction in participants' lives. Also, the participants families might have been affected. An example is that I was told by the Dutch project coordinator is that the family of a Thai woman has moved to the Netherlands to work in the restaurant she started. Hence, the project can lead to outcomes that stretch beyond national borders.

The participants in the Netherlands still meet each other¹⁹ and one cannot assess how valuable such meetings and the exchanges that might exist in them will be. Starting businesses by women in discriminated group a project like *Medina* can contribute to less discrimination, for the participants self, who might share experiences to help other women achieve what they have.

About project outcomes as potentials to reduce discrimination and inequalities in the labour market, a difference is that the Swedish project has aimed for structural change, while the Dutch has focused on a certain group of women. That difference point to more potential for outcomes in Sweden.

3.4.3.6 Conclusion of the evaluations of *DiE* and *Medina*

The project *DiE* has experienced problems with purpose, organisation and cooperation. Partners have expressed dissatisfaction with the project and cooperation has not been achieved overall. To the degree that it has, there is more satisfaction about the interactions that partners have been involved in than the project as a whole. Thus, the partners that have been active have more positive experiences. There has been some cooperation, but not including all partners, and with varying degrees of cooperation and satisfaction. In the Netherlands, there has been boundary-cutting cooperation between the DP members who have expressed satisfaction with both interactions, cooperation, project process and the project as a whole.

In Sweden, many of the quantitative goals were planned to be accomplished through sub-projects, but were not followed through because partners did not involve themselves. The reliance on partners involvement in subprojects seems to have made project activities vulnerable. In *Medina*, most goals have been attained, although the exact numbers and percentages have not. Three quarters of the participants developed activities on the labour market, thus the strategy used in *Medina* offers possibilities to increase the labour participation as entrepreneur for women from ethnic minorities (Haisma & Jaarsma, 2005:25).

In Sweden, partners had difficulties understanding the project goals, which has inhibited cooperation. There are strong prevailing images of who an entrepreneur is. This image makes inhibits goal-attainment. A project duration of three years poses a dilemma because it is hard to keep enthusiasm for so long, but at the same time it takes more time for structures to change, as the project aimed at. However, seven respondents said that the project had changed

¹⁹ I was told that they got the idea from the transnational meeting when *DiE* participants came to the Netherlands and told them about the network NEEM that has been initiated.

something in their or their organisations way of working. That points to potential for structural change as well as that awareness has been raised among the partners that there are problems with entrepreneurship for underrepresented groups and that there is a need to address them. The Dutch partners did not have problems with understanding project goals and no obstacles have been found in the context.

The composition of the DP influences project effects. There were four partners in the Dutch DP that cooperated and with such a small number, 'free-riding' and absence would be noticed and felt by the others. Swedish partners mentioned that the DP was too large and that seems to have inhibited cooperation. However, many Swedish partners mentioned that they did learn from being part of the project, that they have gained knowledge and information, and have got new contacts and networks. The Dutch partners had cooperated before, therefore not much new contacts and networks have been established.

On the whole (cf. Huxham and Vangen, 2000:293), the Swedish DP cannot be said to have achieved a collaborative advantage. The Dutch project has, in the sense that the DP was well matched and functioned well.

The *DiE* DP seems to fit the description made by Huxham and Vangen (2004:293-294) regarding common complaints about partnerships. Those complaints entail that members in partnerships experience that they are forever attending meetings but that there is little material output. Also, when achievements have been accomplished, the process of getting there is slow and painful since actors have had problems agreeing on among others, actions and responsibilities (Huxham and Vangen, 2000:294). That means that the experiences in Sweden are not uncommon in partnerships. On the other hand, none of the above difficulties were mentioned in the Dutch case, which seems to be a partnership on the other end of a negative-positive spectrum. Relying on information gathered from partners, *Medina* does not seem to have had many problems. However, it is possible that more problems would have been discovered if the thesis had focused on the implementing organisations or participants since information presented point to problems at the level of implementation.

Finally, a reflection is made about alternative ways of pursuing the same effects. The question is whether the projects would have been able to achieve the same effects with another way of collaboration. Alternatives are related to a project's purpose. Hence, the organisation of the Swedish project makes sense; with an aim to achieve changes in organisational structures, it seems important to have the organisations involved with entrepreneurship taking part in the project. Alternatively, a smaller DP with a communication strategy aiming at the penetration of information about the project to those organisations might work. Also, an alternative for *DiE* could have been a narrower focus, for example on one underrepresented group, with the involvement of the organisations dealing with issues for that particular groups. *Medina* seems to offer more alternatives. An aim to guide and support participants towards labour participation, preferably by way of starting their own businesses, could probably fall under ESF, but not necessary under EQUAL. Such a comment was made by the project coordinator who said that the project could have been another ESF project if it were not for the extra requirements of EQUAL. He called EQUAL 'ESF+' and the '+' refers to the requirement of innovation, evaluation, transnationality, and the project organisation with a DP.

CHAPTER 4

4. Conclusions

In this final chapter, the answers to the research questions will be presented, starting with the sub questions, leading up to the central question. There are also two sections on reflections and recommendations.

4.1 Answers to the research questions

4.1.1 How are *DiE* and *Medina* similar/different in purpose?

In terms of purpose, the projects are similar because both aim to encourage entrepreneurship among groups that are underrepresented in that area. However, their approach differs. The Dutch project focuses on the final users of the project, which are women from ethnic minorities living in the city of Groningen in the north of the Netherlands. These women needed to meet criteria and went through selection rounds to determine if they were suited to take part in the project. The ones that could proceed were guided through a trajectory aimed at the creation of their own business. The Swedish project on the other hand has identified three groups for whom entrepreneurship is to be encouraged. Hence, the project participants are sought in one defined group in the Netherlands, while in Sweden the participants represent ethnic minorities, youth, culture workers and disabled persons.

Another important difference about the projects' purpose is that the Swedish project aimed for structural changes, which the Dutch project did not. Mutual learning between the participants and the partners in Sweden was an objective, in which partners and project participants should work together. The result should be that participants' knowledge would become available and thereby new ways of working could be developed (which the participants and others in turn could profit from). The partners are in fact the target group of *DiE* and the participants the 'target group of the target group'. In *Medina*, interaction between the participants and the DP was not intended. Instead, one can say that they were separated.

The *Medina* project had, contrary to *DiE*, formulated goals that focus on communication. There should be knowledge about the fact that the project is financed by the EQUAL programme, as well as about project results. Also, *Medina's* goals refer to the female participants, such as percentages of women that should have become active in the labour market as a result of the project. In contrast, the quantitative goals of *DiE* focus on project activities, such as the realization of subprojects, seminars and the production of material. The qualitative aims do focus on the participants indirectly, with focusing on for instance increased knowledge about business conditions for the participants, and to make their business spirit visible (see appendix A for project goals).

Finally, the Dutch project is straightforward, while the Swedish is more complex. Interviewees in Sweden said that the project goals were not clear to them and that problem perceptions differed among them. In the Netherlands, there have been less uncertainties regarding the project's purpose.

4.1.2 How are *DiE* and *Medina* similar/different in organisation?

Similarities in the projects' organisation include that both are projects under the EQUAL programme and in line with its requirements, both projects are, among others, evaluated, have transnational partners and are based on a partnership principle, i.e. a Development Partnership. Both DPs include important public actors, although the larger Swedish DP included more diverse organisations (see section 2.3.1.1 and 2.3.1.2 for a list of partners). The Dutch project had access rules to the DP while the Swedish did not. It seems likely that it is harder to manage a large DP and to achieve cooperation since the more actors, the more frames of references and uncertainties are likely to exist. Correspondingly, we have seen that there have been problem with cooperation in the Swedish DP (see section on outputs type 2 for *DiE*). Another difference is that Swedish partners have indicated that they did not feel that they were necessary in the project because they were so numerous. They were also unclear about their role as partner. In contrast, in *Medina* the partners felt they were needed and there was a task division which did not leave room for uncertainties about roles.

In addition, the tasks of the DPs are translated differently in the two countries. With regards to project management, in the Netherlands there was a project leader, while in *DiE* that role was a coordinating one. Also, *Medina* separated implementation and management, while in *DiE* the responsibility for both implementation and management laid at the DP. This is related to the purpose of *DiE* where the DP and the participants should be working together. In conclusion, there are differences in project organisation although both are based on a partnership principle.

4.1.3 How are *DiE* and *Medina* similar/different in their effects?

Project effects are two types of outputs and the outcomes. The first type of outputs regards how many project participants that have initiated labour related activities through the projects and goal-attainment. The second type of outputs refers to effects on the partnership level, including cooperation and partners' satisfaction. Outcomes are the potential for a reduction of discrimination and inequality in the labour market.

Both projects have encouraged entrepreneurship in their identified target groups. As a result of the projects, new businesses have been started up and labour participation has been raised or other activities have been initiated by the project participants. But the Dutch project seems to have realized more of the intended outputs (type1) than the Swedish and has kept more to the initial project process. For instance, the project entailed recruitment, selection, training and individual guidance as was intended. In Sweden on the other hand, project activities have been cancelled, especially when required involvement of partners lagged behind. An example is that certain subprojects have not been followed through. Because of the different nature of the two projects' goals, it is worth recognizing that *DiEs* aims are more complex and harder to measure because they are more abstract. Boundary-crossing cooperation (output type 2) has taken place in both projects, between diverse organisations, and in Sweden over municipal boundaries. This cooperation has functioned well in the Netherlands but was problematic in Sweden. There seems to have been less cooperation in Sweden, or anyway, the cooperation has involved a restricted numbers of active and central actors, and not all DP partners as in the Dutch project. Furthermore, there is more satisfaction among partners with both the cooperation and the project as a whole in the Netherlands.

For both projects, unintended, but not undesired outputs, are related to education. In Sweden, courses have been developed at Mälardalen University College and in the Netherlands the basic training in entrepreneurship has been incorporated in the curriculum of the implementing partner, the Alfa College. Such courses have potential to achieve structural changes. The courses might contribute to the spread of issues related to entrepreneurship and underrepresented groups. Another unintended effect of the Swedish project is that several new projects have been started.

Project outcomes can only be speculated about, but for both projects, they refer to effects regarding the participants and their newly started activities, which entail a step towards less discrimination. Also, their immediate surroundings can have been influenced by their participation, by way of their involvement in activities or knowledge shared by the participants. In Sweden, partners and their organisations' ways of working might have been affected by participation towards a modification in their view about entrepreneurship. An example is that some organisations in the Swedish DP have indicated that they have changed their ways of working as a result of the project. Changes in attitudes have potential to result in less discrimination and inequality.

4.1.4 How can differences between the effects of the projects *Diversity in Entrepreneurship* in Sweden and *Medina* in the Netherlands be explained?

There have been fewer uncertainties about the project's purpose in *Medina*. The partners in the Netherlands accomplished a merger of problem perceptions into a common frame of reference and joint image of the actors, while joint image building was not achieved in Sweden. Instead the *DiE* partners had different problem perceptions. These differences can partly be explained by the fact that *Medina* is a more straightforward project that leaves less room for confusion. In contrast with the Dutch project, the Swedish projects' dual aim was a focus on changing structures, while in *Medina* the aims were more practical. It seems reasonable to assume that structural effects are harder to attain and to measure. The many new projects that started because of *DiE* can be due to the abstract level of the project which was difficult for partners to grasp. Many *DiE* partners realised only later that they were the ones who had to change and that the purpose was not only to mobilise others and create employment opportunities. Furthermore, problems in the *DiE* DP can stem from the different organisational cultures of the partners, who had different ways of working. *Medina* has suffered less from such differences since there was less variety of organisational cultures in the DP. In the Netherlands, the partners seem to have understood the project's purpose, have achieved cooperation and satisfaction. Hence, differences in purpose and partners' understanding thereof can be assumed to have affected the amount and type of project effects.

The question in realistic evaluation about why a project is effective appears to be related to project organisation. An organisation with a project management that distinguishes between implementation and management such as the one of *Medina* appears to promote effectiveness in terms of achieving outputs of both types. If a project has an organisation such as the Swedish one, which relies on the partners, a requirement is involved and active partnership members. The management of *Medina* DP had an easier and more concrete task since it did not have to take the initiatives for project activities which implies less dependence on the DP. In *Medina* it has been effective to have a project leader. The Swedes did not have a project leader and did not find an effective way of organisation.

Another difference related to the DPs is that in *DiE* many of the partners had not collaborated previously (which is not strange considering the size of the DP), in contrast to *Medina*. This can have influenced the level of trust in between the partners and worked in an advantage for *Medina* where trust presumably to a degree already existed since those partners had a shared history. Also, an organisation with a larger DP in Sweden implies more complexity and more difficulties to cooperate. There were too many actors in *DiE*. That can be seen in the problems for partners to find their roles. Size was also mentioned to have some partners think that their importance was lost and that they as partner were not visible among all the other organisations. Such issues (as well as not understanding purpose) might have discouraged some Swedish partners. It is easier to 'hide' in a larger DP if there is no will to contribute. Indeed, subproject requiring partners' activity were not carried through as planned. In contrast, in *Medina* the project organisation was based on a small DP with a match between the partners and a clear division of tasks. Everyone's presence was experienced as important. Also, the Swedish project aimed at several sub projects while *Medina* went for one approach, one focused process that the participants would go through. From this one can conclude that it is important how a DP is constituted and managed, and who is involved to achieve cooperation which is needed to realise project effects.

Finally, about under *what* circumstances a project works, we have seen that the context, hence the circumstances, can be influential and decisive to achieve project effects. A context with the norms, values, and image of an entrepreneur as in the KfV region seems to inhibit entrepreneurship compared to the Dutch context. The Dutch cultural context has been more facilitating for entrepreneurship and the project coordinator said that entrepreneurship is appreciated in the area.

In conclusion, differences in purpose and organisation of the projects, as well as the context in which they have taken place have affected project achievements. What has been seen is that a projects' purpose is linked to its organisation in the sense that purpose to a certain degree should be matched with its organisation in order to achieve intended project effects.

4.2 Reflections

Reflecting on the research method to make interviews, I experienced it as a useful way to meet partners face to face and to get to know more about them and their relation to the projects. I was well met by all interviewees in both countries. I arrived as external evaluator and it is worth reflecting on if the differences between internal and external evaluation here. In *Medina*, the two accounts that were given to me were very positive; more positive than the partners' views as presented in the internal final evaluation. This difference makes one wonder if project experiences are presented differently to people from the outside than from the inside- it might be more sensible to reveal problems to external evaluators. That is a reflection, the truth might simply be that I talked to the two partners that were most positive about the project, also in the evaluation, which is based on four accounts. In contrast, in Sweden I had the opportunity to talk to many partners and it seemed as if some of them liked to talk about their experiences in the project, maybe exactly because I was someone external to the project to whom they could reveal their thoughts. It also appeared as if it was useful for partners to reflect on their involvement and what the project had brought in terms of for example contacts and results. Hence, my interviews seemed to give room for moments of thought and resulted in that some partners realised that the project actually had had effects.

It would be interesting to see what has happened in some years from now regarding project effects, for instance, if businesses still exist, and how partners then look back at the projects. A thought is that it might be a consideration for projects that focuses on entrepreneurship to have a structure that includes the sustainability of businesses, with for example possibilities for continued support and advice. This thought is related to a report that was presented on the news in the Netherlands in early summer 2005 which showed that many businesses go bankrupt, and those are mainly the newly started ones.

I have noticed that the views on the transnational partnership are positive for the ones that have participated in exchanges. The women from *Medina* and *DiE* exchanged ideas. An example is that the participants in the Netherlands started a network like the one women in Sweden had (NEEM). To the contrary, I was also told that some people view transnational meetings as vacation. This might be something to consider for the EU level, i.e. to make requirements for transnational exchanges and their purposes. A comment that was made, that I do not share since it implies superiority of some countries over others, was that transnational exchanges might be more useful for South European countries that can learn from countries that are better organised. Hence this implies that transnationality might be more useful for some countries than others.

How much learning this project has involved cannot be measured exactly, but it has been mentioned in interviews that knowledge from *DiE* is used for new projects; specifically about how *not* to organize and structure a project. That leads one to the issue that EQUAL projects are supposed to result in 'best practices'. However, the experiences of *DiE* are more related to 'worst practices'. I believe that as much can be learned from 'worst' as from 'best practices' since all experiences involve learning, positive as well as negative. This refers to a lecture about 'how to be successful entrepreneur' that I attended in Stockholm during my internship. The lecturer told about how two groups, one homogeneous and one heterogeneous, were put together to generate ideas. The diverse group had problems, disagreed and had conflicts. The other group worked quietly and well and the discussions resulted in 10 ideas. In the heterogeneous group, no less than 50 ideas resulted! This example shows that the results of struggle and difficulties can be more useful.

Considering the differences in project organisation, one reflection is that the Swedish project sticks more closely to the requirements of the EQUAL programme. The DP was the operational entity, involving partners in project activities. Moreover, about purpose, there is a focus on structural changes in *DiE* and the coordinator coordinates instead of manages. The differences in the projects have led to a thought that it would be interesting to investigate differences at national level, such as the requirements for projects to be accepted and the influence of differences in countries' priorities. However these issues are not in the scope of this research.

Another thing that has attracted my attention is the use of evaluation findings. Evaluation takes place at both local level (of projects), national level (of the EQUAL programme in member countries) and at EU level (of EQUAL as programme). I want to reflect on how evaluation findings from local levels link up to and affect EQUAL at the EU level. I have talked to two persons at the Swedish ESF council and two at the Dutch national level²⁰ about the purpose of evaluation and the use of findings. The information I received was that the purpose of evaluations is to inform policy and to assist projects. However, my understanding

²⁰ I met one employee in Stockholm at the ESF headquarter during my internship and talked to another over the phone July 22, 2005. I talked to both the employees in the Netherlands over the phone on July 22, 2005.

from the conversations is that there is a difference between the countries about the main purpose of project evaluations. In Sweden it is to inform and be a tool for the project process, thus at the project level. A secondary purpose is that the national ESF council assesses what can be learnt in order to assist new projects (and for themselves regarding findings about their own performance and administration). In the Netherlands, this was inverted, the main purpose was to inform policy and a secondary that projects can use the evaluation during the projects lifetime. This can be seen in the evaluations of *Medina* and *DiE*. The *DiE* evaluations (in total six reports) focus on the functioning of the project and the project process, while the Dutch ones (one mid-term and one ex-post) focus on results. In both countries, findings at local level are examined by the ESF council and are referred to in the evaluation of the national EQUAL programme. That evaluation is sent to the Commission and in that way experiences from the member states reach the EU level. Moreover, in the Netherlands results are published on a website for others to be able to learn from them. The first EQUAL projects in the EU member states have recently been finished, or are finishing, and the evaluations are consequently sent to the national level. Thus the national levels are now for the first time busy with examining the results of the local projects and deciding how to deal with findings. The Swedish ESF council said that one of their most important challenges right now is how to deal with the results. The use of evaluations is an important issue since the EQUAL programme seeks to generate ways of working and models that are effective in combating discrimination and inequality in the labour market. Therefore, it will be interesting to see how evaluation findings from the local levels will be used at national and EU level.

This thesis has mainly looked at the internal aspects of the EQUAL projects to explain differences (except for the cultural context) between the achieved results. However, clues to differences can also be found by considering the national, politico-administrative context since local projects are affected by how they are steered from above, and depend on for instance, national political aims and government priorities. This is however a topic for another research.

4.3 Recommendations

It is important that an EQUAL project is anchored for all the partners, hence that a projects purpose is clear. Also, there should be support from the partner organisations. If a project is not understood and anchored enough, there is a risk for unclear or mistaken task expectations. To facilitate anchorage it is suggested that the project has a clear purpose and goals. Vaguely stated goals can lead to that an organisation commits itself to another project than what in reality is intended.

The composition of a DP is important for EQUAL projects. That includes its size and also who the involved actors are. The experiences of *DiE* and *Medina* suggest that a smaller DP functions better than a large one. In a smaller partnership the partners experience that they are important, which increases presence in meetings and continuous commitment and involvement. Moreover, it is advisable to match DP members. As seen above, none of the partners in *Medina* decided to leave the project, while some did in *DiE*. One can assume that it is favourable if a project has continuity in the partnership and that is influenced by a match of partners. All private organisations left *DiE* (*Medina* did not include private organisations). Perhaps it is difficult to achieve cooperation between private and public organisations. Their ways of working differ and in interviews it was shown that private partners wanted more action and concrete activities to take place. Therefore, it is important to acknowledge different

ways of working from the outset. Successful cooperation among different actors cannot be taken for granted. Compromise may be necessary to prevent loss of competencies. Also, all organisations have certain things they are good at, which should direct actions in partnerships and can encourage learning between organisations. Consequently, there should be rules for access to the partnership. But by this I do not intend to imply that organisations that are interested and committed should be denied involvement; instead, it is important that the intention for collaboration is an interest in the cause for the partnership, problem solving, cooperation and that the partner has an understanding what a commitment will entail. In order not to exclude committed parties, a recommendation is to have different options to be a partner. For example, an organisation might not have the possibility to contribute financially, but still has a genuine interest in the project and that interest can be as important for a project as co-financing (for the spread of the project ideas for instance).

On the basis of the knowledge of *DiE* and *Medina*, it is obvious that a well-functioning DP influences the effects that a project can achieve. The Dutch DP has functioned better than the Swedish and one can argue that that is due to that there was more cooperation. Only when the project management functions well, can its activities be useful. To give further recommendations, a focus on one target group instead of on several heterogeneous ones is advised. With too wide a focus, the risk is that the project becomes fragmented, vague and difficult to manage. It is also desirable to divide tasks among members, which makes it clear for partners what their roles are. Not knowing what is expected leads to confusion and adds to the uncertainties already inherent in partnerships (see section 2.1.3 about uncertainties). Yet, the roles should be negotiated with partners and deemed to be meaningful by them so the organisation can contribute and make its resources available. Still, this kind of project is like a journey, it is not possible to negotiate all at the beginning of a three year period. Many events, such as changes within partners organisations, will inevitably affect possibilities to contribute and cooperate. Therefore, flexibility should be inherent in the project organisation, so that obstacles can be taken care of along the long and winding road towards less discrimination and inequality at the European labour market.

In this section some recommendations have been made for projects based on partnerships. The reader might conclude that a project resembling *Medina* is the author's preference. However, the recommendations made are general and I do not intend to imply that projects that follow them would have a well-functioning DP, useful project activities and goal attainment. The truth is that I do not think that there is a recipe for projects like the ones falling under the EQUAL programme. The projects are complex, involving a temporary organisation where diverse actors need to achieve a joint image of the nature of a problem, its solution as well as agree on a process towards that solution. If and how that is realised is dependent upon the context in which the project exists and who that context is made up of. If any, my preference lies with projects such as *DiE* (I refer to its purpose and not its organisation) that aim to address underlying causes of problems. Thus not aiming at achieving employment opportunities, but the causes to why certain people are not employed. That possibility is what I believe to be the purpose and positive contribution of the EQUAL programme as a whole. Hence, aiming for changes in the long, instead of the short term. For example, trying to change attitudes in the context of the KfV region where traditional beliefs about entrepreneurship and an industrial tradition exist, is crucial if entrepreneurship is to be facilitated for people that are not treated equally; also after a project has ended. Such projects mean a struggle and it takes time to achieve results. However, every poke leaves a mark and increases the possibility that the mark will become noticed and leave a trace that leads to a path for the future.

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APPENDIX A

Project goals

a) *DiE* goals

Quantitative goals:

1. Establish a regional development organization with the purpose to support entrepreneurship and diversity.
2. Establish a network consisting of at least 20 mentors and 20 adepts, with the ability to function as change agents to diversity in entrepreneurship.
3. Carry through three study circles in entrepreneurship with at least 45 future business owners from underrepresented groups, representatives from the educational system and business promoters.
4. Carry through at least 30 seminars and conferences in the region with a focus on diversity in entrepreneurship.
5. Present articles and a dissertation connected to the theme of development in *DiE*
6. Realize a European conference and workshop on the theme “Models for co-operation between actors to assist business creation”.
7. Participate in a transnational exchange program for at least 15 participants representing groups with a low representation in business together with business owners and business supporters
8. Produce a handbook with formative evaluation methods in cooperation with other EQUAL partnerships.
9. Produce a handbook with best practices regarding strategies for business supporting measures, management and empowerment together with transnational partners.
10. Produce a video with narratives of (future) business owners from participants in cooperation with the transnational partners.
11. Produce a manual with recommendations how groups with a low representation in business can receive access to business supporting measures and how to integrate an equality- and diversity perspective. This will be done in cooperation with the transnational partners.
12. Produce a report that describes innovative ways of working to support (future) business owners from groups with a low representation in business.

Qualitative goals:

1. To increase knowledge and understanding about conditions in business in the region in general and in particular to groups with a low representation in business
2. To increase knowledge and understanding for the interplay between entrepreneurship and cultural means of expression.
3. To increase the interplay between school-economy and school-home to support entrepreneurship among youth.
4. To make the entrepreneurial spirit of groups with a low representation in business visible and to prevent that this visibility lead to new stereotypes.
5. To offer information, counselling and education adapted to individual needs, regardless of target group.
6. To develop methods and ways of working that furthers equality in the business supporting structures.
7. To develop methods and ways of working that furthers diversity in the business supporting structures.
8. To develop methods and ways of working that furthers a youth perspective in the business supporting structures. (Berglund, 2003:appendix 1).

b) *Medina* goals

1. 40-50% of participants would become independent entrepreneurs. The remaining percentage should have the possibility to follow education, leading to an economically independent position.
2. To increase the labour participation of women from ethnic minorities, with or without social support to increase their integration.
3. A 'Medina', a building where the newly started businesses could be gathered physically with eight to twelve business units in the city of Groningen and where facilities such as day-care for the entrepreneurs would be available.
4. To have a total of 50 participants, divided over three groups.
5. To develop a method for the recruitment, selection, training and guidance of the participants and to provide them with housing
6. To export the method to other municipalities in the North of the Netherlands, and to transnational partners.

Communication goals

7. For the participating women, 90% should know how the project was financed and know the results.
8. For 'Other employees', 50% should know how the project was financed and the same percentage should be aware of its results.
9. For local and regional press, the goal was 80% for results and 50% financing.
10. The same percentages for local and regional press applies for national press.
11. For institutions, the percentage is 20 for the results and financing.

Source: Medina Application (2001)

APPENDIX B

Interview questions DPs

a) English

1. a) Why did you/your organisation become partners in DiE? How did it happen?
b) Which is your role as partner in DiE? Has it changed?
c) What are the main objectives of the project and have they been accomplished according to you?
2. What have you/your organisation added to the MiF project? In what way?
3. What have you/your organisation learnt as a result of the project?
 - a) About working in a Development Partnership
What is your view on the method to work in DP's?
Are there other methods that would work better?
 - b) About working with the central questions in the project?
4. What have been good/bad experiences? What improvements could be made?
5. a) Have the involvement in the project changed anything in your/your organizations way of working?
b) How will you/your organization continue to work with the central questions in the projects after its termination?
6. a) Have new networks and contacts been created as result of the involvement in DiE?
In that case, which ones?
Will you/your organisation continue the cooperation with other partners after the project has ended?
b) With what other partners have you/your organisation been in contact? How often?
c) Have the interactions and their results been satisfactory?
7. What are the direct (and indirect) results of DiE?
8. What is your/your organisations view on the transnational partnership?

b) Dutch

1. a) Waarom werd U/Uw organisatie geïnvolveerd in Medina. Hoe is dat gebeurd?
- b) Wat was U rol als partner in Medina? Is die veranderd?
- c) Welke zijn de belangrijkste doelen met het project en zijn ze bereikt volgens U?
2. Wat heeft U/Uw organisatie toegevoegd aan het project? Op welk manier?
3. Wat heeft U/Uw organisatie geleerd als gevolg van het project voor de toekomst?
 - a) Over in een OP te werken?
Wat vind je van de methode om in ontwikkelingspartnerschappen te werken?
Zijn er methoden die beter zouden werken?
 - b) Over met de centrale vragen van het project te werken?
4. Wat zijn goede en slechte ervaringen? Wat zou verbeterd kunnen worden?
5. a) Heeft de participatie in het project iets veranderd in het manier waarop u/Uw organisatie werkt?
- b) Hoe gaat U/Uw organisatie verder gaan werken met de centrale vragen in het project nu dat het beëindigd is?
6. a) Zijn nieuwe contacten en netwerken ontstaan als gevolg van de participatie in Medina? In dat geval, welke?
Samenwerkt U/Uw organisatie nog steeds met andere partners nu dat het project afgelopen is?
- b) Met welke andere partners bent U/Uw organisatie in contact mee geweest ? Hoe vaak?
- c) Bent U tevreden met de interacties/samenwerken en de resultaten ervan?
7. Welke zijn de directe (en indirecte) resultaten van Medina?
8. Wat is U/Uw organisaties kijk op het transnationale partnerschap?

c) Swedish

- 1a) Varför blev du/din organisation involverad i MiF? Hur gick det till?
- b) Vilken är din/din organisations roll i MiF? Har den ändrats?
- c) Vilka är de viktigaste målen med projektet och har de uppnåtts enligt dig?
- 2) Vad har du/din organisation tillfört projektet 'Mångfald i Företagsamhet'? På vilket sätt?
- 3) Vilka lärdomar du/din organisation kan ta med dig/sig från projektet?
 - a) Av att arbeta i ett UP
Vad tycker du om arbetsmetoden att arbeta i partnerskap?
Finns det andra sätt som fungerar bättre?
 - b) Av att arbeta med de centrala frågorna i projektet?
- 4) Vad har varit bra och dåliga erfarenheter? Vad skulle kunna förbättras?
- 5a) Har deltagande i projektet ändrat något i ditt arbetssätt/din organisations arbetssätt?
- b) Hur kommer du/din organisation fortsätta arbetet med de centrala frågorna i projektet efter dess slut?
- 6 a) Har det uppstått nya kontakter och nätverk genom att var med i projektet? I så fall vilka?
Kommer du/din organisation fortsätta samarbete även efter projektets slut?
 - b) Med vilka partners har du/din organisation varit i kontakt?
Hur ofta?
 - c) Har interaktionerna och deras resultat varit tillfredställande?
- 7) Vilka är de direkta (och indirekta) resultaten av MiF?
- 8) Vad är din/din organisations syn på det transnationella partnerskapet?

APPENDIX C

List of respondents

List of persons that have been interviewed *DiE*:

Anders W Johansson (telephone interview)
Ann-Sofie Larsson (mail interview)
Anne Sjoberg (mail interview)
Anne-Louise Gjuse (face-to-face)
Birgitta Lundh (face-to-face)
Camilla Angelmark (face-to-face)
Eila Malmberg (face-to-face)
Elisabeth Langgren (face-to-face)
Helena Viklund (telephone)
Ingrid Gustafsson (face-to-face)
Karin Karlsson (face-to-face)
Kerstin Wennerberg (telephone)
Kjell-Åke Andersson (face-to-face)
Kristina Ekman (telephone)
Kristina Simonsson (face-to-face)
Laila Bennett (mail)
Lars-Erik Axelsson (face-to-face)
Niklas Witt (face-to-face)
PG Nyberg (face-to-face)
Ragnar Boman (telephone)
Theresia H. Jensen (mail)
Thierry Dauphin (face-to-face)
Ulrika Knutsson (face-to-face)

List of persons that have been interviewed *Medina*:

Eddie van Hierden (face-to-face)
Rob Wolters (face-to-face)

List of person that have been asked about their drop out from project *DiE* (this does not apply to *Medina*) - the ones that overlap with the list above have received the question why they dropped out as an additional question. The rest have only responded to why they decided to discontinue their partnership:

Adèle Ennab (mail)
Ann-Sofie Larsson (mail)
Bjorn Sund (telephone)
Erica Larsson (mail)
Jenny Eriksson (mail)
Kjell Bodemyr (mail)
Kristina Ekman (telephone)
Ragnar Boman (telephone)
Roland Erving (telephone)

APPENDIX D

E-mail to partners

a) Swedish

Hej UP!

Mitt namn är Mimi Axelsson. Under april månad ska jag studera Equal projektet 'Mångfald i Företagsamhet' hos Anne Sjöberg i Flen

Här följer en kort presentation om mig, varför jag är här och vad jag skall göra under denna månad. Jag talar om detta för att min vistelse här är anknuten till er som partners i UP och jag är beroende av er för att kunna utföra mina arbetsuppgifter.

Jag kommer från Eskilstuna men bor sedan flera år i Holland där jag studerar. Jag går nu mitt sista år, och gör ett s.k. 'Master program' i 'International Public Management and Public Policy' på Erasmus universitetet i Rotterdam. För min utbildning ska jag under våren göra ett slutarbete, en s.k. master thesis (motsvarande D-uppsats). Jag har valt att skriva mitt arbete om Equal projekt och ska utvärdera MiF och ett Equal projekt i Holland, Medina, och jämföra dem. Att vara här i april ger mig en insyn hur ett Equal projekt fungerar (eller inte!) i praktiken och det tycker jag är jätteintressant.

Anledningen är att jag kontaktar er är att jag skall genomföra intervjuer för MiF angående vad ni som partners 'fått med er' av att vara med i projektet nu när det 'fasas ut'. Intervjuerna kommer även användas för mina akademiska syften, vilket innebär att jag samtidigt passar på att ställa några frågor i anknytning till mitt eget arbete.

Jag ser fram emot att ta del av era erfarenheter av projektet och hoppas att ni är villiga att dela med er av dem.

Jag skulle vilja att min utvärdering av MiF reflekterar vad ni som partners skulle tycka var intressant att veta om projektet och sedan belysa dem i mitt arbete. För att kunna uppskatta vad för information det finns intresse av, ber jag er att snälla, komplettera meningen nedan tre gånger:

Jag skulle vilja veta _____ om 'Mångfald i Företagsamhet'.

Vad jag vill ha fram med denna övning är vad ni som partners är intresserade av att få reda på angående projektet, era funderingar angående till exempel hur projektet har fungerat. Det handlar om att få reda på sådant ni inte vet om projektet, men skulle vilja veta

Några exempel:

Jag skulle vilja veta *__vad deltagare tycker varit bra med __* 'Mångfald i Företagsamhet'.

Jag skulle vilja veta *__om partners har ändrat deras arbetssätt som följd av medverkan i __* 'Mångfald i Företagsamhet'.

Jag skulle vilja veta *__hur många deltagare som totalt har medverkat i __* 'Mångfald i Företagsamhet'.

Jag skulle vilja veta *__hur många som har startat eget företag p g a __* 'Mångfald i Företagsamhet'.

Jag skulle vilja veta __*vad partners upplevt som negativt i projektet*__ 'Mångfald i Företagsamhet'.

Jag skulle vilja veta __*vad de direkta resultaten är av*__ 'Mångfald i Företagsamhet'.

Era svar ska jag försöka få med mitt arbete och betyder alltså att ni är med att utarbeta det. Var snälla att svara på detta mejl så snart som möjligt med förslag på när kan vi boka en tid för ett möte för en intervju under de kommande tre veckorna (10-27 april).

Meningen är att alla partners skall svara på UP's frågor ('aktiva' och 'inaktiva' partners). Om ni vill att jag skickar frågorna innan vi ses, skriv det så mejlar jag dem. Vill ni hellre svara på frågorna elektroniskt eller på telefon så går det också bra (mitt telefonnummer och min e-post adress står nedan).

För att kunna använda de erfarenheter (positiva och negativa) som samlats i anknytning till MiF och för att de skall kunna tas vara på för andra Equal projekt, är det *era* erfarenheter som behövs.

Tack på förhand.

I väntan på svar.

Med vänliga hälsningar Mimi

Ni kan nå mig på

Annes telefon: 0157-10239

Min mobil: 073-5750172

Min e-post adress: mimixelsson@hotmail.com

b) Dutch

Geachte Heer/Mevrouw,

Mijn naam is Mimi Axelsson, ik ben Zweeds maar woon sinds meerdere jaren in Nederland. Ik studeer aan de Erasmus Universiteit in Rotterdam waar ik een Masterprogramma volg in 'International Public Management and Public Policy'.

Voor mijn opleiding zal ik dit voorjaar een scriptie schrijven, een zogenaamde master thesis. Ik heb gekozen om te schrijven over EQUAL projecten en ga het Zweedse project Diversity in Entrepreneurship en Medina evalueren en vergelijken. Ik heb gedurende de maand april stage gelopen bij het Zweedse project waar ik interviews heb gehouden met de partners van DiE en zou u, de partners van Medina, enige vragen willen stellen.

Dus hierbij vraag ik uw medewerking dat ik wat vragen zou mogen stellen. De interviews worden gebruikt voor academische doelen en gaan over jullie ervaringen als partners van Medina. Ik kom graag naar Groningen om jullie te ontmoeten, maar als dat niet mogelijk is kan ik de vragen stellen aan de telefoon of elektronisch via e-mail. Het liefst heb ik de interviews in Engels maar als dat moeilijk is, is het ook mogelijk in Nederlands. Ik heb contact gehad met Rob Wolters en hij is akkoord gegaan met een interview, verstrekken van informatie enz. Van hem heb ik ook u naam gekregen.

Ik kijk ernaar uit om uw ervaringen te mogen delen en ik hoop dat u mee zou willen werken. Ik zou willen dat mijn evaluatie weergeeft wat u als partners interessant vindt en die informatie gebruiken in mijn scriptie. Om te weten te krijgen in wat soort informatie u geïnteresseerd zijn zou ik jullie willen vragen om de onderstaande zin drie keer af te willen maken:

Ik wil weten _____ van Medina

De bedoeling van deze vraag is om een idee te krijgen wat u als partners zouden willen weten over het project. Het gaat erom te weten te krijgen wat jullie niet weten over het project maar zouden willen weten.

Voorbeelden:

Ik wil weten ___ of deelnemers hun werkwijze aan hebben gepast als gevolg van deelname aan Medina

Ik wil weten ___ wat de deelnemers van Medina positief hebben ervaren

Ik wil weten ___ hoeveel vrouwen door middel van Medina eigen bedrijf hebben gestart

Ik wil weten ___ wat de uitkomsten zijn van Medina

Ik ga proberen om jullie antwoorden te incorporeren in mijn scriptie en dat betekent dat jullie het ook vormen.

Met vriendelijke groeten , Mimi

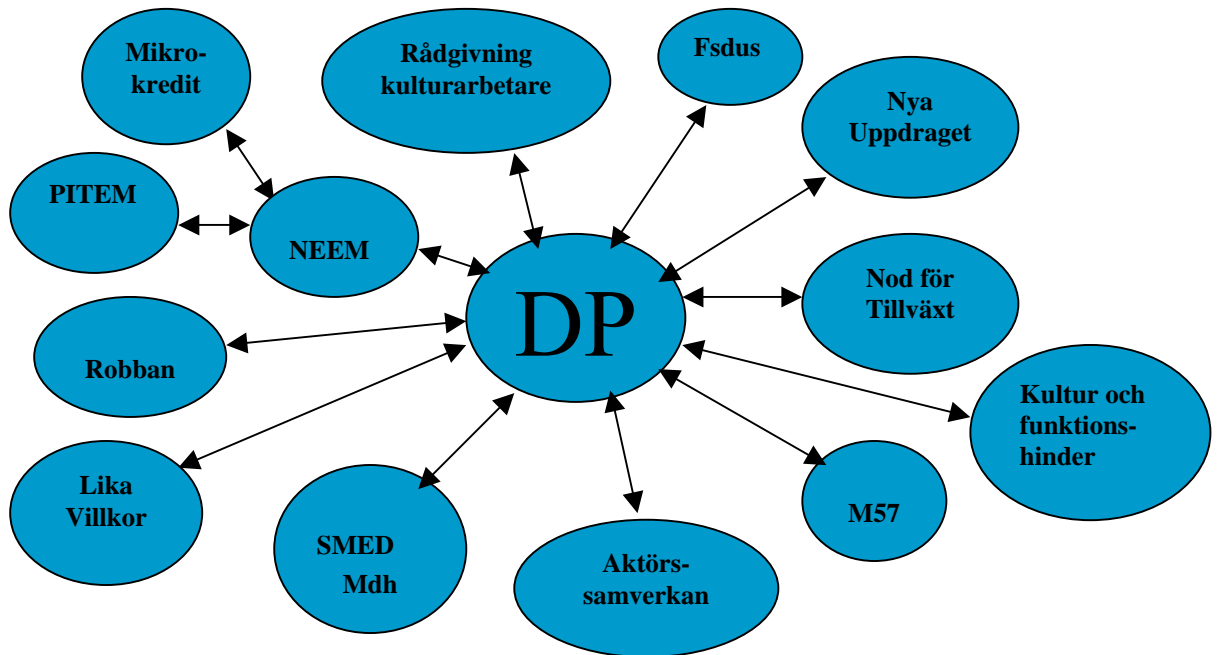
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APPENDIX E

Project and their relation to *DiE*



Source: (Sjoberg, 2005:5)