1. Introduction

During the last years of study at the Erasmus University Rotterdam I have encountered several interesting areas in cultural economics, cultural industries and business administration. When addressing relevant topics in class, essays and in the bachelor thesis the focus was either on general ideas in the industry, valid not only in the Netherlands but in other (western) countries. Or the focus was on the Dutch situation in a particular area, with opportunities and constraints researched within the existing cultural field. My bachelor thesis for example consisted of a comparison of strategy between cultural organizations and business organizations in the Netherlands. Although still feeling affection for this particular area, I found myself increasingly interested in culture and cultural organizations in a more international setting. Scanning the UNESCO website for an assignment I knew the master thesis subject would address cultural issues at an international level.

I remember attending a meeting in Haarlem when I had intentions to join an international aid program in Mutare, Zimbabwe; a twinning partner of Haarlem. The program aimed at supporting the development of Mutare by means of constructing a public building in which inhabitants could interact. Unfortunately the mission was aborted due to an unsafe environment in Mutare at the time.

Another more recent example made me focus on these twinning relationships even more. In a local paper I found an article on the relationship between the municipality of *Haarlemmermeer* and the municipality of *Hódmezövásáhely* in Hungary; and the relationship of *Haarlemmermeer* with *Cebu City* in the Philippines (Hoofddorpse Courant, 2004). These were questioned by the mayor of Haarlemmermeer, Major Hertog. He proposed to stop current relationships with these foreign municipalities, in favour of twinning with municipalities in countries that are more related to Haarlemmermeer, such as Surinam and Morocco. Members of the municipality Council were opposed to Hertog's ideas and the case resulted in continuation of current relationships.

Wanting to know more about these twinning relationships I was helped by a research done by *Vereniging Nederlandse Gemeenten* (VNG) and *Nationale Commissie Voorlichting en Bewustwording Ontwikkelingssamenwerking* (NCO) in 2000 (VNG, 2000). These organizations decided to take the initiative to systematically give insight in and statistical information on international municipal cooperation. Due to the results of this study, I wanted to focus my research on those twinning relationships that are characterized by culture and find out what it is they do on a cultural level and whether 'what they do' is effective or not.

In a broader sense, I am interested in the effectiveness of twinning relationships in general. However, in this thesis I shall focus on culture, not in the least because this relates to the subject of the Master course *Cultural Economics & Cultural Entrepreneurship*.

1.1 Aim of research

Twinning is described as a formalized bond or bond of friendship or project based cooperation between a Dutch municipality (or region) and a foreign municipality (or region) (www.vng.nl). In their research VNG focused on international municipal cooperation, which is another description of what is generally understood with twinning (VNG, 2000).

Until now, not much research has been done on twinning relationships. Besides the aforementioned VNG and NCO study, the field is relatively unexplored. The aim of VNG is to give an overview and statistic information about twinning in the Netherlands. The study does not go into specifics about characteristics of twinning relationships, nor does the research focus on effectiveness or efficiency of these.

Although topics of some studies are related to the subject of this thesis, it appears that there is little information available on twinning relationships in the Netherlands. The extensive study of VNG on twinning relationships does not go in depth on cultural aspects of these contacts nor does the research have an economic approach to the subject. The latter is what I will be focusing on.

In line with developments on higher level concerning international development cooperation, such as the eight formulated *Millennium Development Goals* (www.un.org), it is interesting to see to what extent organizations on a local level contribute to the international field. Municipal organizations involved in twinning are an example of such organizations. I am aiming to contribute to the field of international municipal cooperation by evaluating twinning relationships and determine their effectiveness.

Approaching the problem begins with the evaluation of the intervention of governmental organizations. Only after an evaluative study can valid conclusions be drawn on effectiveness and efficiency.

1.2 Research question

Findings from the VNG research and questions that remain about twinning form a basis for the theoretical angle in this research. As mentioned before, I am interested in the effectiveness of these relationships. From my initial encounter with twinning (Haarlem-Mutare) I got the impression that things were organized slightly informally. This was just an impression and does not say anything valid about the real situation, but it did make me wonder: what goals do municipalities involved in twinning relationships have? Furthermore; do they live up to their goals and meet standards? To be precise: are twinning relationships effective?

Additionally, I am interested in cultural aspects of twinning relationships; what is it that municipalities label as culture? Do people involved think of culture in a broad sense or is culture seen in the specific sense with a focus on the arts? This justifies my focus on *cultural*

twinning relationships. Within the framework of this thesis, this results in the following research question:

With regard to twinning, are cultural municipal relationships in the Netherlands effective?

Besides effectiveness I would like to research efficiency as well. Anticipating the available data within involved organizations, I am not sure whether there will be sufficient information to give a judgment on efficiency.

1.3 Thesis outline

To come to an answer to the research question, several concepts have to be clarified. These concepts will be discussed in the following chapters and make up the outline of this thesis:

Chapter two will introduce the theoretical framework that shapes this study. Evidently this begins with the concept of evaluation and the discussion of evaluative methods used in social science. In chapter three evaluation theories will be connected with effectiveness: why is the effectiveness of twinning organizations interesting? And what is an appropriate method to research effectiveness? Different approaches to effectiveness and methods to measure effectiveness will be dealt with. Chapter four similarly describes the concept of efficiency and will go into one theory in particular; the principal agent-theory. This theory can add an interesting note to this research in specific cases.

Chapter five describes the concept of twinning. Twinning relationships will be introduced and an historic overview describes how these have become what they are today.

Chapter six deals with the notion of culture and makes up an important part of this thesis: what do twining organizations label as culture? Do they define culture in an anthropologic sense or is it more specific and related to the arts?

Insights from evaluation, effectiveness and efficiency combined with the notion of culture shape the model used to find an answer to the research question. Chapter seven describes this model, introduces the participants and will go into the actual research.

Chapter eight and nine respectively discuss quantitative and qualitative findings that are evaluated and interpreted in chapter ten. Finally we come to concluding remarks in chapter eleven.

2. Evaluation in social sciences

The VNG study provided a solid ground to start my own research and aroused new questions about twinning. It made me wonder about topics that had not been addressed before: why do twinning relationships exist? What are their goals? Are they effective in what they do? These questions remained unanswered after reading the extensive report. Hence I decided to focus this research on effectiveness of twinning relationships.

If one wants to answer the question whether an intervention has been effective or not, in essence one needs to find an answer to the question: *have goals been achieved?* It implies that goals have been formulated beforehand and one has evaluated the intervention. Since evaluation is the basis of determining effectiveness of an intervention, let us start with an exploration of evaluation in social sciences.

2.1 What is evaluation?

Evaluation, according to the dictionary is nothing more than a *judgment*, an *appreciation* (Sterkenburg, 2002). However, in social sciences evaluation is a lot more profound. In this section I will make effort to explain as comprehensive as possible the concept of evaluation. Insights in this section are based upon the readings in Swanborn (Swanborn, 1999) and Pitman, Feinstein and Ingram (Pitman, Feinstein, Ingram, 2005).

Evaluation is practically-oriented research with an emphasis on obtaining knowledge that enables the influence of and altering of certain events. Its most important task is to contribute to the alteration of public organization's behavior.

Evaluation aims at determining the success or failure of an intervention (an intervention being a policy intervention; mean; program; project or policy instrument); interventions are initiated to establish certain outcomes. To determine whether an intervention actually affected a particular situation, one could think of the scientific experiment to test this. In an experiment a situation prior to the intervention is compared with the situation after the intervention. It seems like an honest and simple research method but even the scientific experiment has got some drawbacks, which will be discussed later. Sometimes just finding an answer to the question *how many were reached by the intervention* or *are people satisfied* and *against what costs*, suffices.

A focus on objectives is of essence here. Objectives that are determined in advance form the framework against which actual outcomes are measured. Whenever possible it is recommended to set objectives in advance and formulate these as clearly as possible. This will prevent miscellaneous problems in a later stage such as misinterpretation of effects and drawing incorrect conclusions.

If one is evaluating current interventions it is of importance that these are altered in a well-considered way, taking into account negative side effects and paying careful consideration

to budget alterations. Correcting flaws is one of the great advantages of evaluating interventions while projects are still running.

In essence, evaluation is an important aspect of the accountability of public institutions and should help the institutions themselves improve their efficiency. This sounds very straightforward, but in fact it is complex, involving many methodological questions and value judgments, and it can be highly political in a number of ways (Stewart, 2005).

2.2 Objectives

Without initial specification of objectives and consensus about these, one can not conduct evaluative research. An intervention is designed to alter an existing situation S to a desired situation S*. Since the characteristics of the latter are described in objectives, one understands their importance.

Formulating objectives might seem feasible but reality learns that objectives are often set too high, too ambitious, or too low. An objective that is set too low is of course easy to achieve.

Another problem with objectives is that sometimes these are not formulated at all, formulated incorrectly or vaguely. General aims are set but not specified to the level of (needed) means. This could be the result of setting *high-end goals* such as stimulating emancipation or fighting poverty. However, one of the advantages of such goals is that few would disagree trying to achieve them.

Goals may evolve during time due to several factors, such as unforeseen problems that arise in the context of success in achieving other objectives or goals evolve because initial goals are not achieved (Stewart, 2005). Multiple objectives at one time or lack of consensus about objectives can cause problems for correct evaluation too. All of the above differences lead to differences in evaluation.
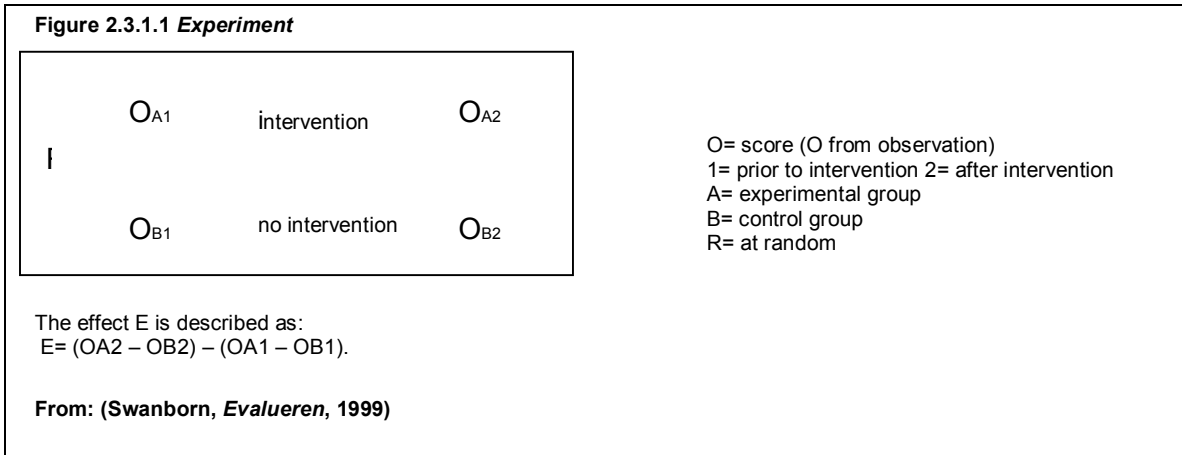
2.3 Evaluative methods

So how can one carry out evaluation research? Several views exist but the most common method is the scientific experiment, briefly mentioned in the introduction of this chapter. I will go into the theory of randomized experiment in the next section.
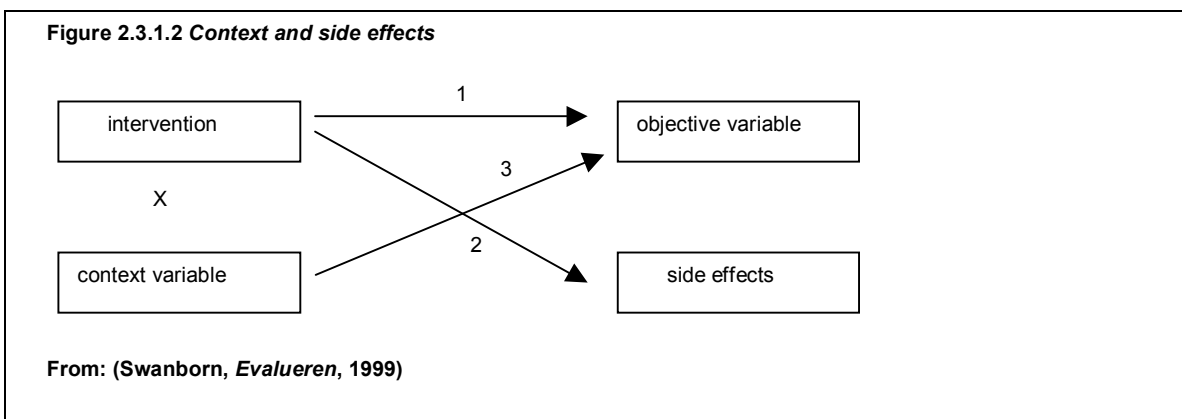
2.3.1 Randomized experiment

In the experiment one compares the situation prior to the intervention with the situation after the intervention. However, in numerous situations one can expect other variables to be of influence as well. Thus, to guarantee the causality argument –that is that effects were caused by the intervention only- the experiment is often expanded with a control group that is not exposed to the intervention but is evaluated afterwards for a comparison. Since participants

are randomly chosen and divided among the groups, the experiment is named the randomized experiment. Results are compared and tested on significance and, in *criterion-referenced measurement* held against a standard: *does the treatment group score higher or better than the control group?* If there is no difference at all, the intervention did not have an effect. The experiment is visualized in figure 2.3.1.1.

Figure 2.3.1.1 *Experiment*

O_{A1} intervention O_{A2}

O_{B1} no intervention O_{B2}

O= score (O from observation)
1= prior to intervention 2= after intervention
A= experimental group
B= control group
R= at random

The effect E is described as:
E= (OA2 – OB2) – (OA1 – OB1).

From: (Swanborn, *Evalueren*, 1999)

One can imagine that the context in which the intervention takes place might effect the situation as well. For example, it is not uncommon that several actors are involved with their own objectives and expectations towards the intervention. The context is of importance then because one wants to make sure that established outcomes are the result of the intervention and not the context. And if the context would lack certain conditions this could cause annoyance too. The intervention might still gain the desired effects but weaker or stronger effects. Other complications that might occur are possible side-effects that influence not only the effects of the intervention, but the actual research as well.

Therefore, the figure shown earlier looks different when considering context complications and possible side effects.

Figure 2.3.1.2 *Context and side effects*

intervention   1 →   objective variable
        X   3
context variable   2 →   side effects

From: (Swanborn, *Evalueren*, 1999)

However, in theory one can speak of a control group but in practice it might not always be possible to create one, as is the case with evaluating twinning organizations too. The next section therefore deals with some other evaluative methods that might be useful here.

2.3.2 Counterfactual

"To assess to what extend any observed result is the effect of a particular intervention, it is necessary to find out what would have happened without the intervention" (Stewart, 2005)

The counterfactual represents the hypothetical state beneficiaries would have experienced without the intervention. There are two approaches to construct the counterfactual: via experimental designs and via quasi-experimental methods (Rawlings, 2005).
The term *counterfactual* is used to indicate what outcomes would have been in the absence of intervention (White, 2005). He hands out several ways of addressing this issue, among which before versus after comparison of outcome indicators for those benefiting from the intervention (1), comparison of outcomes with those in a control group (2), as mentioned above, and a double difference method (3) which consists of a combination of the earlier mentioned.

Problems with the first option concern leaving out other factors that might be of influence (other variables, context). Problems with the second and third option are that again, they are only applicable to those types of intervention that can be seen as delivering a treatment to a clearly defined group; such as patients taking a tablet. As such it is not suited to evaluate twinning performance.

So clearly we should look for yet some more alternatives to evaluate twinning organizations.

2.3.3 Evaluability Assessment
Perhaps this alternative method is given by Joseph Wholey. He describes *evaluability assessment* in relation to effective public management (Wholey, 1983). The following is based upon his findings.

Evaluability assessment is known as a useful and inexpensive tool for evaluation. It answers the question whether the program is ready to be managed for results, what changes are needed to allow results-oriented management, and whether evaluation is likely to contribute to improved performance. It is appropriate when there is an interest in improving program performance and

a willingness to invest in evaluation but realistic, measurable outcome-oriented program objectives have not been defined yet (Wholey, 1983).

The need for evaluability assessment becomes apparent when management is unable to communicate the value of program activities. Many government organizations, as do twinning organizations, face difficulties in communicating what their activities are accomplishing. Staff is employed, money is spent, but convincing evidence of organizational effectiveness is lacking. Evaluability assessment helps those in charge of public and non-profit organizations to agree on outcome-oriented objectives and performance indicators that will facilitate efficient documentation and communication of organizational accomplishments.

2.3.3.1 Evaluability assessment process
The initial focus of evaluability assessment is establishing agreement on management and policy information needs. Several sources of information can be used to clarify the program intent:
- program documentation
- interviews with a small number of program managers and policy makers
- interviews with representatives of small numbers of relevant interest groups

From these useful insights on program design models and lists of currently agreed-on program performance indicators can be drawn. Program design models present the program design (resources allocated to the program, intended program activities, expected program outcomes, and assumed causal linkages) from the point of view of managers, policymakers, or key interest groups. Agreed-on program performance indicators concern the clearly defined intended outcomes and intended impacts of program activities.

The second focus of evaluability assessment is on program reality: in the evaluability assessment process the emphasis is on the feasibility of measuring program performance and on the likelihood that program objectives will be achieved. With use of earlier mentioned documentation combined with interviews and site visits to a small number of projects, one is able to give an estimate and plausible analysis about the achievement of objectives.

The third focus of evaluability assessment is on assisting management or policy to improve program design, program performance and use of program information. The latter is possible with information gathered from the earlier assessment steps.

Evaluability assessments helps managers to establish realistic and outcome-oriented program objectives by combining information on expectations, priorities, and information needs of policymakers, managers, and relevant interest groups. Evaluability assessments also provide informed estimates of the likelihood of objectives to be achieved. Thus, evaluability assessment gives useful hand-outs not only for evaluation within twinning organizations but for

the structure of the research as well. It provides a framework to construct a model for evaluative research, parts of which I will integrate in this particular research.

Besides evaluability assessment, Wholey mentions another method to improve performance in public programs. This is discussed in the next section.

2.3.4 Outcome monitoring

Outcome monitoring is a simple form of management-oriented evaluation also known as *performance measurement*, *performance monitoring* or *impact monitoring*. This method measures program performance, in terms of agreed-on objectives and performance measures and then compares program performance with prior performance or with standards of expected performance. It does so in a four step process: Taken that a set of qualitative or quantitative outcome data is available (1) through program records, existing data systems and surveys on data on program outcomes is collected (2), rather straightforward and repetitive, compared with prior outcomes or expected outcomes (3) and used to assist policy and management decisions (4). The advantages of outcome monitoring evaluation over other forms of evaluations are that this method is relatively simple not only to carry out but sense-making to managers as well.

2.4 Conclusion

Evaluative research is practically-oriented scientific research in which an intervention is designed, assisted and evaluated. It aims at determining the success or failure of an intervention. The role of objectives has to be stressed here; it is important that objectives are formulated beforehand, that these are defined clearly and realistic and that involved actors have consensus about goals to be achieved. Only then, evaluation can take place. Thus the first step towards deciding how effective twinning organizations are is to evaluate these: find out if objectives are specified and what kind of objectives are formulated. The next step consists of finding the right model for evaluation.

This chapter has described several designs and methods for evaluating an intervention of which I would like to use some insights to model this research: from the randomized experiment and the counterfactual we learn the importance of comparing the situation prior to the intervention with the situation after the intervention. But since it is not possible to create a control group of twinning organizations, these methods can not be used here.

However, evaluability assessment adds value to this research by pointing out the importance of agreed-on performance indicators and the actual achievement of objectives. These elements will be integrated in my research model: are twinning organizations using design models to structure performance? In other words; to what level are performance indicators specified? If none are, to what extend are intended outcomes or intended impacts of activities specified? Furthermore; are objectives achieved? To gather information on these subjects I shall focus on twinning documentation and information from questionnaires and interviews I will submit the organizations to. And again, these are elements of evaluability assessment too.

From the evaluation method outcome monitoring, I shall use the focus on agreed-on objectives and performance measures and compare the results with expected outcomes on twinning performance. Besides, outcome monitoring proves a useful manual for the researcher too, as is shown by the four step process: assuming that a set of qualitative or quantitative data is available (1) collect data on program outcomes, through program records, surveys etc. (2) and compare these with prior or expected outcomes (3) to come to solid advise on policy and management decisions (4). These are exactly the steps I initiate to take in this thesis; evaluate twinning organizations through available data, compare the results with prior information and come with recommendations afterwards.

3. Effectiveness

Having explored the concept of evaluation, it is time to take a step forward and focus on effectiveness. One can not say anything valid about effectiveness if the situation has not been evaluated beforehand; the outcomes of a certain intervention will enable us to compare the situation before the intervention with the situation after and learn whether initial goals have been achieved as a result of the intervention. This shows the importance of the causality aspect. When we ask ourselves *have goals been achieved* or *were the objectives established as a result of the intervention* we are asking whether the intervention has been effective or not.

3.1 What is effectiveness?

The dictionary learns that effectiveness has something to do with usefulness and success (Sterkenburg, 2002). The difference with evaluation is that effectiveness not only puts a focus on whether objectives have been met but on the causal effect of the intervention too. Judging the effectiveness of an event is determining whether the intervention alone has caused the effect. The notion of causality makes the difference. Obviously another important aspect of effectiveness is time. Are goals formulated on a long term basis or are they to be achieved within a short period of time? Long term objectives can differ from short term objectives and it is likely that the effectiveness of an organization is influenced by time as well.

The distinction with efficiency (which we will come to speak of later) is that efficiency entails the notion of *means* as well; *how can certain results be obtained with least effort*?

It is interesting to find out what techniques exist to measure effectiveness and what role these factors have. In the next paragraphs several methods to measure effectiveness will be discussed.

3.2 Economy, Efficiency, Effectiveness

This method puts the focus on performance indicators. By using these indicators, important information about the performance of an organization comes to surface (Groot, Van Helden, 2002). Performance indicators should be formulated in line with the organizational goals and planned activities. They indicate a minimum level of performance that is sought after.

If an organization is seen as a transformation process, in which means (input) are transferred into products (output) through activities (throughput) that will ultimately lead to effects (outcomes), then, management and control should focus on the according stages in this process:

- *economy*: optimizing acquisition of means;
- *efficiency*: relation between allocation of means (input) and products (output);
- *effectiveness*: relation between products (output) and effects to achieve (outcomes)

If the above is visualized the following is the result (own design):

Figure 3.3.1 *Effectiveness*
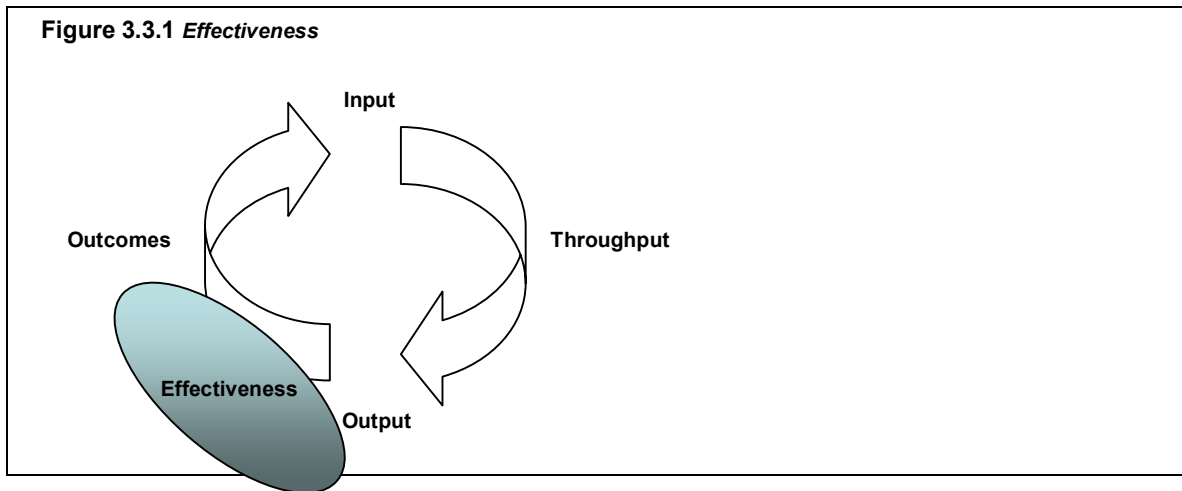
In case of twinning, the words input, throughput, output and outcomes can be replaced by respectively *means*, *activities*, *products* and *effects*.

Performance indicators can be formulated for each of these stages. The above is also known as the EEE-model of performance measure (Groot, Van Helden, 2002). If a certain value of desirable performance is specified, this is called a *norm*. Norms can be based upon the following foundations:

a. the level of performance of the same organization-unit in the past;
b. the level of performance of other organization-units within the same organization;
c. the level of performance as a result of technical or qualitative research;
d. the level of performance of other organizations (benchmarking)

It is said that the foundations under a. and b. usually result in rather weak norms because the danger exists to formulate norms that are based on ineffective or inefficient performance in earlier years (a.). Weak norms and bad performance can also be the result of standardizing the mean performance in similar organization-units, while the mean does not necessarily indicate good performance (b.).

Organizational performance and effectiveness can be measured by recognizing performance indicators and norms and through subsequent evaluation of achieved objectives. This technique seems to be quite straightforward but can only be used when performance indicators and norms indeed have been formulated which might not be the case with twinning organizations. In addition to the techniques just described the *operational review* is introduced, this technique provides a similar view on the matter. The next section will deal with this matter. Insights come from Reider (Reider, 2001).

3.2.1 Operational Review

When one speaks of economy (or the cost of operation), the question is: *is the organization carrying out its responsibilities in the most economical matter*? With efficiency the question is whether *the organization is carrying out its responsibilities with a minimum expenditure of effort*? Both economy and efficiency are concerned with achieving the optimum balance between costs and results. The use of resources (people, facilities, equipment, supplies, and money) is being analyzed in evaluating economy and efficiency.

Effectiveness however, comes down to the question: *is the organization achieving results or benefits based on stated goals and objectives or some other measurable criteria*? It is about results achieved and accomplishments and benefits provided. In evaluating the effectiveness of operations, the question is whether the activity is achieving its ultimate intended purpose. To evaluate economy, efficiency and effectiveness of the organization's operations the operational review can be used.

The intent of the operational review is not to be critical of present operations, but to review operations and develop a program of best practices and continuous positive operational improvements by working with management and staff personnel.

Operational review results provide the entity (board of directors, top management, operations management, employees, volunteers, clients or customers, vendors, and contractors) with data necessary for effective resource allocation and with a strategic focus for the organization. The operational review process provides objective measures to determine the success of the entity's internal goals, objectives, and detail plans as well as external performance measures. Effective operational review procedures encompass both internal and external needs.

Looking at the operations of a not-for-profit, the first focus is on the entity's external environment, considering such factors as *revenues, expenditures* and *operations*; not-for-profits tend to be operated by a part-time volunteer board of directors, with members having various levels of skills, abilities, and agendas. In addition the entity often is managed by a full- or part-time director, whose abilities may vary but tend to relate more to the service being provided (or fund-raising) rather than operations and fiscal controls. Support- and service providing staff may not always be at desired levels –in terms of both abilities and number of staff- and many times are working at less than equitable compensation. Adding a high proportionate share of volunteers can result in a difficult organizational atmosphere to manage and control.

Awareness of the organizational budget is another aspect of the operational review; it concerns the question *what is the relationship between actual spending and the balanced budget, and the results achieved for the dollars spent*. The operational review ensures that budgeted dollars are used economically and efficiently to achieve desired results or

effectiveness. Therefore the reviewer must look at both the budgeted revenue as well as the budgeted expenditure side of the picture.

The review of the results of operations includes the assessment of the organizational planning system relating to the development of realistic goals, objectives, and detail plans. The adequacy of management's system for measuring effectiveness is assessed by determining the extent to which results are achieved through identification of factors inhibiting satisfactory performance of results.

Clearly operational review can add value and structure to this research and some aspects of this method will certainly be used here. In the last paragraph I would like to add another well known method to measure performance and effectiveness: the *Balanced Scorecard* (BSC) designed by Kaplan & Norton (Groot, Van Helden, 2002).

3.3 Balanced Scorecard

The balanced scorecard (BSC) is a performance measuring instrument and management instrument. It combines both financial performance indicators and non-financial indicators with qualitative performance indicators to give an overall indication of future performance of an organization. Starting with the organization's mission and strategy, BSC translates strategic goals into performance indicators that can be divided into four perspectives:

1. Financial perspective: important to shareholders and other financial providers (for instance the government);
2. Customer perspective: appreciation of the customers according to time, quality, service and costs;
3. Internal perspective: focused on processes within the organization relating to time, quality, costs and functionality;
4. Innovative perspective: how renewing is the organization, does it adapt to a continuously changing environment?

A fifth perspective, a *social perspective* can be added; this perspective answers the question *what extra benefits does the organization provide to the direct environment*?

If perspectives mentioned above can be translated into specific performance indicators for an organization, BSC is a useful tool for measuring effectiveness. However, here as well the possibility to actually specify indicators must be present.

3.4 Conclusion

Have goals been achieved is the question we ask when an intervention is evaluated. *Can results be subscribed to the intervention* is the correct question when one wants to give a judgment on the effectiveness of an intervention. Several techniques are available to measure performance and effectiveness, all having its own advantages and disadvantages too.

The center of attention in the EEE-model is realized performance and achieved outcomes. From this model specific performance indicators can be generated that can be used to get an impression of the organizational performance and level of goal achievement. Translated to this research on twinning this means that I will look for specified performance indicators; are these formulated? And is there a relation between the activities (output) and effects to be achieved (outcomes)?

From the operational review I will use multiple insights: as a researcher I will review the operation of twinning organizations on the areas *goals and objectives*, *internal environment* and *the budget* to give an estimate about the organizational planning system; the development of realistic goals and objectives and management system adequacy for measuring effectiveness. Furthermore to identify the level of goal achievement and factors inhibiting optimal performance results.

The Balanced Score Card gives a useful framework to structure the research model. Topics mentioned in this chapter and previous chapter on evaluation methods will be integrated using the five perspectives of the BSC: the financial perspective will focus on the budget; the customer perspective on those benefiting from twinning activities; the internal perspective on organizational processes and (number of) staff available; the innovative perspective on information channels of twinning organizations and the social perspective on the extra benefits the organizations provide to their external environment.

These subjects are integrated in a model that will be introduced in chapter seven. For now I would like to draw the attention to the next chapter on efficiency since this concept can add yet another view to this research.

4. Efficiency

In an economic sense efficiency means: *the ratio or proportionality between the value of the human end achieved ("benefits" or "satisfactions") and the value of the scarce resources expended to achieve it (opportunity costs)*. When an economist calls a situation or a practice "inefficient," he is claiming that exactly the same desired goals could have been achieved with the expenditure of fewer scarce resources, or, put another way, that the amount of resources being employed could potentially produce even more of the beneficial results intended than they do. Efficiency is defined as the relationship between the allocated means and activities or products created (Groot, Van Helden, 1999).

4.1 What is efficiency?

Efficiency is making the most we can of the limited resources we have or obtaining certain results with least effort. When efficiency of a process or social institution or practice is assessed, one can wonder whose evaluations are being used. In a well-developed market economy, assessment of economic efficiency emphasizes the monetary values placed on the various inputs and resulting outputs in the open marketplace. Valuations that count are thus valuations of those who are willing and able to support their preferences by spending their money in ways that seem to them most likely to maximize their satisfactions or utility based on individual tastes and preferences. The evidence that any particular economic resource is used efficiently is, in the end, the fact that no one finds it "worth his while" to bid up the price and pay more in order to divert it to some other use.

This chapter will focus on two methods to measure twinning efficiency. The first is budgeting, discussed in the following paragraph. The second is the Principal Agent-theory.

4.2 Budgeting

A frequently used (financial) management tool in non-profit organizations is budgeting. By using a budget it becomes clear what means should lead to what ends; what is the budget for activity A., the budget for activity B. etc. Qualitative information, such as formulated goals, is translated into quantifiable entities. In this way, the budget allocates and divides (Groot, Van Helden, 2002).

Budgeting can assess the effectiveness and efficiency of an intervention by evaluating the budget. Examining the difference between budget and realized output is called difference- or variation analysis. The most basic form of variation analysis consists of a comparison between budget costs and real costs. This analysis can be done after the budgeting period has ended but can also be done while projects are still running. The advantage then is that one can still alter the course when and where necessary.

Effectiveness and efficiency of an intervention can only be measured if a budget is present in the organization. But it is often said that performance can not be measured by the organizational budget alone. For an optimal allocation of means the public budget should not just include the expenses of certain activities but an overview of realized performance or achieved outcomes as well (Koopmans, Wellink, De Kam, Sterks en Woltjer, 2003). Therefore, budgeting is used in addition to other techniques to measure effectiveness.

4.3 Principal Agent Theory

A second focus in determining efficiency of twinning organizations is formed by the Principal Agent-theory. Based in economics, the main element of the Principal Agent-theory is incentives:

"Incentive issues emerge with the division of labor, i.e. with the first human activities. When party A delegates a task to party B who does not have the same objectives and who has or acquires private information about the cost of this task, party A worries about the incentives of party B. (...) To induce party B to carry out the task, party A offers an implicit or explicit contract. Calling party A the principal and party B the agent, we obtain a principal agent relationship." (Laffont, 2003)

The stringent question remains: what is the optimal structure of the contract the principal should offer to the agent?

I would like to use the PA-theory in addition to the effectiveness theory on some of the organizations involved in this research. The structure of the PA-theory limits its validation to those relationships that are based on a contract. In this research only private organizations that have a contract with the municipality qualify. It is interesting to find out what extra benefits PA theory could give to those organizations; what does the optimal contract look like? And perhaps something could be said about these organizations in relation or in contrast to those twinning organizations that operate within the municipal mechanism.

The choice for the Principal Agent-theory as another focus of efficiency in this research is also based on a study named *De lastige verhouding tussen department en agent* (De Vries, 1992). I found that many of insights of this research could be transferred to this research on twinning. The author is researching the (economic) relationship between a governmental department and the executive organization; he wants to find out whether the efficiency of means provided by the governmental department is affected by the actions of both actors through (asymmetric) information. Translated to my own topic, the question would be:

In what way is the efficiency of means, provided by principal to agent, affected by the behaviour of both principal and agent considering an information problem in the principal agent analysis?

In the above, the principal can be seen as the municipality providing means (subsidy) to private twinning organizations. It is interesting to find out whether preferences and aims of both actors agree and if this affects the efficiency of subsidy provided by the municipality.

Based on the above there are some questions I want to find an answer to by using the principal agent-theory:

1. In twinning relationships that are outsourced to private organizations, are agreements and expectations formulated in a contract; is there a contract?
2. Is the efficiency in this relationship affected by an information asymmetry?
3. What should the optimal contract look like?

Is it possible to compare efficiency outcomes between twinning relationships that are carried out by the municipality and twinning relationships that are carried out by private organizations and give a value judgement to these results?

4.4 Conclusion

A focus on financial activities can reveal useful information about the organization's efficiency. To find out whether twinning organizations are operating efficiently as well as effectively, I will look at input and focus on the budget: *are costs covered by the budget*? Additionally I will focus on outcomes as well in the sense of goal achievement, mentioned in the previous chapter. *Could results achieved have been established with fewer resources?* If the answer is yes, the organization is not operating efficiently.

I would like to pay attention to the difference between operations of those twinning organizations that are integrated within the municipality and of those that are outsourced to a private organization. What relationship is there between the municipality and the private organization? Is there some kind of contract or do these private organizations operate completely independent of the municipality? The next step would consist of a comparison of performance results of both types of organizations to see if there is a difference and if it that difference can be explained in efficiency terms.

I would like to integrate these elements of efficiency in the research model, together with insights on evaluation and effectiveness discussed in the previous chapters. This model will be highlighted in chapter seven, but before coming to that I shall focus on historical facts about twinning and on the role of culture within this thesis. Combined with information from earlier chapters this should lead to a solid ground on which effectiveness and efficiency of twinning organizations can be assessed.

5. Twinning

This chapter will give some information on the history of twinning; how was twinning initiated and in what thought? How did twinning evolve in the years afterwards and become what it is today? This chapter will give useful background information and specific information on twinning objectives. Since objectives have a central role within this thesis, a historical focus on these will help interpret objectives in twinning organizations at present time. Most information in the following paragraph is based upon VNG's findings (VNG, 2001)

5.1 International Municipal Cooperation

As a reminder, twinning is generally understood as a formalized bond or bond of friendship or as project based cooperation between a Dutch municipality or region and a foreign municipality or region. And if we go back in time, it appears that even then, before WOII cultural exchange between neighboring countries was common. Neighboring friendships were characterized by economics, culture and sports but there was no specific policy inherent to these relationships. This changed after WWII when the idea of preventing the horrors of war became prevalent; civil servants all over Europe wanted to make a connection with each other, learn from each other and appreciate one another in order to create mutual understanding and friendship.

A first step towards twinning was seen when on the 28thof January 1951, Geneva, fifty mayors of eight different countries in Europe founded a board *Raad der Europese Gemeenten en Regio's* (REGR). Encouraged by the board, municipalities in several West-European countries involve in official friendships. Back then, the main idea of these friendships was to stimulate exchange between twinning partners. Through exchange projects one could become familiar with one another's culture. Nowadays, this is still seen as one of the most important aims of twinning relationships. In a 1992 official document of the *Europese Gemeenschap* (EG) mentions that mutual stopovers at each other's homes form the cornerstone of twinning (VNG, 2001, p.21).

Initially twinning is a West-European matter in which two organizations take the lead. Besides the earlier mentioned REGR, the *Fédération Mondiale des Villes Jumelées-Cités Unies* (FMVj) founded in France in 1957 is of importance too. In 1975 the organization became *Cités Unies France* (*CUF*) and it has become one of the biggest national organizations involved in twinning in France (www.cites-unies-france.org).

Both organizations manage strict criteria for twinning: solely engaging in exchange projects is not sufficient any more; twinning needs a ratification of both municipal Councils to become official.

From the nineteen sixties onwards however, contacts outside of West-Europe are to be seen. Inhabitants of several Dutch municipalities want to make a contribution but they do not

have an official body to turn to: these new relationships are characterized by a lack of any formal municipal involvement. As a result the initiative to involve in development cooperation is often with private institutions that are lead by a council member or mayor.

During the same time the mayor of Smallingerland (Drachten) has a different view on the matter. He wants friendships between municipalities to become more intense and specific. That instead of organizing incidental meetings, relationships should have a long term focus. Dutch municipalities should make a difference by providing services to the partner in a developing country instead of making the annual soccer game the highlight of the relationship (VNG, 2001, p.44). This was clearly a change of mind about what the content of these relationships should be.

But it took until 1976 before municipalities gained more responsibility in development cooperation. In the preceding period the National Government had been the main operator. At that time the main idea of municipal development cooperation was to show involvement with developments on a global level. Important characteristics of municipal development cooperation contacts were *peace, opposing the Apartheid in South-Africa* and *opposing nuclear weapons.*

On the 24th and 25th of May 2002 the Conference of Visegrad took place in Slovakia. The intention was to speak about intensification of the cooperation between the Visegrad countries (Czech Republic, Slovakia, Hungary and Poland) and the Benelux (www.minbuza.nl). After the conference it became clear that several of these Central-European countries would enter the European Union, but to enter policy adjustments had to be made. Municipal contacts could play an important role here. The Dutch National Department of Foreign Affairs designed a special program to facilitate these contacts: *Gemeentelijke Samenwerking met Toetredingslanden* (GST). A similar program for municipal support to projects in developing countries already existed since 1993: *Gemeentelijke Samenwerking met Ontwikkelingslanden* (GSO). With this program municipalities were able to apply for additional financial support for projects aimed at enforcing local administration and policy.

Thus it appeared that municipal development cooperation was no longer dominated by political solidarity in the nineteen-nineties. Municipalities in fact formulated specific policy on international cooperation.

5.2 Twinning objectives
From this historic overview twinning objectives become apparent: initially there is a focus on *getting to know each other* and *becoming familiar with the neighboring culture* which is accomplished through mutual exchanges between twinning partners. Vaguely formulated as *mutual stopovers at each other's homes* exchange projects are still stressed as important objectives of twinning relationships today. Gradually the content of these relationships seemed

to evolve towards something more essential: *making a difference*, *providing aid* to developing countries, *aiming for peace* and *opposing Apartheid and nuclear weapons*, instead of making the annual soccer game the highlight of the relationship.

Today extracts of these aims can still be seen in motives for municipalities to involve in international cooperation. VNG summarizes these motives in the following categories (VNG, 2000):

1. To contribute to enduring local development enforcement around the world;
2. To fight poverty;
3. To create a platform of awareness and knowledge about international affaires with the local environment;
4. To create solidarity and peace;
5. For personal benefits such as exchange of knowledge or enforcement of the image of a city (cultural identity, main port, etc.)

The option *personal benefits* leaves room for creativeness and in fact there are numerous ways to typify twinning contacts. At present, everything that is part of municipal policy can shape international municipal policy as well

The following list gives an overview of the main activities within international municipal cooperation (VNG, 2000):

1. Health
2. Enforcement of local boards and municipality
3. Culture
4. Women in local boards
5. Sports
6. Litter disposal
7. (Drinking) water supply
8. Environment and Local Agenda 21
9. Habitat
10. Multicultural Community
11. Local economical cooperation
12. Municipal information

With the above information one would expect goals to be somewhere in between *mutual stopovers at each others homes* and more serious matters such as *fighting poverty*. The range seems to be wide and motives multiple for engaging in twinning relationships. Therefore let us find out what kind of objectives twinning organizations have and assess to what extend these have evolved over time.

5.3 Twinning contract

If municipalities want to engage in twinning, VNG plays an important intermediate role. This organization can facilitate contacts between municipalities and find the perfect match with a foreign partner. However, if municipalities choose themselves to engage in twinning with a partner, VNG can play a facilitating role by presenting an example twinning agreement on their website (www.vng.nl). The document contains suggestions for items to include in such an agreement, for instance:

- A *preamble* that gives an overview of the history and describes the area of cooperation and higher purpose of the twinning relationship;
- *Objective(s)* that derive from the higher objective mentioned in the preamble;
- *Policy areas* that describe areas of interest in the twinning relationship;
- *Means* to meet objectives, such as exchange of knowledge (according to VNG it is not mandatory to indicate means);
- *Actors*
- A *process* of information about running projects and activities between the municipalities on a regular basis;
- *Time* and *evaluation* term to agree on the period of time to engage in twinning together (note that VNG sets the time for evaluation between three and five years).

This last item brings me to the next paragraph on evaluation. In assessing how effective twinning relationships are, evaluation plays an important role, as it does in this research. VNG occupied itself with the concept of evaluation in twinning, I was not aware of this at the time and had already initiated this thesis, but since these insights are valuable for this research, they are mentioned in the next paragraph.

5.4 Evaluation

During my research a brochure (VNG, 2005) came to my attention on evaluation of international municipal cooperation. VNG offers twinning evaluation to those municipalities that value such an evaluation. Unfortunately I was too far along with this thesis to include results in my research. However, I would like to draw attention to this document and VNG's evaluation since some insights might still be of use.

If a municipality has the intention to evaluate its twinning relationship(s), it can turn to VNG International, a department within VNG Netherlands that is occupied with municipalities on an international level. VNG evaluates through a multi-step process that includes examination of official documents (annual reports, activity- and travel reports) and interviews with actors within the municipality and with private organizations (sometimes with the partner municipality as well). Findings are presented in a workshop and advice and recommendations are given after approximately four months. The price for such an evaluation

varies from twelve thousand Euros to twenty thousand Euros and will exceed when research is expanded to the partner municipality. Municipalities that have used the VNG's evaluation include Zuthpen (36.720 inhabitants), Tilburg (193.000), Deurne (32.138) and Doetinchem (46.742).

Again I would like to stress that I did not know about this VNG evaluation after I already conducted my own.

5.5 Conclusion

The history of twinning seems to go way back. Even when it was not called twinning yet attention for neighboring countries was common. The focus was on mutual friendship and understanding and exchange projects aimed at *getting to know each other's culture*. As twinning grows more important, so does the need to make contacts official, as is illustrated by municipal councils ratifying relationships with an official ode and VNG's example contract.

With new partners entering the European Union, the focus of twinning alters to making policy adjustments in local structures. Contacts outside Europe are mostly of the lateral type; providing (financial) aid to partnering developing countries.

Twinning objectives seem to move between *keeping friendships* and *providing aid*, motives for engaging in twinning are various and ways to typify a relationship multiple. It is interesting to find out to what extend original twinning objectives exist today and in what way these can be typified. However, before turning our attention to this, we shall first focus on the role of culture in this thesis. Whose culture are we talking about? And in what way should one interpret this term? The next chapter is on culture.

6. Culture

Now that the borders in this thesis are set and a focus on effectiveness and efficiency has been justified, I will add another aspect to complete the framework that shapes this research. I was surprised by the low rate of attention for culture with developing countries in the chapter on *Cooperation beyond borders* in the VNG and NCO report (VNG, 2000). The most important characteristic of contacts with developing countries is of financial nature (38.2%) and the least important characteristic is cultural exchange (2.5%)! The percentages were somewhat different for Central- and Eastern Europe contacts; most important is transfer of knowledge (30.1%) and least important is the possibility of internships (1.2%). The importance of cultural exchange is rated at 14.5%.

Interpreting the findings in this chapter, I wondered why there was so little attention for culture within twinning relationships, especially with partners in developing countries. Is the cultural part in international municipal relationships really that unimportant? It seems at least odd that on a national level the role of culture within international cooperation has been stressed since the late nineteen-eighties (Pronk, 1990) and culture on a municipal level plays a minor role.

6.1 Culture in an international setting

In the early nineteen nineties, the National Government formulated specific policy about the role of culture within foreign policy. Several years of discussion had lead to renewed ideas about the role of culture within development cooperation. Culture was seen as an important part of international policy in several official documents, among which *Een Wereld van Verschil*, published under the reign of Minister Jan Pronk (Pronk, 1990). He was one of the first Ministers who emphasized the importance of culture in an international setting; he did so in line with intentions of UNESCO's *Wereldcommissie* (Van Paaschen, 2000).

A special program, *Cultuurprogramma* was created to further develop the cultural dimension in development cooperation. The program aimed at assessing the type of assistance needed in development countries and at providing assistance for specific (cultural) activities. The program had two main goals:
1. Enforcing the cultural identity in development countries;
2. Stimulating mutual understanding between different cultures through exchange of knowledge and experience.

At the same time, the government aimed at facilitating ways through which the population and organizations themselves could connect with other cultures. These goals show the growing importance of culture within development cooperation. With regard to cultural exchange, the importance of intermediate organizations was stressed because the knowledge and experience inside these organizations could contribute to both culture on a national level and culture in a

foreign context. However, nowhere in the document *Een Wereld van Verschil* twinning relationships were mentioned. And even though twinning was mainly a municipal activity, one would expect these relationships to contribute to culture on a national level and in an international setting too.

Because of the assumed low attention for culture in the VNG and NCO report and lack of attention in policy documents, the focus of this thesis is on culture. I want to find out in what way *culture* is interpreted within twinning relationships. Is culture seen in a broad sense, referring to norms and values in a society or is it more specific and referring to the arts? Is there a difference between what is understood with culture from the point of view of the central government and from the point of view of the lower governments, such as the municipality? And is culture on a municipal level really that unimportant?

To find out, a common sense of what is generally understood with culture is required.

6.2 Sociology

From a sociological or anthropological point of view culture is a synonym for the cultural aspect of society (De Jager, Mok, 1999). Culture comes from the Latin word *colere* for *building* and *taking care of*. *Cultura* literally meant *building on agricultural grounds*, later it was also referred to as *building on the mind*. Nowadays, people tend to think of the arts, heritage and perhaps sciences when one speaks of culture.

However, the sociological approach to culture is much broader. It is not just the arts and sciences but also the more day to day practices people in a society have, such as keeping pets, having social drinks and playing sports. As a result, over a hundred definitions of culture exist. These vary by stressing one aspect more than another. The definition of culture the authors of *Grondbeginselen der Sociologie* give seems like a useful and sense making one when speaking of culture in a broad sense (De Jager, Mok, 1999):

"Culture is the more or less interconnected whole of images, interpretations, values and norms that people as members of their society have attained through means of learning processes which strongly influence their behavior and through which these people distinct themselves from members of other societies"

6.3 General cultural policy and cultural policy

Elsewhere similar sounds on culture come from Sociaal en Cultureel Planbureau (SCP). In 1986 SCP published an important research on cultural policy in the Netherlands that described the history of cultural politics in the Netherlands and the start of two developments that divided cultural politics in two (SCP, 1986). Its consequences still affect the way cultural policy is structured today.

Around the year 1800, a general cultural climate referring to the individual freedom of expression developed itself and simultaneously a more specific cultural policy arose; cultural policy that focused on collective values, expressions and ideas. It is referred to as *cultural policy*.

Initially the National Government played an important role in cultural politics: in *general cultural policy* the government acted as a protector and in *cultural policy* she was the stimulator. However, in the 19th and 20th century her role in general cultural politics became less dominant; there was less interference with freedom of individual expression. On the other hand, her role in cultural policy became more substantial.

In the second half of the 19th century, general cultural politics were characterized by adjustments to new forms of political expression and politics were influenced by the separation of state and church. Still the first half of the 20th century shows the unease to deal with new *cultural* expressions and the delicateness of moral standards. Nevertheless, the air of universalism and tolerance of the beginning of the 19th century had set trend within the cultural climate of Dutch society and affected religion, politics and sciences. Restrictions on some forms of cultural expression, such as in the performing arts and film, were neutralized and free circulation of these became possible.

After a change in constitution in 1983 cultural policy was divided in two. In general cultural policy the government was no longer allowed to make a distinction between cultural expressions but in (specific) cultural policy she had to emphasize the merits of the cultural offer. However, in doing so she had to stay clear form political, religious or moral preferences.

And thus the development of general cultural policy explains the character of cultural politics in which the government got increasingly involved. While the freedom of expression was left to the judgment of the individual (and to law in extreme cases), the civilization ideal comprised of the arts, sciences and education, did call for (more) government interference. It explains why the Dutch government is still concerned with cultural policy in museums, archives, monuments, libraries, the arts, broadcasting and the press.

The SCP report shows that from a National Government-type-of-view culture can be divided into two: *general cultural policy* that relates to freedom of individual expression and *cultural policy* that relates to collective values, expression and ideas. The government is mainly involved in the latter.

6.4 Central government vs. municipality

With her involvement in cultural policy the National Government wants to improve the quality and the scope of cultural life. The focus is on museums, archives, monuments, libraries, the arts, broadcasting and the press. But is the focus the same in municipal policy?

It seems that the overall orientation in municipal policy is the same but content varies depending on the policy areas that are emphasized. It is mentioned that cultural planning budgets of central government and local governments cannot be compared because of a different categorization of cultural expressions (Wijn, 1993). Additionally it is mentioned that municipalities mainly focus on the consumption of culture while the central government's main concern is production and distribution of culture.

6.5. Conclusion

With twinning organizations I expect to find concepts of culture that relate to both cultural and general cultural policy, in terms of the National Government. General cultural policy shows some resemblance with a sociological or anthropological cultural view. Thus to typify culture I would like to use the definition of De Jager and Mok given earlier.

Twinning relationships are shaped by different values and norms, images and interpretations of another society. In approaching respondents I will ask for their interpretation of culture and categorize responses in the nature of the above described definitions.

The theoretical framework in this research is now complete. It is shaped by three factors: evaluation, effectiveness and efficiency. Motives for engaging in twinning and original twinning objectives described in chapter five, combined with the notion of culture described in this chapter, complement these. Chapter seven describes the research itself, introducing a model that integrates insights from previous chapters and forms the basis of the actual research. It will lead to questions and expectations about effectiveness, efficiency and culture.

7. Research

7.1 Introduction

The question I would like to answer in this thesis is:

With regard to twinning, are cultural municipal relationships in the Netherlands effective?

To answer this question I will focus on objectives. What twinning objectives can be identified? Are objectives formulated? And if so, what kind of objectives are these? A focus on objectives alone is not sufficient to indicate whether twinning relationships are effective. Therefore I will integrate insights from chapters two, three and four in an adjusted Balanced Scorecard to create a complete picture of effectiveness.

A first priority is to identify and explore twinning objectives and focus on financial- and qualitative performance indicators. These are combined with evaluation- and effectiveness theories from chapters two and three and integrated in a theoretical framework.

7.2 Model

In figure 7.2 the focus is on objectives: are objectives formulated in advance and as clearly as possible? Only then evaluation can take place and effectiveness can be assessed. Second of all we need to take into consideration the notion of causality: are effects caused by the intervention alone? Elements of evaluability assessment in this model come down to the following question: *what are management's expectations on program outcomes, on intended program activities and achievement of objectives?*

Above, the model focuses on the operational review and stresses the importance of the organizational budget: how is the organization operated? Is it mostly made up by volunteers or is there a professional board? What about support staff? With regard to the budget: what is the relationship between actual spending and the balanced budget and results achieved? These and other questions are displayed in Figure 7.2, the Balanced Scorecard:

Figure 7.2 *Balanced Score Card*

Perspective	Theory (Groot, Van Helden)	Performance indicator
Financial Perspective	How attractive is the organization to shareholders? Use profit, cash flow and ROI to measure. But in nonprofit organizations: *does the organization stay within budgetary limits*?	- Staying within limits of the budget - Seeking additional financial aid for specific projects
Internal Perspective	Keywords: *time*, *quality*, *costs*, *functionality* - *Time/quality: time lap, waste of resources* - *Costs: gains and losses in shaping the product* - *Functionality: does the product have challenging characteristics?*	- Formulated objectives, mission and strategy - Enough permanent staff available to carry out projects - Frequent staff meetings - Clearly formulated tasks of staff - Documenting and evaluating activities
Customer Perspective	Keywords: *time, quality, service, costs* - *Time/quality: delivery time, defects* - *Service: reliability of service* - *Costs: price, opportunity costs*	- Reaching a maximum of people - Creating awareness of the organization among residents - Programming an X number of projects each year (performance indicators?)
Innovative Perspective	Is the organization adapting to a continuous changing environment? - New customers - New products - New production processes - Realization of intended product introductions	- Using different/newer communication channels for information/advertising - Using new technologies to reach a wider population/different population - Finding alternative ways to get people interested
Social Perspective	What extra benefits does the organization bring to the direct environment?	- Contributing to social contacts - Contributing to fraternization - Contributing to international development cooperation

From: (Groot, Van Helden, *Financieel management van non-profit organisaties*, 2002)

In the first column we see five different perspectives; financial perspective; internal perspective; customer perspective; innovative perspective and social perspective. The theory describes the focus points to assess the score on each perspective, these are mentioned in the second column. However, assessing a nonprofit organization, these points sometimes differ from those mentioned here. Therefore, the performance indicators in the third column were abstracted from the theory but have been adapted to twinning organizations in this research.

7.3 Expectations

As a result we can extract some initial expectations from the above model. I expect that strengths of twinning rely in the social perspective and to a lesser degree in the customer perspective as well. Their weaknesses will be on the internal perspective, innovative perspective and financial perspectives. Leveled down to a more detailed description of expectations this holds the following:

The theory of operational review in paragraph 3.2.1 has a focus on: *what is the relationship between actual spending and the balanced budget, and the results achieved for the dollars spent*. Based upon this theory, from a financial perspective I expect twinning organizations to stay *within limits of their budgets* and seek additional financial funds to support specific projects (**E1**).

However, based upon the evaluability assessment theory about agreeing on *outcome oriented objectives and performance indicators that will facilitate efficient documentation and communication of organizational accomplishments* that is mentioned in paragraph 2.3.3, I expect some deficits on the internal perspective. I do not think there is enough permanent or honored staff available to carry out projects and expect these organizations to heavily rely on volunteers; this can be seen as a deficiency on *time* and *quality* but it affects *costs* as well. What is more, I do not think activities are properly documented and evaluated (**E2**) and this is a deficiency on *functionality*.

The expectations on customer perspective are based upon the theory of the BSC in paragraph 3.3 that puts the focus on appreciation of customers according to *time, quality, service and costs*. I expect that twinning organizations try to create awareness among municipal community and try to involve people in twinning, the *service* level will be high. However, I would like to repeat the theory of the EEE-model of performance measure in paragraph 3.2 when it concerns performance indicators; I doubt whether these are formulated at all. And as such, I do not expect these organizations to set any standards or norms (**E3**) and thus there might be deficiencies on *time* and *quality*.

On the innovative field I do not expect organizations to be active in using new technologies. Other than using e-mail and internet up to a certain level, I do not expect them to use any new communication channels for information, nor for advertising or recruiting new people. This expectation is based upon the Balanced Scorecard in paragraph 3.3; *how renewing is the organization, does it adapt to a continuous changing environment?* (**E4**). On the contrary, I think that the social perspective is very important within twinning organizations: *what extra benefits does the organization provide to the direct environment?* **(E5)**

Expectations on efficiency

Besides a focus on the budget, to see whether costs are covered by the budget available, I would like to apply the Principal Agent-theory on a select group of organizations (if present among the respondents) in addition to the BSC above to find an answer to earlier mentioned questions:

1. In twinning relationships that are outsourced to private organizations, are agreements and expectations formulated in a contract; is there a contract?
2. Is the efficiency in this relationship affected by an information asymmetry?
3. What should the optimal contract look like?
4. Is it possible to compare efficiency outcomes between twinning relationships that are carried out by the municipality themselves and twinning relationships that are carried out by private organizations?

Expectations on culture

With regard to the concept of culture I expect to find activities that can be categorized either in the field of museums, archives, monuments, libraries, the arts, broadcasting and the press, or by the whole of values and norms, images and interpretations of a society.

7.4 Methodology

I want to find an answer to the question *are cultural municipal relationships in the Netherlands effective*? Therefore, I have yet described theoretical insights and also what information I will look for within twinning organizations. These are integrated these in the BSC in figure 7.2. To test whether this model lives up to expectations and reveals information I am looking for, a solid research method is needed. I have used two methods to collect data and test the theory: the social survey and the qualitative interview.

I chose for a more qualitative approach to the problem since I am interested in the way people involved in twinning experience the latter; *how do they value their situation*? Research using qualitative data to describe and interpret research problems of situations, events and individuals is described as qualitative research (Baarda, De Goede, Teunissen, 2000*)*. In addition to the social survey and qualitative interview I have used archival sources to collect data as well. This is not a method by itself but can be very useful in combination with other methods. What value these methods can add to this research will be described in following paragraphs.

7.4.1 Survey

The social survey is a type of research strategy associated with the production of social statistics. The key characteristic of a social survey is that the same information is collected from all cases in the sample (Seale, 2004, 163-164)). Here, I chose to approach the respondents with an e-mail questionnaire. Questions in this survey were standardized in order to get the same information from all twinning organizations. Organizations were asked about their budget and population number to gain quantitative information. But the questions also aimed at attaining qualitative information: how do these people experience twinning in their organization? Thus it can be said that a quantitative survey was used to collect both quantitative and qualitative data.

The e-mail survey is especially useful when respondents need some extra time to consider their answer, as is the case here. The researcher is then ensured that questionnaires are completed before returned instead of answers left blank.

Advantages of the e-mail survey are that it is relatively cheap to administer in comparison to the postal survey and it allows for a greater geographical coverage than face-to-face interviews. Above, since an interviewer is absent when the questionnaire is filled out, the interviewee can not be influenced by the earlier.

However, there are some disadvantages too: to prevent misunderstanding and confusion questions have to be kept simple and clear since there is no interviewer to 'help out'. Secondly, there is no control over who actually fills out the questionnaire; it might not be

the right person. And finally, experience learns that response rates tend to be rather low with e-mail surveys.

Still, the e-mail survey is a useful method to collect data from twinning organizations despite of the disadvantages mentioned here. In approaching the respondents I tried to take into account these flaws as much as possible.

There were thirty questions in the survey, divided into five sections. Except for the section with general questions about the municipality and partner municipality, each section asked for specific information on *objectives*, *culture*, *activities* and *budget*. An example of the questionnaire can be found in Appendix A.

7.4.2 Qualitative interview

Besides the survey I used another technique to complete data I had already found. With a selection of the sample I conducted semi-structured interviews: the term qualitative interview generally refers to in-depth, loosely or *semi-structured* interviews (Seale, 2004). They are often used to encourage people to talk about a particular topic; here it was used to explore more in detail questions that had occurred in the questionnaire. I wanted the interviewees to talk about twinning subjects that needed further clarification. Twinning activities was such a subject. As a topic list, the earlier questionnaire was used as a guide.

As a research method qualitative interviewing is particularly useful for accessing individuals' attitudes and values; it allows individuals to speak in their own words and express their thoughts and feelings towards a particular subject. This can result in a flow of information out of which the interviewer can gather what is important to him.

In fact this is one of the drawbacks of qualitative interviewing too; since the interviewer cannot get into someone's head, what you get out of an interview is always a representation of another person's view on the matter, not an objective statement.

Being aware of this drawback, qualitative interviewing can still give useful information in addition to the survey and allows for some subjects to be discussed more in depth; as such it is used here.

7.4.3 Archival research

As mentioned before, archival- or documentary research is not a method on itself such as the survey or qualitative interview is, but rather a way of using data –generated in the past, stored in archives- which can be researched using a variety of methods (Seale, 2004, 250). Here, it is used to examine documentary sources, such as annual reports, council memos, activity reports and budgetary documents in order to complete the image of effectiveness of twining organizations.

7.5 Participants

To measure effectiveness of twinning relationships I focused on twinning organizations in the Netherlands. According to VNG research out of 538 Dutch municipalities, approximately 170 have contacts with developing countries and around 250 have contacts with municipalities in Central- and Eastern Europe. Another not specified amount has got contacts within the European Union and with other countries in the West (VNG, 2000). Since it is not uncommon for municipalities to have several contacts simultaneously, there are more twinning relationships than there are municipalities in the Netherlands.

From this original population I focused on those relationships that were somehow shaped by *culture*. Helped by the website www.stedenbanden.nl I selected those municipalities with a cultural focus in their international contacts. According to the website this group consisted of 168 municipalities. This number seems a bit odd in comparison to the 2.5% and 14.5% mentioned for cultural exchange in chapter six. There are 170 contacts with municipalities in developing countries and 250 with municipalities in Central- and Eastern Europe. Thus 420 contacts exist out of which 168 have a cultural focus. This is 40% and does not look like the 17% (2.5 and 14.5) mentioned earlier. To come to this percentage, there should be over 980 contacts (168/0.17) which is not a realistic number. So we can put some question marks here and wonder how VNG has come to the amount of 168 municipalities. Obviously the number of contacts within the European Union and other countries in the West were not specified and should be added to the 170 and 250, but even then calculations remain unclear.

Nevertheless, I decided to stick with this number for my research and out 168 municipalities I approached 34 (20%) with a questionnaire. These were randomly chosen by picking every fifth card out of tray that held 168 cards with municipalities on it. With ten municipalities I had a closer look at twinning documents and did qualitative interviewing to gain more detailed information. In the chapter next I will give an overview of characteristics of the municipalities included in this research.

8 Quantitative Findings

8.1 Representation

Out of 34 municipalities that were randomly chosen, sixteen responded with a questionnaire valid for interpretation. This is less than half of the sample and counts down to 47 % which is a pity. I have to make a comment here on the fact that during research some twinning relationships ceased to exist. Notwithstanding they were still included in the sample because they were mentioned on www.stedenbanden.nl. However, their findings could not be accounted for.

Still, even though the general response rate is not too high, we will have a look at the representation of respondents in relation to the original population of 168 and sample of 34 in the following tables.

In the paragraphs that follow characteristics of twinning relationships will be discussed. Characteristics of twinning relationships were abstracted from completed questionnaires. The questionnaire (see appendix A) was divided into five sections that included *general questions*, *questions on objectives, culture, activities* and on the *budget*. Unless mentioned otherwise, the tables were designed by keeping an order in municipality residents, starting with the results of the smallest municipality moving down to results of the largest municipality.

Continuing now with the representation of the respondents we will look at the response rate leveled down to residents in each municipality in table 8.1.1.

Table 8.1.1

Representation per class

#	Class	# population	%	# sample	%	# respondents	%
1	0-9999	12	7,1	2	5,9	0	0
2	10000-19999	45	26,8	10	29,4	4	25
3	20000-49999	73	43,5	13	38,2	7	43,7
4	50000-99999	30	17,9	3	8,8	1	6,3
5	>100000	8	4,7	6	17,7	4	25
	TOTAL	**168**	**100**	**34**	**100**	**16**	**100**

In the original population and in the sample, all classes are represented. Except for the smallest class, 0-9999 inhabitants, the same accounts for the findings with respondents. The class that is best represented in the first two columns is the class of municipalities with residents ranging from 20000 to 49999 (respectively 43.5% and 38.2%). In the table on the right we see that this class is best represented with the respondents too (43.7%).

Second are municipalities with a number of inhabitants between 10000 and 19999, with a proportion of almost 27% in the original population, 29% in the sample and a good 25 percent in the respondents' table. The respondents table shows the same percentage (25%) for the class > 100.000 which is a bit odd since the original population includes only eight

municipalities with more than 100.000 inhabitants and in the respondents sample as much as four are included.

The following class in the table is the one with a range between 50000 and 99999 inhabitants (17.9% in the original population). In the sample column and respondent column the rates are lower, respectively 8.8% and 6.3%.

Besides some differences, the table shows a rather good representation of respondents in comparison to the sample and original population. Still we would like to see a more profound representation; therefore we will look at the representation per province in the next table.

Table 8.1.2

Representation per province

#	Province	Population	%	Sample	%	Respondents	%
1	Drenthe	6	3,6	0	0	0	0
2	Flevoland	1	0,6	0	0	0	0
3	Friesland	10	6	2	5,9	1	6,25
4	Gelderland	15	9	5	14,7	3	18,75
5	Groningen	12	7,1	2	5,9	1	6,25
6	Limburg	18	10,7	2	5,9	0	0
7	Noord-Brabant	17	10,1	3	8,8	1	6,25
8	Noord-Holland	13	7,7	2	5,9	2	12,5
9	Overijssel	17	10,1	2	5,9	0	0
10	Utrecht	14	8,3	3	8,8	2	12,5
11	Zeeland	3	1,8	1	2,9	0	0
12	Zuid-Holland	42	25	12	35,3	6	37,5
	TOTAL	168	100	34	100	16	100

In the original population all provinces are represented, while in the sample and in the respondents column provinces are missing. But when we compare the missing provinces with the percentages in the population we can tell that the province of Drenthe, Flevoland and Zeeland are the lowest representatives there too. As for Overijssel and Limburg it seems a bit odd that not one municipality was included in the respondents' sample. Despite five missing provinces, seven out of twelve are included which is a good rate (58%).

One province that seems to outrun the others is the province of Zuid-Holland. This is obvious from population results (25%) as from sample (35%) and respondents' results (37%). Some provinces are represented almost equally, Friesland for instance and Groningen. A difference can be seen in the rates found with Gelderland but still the overall representation of the respondents' sample is a good representation.

A final comparison between population, sample and respondents is found in the next table 8.1.3 where we look at the representation according to the geographical area the partner municipality is located in.

Table 8.1.3

Geographical area twinning partner

#	Geographical area	Population	%	Sample	%	Respondents	%
1	Africa	2	1,2	0	0	0	0
2	Asia	2	1,2	0	0	0	0
3	Asia/Europe	5	3	0	0	0	0
4	Australia	1	0,6	1	2,9	1	6,25
5	Eastern Europe	92	54,7	22	64,8	12	75
6	EU	54	32,1	10	29,4	2	12,5
7	Other Western countries	7	4,2	0	0	0	0
8	Latin America	5	3	1	2,9	1	6,25
	TOTAL	168	100	34	100	16	100

Table 8.1.3 makes a comparison between the results of the original population, sample results and respondents' results on geographical area of the twinning partner. It is remarkable that in the original population, in the sample and in the respondents' table as well, most twinning partners are in Eastern Europe; almost 55% in the first column, 64% in the second and 75% with respondents. Second are contacts with partners in the European Union, as read all columns. These results combined with earlier results on residents and provinces add to the representation of the respondents' results.

Thus, despite the fact that respondents' representation is not more than half (47%), municipalities that are included vary enough in inhabitants, regional setting and geographical area of the partner to give a valid interpretation on twinning relationships with a cultural focus in the Netherlands.

In the following paragraphs I will start by giving an overview of the findings on objectives since they have such a central role in this research. Afterwards I shall go into other general findings and more specific findings on culture, activities the budget.

8.2 Objectives

The section on objectives in the questionnaire (see appendix) aimed at determining whether twinning objectives exist and in what way these are described. Four questions were asked, all with the purpose of obtaining information on overall twinning objectives:

1. What is the main argument for maintaining a twinning relationship?
2. Are objectives formulated?
3. In what way are objectives formulated/what are municipal objectives?
4. How does the municipality ensure objectives are met?

Answers to these questions can not be interpreted by reading a table; the table would contain too much information to formulate a simple answer. Thus, to guarantee valid interpretation information on objectives has to be approached in a qualitative way.

Almost all municipalities in the respondent group have formulated objectives (87%) but still there are those who have not. This gives an answer to the second question mentioned above *are objectives formulated*. As for an answer to the first and third question: *what is the main argument for maintaining a twinning relationship* and *in what way are objectives formulated/what are municipal objectives* I found some help in a VNG document that named five motives for municipalities to engage in international cooperation (VNG, 2005, pag. 9).

8.2.1 Five motives

According the VNG brochure today's municipal international activities can be categorized in five categories. These categories are often part of the *preamble* of a twinning agreement, as indicated by VNG's example agreement mentioned in paragraph 5.3. The five motives are the following:

1. Ideal motive
2. Economic motive
3. Administrative and operating motive
4. Social Cohesive motive
5. Sustainable development motive

In the light of an *ideal motive* the municipality contributes to development cooperation, solidarity and peace, democratic and managerial development and fights abroad against poverty on a local level. In essence the ideal motive is about the enforcement of municipal administration and democracy in the Netherlands and elsewhere.

If municipalities have an *economic motive* to engage in international cooperation, they aim to enforce their own competitive position and local economy and try to stimulate transfer of knowledge in local employment policy, reorganization and planning.

The third motive is about finding knowledge and best practices abroad to improve local bureaucracy and public service or municipal policy.

If the motive is *social cohesion,* the municipality can use international cooperation with selected countries (for the Netherlands for instance Surinam, Morocco and Turkey) to improve the own environment by learning from current social problems and preventing these from occurring in the future.

Central to the *sustainable development motive* is to see that this generation can be provided without damaging or endangering the provision of future generations.

These motives can be leveled down to specific areas municipalities want to engage in, as illustrated by *objectives* and *policy areas* in the example agreement, such as *education* and *culture* (www.vng.nl).

However, from these five motives it seems that the only one applicable to twinning in this thesis is the ideal motive since none of the respondents had clearly defined economic motives, administrative motives, social cohesive motives or motives in the light of sustainable development. Perhaps elements of these motives do shape these twinning relationships in a way but I did not get the impression that any of these were dominant motives.

Still, answers varied even within the ideal motive, thus I was in search of yet another way in which I could categorize the respondents' objectives. The VNG did not give any further information thus I made a classification myself, consisting of four sections that divide and specify the ideal motive. It is mentioned in the next paragraph.

8.2.2 Four classifications

I recalled that in the historic overview of twinning initial twinning objectives also varied: from *becoming familiar with each others culture* to *exchange programs with content* and *providing (bilateral) aid.* In respondents' answers a similar pattern was to be seen that I divided into four classifications:

1. Friendship-related objectives
2. Contact-related objectives
3. Exchange-related objectives
4. Help/Support-related objectives

The four look a like and indeed it is not easy to make a precise distinction between them even though one might say there is a gradual intensification from friendship-related objectives towards support-related objectives. I will explain the readings of the four classifications in the next section. A representation of objective findings of fourteen respondents (87%) is found in figure 8.2.

Friendship

Municipalities that gave *friendship* related answers (7%) focused on maintaining and keeping an existing relationship or friendship. What is kept alive is the thought of piece from the initial twinning relationship in the after-war period. *Creating a feeling of togetherness* is another expression of this kind that was found among the answers. These were given a *friendship* label.

Contacts

Several municipalities seem to stress the importance of keeping contacts with the partner municipality (36%); whether it is *initiating, stimulating, intensify, create, facilitating* or *ensure contacts* or *getting to know one another*, all these qualifications express a focus on mutual contacts between the municipalities as an important objective. It is more intensive than the friendship-related objective because the relationship is not just an official one between the mayor and councils of both municipalities but the relationship obviously involves residents and other interest groups within municipalities too.

Exchange

Another frequently mentioned objective was *exchange* related (36%). Municipalities want to share information with one another that is related to for instance knowledge, experience, (inter)cultural exchange, education and so on. On some areas, such as education, it is often a one way relationship; from the Dutch municipality to the partner. Sometimes the objective is to provide Dutch residents and organizations with information of the (situation in) partner municipality. Perhaps one could say that twinning relationships with exchange-related objectives are more significant than those with friendship- and contact-related objectives. The exchange objective is related to the fourth focus on help and support because in a way both focus on helping the partner municipality.

Help/support

With some respondents (21%) the objectives were to *provide (financial) aid* to individuals and organizations in the partner municipality. This is either of the lateral- or bilateral type, and sometimes it is even a multi lateral project. The help/support objective is probably the most developed objective since in addition to the above mentioned characteristics it focuses on a financial relationship between municipalities too: needless to mention that municipalities have struggled for a long time before gaining recognition in the field of international municipal cooperation (see chapter 5). Apparently this objective is in line with current developments in this field.

Figure 8.2 *Four Objective Classifications*
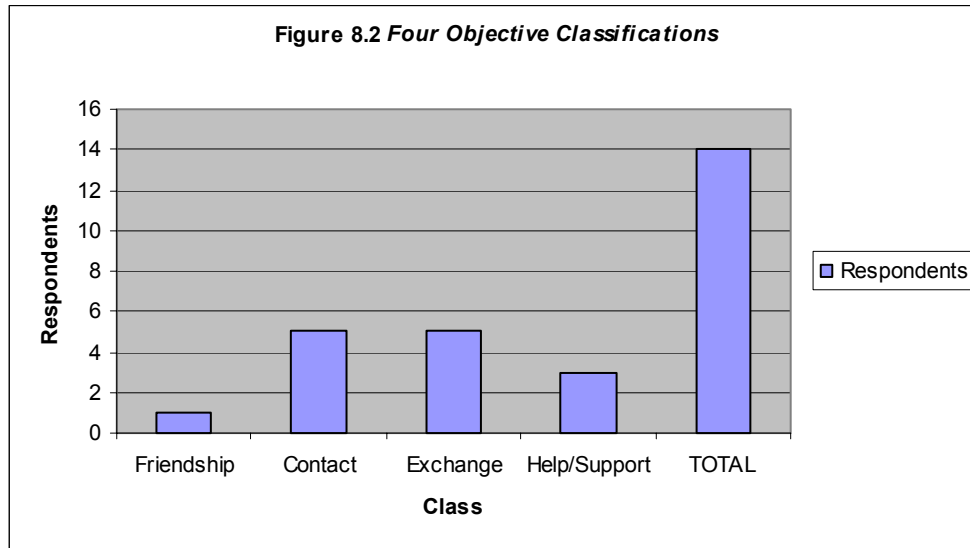
8.2.3   Means to an end

Answers to the fourth question in the objectives section of the questionnaire *how does the municipality ensure objectives are met* can be summarized in two main areas:

1. Most municipalities plan (exchange-) projects and activities to meet objectives
2. Some provide (financial) aid to the partner municipality

Thus, we can conclude that it all comes down to the municipality's activities. These are means that should lead to ends. In other words, to maintain twinning relationships, to ensure contacts and exchange between partner municipalities, Dutch municipalities plan miscellaneous projects and activities. And questionnaire results show that activities are indeed an important part of twinning.

However, the question remains: do they plan and operate in an effective manner? Are activities planned frequently and are projects evaluated or documented? Are there any performance indicators formulated?

To get an impression on twinning activities and to see if these are really used to meet objectives, one question in the survey asked for the *activity objectives*. Respondents were consistent: answers to this question were in line with the overall twinning objectives they had mentioned earlier and all four classifications appeared again; *friendship, contacts, exchange* and *help/support* related objectives.

44

8.3 Activities

One of the objectives of this thesis and one of the aims of the questionnaire is to find out what municipalities really do to keep twinning relationships alive. What kind of activities do they plan and are these in line with objectives? Besides, keeping in mind that we are researching effectiveness; do they keep proper documentation of their activities? Findings on these subjects are in table 8.3.

Table 8.3.

Activities and documentation

#	Type of activity 1=art & culture 2=sports 3=education 4=other	Focus group 1=municipal inh. 2=partner inh. 3=youth 4=elderly	Performance indicator 1=yes 2=no	Documentation 1=yes 2=no	Type of documentation
1	1,2,3,4	1	2	1	annual report, activity report
2	1,3,4	1,2,3	2	1	municipal archive
3	1	1,2,3	2	2	none
4	1,2,3	1,2,3,4	2	1	activity report
5	1,2,3	1,2,3,4	2	1	annual report, activity report
6	1	1,2	2	2	none
7	1,2,3	1,2	2	2	none
8	1,2	1,2,3,4	2	1	annual report
9	1,3	1,2	2	1	annual report, final report
10	1,2	1,2,3,4	2	1	minute, web log
11	1,2,3	1,2,3,4	2	1	annual report
12	1,2,3	1,2,3	2	1	annual report
13	1,2	1,2,3,4	2	1	annual report
14	1,2,3	1,2,3	2	1	annual report, activity report
15	1,3,4	1,2,3,4	1	1	annual report, final report
16	1,2,3	1	1	1	annual report, news letter

The type of activity that is related to art and culture is present in every municipality. Other common activities are sports and education related as we can see in table 8.3. What should not be such a surprise is that miscellaneous activities are planned along side each other. Thus, in one year there might be an exchange of a music group while the local swimming team is attending a match in the partner municipality and a local painter is exposing his work in the city hall of a Dutch partner municipality. Activities vary between arts and culture, sports and education but municipalities cover a great deal of other areas too. Some are occupied with local government administration, agricultural issues and poverty for instance. These are mentioned by *other* (4) in the first column header.

As to the question *for who are you planning activities* the answer is in the second column. All respondents aim to reach residents of their own municipality. From these another 87% want to

involve inhabitants of the partner municipality as well. Of those who focus on local residents and partner residents there are four municipalities with a special focus on youth (25%).

Going in terms of effectiveness, there are just two respondents who say to have set performance indicators. Apparently this is not common for these types of organizations. Yet one would expect that they have grown accustomed to documenting activities. Unfortunately it seems that not all municipalities have. In fact 19 percent still does not keep any activity documentation. In the light of effectiveness it is interesting to find out whether these municipalities really do not keep track at all or that they just do not document activities.

Those who do document activities seem to prefer the annual report to do so. Other types of documentation include the activity report and final report but the news letter and web log were mentioned too.

In the following paragraph other specific findings from the questionnaire will be discussed.

8.4 Other characteristics

The part on objectives and activities has been discussed and in the next paragraphs I will go into other characteristics. The following tables show results on section specific questions about the type of twinning relationship, geographical area of the partner and type of organization. We will start with table 8.4.1.

Table 8.4.1

Type of twinning relationship, geographical area partner and type of organization

#	Formal Twinning 1=yes 2=no	Contact with 1 or more 1= one 2= more	Geographical area twinning partner	Org. within municip. or private org. 1=m 2=p	Category of organization
1	1	2	EU	1	Other
2	1	1	Eastern Europe	1	Foundation
3	1	1	Australia	1	Other
4	1	1	EU	2	Foundation
5	1	1	Eastern Europe	2	Foundation
6	1	1	Eastern Europe	1	Other
7	1	1	Eastern Europe	2	Foundation
8	1	2	Eastern Europe	1,2	Foundation
9	1	1	Eastern Europe	2	Foundation
10	1	2	Eastern Europe	1,2	Other
11	1	1	Eastern Europe	2	Foundation
12	2	2	Eastern Europe	1	Other
13	1	1	Eastern Europe	2	Foundation
14	1	1	Eastern Europe	1	Other
15	1	1	Latin America	1,2	Foundation
16	1	2	Eastern Europe	1,2	Foundation

Table 8.4.1 shows that the mayority (94%) of municipalities have a formal twinning relationship with the partner municipality. This means that councils of both municipalities have signed an official agreement. There is just one municipality without such a formal agreement.

All municipalities have contacts with a partner municipality, but some maintain more than one relationship simultaneously, as shown by the second column in table 8.4.1 Partner municipalities are located mainly in Eastern Europe (69%) but in the EU as well (13%) and there is one example of a partner in Latin American, which forms the exception with Australia. When we compare these results with results of the original population and sample in table 8.1.3 in the paragraph on representation, we learn that most twinning partners are in Eastern Europe and in the European Union both in the original population and in the sample of 34 too.

Continuing with table 8.4.1, it seems that the occupation of twinning is either with the municipality itself or with a private association. Both ways are equally represented; together they are good for 75%. The other 25% consists of a combination of the two, for example when the municipality is still concerned with twinning p but has leveled down some tasks to a private association.

Indifferent of the way twinning is carried out, it seems that the most common kind of organization is the foundation (63%). Other sorts include the union (*commissie*) and working group. Sometimes tasks were simply leveled down to a certain department. In a rare case, there was not indicated a single form of organization. All these are under the locator *other* (37%).

Getting more into detail the questionnaire revealed information on whether people involved held frequent meetings, and on how many volunteers organizations relied, as shown by the next table:

Table 8.4.2

Honored staff and volunteers/ Meetings and frequency

#	Inhabitants	# Honored staff	# Volunteers	Meetings 1=yes 2=no	Freq. of meetings every
1	10000	3	15	1	2 mths
2	11000	5	10	1	3 mths
3	12000	1	0	2	0
4	16000	0	25	1	3 mths
5	24000	0	20	1	when needed
6	25000	1	4	2	0
7	27000	0	15	1	6 mths
8	33000	1	10	1	3 mths
9	35000	0	12	1	6 wks
10	35000	1	5	1	1 mth
11	40000	0	6	1	6 wks
12	76000	2	15	1	12 mths
13	117000	1	20	1	3 mths
14	130000	2	8	1	3 mths
15	158000	5	55	1	3 mths
16	275000	1	25	1	6 wks

Reading the numbers in the table, let us keep in mind that these are yearly numbers: how many volunteers does the organization rely on each year? How many meetings are held on a yearly basis? The table shows that the number of honored staff involved in twinning varies from nil to a maximum of 5 with a mean of 1 honored person per organization. It tells us in the second column that a larger municipality does not necessarily have more honored staff, to take an example: on a population of 11000 there is a number of five honored staff, while on a population of 275000 there is just one honored person.

Obviously the number of volunteers involved is much higher, at least in the greater part of the cases. The range is from zero to fifty five with a mean of 15 volunteers. Here again, the number of municipality residents does not say anything about the number of volunteers.

Most organizations, 88%, do plan meetings on a yearly basis but still some do not (12%). Of those planning meetings the common frequency is every three months (38%) or every six weeks (19%). Other frequencies vary from every month to every six months to one meeting a year. A single organization just meets up whenever they feel the urge to do so.

8.5 Culture

The part of the questionnaire on culture aimed at finding out what definition of culture was used in each municipality to label the twinning relationship. As you might recall there was an initial selection made on culture in chapter six: culture that resembles general cultural policy and culture resembling (specific) cultural policy. Respondents were asked whether the focus in their twinning relationship was more on general cultural policy or on cultural policy and, what art focus shaped the relationship with the twinning partner. With this section I aimed to find out more in depth what was understood with *culture*. Results are in the next table.

Table 8.5

Culture and art focus

#	Culture 1= general 2= specific	Art focus 1= visual arts 2= theatre 3= literature 4= music 5= dance 6= audiovisual
1	1	4
2	1	1, 4
3	1	1
4	1	2,4,6
5	1	1,2,4,5,6
6	2	1
7	1	4
8	1,2	3,4
9	1,2	1,4,5
10	1	1,4
11	1	1,2,4,5,6
12	1	1,2,3,4,5,6
13	1	1,4
14	1	1,4,5
15	1,2	1,4
16	1	1,2,3,4,5,6

An initial remark must be made with findings in table 8.5: if respondents answered with option 1 in the first column, and thus have general cultural focus in their twinning relationship, they can have a focus on the arts too, as shown by the second column. This might seem odd but in fact it is not: a focus on the arts, such as having a local music group visit the partner municipality can contribute to 'getting to know one another's culture' and to a feeling of togetherness. In a way it is part of general cultural policy then too. As such the results in the table should be interpreted.

The table shows that in most twinning organizations culture is seen in a general sense (75%). There is only one example of culture in specific sense. Yet in some municipalities both

definitions of culture shape the relationship (19%). It means that the mayority sees culture in a more sociological sense, as described in chapter six:

"Culture is the more or less interconnected whole of images, interpretations, values and norms that people as members of their society have attained through means of learning processes which strongly influence their behavior and through which these people distinct themselves from members of other societies". (De Jager, Mok, 1999)

Despite this focus, a focus on the arts can still be part of the relationship as briefly discussed above. If a relationship is described as *general*, a cultural focus or focus on the arts can still contribute to a feeling of *togetherness*.

The second column learns something about the art focus of twinning contacts. The main areas that shape the relationship are *visual arts, theatre, literature, music, dance* and *audiovisual art*. From the second column it can be concluded that all twinning organizations have at least one art focus, but usually more. Music seems to be important since it is mentioned in almost 88% of the cases. And the visual arts make up a good 75% too.

It is interesting to see that the arts make up a great deal of what municipalities label as culture. Even when culture is seen in a general sense, the arts shape this definition. Obviously, when looking for a definition of culture in twinning relationships, the arts play an important role.

8.6 Budget
The last part of the questionnaire asked for some details on the budget. Five questions were asked:
1. What is the height of the budget on a yearly basis?
2. Are there other budgets available besides the municipal budget?
3. For what kind of activities are other budgets available?
4. Applying for funds and additional financial sources, what organizations are frequently involved?
5. If twinning performance is outsourced to a private organization, is there a (financial) contract between the organization and the municipality?

As I expected the first question was sensitive to some of the respondents as two out of sixteen did not give a response to this question. However, I can still interpret the results of the other fourteen, which is still good for 87% of respondents. Results are in table 8.6.1.

Table 8.6.1

Budget

#	Inhabitants	Yearly Budget €	Budget/ inhabitant €	Additional budgets 1 =yes 2 =no
1	10000	5600	0,56	1
2	11000	3000	0,27	1
3	12000	15450	1,29	2
4	16000	0	0	1
5	24000	10000	0,42	1
6	25000	5000	0,2	2
7	27000	5900	0,22	2
8	33000	x	x	1
9	35000	x	x	1
10	35000	74000	2,11	1
11	40000	3750	0,09	2
12	76000	9995	0,13	1
13	117000	4450	0,04	1
14	130000	5000	0,04	1
15	158000	41000	0,26	1
16	275000	60500	0,22	1

The table shows that the highest budget is € 74.000 and the lowest is € 0, due to cutbacks in the municipal budget. The yearly budgets mentioned in the table are yearly municipal budgets available to twinning organizations and do not include any additional budgets. These are mentioned separately (column 4) in table 8.6.1. There does not seem to be a linear connection between the municipal population and volume of the budget. In some smaller municipalities the budget is more substantial than in larger municipalities, as shown in the table when we compare number three with number thirteen for instance (column one and two) or ten and fourteen. These numbers are highlighted in column three where we look at the budget per inhabitant. We see that municipality number ten has the highest amount of euros to spend (€2.11) against number thirteen and fourteen with just four cent per inhabitant. The mean budget is € 17.403, calculated for the budgets of fourteen respondents. It might also be interesting to look at the spread of the budgets among different classes:
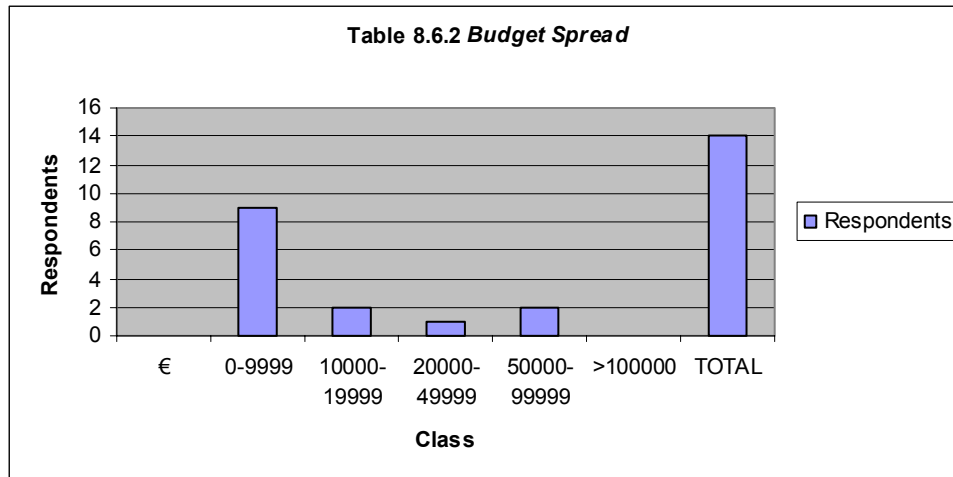
Table 8.6.2 *Budget Spread*

Figure 8.6.2 shows us that most municipalities have a budget with a maximum of almost ten thousand Euros (64%). Those with a substantial budget between fifty thousand and a hundred thousand only make up 14% as do those municipalities with a budget between ten and twenty thousand Euros. With none of the respondents the budget volume is larger than ten thousand Euros.

Moving on to the questions in the budget section, table 8.6.1 shows results on whether additional budgets are available to twinning organizations. In most organizations this is indeed the case: 75% uses other financial sources in addition to the municipal budget, 25% does not. At this stage there were no questions concerning the height of these budgets and thus these were not included in table 8.6.1.

As for the third and fourth question respondents replied that additional budgets are available for almost all sorts of activities but they are often project related. As a result organizations with whom they apply for financial help and funds vary a great deal. They consist of private enterprises, public organizations and private donators. Frequently mentioned were the following: Novib, Hivos, VNG and the EU.

The fifth question *is there a (financial) contract between the organization and the municipality* was answered by six respondents. These are private organizations involved in twinning that receive subsidy from the municipality. Five of these (83%) actually have a contract with the municipality and one does not.

8.7 Conclusion

This chapter discussed more in detail findings from the questionnaire on several characteristics of twinning organizations. Despite a response rate of only 47%, representation of respondents is quite good according to class distribution, province and geographical area.

With regard to objectives, 87% of respondents have formulated objectives that can be labeled with the *ideal motive* in VNG's terms. In my classification twinning objectives are either contact- or exchange related (36%), help/support related (21%) or friendship related (7%).

To meet objectives municipalities organize and engage in various activities. These are mostly art and culture related, sport*s* related or education related, but other kinds of activities are common as well. Activities are open for everyone to enter; sometimes there is a special focus group such as the youth. Even though the activity rate appears to be high and the focus wide, performance indicators are rarely used. Activities are documented with the majority of respondents, generally in short term activity reports and annual reports.

Most municipalities have a formal twinning relationship with a partner in Eastern Europe organized in a foundation; the exceptions are partners in Australia and Latin America.

What is remarkable is that the number of volunteers involved in twinning is very high, in contrast to honored staff.

With regard to culture it seems that most twinning organizations see culture in a general and broad sense and not in the more specific sense of the arts, yet the arts can still shape the general cultural relationship.

Budgets of twinning organizations are limited. Municipalities have to seek additional resources to finance twinning and 75% indeed does; they seem to manage and not exceed costs.

Conclusions drawn from this chapter have to be combined with qualitative findings from interviews with respondents (10) and through examination of their twinning documents. Only then a valid assessment of effectiveness of twinning organizations with a cultural focus in the Netherlands can be given. The next chapter will go further into findings from chapter eight and add other findings extracted from interviews.

9. Qualitative findings

As mentioned in chapter seven, I collected data for this research by means of the survey, of which findings were described in chapter eight, and through qualitative interviews with ten municipalities that were randomly chosen from the respondents of 16. The selection was created by blindly taking ten pieces of paper from a bowl with sixteen respondents. The questionnaire respondents had filled out before was used as a guide. Moving through topics they were already familiar with, I gained more detailed information on their objectives, activities, culture and budget but on internal structure as well. Additionally and more importantly I had a closer look at twinning documentation such as annual reports, activity reports and minutes of meetings, project proposals, budgets and evaluation reports. Findings from these documents are described in the next paragraphs.

9.1 History

Twinning organizations have had relationships with partner municipalities since the after-war period but most have been flourishing from the nineteen-eighties onward. Although relationships had not yet been formalized around that time exchange programs characterized the bond. Visiting each other's country was central to twinning at that time. *Cités Unies France*, a national organization that is occupied with twinning in France divides twinning contacts into three categorizations (www.cites-unies-france.org):

1. jumelages de reconsidération
2. jumelages de paix
3. jumelages de cooperation

The first type was seen from 1946 onwards. The second rise of jumelages was during the cold war in the sixties when municipalities in France engaged in twinning with partners in Eastern Europe. And from 1970 onwards, jumelages de cooperation focused on relationships with municipalities in developing countries. It illustrates that time and social events have an impact on the focus of twinning and it seems that the same is true for twinning in the Netherlands.

Most twinning relationships of respondents indeed go back a while (60%), some even as far as the eighties of the previous century. But even though there were contacts as early as then, relationships were formalized only later on, in the nineteen eighties. A focus on peace and solidarity (*friendship-related objectives)* or providing aid to municipalities in need in the after-war period characterized the beginning of these twinning relationships. The other 40% have more recent contacts with the twinning partner; official twinning relationships were made in the early nineteen nineties. The focus in these more recent twinning relationships is different from the earlier mentioned since these seem to be more *contact*- and *exchange related* as mentioned in paragraph 8.2.2. They focus on transfer of knowledge and experience

in several areas such as culture, sports and education. It seems that the focus in twinning has shifted from reconsideration and peace in the after-war period to a focus on cooperation in the nineteen nineties towards a knowledge-exchange relationship today.

9.2 Objectives

In paragraph 8.2.1 I introduced VNG's description of the ideal motive. It appeared that all twinning relationships could be typified by this motive. I tried to classify objectives more into depth with the four classifications mentioned in paragraph 8.2.2 but even so they remain hard to label. Obviously it is not easy to set clear objectives if 13% of respondents have not formulated objectives and the mayority of objectives that are formulated are rather vague.

Some objectives were described in a *keeping the friendship* way and had their origin in the after-war period. With time realization came that these relationships should have more depth, which in some cases resulted in a joint contribution to international development cooperation projects (30%). However, objectives with the latter group (30%) are in fact twofold; one part aims at international development cooperation and support and the other part creates awareness among the municipal residents about the situation elsewhere in the world.

Some objectives were described as stimulating contacts and cooperation between municipalities within the light of historic events (20%) such as the Second World War and the fall of the Berlin Wall. Yet others (40%) had a similar focus on stimulating contacts -transfer of knowledge and creating awareness among residents were important- but without such an historical connection. These were earlier referred to as the *more recent* relationships.

One twinning relationship had an objective that does not really fit into earlier frames since the foundation of the relationship relies in an annual art contest for children. But in a way, the objective is *contact-related*.

Objectives are often made with a long term focus, and these, especially with the somewhat older twinning relationships, have not really evolved into more significant objectives: organizations that have *friendship related* goals maintain these initial objectives even today. On the other hand more recent twinning relationships show objectives with more depth and social involvement.

9.3 Activities

Asked about their activities, respondents proudly narrated about exchange projects of groups and clubs and about visits to local sites in the partner municipality. Most documents seem to support this view: all respondents have activity based projects that take place every now and then. Municipalities aim to have several of these projects on a yearly basis but the mayority (70%) does not define a number of desired activities, let alone have they formulated performance indicators. Only two municipalities had done so. As a result, activities are multiple but not very structured.

Activities can take place in the form of exchange programs or project support or in local exhibitions and informative gatherings. It is hard to put these results into numbers since it appears that all municipalities, to a more or lesser degree, organize these kinds of activities.

Obviously the type of activity present in most twinning organizations was *art & culture* related (80%). However, several types of activities were to be seen simultaneously and as such, *sports* was another frequently mentioned activity (60%), as was *education* but to a lesser degree (30%). Other activities were organized to create awareness among municipal residents, to fight poverty or to exchange administrative knowledge and knowledge on local policy between the two partners. Generally there are no restrictions with regard to the type of activity organized, as long as it fits into the overall framework of objectives. Translated in terms of culture this means that the range is very wide.

In addition to the above there was one exception in which the municipality checked project proposals with strict criteria such as the specific group the project aimed at, region, gender and environment.

Sometimes the initiative to engage in a certain activity comes from local groups or individuals. They seek help with twinning organizations for arrangements. Sometimes it is the twinning organization itself that initiates activities. Both forms occur simultaneously, the proportion is about fifty-fifty.

Activities vary in content and length and have various participants depending on the nature of the project. Of special focus are local residents and partner residents and in two particular cases it is the *youth* that is the centre of attention. However, everyone is welcome to participate in twinning activities, twinning organizations want to involve and get people enthusiastic as much as possible.

What became apparent from chapter eight was the dependency on volunteers to keep the twinning organization alive. But in fact it is not just volunteers who make up an enthusiastic group. From interviews and documents it became clear that there is an established group of people that attends frequently in twinning activities; a *hard core* group of motivated attendants. They know how, where and what to find the twinning organization for.

9.4 Evaluation

When asked if respondents could indicate to what level they thought their organization was operating effectively, the mayority responded with doubt. Sometimes respondents even apologized for the fact that they had not evaluated the twinning relationship properly. What caught my eye was that on the short term (after an exchange project or special event) most organizations do evaluate activities -and these are subsequently mentioned in the annual report- but on the long term the relationship had not been evaluated yet. As mentioned in chapter five, VNG sets the standard for evaluation between three and five years but there was just one municipality that in fact had done such an evaluation. I would like to present this case here since the structure of this evaluation can form an example evaluation for all twinning relationships.

9.4.1 Nijmegen

The department of development studies (CIDIN) of the Radboud University Nijmegen has evaluated twinning relationships of Nijmegen in spring 2005. The relationship was evaluated on effectiveness, efficiency, municipal sustainability and support of municipal residents. Evaluation was outsourced to ensure objectivity and to keep up the valuable relationship between the municipality and the Radboud University Nijmegen. Subjects for evaluation included (www.nijmgen.nl):

1. The development cycle of the twinning relationship; an historic overview that gave important background information;
2. The level of government involvement and official administration support; to evaluate effectiveness interviews were conducted and secondary data such as annual- and activity reports, council agreements and municipal twinning files, was analyzed;
3. The level of acquaintance and appreciation of the relationship with municipal residents;
4. The role and impact of the municipality in the GSO project (see paragraph 5.1) and other projects in the light of the relationship; this is assessed with stakeholders in the partner municipality;
5. The role of the private organization within the twinning relationship as well as its contribution in creating a platform of support among municipal residents with help of a SWOT-analysis (Strengths, Weaknesses, Opportunities, Threats).

These findings were collected and presented to the municipality with feedback.

Take notice of the similarities with this research that was structured without the knowledge of the evaluation of Nijmegen; the focus on a historic overview, conducting interviews and secondary data analysis. And also note the difference here; the part of acquaintance and appreciation of the twinning relationship among residents is not part of my own research.

9.4.2 VNG International

Yet another document stresses the importance of evaluation: in a brochure (www.vng.nl) VNG sums up possible needs for evaluation: when municipalities wonder whether they should renew twinning policy; when they want to find out where they are standing and what results they have achieved and if there is any support for the relationship among municipal residents. VNG International can conduct such an evaluation if municipalities wish to do so. Their steps for evaluation include the following:

1. What is the need for evaluation? In collaboration with the municipality desired results are determined;
2. The research method is determined and interviewees are assigned. From here input of both VNG International and the municipality itself are required;
3. VNG International conducts a document study: minutes, annual reports, activity reports and newsletters are examined;
4. Interviews with all stakeholders: financers, council members, representatives of private organizations;
5. Temporary results are discussed with stakeholders in a workshop;
6. Final presentation.

Evaluation is conducted with the Dutch municipality and can be expanded to the partner municipality but costs involved are substantial; they are estimated between €12000 and €20000 and will be even higher when both municipalities are subject of evaluation.

Similarities and differences can be noticed again and resemble those mentioned in paragraph 9.4.1. Obviously evaluation of the twinning relationship is important; VNG's example agreement even mentions that both municipalities should evaluate their relationship *jointly*, six month prior to the expiration date of the twining relationship (www.vng.nl). Yet, it seems that evaluation on the long term is still lacking with the mayority of respondents.

9.5 Culture

Compared to the findings on culture from the survey in chapter eight there were no other findings in the qualitative part. Culture is seen either in the sense of sociology and relating to the whole of values and norms present in a society (in line with general cultural policy), or in the sense of (specific) cultural policy with a focus on the arts.

Fifty percent of relationships have a cultural focus in which both forms of culture occur. Expressions of arts and culture such as music, painting, film and exhibitions play an important role in enforcing the general cultural focus in the relationship. Thirty percent said to focus on culture in a general sense and the remaining two focused on the arts and labeled culture in their relationship as specific. It confirms that culture is generally seen in a broad sense.

9.6 Communication

Since twinning organizations want to involve as much people as possible in their activities, I was interested in the way they communicate with their external environment. How do they make sure people are aware of the twinning relationship and reach maximum attendants?

Fifty percent of municipalities use the internet for communication purposes. This seems to be a reasonable number but out of these five municipalities, only three have their own website. One uses the municipal website to make announcements and the other uses the internet to send e-mails to members on file. That means that half of municipalities have not yet discovered the internet yet. They communicate via several other channels such as newsletters, regional press and local newspapers and via direct contact with participating organizations and individuals on fares for example. Obviously there is a great deal to improve on the communication part; municipalities should exhaust possibilities new technologies are offering to improve their performance.

9.7 Budget

The survey asked to give an indication on the annual budget available for twinning. Answers varied from zero to over seventy thousand euros on an annual basis, but none of the respondents seemed to be able to cover costs with the municipal budget alone. One municipality could apply for other municipal budgets but for specific projects only. All were dependent on alternatives such as fundraising and seeking individual and business donations. The heights of these additional budgets were not mentioned in strict numbers but they roughly varied from a hundred euros to a couple of thousand euros, depending on the nature and size of the project and the donator himself. Among these, *Hivos*, *Novib*, *VNG*, *Jumelage fonds* and *Youth for Europe* were mentioned. Sometimes municipalities could rely on support from the EU and other European funds (20%). Besides help from these organizations it is not uncommon for participants to partially contribute their way themselves.

There did not seem to be any difference in those twinning organizations operating within the municipality and those that were organized in a private organization. In most cases there was a contract between municipality and private organization but the latter seemed to be free in the implementation of twinning; it was not restricted by any municipal guidelines.

9.8 Conclusion

Qualitative findings from interviews and from twinning documents were described in this chapter. In a way they highlighted and enforced findings in chapter eight, in particular on objectives and activities, culture and the budget. This chapter added information on the history of twinning relationships, external communication and evaluation.

The four classifications remain useful to typify twinning relationships; contacts can be labeled friendship- or contact related and exchange- or help/support related. More recent twinning relationships seem to focus on exchange and transfer of knowledge.

Twinning objectives vary in a similar way. Some are formulated in a *keeping the friendship* way and others, mainly the recent relationships, are characterized by objectives with more depth and social involvement.

Through activities municipalities try to meet these objectives. Projects and events are multiple and involve many people, there even seems to be an established group that participates frequently. However, municipalities are not that effective in involving new people as a result of poor communication. And although the activity rate is high, the organization around these events does not seem to have any structure. Activities are evaluated afterwards but on the long term evaluation of the twinning relationship itself seems to be lacking. Additionally, municipalities struggle with the limitations of the budget but seem to manage with additional funds.

So far, I have tried to evaluate twinning relationships as, mentioned in chapter two, this is the first step towards effectiveness. In the next chapter I shall integrate all findings and see if I can give a valid judgment on the effectiveness of cultural municipal relationships in the Netherlands.

10. Readings and recommendations

In the preceding two chapters I have discussed quantitative and qualitative findings; these have led to certain insights which will be discussed in this chapter. Focusing on the main problem again, this research is aimed at answering the question:

With regard to twinning, are cultural municipal relationships in the Netherlands effective?

To approach the problem and answer the question, I have used the Balanced Scorecard consisting of five perspectives:

1. financial perspective
2. internal perspective
3. customer perspective
4. innovative perspective
5. social perspective

These were given more depth by performance indicators specified for each perspective. Furthermore, survey questions were based upon this information and answers to these questions, combined with interviews and secondary data analysis (document check) made it possible to assess the level of twinning achievement.

In the next paragraphs results of these findings will be analyzed but I will keep an order that is different from the above mentioned. Starting with the *internal perspective* that focuses on objectives, I want to stress the importance of these. Continuing with the *customer perspective* on activities and subsequently *social perspective*, *financial perspective* and *innovative perspective*, I am keeping an order that is similar to the categorization in both questionnaire and interviews.

But before I begin, I would like to draw the attention to the following: perhaps one wonders whether insights in this chapter can be used by all organizations. Do findings represent a cross-section of the population? In other words; are findings representative for all cultural twinning relationships in the Netherlands? Paragraph 8.1 showed that sixteen out of thirty four municipalities had responded with a questionnaire valid for interpretation. Although these made up a good 47% it was less than half and thus not representative for the total population.

However, as a case study this research gives valid results that should be taken seriously, especially since the score on representation levelled down to class, province and geographical area (see paragraph 8.1) is actually very good. Combined with some new insights this research gives, I think it can be of value to all cultural municipal relationships in the Netherlands. As such, interpretations in this chapter point out characteristics of twinning that could very well be valid for all cultural municipal relationships in the Netherlands.

10.1 Internal perspective

Figure 10.1 *Internal perspective*

Perspective	Performance indicator
Internal Perspective	- Formulated objectives, mission and strategy - Enough permanent staff available to carry out projects - Frequent staff meetings - Clearly formulated tasks of staff - Documenting and evaluating activities

Starting with a focus on *objectives*, quantitative findings learn that 87% of respondents have formulated objectives, but still 13% have not. In order to evaluate an intervention and value effectiveness, objectives have to be formulated. If objectives are not formulated it is hard to say anything at all about effectiveness.

Objectives formulated are all in the light of VNG's *ideal motive*; that is to contribute to development cooperation, solidarity and peace, democratic and managerial development and fight poverty abroad at a local level. In my categorization these objectives are *friendship-related, contact-related, exchange related* or *help/support-related*.

Leaving out of sight those municipalities that have not formulated objectives, it must be said that most objectives formulated are rather vague (*stimulating contacts; encouraging contacts; exchange of knowledge*) set too low and are thus easy to achieve. As mentioned in paragraph 2.2 these are some of the pitfalls of setting objectives. However, there are also those municipalities that have clearly formulated objectives (*giving financial support to projects of NGO's, organizations and groups in the partner municipality; supporting institutional development in the partner municipality and giving information and education to local residents*) and a single municipality even had a mission formulated. Still, these were rare within the group of respondents.

Moving on to *staff* in the internal perspective it is striking to see (table 8.4.2) that the number of permanent or honored staff is limited and that all municipalities are very much dependent on volunteers. It indicates that there is little capacity with municipalities to engage people in twinning while at the same time the enthusiasm and motivation with volunteers is significant. Without these volunteers, twinning relationships would most likely not even have a future; volunteers are the cornerstones of twinning organizations. Due to limited honored staff, tasks such as chairman, secretary and treasurer are often occupied by volunteers as well.

These volunteers, who most likely have other occupations and obligations, still manage to participate in meetings to evaluate twinning relationships; varying from every month to once a year. Two municipalities did not have any meetings on a yearly basis. Note that evaluation

must be seen as evaluation of activities in the preceding period and thus as a short term evaluation. As such, 82% of respondents documents activities and projects to give input for these meetings but this is still not done by all twinning organizations. More importantly, long term evaluation (after three to five years) is not common with respondents either. Only one municipality had its relationship evaluated by a third party.

Obviously volunteers have a very important role in twinning relationships. But this is as much strength of twinning as it is weakness: the organization is dependent on the good-will of people, but what if good-will ceases to exist?

10.2 Customer perspective

Figure 10.2 *Customer perspective*

Perspective	Performance indicator
Customer Perspective	- Reaching a maximum of people with projects - Creating awareness of the organization among residents - Programming an X number of projects each year (performance indicators?)

Information for the c*ustomer perspective* was based upon activities input. *How do municipalities make sure they reach a maximum of people? How do they ensure residents are aware of twinning? In what way do they try to meet objectives?* They do so through means, which in this case are municipalities' activities and projects.

We learn from both quantitative and qualitative findings that activities of municipalities are multiple and miscellaneous, varying from art exhibitions and soccer games to educational exchange programs. Through these, municipalities try to reach as many people as possible within the own municipality and in the partner municipality. Sometimes programs have a special focus group, such as the youth and aim for their interest and participation. But most activities and projects can be entered by anyone who is aware of the twinning organization and who might enjoy participation.

Thus, creating awareness of the twinning relationship seems to be one of the most important factors but qualitative data shows that new people are not reached very often. There seems to be an established group of participants that is involved with projects at an annual basis and sometimes even more frequently. These people know where to find and what to find the twinning organization for. Unfortunately there is not any evidence of effectively involving new people. This is also shown by level of innovativeness which I shall come to speak of later.

Something else that comes to attention is that despite events being multiple and varied within all municipalities, there does not seem to be any structure in the way activities are organized (see paragraph 9.3). There are some items on the agenda that return with a certain frequency (annually) but the mayority of activities rise from unplanned initiatives of the twinning organization or groups and individuals within the municipality, as illustrated in paragraph 9.3. As a result it is not surprising that only two out of sixteen municipalities have formulated performance indicators. The remaining part of municipalities does not have such a structured activity agenda.

Above, it seems that with one exception, none of the municipalities had evaluated their relationship on the long term while this should be one of the first steps for municipalities themselves to become aware of operating effectiveness.

10.3 Social Perspective

Figure 10.3 *Social perspective*

Perspective	Performance indicator
Social Perspective	- Contributing to social contacts - Contributing to fraternization - Contributing to international development cooperation

The level of social involvement of municipalities seems to be very high, as indicated by objectives formulated (*friendship-, contact-, exchange- or help support related*) and the importance of activities within these relationships. The essence of twinning is to make a connection with individuals and organizations elsewhere and thus everything organized in the light of this relationship contributes to social contacts. Sometimes twinning specifically contributes to fraternization, for instance when contacts with the partner were made after the Second World War to come closer to one another and to prevent the horrors of war; or when contacts were made with municipalities in future EU-entering countries, such as Poland and Hungary. Some twinning relationships have a special focus on help and support in the partner municipality and in maintaining that relationship they are specifically contributing to international development cooperation. The social dimension of these contacts is obviously a great strength of twinning. Without any effort, one could say the social part is taken care of as social contacts are what twinning is about.

10.4 Financial Perspective

Figure 10.4 *Financial perspective*

Perspective	Performance indicator
Financial Perspective	- Staying within limits of the budget - Seeking additional financial aid for specific projects

With regard to the financial perspective it seems that all municipalities stay within limits of the budget and do not exceed costs. However, there is great dissatisfaction about the height of the (municipal) budget available for twinning. The amount is hardly enough and since

drawbacks in the budget are not uncommon either, organizations have to turn to other businesses and funds for additional resources, which, luckily, are available. Despite a somewhat negative sound, twinning organizations do manage to achieve results with limited resources they have and succeed in not exceeding costs. As a result twinning organizations actually score quite well on the financial perspective. Above, it seems there is something to say about efficiency too.

10.4.1 Efficiency

In chapter three we briefly discussed the concept of *efficiency*. Efficiency is described as the relation between allocation of means and products, or input and output (see paragraph 3.2). The question is whether the organization is carrying out its responsibilities with a minimum expenditure of effort; it is about achieving the optimum balance between costs and results. I refer to efficiency here because against expectations it seems that there is something to say about this concept after all.

From the previous paragraph we learn that twinning budgets are limited but organizations seem to manage anyhow. They seek additional support and do not exceed costs. What is more, in some projects budgets can be enlarged through a *matching* system in which the figure already available for the project is being doubled.

But money is just one part of resources an organization can draw on; people, facilities, equipment and supplies are resources as well. The involvement and effort of volunteers is certainly vital. These people are not just occupying official tasks in twinning but they open up their homes to those visiting the municipality; they organize dinner parties and tours. In a way they provide facilities, equipment and supplies too and as a result, it seems that twinning organizations actually have found a good balance betweens costs and results and are operating efficiently.

As for results on the Principal-Agent theory, unfortunately very little information derived from the questionnaire and interviews. There were six private organizations in the respondents' group out of which five had a twinning contract with the municipality (see paragraph 8.6). In the qualitative part these private organizations did not seem to be operating any different from those twinning organizations within the municipality. If one wants to go deeper into this matter it requires that contracts and communication between municipality and private organizations are closely examined. As this was not part of this research I did not go into the PA-theory any deeper.

10.5 Innovative Perspective

Figure 10.5 *Innovative Perspective*

Perspective	Performance indicator
Innovative Perspective	- Using different/newer communication channels for information/advertising - Using new technologies to reach a wider population/different population - Finding alternative ways to get people interested

The innovative level of communication is not that good. The mayority of twinning organizations use rather old fashioned methods for communication. Those who are already familiar with the organization and have shown interest or participated before are informed via mailings and newsletters and via face to face contacts. Potentially new participants are approached via information stands on fares and exhibitions, and via regional press and local newspapers. It is obvious that municipalities are not fully exploring the possibilities of today's most important communication techniques: there are just a few municipalities that use the internet for communication purposes. While organizations want to get people interested in twinning as much as possible, they are not reaching new public in the way they are communicating now and they are not providing information to those already familiar with twinning in the most effective way. As communication is not on a very innovative level it has a negative effect on customer perspective too.

10.6 Twinning in perspective

When we put all five perspectives together, it shows that the scores on each perspective differ from each other. The highest score is on the social perspective since everything that is organized in the light of twinning has a social factor. The financial perspective is actually quite good too, as twinning organizations do not exceed costs and seek alternatives ways to finance activities and projects. To a lesser degree, the score on customer perspective is not too bad either; twinning organizations are obviously good at retention of those already familiar with the organization, but they can still do much better in getting new people interested and they should bring structure into the way activities are organized.

The weakest scores in the Balanced Scored Card are on the internal and innovative side. On the internal perspective there is a lot of work to be done. To begin with objectives; these should be formulated clearly, more into detail (to the level of needed means) and with more attitude: an objective that is set too low is easy to achieve. Above, documenting activities and projects should happen with a certain frequency and in a proper manner. The same goes for evaluating projects; this should be done both on short term and long term. Finally, even though organizations rely heavily on volunteers, these have various levels of skills, abilities and agendas (see paragraph 3.2.1) thus there should be a good balance between honored staff and volunteers to guarantee professional continuation of the twinning relationship.

On the innovative side twinning organizations have to start thinking about alternative ways to communicate. Communication channels in use now are old fashioned. Twinning organizations should focus on the merits of the internet and use this new technology alongside other communication channels to keep those already familiar with the organization informed and to involve potential new public in twinning.

When these scores are compared with expectations formulated in paragraph 7.3 we see that most expectations were correct:

E1 *staying within limits of the budget* seems to be true; twinning organizations stay within limits of the budget and seek additional funds for (specific) projects. Despite municipal budgets not being sufficient, twinning organizations seem to operate efficiently.

E2 predicted that there would not be enough honored staff available for twinning and that organizations relied on volunteers. Above I expected that activities were not properly documented or evaluated. Both presumptions were correct. Another focus was on objectives; was there consensus on outcome oriented objectives and performance indicators? Although most objectives were formulated in agreement results indicate that it was not always done effectively and that sometimes objectives were not formulated at all.

E3 the expectation on *appreciation of customers according to time, quality, service and costs* seems to hold up. Twining organizations try to create awareness and involve people

in twinning but unfortunately it is not done effectively, they are not using (communication) possibilities to the full. What is more, the mayority of twinning organizations have not formulated performance indicators let alone standards or norms.

E4 has proven accurate too; although twinning organizations have good intentions in involving as much people as possible, they are not active in using new technologies for this purpose and thus not very *renewing* or *adapting to a continuous changing environment* for that matter.

Finally, **E5** was presumed correctly as well; from a social perspective twinning organizations provide *extra benefits to the direct environment*; if only by attracting a *hard core* group and motivated volunteers. Additionally, twinning is about making a connection with another culture and the mere existence of these kinds of organizations is a social happening by itself.

So perhaps now, after careful consideration of these scores we can finally say something about effectiveness of twinning organizations. This is subject of the next paragraph.

10.7 Are cultural municipal relationships in the Netherlands effective?

Are objectives met? That is the first question in evaluating an intervention and the first step towards assessing effectiveness. Leaving out of perspective for a moment that most twinning objectives are formulated in a way in which it is hard not to meet objectives, one could say that indeed twinning objectives are met.

However, I would like to draw attention to the exceptions here: for instance those municipalities that have not formulated objectives at all. Maintaining a relationship without objectives seems to me as a ship sailing without a skipper. This not only makes it hard to evaluate the twinning relationship, it is also almost impossible to say anything about effectiveness. Obviously this is not the way to preserve a relationship.

Other exceptions I would like to point out are exactly the opposite; they give examples of performance all twinning organizations should pursuit: such as the municipality that had not only formulated objectives and desired performance but performance indicators as well. Yet another municipality had its relationship evaluated by a third party to become aware of its strengths and weaknesses and level of operating effectiveness (see paragraph 9.4.1). This is what the future of twinning should look like.

The second step in giving a judgment on effectiveness is related to the question of causality. Can results achieved be subscribed to the intervention, in this case to twinning? Is the situation altered by efforts of the twinning organization? The answer here is 'yes'. Contacts and activities with the partner municipality would not have been if it was not for the intervention of twinning.

And thus, if we simply answer the questions *are objectives met* and *can results be subscribed to twinning,* the answer to the overall question *are cultural municipal relationships in the Netherlands effective* is 'yes'. Twinning relationships in the Netherlands are effective because twinning objectives are met and results can be subscribed to twinning alone.

However, based on quantitative findings of sixteen respondents and qualitative findings of ten respondents it seems that it is not quite that simple. There are a lot of improvements to be made as show results in the Balanced Score Card. Would they also manage to meet objectives if these were set higher or formulated more into detail? Twinning organizations might operate effectively, they can do much better. Recommendations are discussed in the next paragraph.

10.8 Recommendations

A focus on objectives is of essence here. Objectives have to be formulated when organizations engage in twinning. One can not begin or continue twinning without clearly defining what the purpose of the relationship is. Objectives should be formulated clearly and into detail. The focus of these objectives should swift from *friendship-* and *contact related* objectives towards objectives that are more significant. For instance *knowledge and exchange related* objectives or *help-/support related* objectives. As twinning is growing and the importance of international municipal cooperation is becoming more substantial, the need for twinning organizations to professionalize is evident. To improve performance (effectiveness and efficiency) twinning organizations should start structuring performance (see paragraph 2.3.3.1): what resources have to be allocated to the program? What are intended program activities, expected program outcomes and assumed causal linkages? A first step towards professionalizing is looking at current objectives; are objectives up to date; do they indicate what is most important in the relationship?

Second of all, there should be a structured method in initiating, organizing and evaluating activities. Twinning organizations should indicate on beforehand what it is they want to achieve (objectives) and with what means they aim to do this (activities). Activities should have a continuous character; returning on the agenda on an annual basis for instance. Besides these there should be room for other sporadic projects and activities initiated by whomever but these should be coordinated by the twinning organization. Above I think it is a good idea to set activity performance indicators in terms of what one wants to achieve in the upcoming year, how many projects are aimed for (a minimum) and whom for. In a way this is a step towards specifying standards and norms.

And finally it is of great importance that activities are evaluated and documented to become aware of the organizational strengths and weaknesses and work towards a more effective way of operating. Evaluation and documentation should take place on short term and on the long run. Directly after the project has taken place and in an annual report for example, but more importantly, after a period of three to five years. The relationship as a whole should be reflected on and preferably as a cooperative project of both municipalities. Perhaps twinning organizations are effective in the stretch they evaluate now, but I wonder if they would manage on the long run too, if they continue operating the way they do now.

10.9 New insights

Recapitulating the preceding, one question remains: *what new insights does this research bring* compared to findings of VNG in 2000 that mainly brought statistical information. I would like to think that this research gives a look inside twinning organizations and makes the substance a bit more tangible. *Twinning, what is it*, *what do people involved do* and *who exactly are doing it* and *what for*? This thesis tried to give answer to these questions although I have to admit that even after my efforts twinning remains rather vague.

In addition to VNG's research (VNG, 2000) this research exposes the need for evaluation in twinning and with that the need for a more structured and transparent way of operating. This would not only benefit the organization itself but other organizations and individuals too, in fact it would positively affect all *stakeholders*. Perhaps with more transparency even the attention of future stakeholders is drawn to twinning, which might result in new financial collaborations, new strategies and alliances.

The future of twinning starts with evaluation. An example for twinning evaluation is given by the municipality of Nijmegen. Furthermore, VNG keeps evolving and is, as mentioned before, now offering twinning evaluations too. However, I can imagine that prices involved with such an evaluation form a barrier for some smaller municipalities, especially when the budget is already limited. This research should create awareness among municipalities, it shows that they can make a lot of improvements themselves. Being critical of operations in their organization is a good starting point.

Twinning is promising and offers many possibilities for international cooperation in the future. Its municipal contribution to the international field is already considerable and will grow even more important when twinning evolves. Getting to that stage however, requires that these organizations professionalize and adapt to a changing environment. That does not mean letting go of old ideals. The essence of twinning is still *making a connection* and *getting to know each other's culture*. But it does mean that certain things need to be altered.

Initially the main idea of twinning was to stimulate exchange between partners. Nowadays this is still one of the most important aims of twinning (see paragraph 5.1). However, it is the focus that needs to be adjusted: today, twinning relationships should focus on exchange of knowledge on multiple areas. This can be combined with help- and support related activities but a focus on friendship alone is not sufficient in the year 2007. Twinning organizations have to keep up with time!

An important part of evaluation that was (deliberately) not included in this research is the level of twinning acquaintance and appreciation of twinning with residents. It was left out as it was beyond the scope and time of this thesis. However, the importance of this group was stressed in several documents: it was first mentioned as part of evaluability assessment process (see paragraph 2.3.3.1). Besides program documentation, interviews with a small number of

program managers and policy makers another source of information are interviews with representatives of small numbers of relevant interest groups, such as residents. It was part of evaluation of the municipality of Nijmegen as well and is integrated in VNG's evaluation too. The perception of twinning with this particular group is of importance because twinning organizations aim for their involvement; not only in attending projects and activities but in occupying volunteer posts too. Since their opinion on twinning matters, residents should be informed and involved as much as possible. Opportunities rely in exploring this group but it requires that the level of (external) communication will improve considerably. If one wants to research twinning I recommend that the residents' side is included too.

11. Concluding remarks

Looking back on this thesis at this point I can say *it has been quite a journey*. The subject fascinated me and my attention has only grown stronger. Cultural municipal relationships are quite a phenomenon and I am pleased to see that the attention for these relationships is increasing.

However, most attention seems to come from VNG and people involved. From the academic side, I think I was a pioneer in making twinning the subject of my thesis and I am happy to have made my contribution. But it was not easy to construct a theoretical framework for assessing twinning effectiveness. As this was not done before I did not have any references to rely on and thus I had to compose my own framework from theories I had become familiar with; such as theories on evaluation, the Balanced Score Card and Principal Agent-theory. Others I *borrowed* from my business administration time. Collectively these theories provided a theoretical framework that, in my perception, was sufficient to approach the problem with in this thesis.

Still I am aware of the fact that the theories did not always fit the nature of twinning; that in their pure form they were sometimes too hard or not flexible enough for this delicate subject. I can imagine more adequate theories exist too look at twinning, but I will leave this to those who want to do further research on this topic.

I started this research in 2005 and I am finally coming to an end now, in early 2007. It has taken me quite some time to get to this point. One of (many) drawbacks of occupying oneself with a project for such a period of time, is that others, unlike you, do not stand still. Here it means that some numbers have dated by now, such as the amount of municipalities in the Netherlands that are cut back to 443 today, against 538 when I begun the research (www.stedenbanden.nl). Above it seems that in the mean time VNG conducted its 2000 research again and has issued results in a publication (VNG, 2006). However, they still do not pay any attention to evaluation of twinning in this study, while that focus seems to be crucial not only to me but to VNG as well as their online brochure offers evaluative studies to municipalities.

But in the end, I am glad that I was able to make an academic contribution to twinning with this thesis and add some new insights to the topic, especially on evaluation.

Bibliography

Baarda, D.B. Dr., de Goede, M.P.M. Dr., Teunissen, J. Dr., *Basisboek Kwalitatief Onderzoek, praktische handleiding voor het opzeten en uitvoeren van kwalitatief onderzoek*, Stenfert Kroese, 2000

Groot, Van Helden, *Financieel management van non-profit organisaties*, Wolters-Noordhoff, Groningen, 1999

Jager de, H. Dr., Mok, A.L. Dr., *Grondbeginselen der sociologie: gezichtspunten en begrippen*, Educatieve Partners Nederland, 1999 (213-214)

Koopmans, Wellink, De Kam, Sterks en Woltjer, *Overheidsfinanciën*, Wolters-Noordhoff, Groningen/Houten, 2003

Laffont, Jean-Jacques, *The principal agent model: the economic Theory of Incentives*, Edward Elgar Publishing, Cheltenham, 2003

Mazza, Isidoro, *Public Choice*, in: Towse, R. (ed.), *A handbook of cultural economics*, Edward Elgar Publishing, Cheltenham, 2003

Nooij, A.T.J., *Sociale Methodiek; Normatieve en beschrijvende methodiek in grondvormen*, Stenfert Kroese, Leiden, 1996

Paaschen van, Paul, 'Cultuurfondsen en ruimte voor het stimuleren van kunst en cultuur in het Zuiden', *Journal for Humanistics 4*, 2000 (54-62)

Pronk, Jan, *Een wereld van verschil: nieuwe kaders voor ontwikkelingssamenwerking in de jaren negentig*, SDU, 's Gravenhage, 1990

Rawlings, Laura, *Operational Reflections on Evaluating Development Programs*, in: : Pitman, George Keith, Feinstein, Osvaldo N., Ingram, Gregory K. (ed.), *Evaluating Development Effectiveness*, Transaction Publishers, New Brunswick, New Jersey, 2005

Rob Reider, *Improving the Economy, Efficiency and Effectiveness of Not-for-profits; conducting operational reviews*, John Wiley and sons, 2001

Seale, Clive, *Researching Society and Culture*, Sage Publications, 2004

Sociaal en Cultureel Planbureau, *Advies Cultuurwetgeving: cultuurbeleid in historisch, beleidsanalytisch en juridisch perspectief*, SCP, 1986 (25-101)

Sterkenburg van, Piet dr. prof, *Van Dale Groot woordenboek hedendaags Nederlands*, Van Dale Lexicografie, Utrecht/Antwerpen, 2002

Stewart, Frances, *Evaluation in a World of Multiple Goals, Interests, and Models* in: Pitman, George Keith, Feinstein, Osvaldo N., Ingram, Gregory K. (ed.), *Evaluating Development Effectiveness*, Transaction Publishers, New Brunswick, New Jersey, 2005 (3-29)

Swanborn, P.G., *Evalueren, het ontwerpen, begeleiden en evalueren van interventies: een methodische basis voor evaluatie-onderzoek*, Uitgeverij Boom, Amsterdam 1999

VNG International, BZK, *Grenze(n)loze gemeenten: Handreiking internationale samenwerking en activiteiten van gemeenten*, 2005

VNG, *Een wereld aan kansen; de stand van zaken op het beleidsterrein Gemeentelijke International Samenwerking in 2006*, Den Haag, 2006

VNG, *Gemeenten zonder grenzen: een onderzoek naar de stand van zaken op het beleidsterrein Gemeentelijke Internationale Samenwerking in 2000*, International Project Unit van de VNG, Den Haag, 2000

VNG, *Handboek Gemeentelijke Internationale Samenwerking*, 2001

Vries de, P., *De lastige verhouding tussen departement en agent: de departementale bekostiging in het licht van de principal agent-benadering*, Universiteit Twente, Enschede, 1992

White, Howard, *Challenges in Evaluating Development Effectiveness*, in: Pitman, George Keith, Feinstein, Osvaldo N., Ingram, Gregory K. (ed.), *Evaluating Development Effectiveness*, Transaction Publishers, New Brunswick, New Jersey, 2005 (33-55)

Wholey, Joseph S., *Evaluation and Effective Public Management*, Little Brown and Company, Toronto 1983

Wijn, C.H., *Financiering van de cultuur in Nederland*, in: Julien, R.L.C.I. (ed.), *Handboek Cultuurbeleid*, aanvulling 18 HBC, Elsevier Overheid, 1993 (1.4. 1-1-1.4. 1-65)

Internet

http://www.auburn.edu/~johnspm/gloss/efficiency, last consulted May 16, 2006

http://www.cites-unies-france.org, last consulted February 13, 2007

http://www.minbuza.nl, last consulted December 18, 2006

http://www.ncdo.nl, last consulted March 20, 2007

http://www.nijmegen.nl, last consulted March 20, 2007

http://www.stedenbanden.nl, last consulted January 8, 2007

http://www.vng.nl, last consulted January 8, 2007

http://www.un.org, last consulted March 28, 2007

Newspapers

Hoofddorpse Courant, *Stedenbanden blijven gewoon doorgaan*, Hoofddorpse Courant, January 7, 2004

Kammer, Claudia, *Burgemeesters van zustersteden Alkmaar en Bath over versterken van band met de burgers*, NRC Handelsblad, March 4, 2005

Archives and documentation of the following municipalities:
Amersfoort, Grootegast, Landsmeer, Leiden, Maassluis, Nijmegen, Schiedam, Sliedrecht, Utrecht, Wageningen

Appendix A: Questionnaire

Onderzoek stedenbanden en cultuur

Toelichting

In het kader van de master *Cultural Economics & Cultural Entrepreneurship* aan de Erasmus Universiteit Rotterdam heb ik mij in stedenbanden verdiept. Een onderzoek van de Vereniging Nederlandse Gemeenten (VNG) in 2000 vormde het startpunt. Deze studie geeft met name informatie over het aantal contacten en over de aard van de contacten.

In mijn eigen onderzoek wil ik de inhoudelijke kant juist meer belichten; hoe is het contact tussen de gemeenten vormgegeven; wat wordt er daadwerkelijk aan activiteiten georganiseerd; wat wil men hiermee bereiken en zijn er voldoende (financiële) middelen om dit te bewerkstelligen?

De resultaten van het onderzoek van de VNG toonden dat er relatief weinig aandacht voor cultuur is binnen de relaties die Nederlandse gemeenten onderhouden met partnergemeenten. Daarom heb ik mij gericht op die gemeenten die volgens dat onderzoek en de website www.stedenbanden.nl iets doen aan cultuur.

Met het invullen van deze vragenlijst helpt u mij een inhoudelijk beeld te schetsen van de relaties die gemeenten in Europa met elkaar onderhouden. Alle gegevens zullen vertrouwelijk worden behandeld en in de analyse hiervan zal geen specifieke informatie over uw gemeente terug te vinden zijn.

De vragenlijst bestaat uit 30 vragen die onderverdeeld zijn in *algemene vragen*, vragen over *doelstellingen*, *cultuur*, *activiteiten* en over het *budget*. Het invullen ervan zal ongeveer 15 minuten in beslag nemen. Wilt u zo vriendelijk zijn bij de keuzevragen het antwoord te highlighten zoals in het voorbeeld. Voor antwoorden op de open vragen kunt de ruimte na de .... gebruiken.

Voorbeeld keuzevraag:
- ➤ Heeft uw gemeente contact met één of meerdere gemeenten in het buitenland?
- o met één gemeente
- o met meerdere gemeenten

Voorbeeld open vraag:
- ➤ Hoeveel inwoners telt uw gemeente?
- 8800

Mocht u naar aanleiding van de vragen of het onderzoek nog vragen hebben, dan kunt u mij uiteraard benaderen via e-mail of telefoon (zie onder), ik sta u graag te woord.

Na het invullen van de vragenlijst wil ik u verzoeken deze op te slaan en via een e-mail attachment aan mij retour te zenden (g.jubitana@gmail.com) o.v.v. 'ingevulde vragenlijst' en de naam van uw gemeente.

In verband met het verzamelen en analyseren van alle gegevens wil ik u vragen de ingevulde vragen lijst binnen twee weken retour te zenden.

Op de volgende vier pagina's vindt u de vragen. Bedankt voor uw tijd!

Met vriendelijke groet,
Genevieve Jubitana

....

Genevieve Jubitana
g.jubitana@gmail.com, 06-14243141

Cultural Economics & Cultural Entrepreneurship
Faculteit der Historische- en Kunstwetenschappen
Erasmus Universiteit Rotterdam
Tutor: Dhr. Langenberg

Vragenlijst

Betreft gemeente:
Ingevuld door:
Functie:
E-mail adres:

Algemene informatie

1) Hoeveel inwoners telt uw gemeente?

....

2) Heeft uw gemeente contact met één of meerdere gemeenten in het buitenland?
   - o met één gemeente
   - o met meerdere gemeenten

3) Zijn de contacten die de gemeente onderhoudt officiële stedenbanden, dat wil zeggen: ligt er een officieel raadsbesluit aan ten grondslag?
   - o ja; de contacten zijn officiële stedenbanden
   - o nee; de contacten zijn geen officiële stedenbanden
   - o anders nl...

4) Met welke gemeente(n) in welk(e) land(en) onderhoudt uw gemeente stedenbanden?

....

5) Waar is de uitvoering van de contacten ondergebracht? (meerdere antwoorden mogelijk)
   - o binnen de gemeentelijke organisatie
   - o bij een particuliere organisatie

6) Indien de uitvoering binnen de gemeentelijke organisatie is ondergebracht, hoe is deze georganiseerd? (meerdere antwoorden mogelijk)
   - o in het kader van een commissie
   - o in het kader van een stichting
   - o in het kader van een werkgroep
   - o anders nl...

7) Indien de uitvoering bij een particuliere organisatie is ondergebracht, welke rechtsvorm is van toepassing?

....

8) Kunt u een indicatie geven van het aantal gehonoreerde personen (géén fte's)dat per jaar gemoeid is met het onderhouden van de stedenbanden?

....

9) Kunt u een indicatie geven van het aantal vrijwilligers (aantal personen) dat per jaar gemoeid is met het onderhouden van de stedenbanden?

....

10) Bestaat er een overlegorgaan dat regelmatig bijeenkomt om de stand van zaken met betrekking tot de stedenbanden te bespreken? (denk bijvoorbeeld aan een commissie)
- o ja, nl...
- o nee

eventuele toelichting: ...

11) Indien het antwoord op vraag 10 bevestigend was, met welke regelmaat vindt er overleg plaats?
- o wekelijks overleg
- o maandelijks overleg
- o drie-maandelijks overleg
- o jaarlijks overleg
- o anders nl...

....

Doelstellingen

12) Wat wil de gemeente voornamelijk bereiken met het onderhouden van de stedenbanden?

....

13) Zijn er doelstellingen en/of missies geformuleerd met betrekking tot de stedenbanden?
- o ja, er zijn doelstellingen geformuleerd
- o nee, er zijn geen doelstellingen geformuleerd

eventuele toelichting: ...

14) Indien het antwoord op vraag 13 bevestigend was, hoe zijn de doelstellingen omschreven?

....

15) Hoe wordt ernaar gestreeft deze doelen te verwezenlijken?

....

....

Cultuur

16) In het contact met de partnergemeente is er onder andere aandacht voor *cultuur* (www.stedenbanden.nl). Hoe dient dit begrip in deze relatie opgevat te worden; in ruime of specifieke zin?
- o cultuur in ruime zin
- o cultuur in specifieke zin
- o anders nl...

17) Welke specifieke terreinen van cultuur komen terug in het contact met de partnergemeente? (meerdere antwoorden mogelijk)
- o erfgoed
- o kunsten
- o media

o geen van bovenstaande
eventuele toelichting: ...

18) Welke kunstdisciplines kenmerken hoofdzakelijk het contact met de partnergemeente? (meerdere antwoorden mogelijk)
- o beeldende kunst
- o theater
- o letteren
- o muziek
- o dans
- o audivisueel
- o media
- o sport
- o geen van bovenstaande

....

Activiteiten

19) Wat voor soort activiteiten worden er georganiseerd? (meerdere antwoorden mogelijk) Activiteiten op het gebied van:
- o kunst en cultuur
- o sport
- o onderwijs
- o anders nl...
eventuele toelichting: ...

20) Voor wie worden deze activiteiten georganiseerd? (meerdere antwoorden mogelijk)
- o bewoners van de eigen gemeente
- o bewoners van de partner gemeente
- o jongeren
- o ouderen
- o anders nl...

21) Wat is het doel van deze activiteiten?
....

22) Zijn er prestatieindicatoren geformuleerd?
- o ja, er zijn prestatieindicatoren geformuleerd
- o nee, er zijn geen prestatieindicatoren geformuleerd
eventuele toelichting: ...

23) Indien het antwoord op vraag 22 bevestigend was, hoe zijn de indicatoren omschreven?
....

24) Worden de activiteiten gedocumenteerd?
- o ja, de activiteiten worden gedocumenteerd
- o nee, de activiteiten worden niet gedocumenteerd

25) Indien het antwoord op vraag 24 bevestigend was, hoe worden de activiteiten gedocumenteerd?
- o in een jaarverslag
- o in een activiteiten verslag
- o anders nl...

....

Budget

26) Wat is het budget van de gemeente om de stedenbanden te onderhouden? (op jaarbasis)
€........

27) Zijn er naast het gemeentelijke budget nog andere budgetten beschikbaar? (van fondsen zoals Hivos, Novib, Prins Bernhard Cultuurfonds)
- o ja, er zijn andere budgetten
- o nee, er zijn geen andere budgetten

28) Indien het antwoord op vraag 27 bevestigend was, voor welke (soort) activiteiten zijn er alternatieve/aanvullende budgetten beschikbaar?
....

29) Welke fondsen/instellingen worden (regelmatig) aangeschreven?
....

30) Indien de uitvoering bij een particuliere organisatie is ondergebracht, is er een subsidiecontract aanwezig?
- o ja, er is een subsidiecontract aanwezig
- o nee, er is geen subsidiecontract aanwezig

...........................**einde vragenlijst bedankt voor uw tijd**...........................

Appendix B: Interviewees

July 27, 2004, Mr. B.J. Mewe (mayor) and Mr. H. Brosse (chairman international affairs and councillor), Landsmeer

March 7, 2006, Ms. Katrin Sturhan (coordinator of SVUL), Utrecht

March 20, 2006, Mr. Dirk Jan Westerhof (public relations), Grootegast

March 21, 2006, Ms. Marlou Kursten (study group), Wageningen

April 5, 2006, Mr. Jan Brouwer (staff member cabinet and external relations), Schiedam

July 17, 2006, Mr. A.O. Pot (chairman twinning foundation), Sliedrecht

July 18, 2006, Mr. Dirk Jan Binnendijk (chairman), Leiden

July 19, 2006, Mr. Wim van der Spek (secretary) and Ms. Yvonne van Roon (internal and external relations department), Maassluis

July 31, 2006, Ms. Susan Pot (public relations and projects SSNM) and Ms. Gerardine Willemsen (public relations), Nijmegen

August 15, 2006, Ms. Renata Hrebrinova (secretary and staff member of twinning organization), Amersfoort