

Country Interim Evaluation Summary

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Transition Facility

Interim Evaluation of Transition Facility Projects

The Slovak Republic

Sectors:

- **Justice and Home Affairs**
- **Internal Market**
- **Economic and Social Cohesion**

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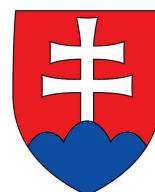


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ABSTRACT

Background

This Country Evaluation Summary of the Transition Facility in the Slovak Republic covers the 2004, 2005 and 2006 programmes and was conducted during the period September – October 2007. The reporting format follows the Interim Evaluation Guide and uses the standard evaluation criteria, namely *relevance*, *efficiency*, *effectiveness*, *sustainability* and *impact*. This Summary should serve mainly the Joint Monitoring Committee purposes (scheduled for January 2008).

Key Findings

Most of the Transition Facility Programmes remain *relevant*, even when looking at them from an early ex-post perspective. In addition to the accession to the Schengen agreement, the Fight against Corruption has been re-introduced in the priority areas of the Transition Facility assistance. In many beneficiary institutions, the new senior officials (installed as a result of the parliamentary elections) are supportive of the assisted areas and are often actively involved in the project activities as well. The Steering Committees usually work well due to their balanced composition and also decision-making power to solve problems during project implementation. However, the complex, cross-sectoral projects would benefit especially from Steering Committees established already in the preparatory stage. Some of the programmes remain over-ambitious with regard to the number of co-operating institutions and sequencing of activities.

The key problem of *efficiency* remains the delay in programme implementation, though measures have been taken to improve the situation. The recommended contracting meetings have been re-introduced; also the information provided by the Central Finance and Contracting Unit of the Ministry of Finance SR on the contracting status is now more detailed and better serves Monitoring and Evaluation purposes. Moreover, the parallel contracting of 2005 and 2006 projects is ongoing. On the other hand further delays are to be expected in the case of Software projects, as these are to be checked now for conformity with the Governmental strategy by a special Section at the Ministry of Finance. Unexpected delays have been caused also due to unclear selection criteria for some projects, disputes about the form of the public procurement procedure or disagreements of the new senior officials with the original design of projects. The Aid co-ordination Unit has undergone further organisational change, now being part of the new Department managed by a new Director.

The evaluation of *effectiveness* was mostly based on the 2004 projects, as almost none of the 2005 or 2006 ones was at the implementation stage at the time of this Summary. Some early tangible effects could be reported, for instance in the improved work of the General Prosecution, the implementation of the National Programme for the Fight against Drugs or the Public Finance Management Reform. On the other hand more effects were expected from the top priority Schengen programmes or the transportation assistance.

Evaluation of *sustainability* and *impact* is rather positive. Most of the Transition Facility interventions should be sustainable, such as in the sub-sectors of agriculture, judicial support, finance or customs. Some concerns exist with regard to the sustainability of Software development, due to the absence of funds for its maintenance and upgrading. Staff fluctuation and cuts still represent a threat to some of the interventions and their management, mostly caused by uncertainty linked to the governmental decision on the reduction by 20 percent of civil servants and its practical execution. Some *impact* is expected for instance in the area of agriculture via the increase in exports or more transparent system of direct payments. In the field of health, we predict enhanced quality and safety of donations for transplants. The broad reach of some projects has helped to spread the gained know-how widely, for instance under the Judiciary assistance, notably via its training assistance to the Judicial Academy or the transfer of know-how about mediation. This holds true also for tax audit, internal audit and accounting and reporting projects, where extensive transfer of know-how and experience through training contributed to modernisation of the public finance system, especially in terms of its increased efficiency and transparency.

RECOMMENDATIONS FOR THE CONSIDERATION OF JOINT MONITORING COMMITTEE MEMBERS

Ref.	Key Issue	Recommendation
1	Contracting of several Twinning Light projects have been delayed, due to unsuccessful circulation of Detailed Project Fiches among the Member States, where no proposals have been received.	The Beneficiary institutions in the case of Twinning projects should use their working and also informal contacts with Member States and approach the potential partners prior to the first circulation of the Detailed Project Fiche to speed up the contracting, and thus avoid unnecessary re-circulation and delays of the pre-implementation phase of the projects.
2	The Central Finance and Contracting Unit possesses now stable staff with experience in contracting Phare and Transition Facility Funds. The pre-accession instruments are however phasing out. It is foreseen that only part of the staff are to be in future employed in the public procurement field for the Ministry of Finance SR or management of EU funds.	The Central Finance and Contracting Unit is encouraged to use the gained expertise in implementation of pre-accession funds besides administration of twinning-out also in the form of Technical Assistance to the interested countries, such as in the Balkans, Serbia or Macedonia or the latest New Member States, following at the same time the foreign aid policy of the Ministry of Foreign Affairs SR.

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GLOSSARY OF ACRONYMS

ACU	Aid Co-ordination Unit
APA	Agricultural Paying Agency
CES	Country Evaluation Summary
CFCU	Central Finance and Contracting Unit
CCTIA	Central Control and Testing Institute for Agriculture
ESC	Economic and Social Cohesion
EU	European Union
FAC	Fight against Corruption
FAD	Fight against Drugs
GCCA	Geodesy, Cartography and Cadastre Authority
GP	General Prosecution
IA	Indicator of Achievement
IE	Interim Evaluation
IB	Institution Building
INT	Internal Market
IO	Immediate Objective
IS	Information System
IT	Information Technology
JHA	Justice and Home Affairs
JMC	Joint Monitoring Committee
MoA	Ministry of Agriculture
MoC	Ministry of Culture
MoEnv	Ministry of Environment
MoF	Ministry of Finance
MoH	Ministry of Health
MoI	Ministry of Interior
MoLSAF	Ministry of Labour, Social Affairs and Family
MS	Member State
OoG	Office of the Government
RTA	Resident Twinning Adviser
SC	Steering Committee
SF	Structural Funds
SMSC	Sectoral Monitoring Sub-committee
SOSR	Statistical Office of the Slovak Republic
SPO	Senior Programme Officer
SR/SK	Slovak Republic
SW	Software
TA	Technical Assistance
TF	Transition Facility
ToR	Terms of Reference
TW	Twining
TWL	Twining Light
UIBF	Unallocated Institution Building Facility

1 INTRODUCTION

1.1 Background and Scope of Evaluation

1. This Country Evaluation Summary (CES) (as requested by the respective Terms of Reference (ToR)) has been prepared by the Consortium CEEN Economic Project and Policy Consulting GmbH and Euroformes, s.r.o. It is based on the Transition Facility (TF) Interim Evaluations (IE) in the Slovak Republic (SR/SK) conducted during the period September – October 2007, according to the agreed evaluation plan by the Aid Co-ordination Unit (ACU) of the Office of the Government (OoG). The programmes covered include 2004, 2005 and 2006 TF projects.

2. The current structure of the monitoring sectors covered by the TF IE is as follows:

Sector	TF Report Nr.	Programmes/Projects Covered	Date of the IE Report	Overall Rating
Justice and Home Affairs (JHA)	R/SK/TF/JHA/07.001	2004/016-764.03.01; 2004/016-764.08.03; 2004/016-764.03.02; 2005/017-464.03.01; 2005/017-464.03.03; 2005/017-464.03.04; 2005/017-464.03.01	13 April 2007	Satisfactory
Internal Market (INT)	R/SK/TF/INT/07.002	2004/016-764.01.01; 2004/016-764.08.03 ; 2004/016-764.08.01 ; 2004/016-764.05.01 ; 2004/016-764.07.01; 2004/016-764.06.01 ; 2004/016-764.02.01; 2004/016-764.02.02; 2004/016-764.02.03 ; 2004/016-833; 2005/017-464.01.0;1 2005/017-464.01.02; 2005/017-464.01.03; 2005/017-464.01.04; 2005/017-464.06.01; 2005/017-464.07.02; 2005/017-464.07.01; 2005/017-464.02.03; 2005/017-464.02.01; 2005/.017-464.02.02; 2006/018-175.01.01; 2006/018-175.04.01; 2006/018-175.03.01; 2006/018-175.03.02;	3 July 2007	Satisfactory

Economic and Social Cohesion (ESC)	R/SK/TF/ESC/07.003	2004/016-764.04.02; 2004/016-764.04.01; 2005/017-464.05.01; 2005/017-464.05.02; 2005/017-464.04.01; 2005/017-464.04.03; 2005/017-464.04.02 ; 2006/018-175.02.01; 2006/018-175.05.03; 2006/018-175.0502	24 July 2007	Satisfactory
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3. However, as the sectors are rather uneven, the idea of merging them into two - INT and JHA plus ESC, seems to be pragmatic, together with the idea of decreasing the frequency of Sectoral Monitoring Sub-committees and the Joint Monitoring Committee (JMC). On the other hand the overall sectoral rating in the case of more projects tends to average out the individual ratings, thus usually reaching satisfactory results.

1.2 Reporting Format

4. The TF reporting follows the previous Phare format, as defined in the respective IE Guide as well as the ToRs for the current contract. For evaluation purposes also the widely accepted standard five criteria have been used, namely *relevance*, *efficiency*, *effectiveness*, *sustainability* and *impact*¹.

1.3 Purpose of the Evaluation

5. This Report should serve the JMC purposes, which is scheduled to meet in January 2008. It should provide information on the key issues and lessons learnt from the respective programmes, propose recommendations on how to improve implementation of the current and future TF programmes and at the same time how to promote the evaluation culture in Slovakia.

¹ *Relevance* relates to the project's design and concerns to the extent to which its objectives address real needs. *Efficiency* concerns how well activities have transformed inputs into outputs. *Effectiveness* assesses whether the project's purposes have been achieved. *Sustainability* evaluates whether project outcomes are likely to continue after external funding ends. *Impact* denotes the relationship between the project's purpose and overall objectives.

2 KEY FINDINGS AND LESSONS LEARNED FROM THE IMPLEMENTATION OF TF/ PHARE

6. Key evaluation findings from the evaluation of the 2004-06 TF according to the 5 DAC criteria and the lessons learnt for the future

2.1 Relevance

7. *The TF Programmes are relevant*, even when looking at them from an early ex-post perspective and linked to the respective EU and local documents. The key priority area for the JHA Sector remains the accession to Schengen and the fulfilment of the respective Schengen Action Plan. The ruling Government has also re-introduced as a focus area the Fight against Corruption (FAC) and after a period of stagnation work has commenced on the update of the National Programme for the Fight against Corruption. New areas of assistance to be reported, notably the antidiscrimination *acquis*, which for the first time appeared as a priority field in the Slovak Policy Manifesto as well. Moreover, as a result of the new organisational structure, the Department for Gender Equality and Equal Opportunities at the Ministry of Labour, Social Affairs and Family (MoLSAF), which has been supported under the TF assistance, now reports directly to the Minister, showing the increased importance of the gender agenda under the ruling coalition compared to the past (including a more hierarchical reporting lines).

8. The previously criticised collapse of the Department for the FAC at the OoG has been solved with the OLAF overtaking the co-ordination role of the 2005 FAC project, including the nomination of the respective Senior Programme Officer (SPO), which can be highly praised, and which has been reflected in the remarkable progress of the project preparation at the same time.

9. *The new senior management is mostly supportive to the TF initiatives*. In many beneficiary institutions the new senior officials, who were installed as a result of the parliamentary elections, are actively involved in the TF projects as well, such as the Chairwoman at the Statistical Office of the SR (SOSR) who supports the needed legislative changes recommended under the 2004 assistance and at the same time actively participates in the project activities. The same is true for the Geodesy, Cartography and Cadastre Authority (GCCA) or the Agricultural Paying Agency (APA). However, the former is not fully relevant for the Ministry of Culture (MoC), as further analysed in this Report under the efficiency criterion.

10. *Several TF interventions have been provided to Software (SW) development* or its upgrading, such as for the General Prosecution (GP), the SOSR, GCCA, Central Control and Testing Institute in Agriculture (CCTIA) or even the MoC. The previously criticised isolation of the Information Technology (IT) support seems to have been taken seriously by the responsible bodies, and the specialised section at the Ministry of Finance (MoF) now safeguards the linkages of the SW development assistance with the overall informatisation strategy in public administration.

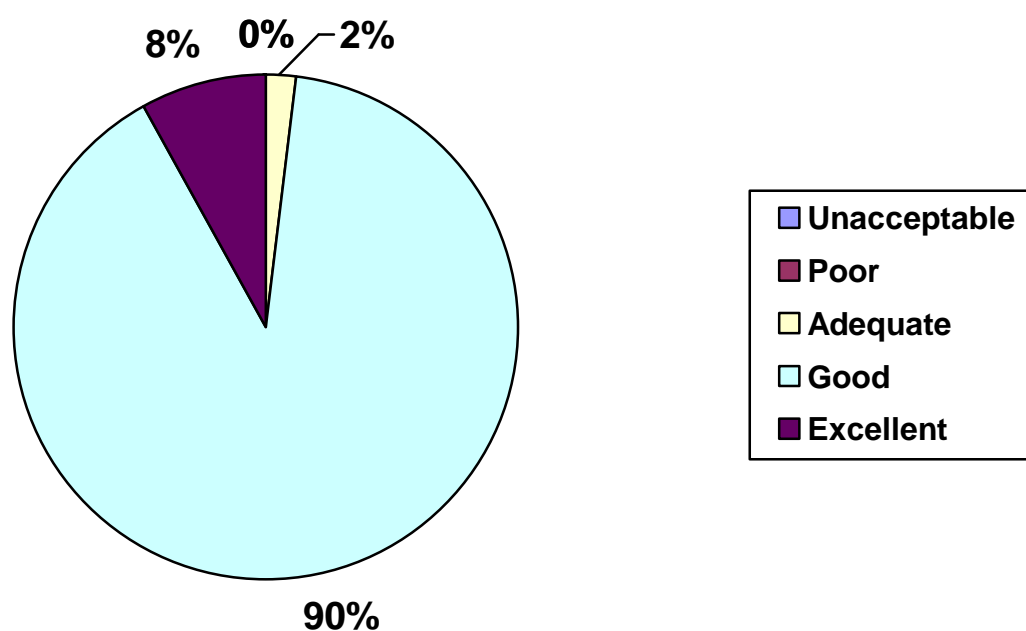
11. *The Steering Committees (SCs) seems to perform well for the majority of the projects under review*, such as the 2004 Fight against Drugs (FAD) or 2004 Prosecution, due to their balanced composition and also decision-making power to solve problems during project implementation. For the 2006 Rehabilitation intervention the SC was officially established only with the kick-off of the twinning activities, however the key stakeholders had already proven their ability to co-operate, for instance when preparing the Twinning (TW) contract. Complex, cross-sectoral projects, such as 2005 FAC, would benefit if the SC is established already in the preparatory stage. It could help in dealing with complex cross-sectoral issues, guide the preparation of the tender documents, avoid unnecessary delays, assure proper implementation capacity, commitment and support to the project from all its stakeholders.

12. *The menu of delivery of the TF assistance seems to be mostly well-chosen*, such as the TW and the Twinning Light, Technical Assistance (TA), Supply or Grant Schemes. For delivery of the Institutional Building (IB) support the twinning arrangements seem to work well, especially with the long-term partners, such as the UK Pesticides Safety Directorate for the CCTIA or the Scottish partner for the GCCA.

13. *Some of the programmes remain over-ambitious*, with regard to the number of co-operating institutions, such as in the area of the Food Safety or the Statistics intervention (almost 50 in the case of the latter). Also the sequencing of activities and even missing conditionalities have proven to be a bottleneck or a challenge of many projects, especially those for the Ministry of Health (MoH). In addition the ambitious set-up of the 2005 Working Time project might have contributed to its unsuccessful first circulation.

14. *Relevance rating usually reaches satisfactory results* with 98 percent of projects being good or even excellent. (See Figure 1 bellow).

Figure 1 Relevance



2.2 Efficiency

15. ***The problem with the delays in programme implementation remains crucial***, though measures have been taken to improve the situation. For instance, for the 2005 National Indicators intervention the start of the tendering has been delayed (compared to the original Project Fiche (PF)) for almost 1.5 year. The recommended contracting meetings have been re-introduced and take place more or less regularly between the ACU and the Central Finance and Contracting Unit (CFCU) with the National Fund with the external evaluators participating as well. Also the provided information from the CFCU on the contracting status is now more detailed and could better serve Monitoring and Evaluation purposes. Moreover, the parallel contracting of 2005 and 2006 projects should improve the speed of contracting; however, the stress is still being placed on the 2005 projects with very slow progress made on the 2006 ones. The plan to contract all 2006 projects till March/June 2008 (depending on the number of revision procedures) could be praised, though it seems to be rather overambitious. Overall, the contracting rate (bearing in mind contracting deadlines) remains low, with only about 60 percent for the 2005 projects and 30 for the 2006 ones (the overall commitment rate of the 2005 allocation should reach maximum 95 percent by mid December 2007).

16. ***More threats of further delays have arisen***, such as the already mentioned (under the relevance criterion) need for all the SW projects to be checked for conformity by the Section of Informatisation of the Society at the MoF. Unexpected delays have also been caused due to unclear selection criteria for some projects (for the Ministry of Environment (MoEnv)) or the decision about the public procurement procedure (The De-commissioning Agency - JAVYS). The quality of the tendering documents as prepared by beneficiaries is often poor, such as for the 2005 project for the Slovak Office of Standards, Metrology and Testing. Moreover, disagreements between the new senior officials at the MoC and the SPO about her roles and competencies, including the implementation of EU directives co-ordinating Phare and TF assistance (and the Extended De-centralised Implementation System) have caused unexpected problems in tendering of the 2005 Intellectual Property Rights project. Also applying remedy procedures (often in the case of 2005 SW projects) from the side of unsuccessful bidders occupies too much of the CFCU capacities, otherwise devoted to tendering of other projects in the pipeline. In addition, no proposals have been received for several 2005 Twinning Light (TWL) projects.

17. ***The staff of the ACU has undergone further changes***, including the part dealing with the TF funds. As a result of the latest organisational change, a new Department was set up which will be responsible for the Management and Implementation of EC assistance and Technical Assistance for the Operation Programme Informatisation of Society, where the ACU is being subordinated as well. Fortunately the new Director of the Department is the former Phare and TF Team Leader, thus possessing the needed collective memory. On the other hand her capacity to manage the TF agenda is now logically limited.

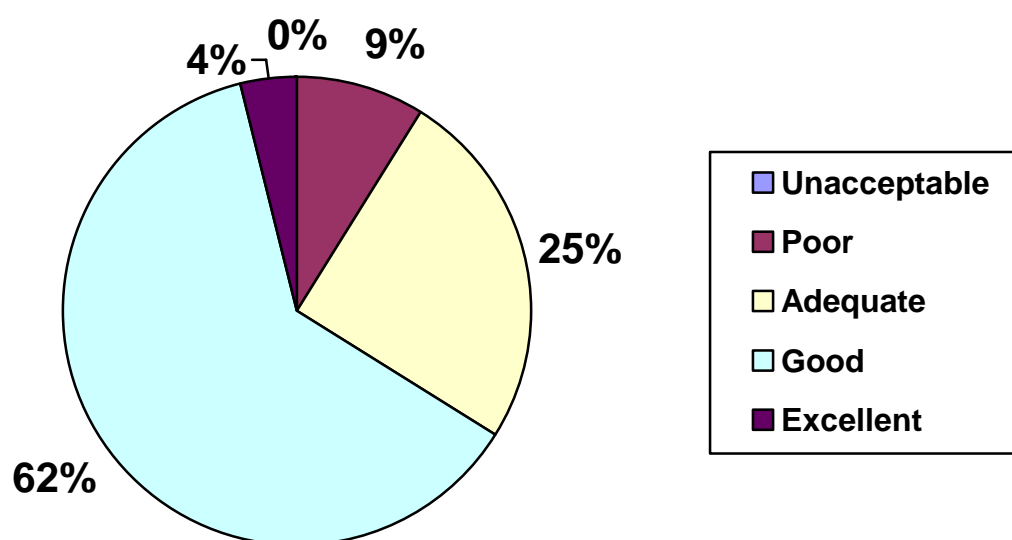
18. Also the function of the National Fund at the MoF is now performed by several departments of the Section of EU and International Affairs, among others the Dept. of Payments. The new agenda of the Dept. represents now also financial management of bi-lateral assistance, notably the Norwegian and the Swiss ones.

18. **Many Phare and TF implementing units at the respective ministries have undergone staff changes**, including the departure of experienced people, such as at the MoH and the MoC, where whole teams have left the ministries. On the positive front, the new team at the MoH, now including also the Deputy SPO, seems to have taken over the new agenda in a very pro-active way, and thus minimising the negative implications of the lack of the staff from the first half of 2007. Also several SPOs who are now new, for instance at the GCCA or the SOSR, the OoG, fortunately with no negative impact on the co-ordination of the assigned projects. At the MoC, on the other hand, disagreements of new senior officials about the competencies of the SPO, have had negative implications also on the tendering of the 2005 project.

19. **New approaches to the increase of efficiency to be reported**, notably when empowering the project leaders with sufficient competencies to solve relevant problems flexibly (e.g. at the SOSR); establishment of an electronic project office comprising all the relevant documents for the use of all the stakeholders (and to be archived after the project end) or a standardised monitoring of project progress, including the work of SCs and Working Groups (WGs) (in the case of the GCCA SW development).

20. **Efficiency rating shows mixed results** (see also Figure 2 below) with most of the projects being evaluated as good.

Figure 2 Efficiency



2.3 Effectiveness

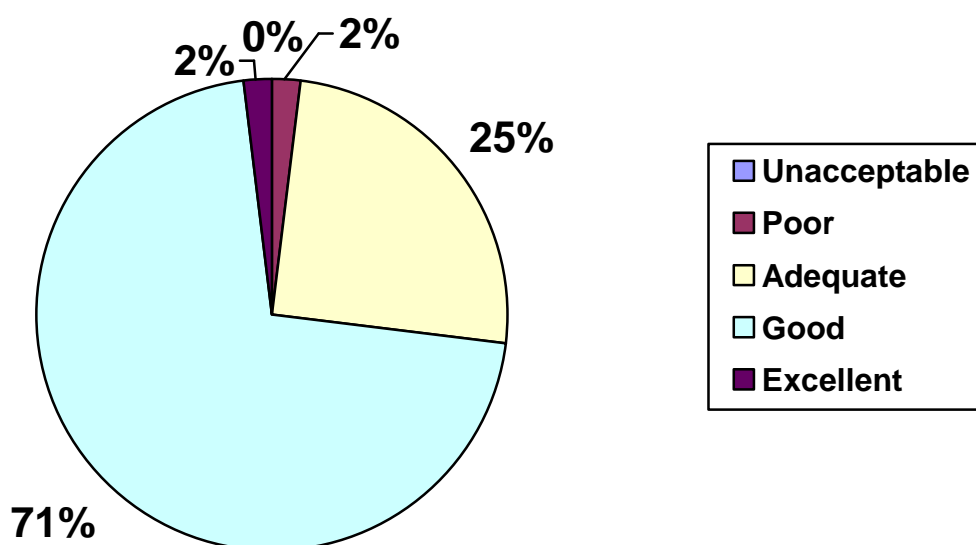
21. *First steps have been taken to improve the quality of log frames, objectives and the respective Indicators of Achievement (IA) s.* As under the current TA for the IE of the TF the ACU organised the first round of training in May 2007, followed by the practical part in July. The gained knowledge to materialise in re-formulation of IAs and the subsequent modification of PFs for all the relevant projects. With the simplified format of the monitoring reports, as currently used by the ACU, monitoring data on the fulfilment of the IAs become even more crucial. An open question remains, however, about future monitoring of Wider Objectives, and the existence of the respective reporting structures, especially on the part of the beneficiary institutions.

22. As very few 2005 projects were under implementation and a very few of the 2006 ones, the first effects to be reported are mostly from the 2004 assistance. The 2004 Prosecution assistance in SW development should show its effects in an improved quality of the work of the GP, its increased efficiency and transparency. The 2004 FAD has managed to build a group of key experts in the area of drug topics and contributed to the implementation of the National Programme for the Fight against Drugs. On the other hand more effects were expected from the Schengen initiatives, this being the top priority area. Only some inputs into the National Plan for Border Protection can be reported from the 2004 project and hopefully more effects into the external border protection to be brought about through the 2005 TW. The 2004 assistance in the field of Food Safety via a series of theoretical and practical training sessions and study visits to the UK has brought the expertise and supporting methodology to the CCTIA staff to carry out pesticide registration and also authorisation of products. Also the APA should now improve the performance when executing on the spot controls of market organisations. In the area of environment, the TF has helped to incorporate the surface water typology into the national Slovak stream typology testing and procedures were proposed for water chemistry reference conditions. On the other hand the 2004 Transport project was not so successful

due to underperformance of the Member State (MS) partner not even delivering all the compulsory output. Also the 2004 Tax Audit project has clearly increased knowledge and experience of the tax administration; for instance, it improved techniques of enforcement of tax arrears and exchange of information concerning international tax recovery. From the ESC Sector, the 2004 Anti-discrimination project has managed among others to establish a network of regional centres, which have already started to deal with concrete anti-discrimination announcements, also the WG consisting of the ministerial Focal Points has been created to discuss the gender equality policy documents as a result of the 2004 Gender Mainstreaming TW, the public awareness about donations and the actual rate of transplantations has increased dramatically. No effects to be reported from the Austrian part of the 2005 Schengen TW, due to a passive approach and underperformance of the junior partner and despite several appeals of the SPO, the French Senior Partner, the ACU Project Manager, the Border Alliance Police, the National Contact Point for TW or the CFCU.

23. *Projections of effectiveness are mostly good* with 71 percent of projects reaching good rating (see also Figure 3 below).

Figure 3 Effectiveness



2.4 Sustainability

24. *Projections of sustainability of IB interventions remain mostly positive*, such as for the assistance to the APA, even after its organisational change or to the Judicial Academy, which seems to be now up and running satisfactorily as a training institution. Also no big concerns to be raised with regard to interventions in the sub-sectors of nuclear safety, finance or customs. On the other hand, for the assistance to the MoH, timing of the accreditation of the supported final beneficiaries, such as tissue and organs facilities or the forensic laboratories, including the National Reference one in Bratislava was rather

unclear, representing a challenge for their sustainability at the same time. Also future financing of the regional offices of the Slovak National Center for Human Rights remains a challenge.

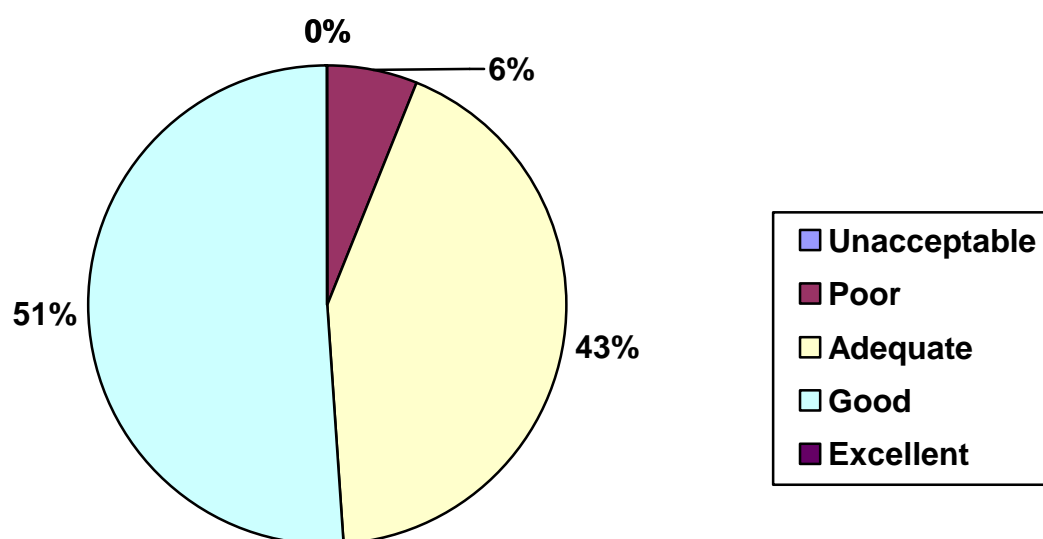
25. *In some beneficiary institutions staff turnover represents a problem*, such as in the Environment sub-sector. The situation is caused by uncertainty linked to the governmental decision on the reduction by 20 percent of civil servants and its practical execution by the MoEnv. Moreover, highly qualified staff is not easy to replace at the same level of competence and incorporating new staff in already established teams involved in international cooperation is very difficult. This factor can also play an important role in terms of sustainability of projects results. Similar situation to be reported in the case of CCTIA with the announced 7 percent cut in staff.

26. *Some concerns exist with regard to the sustainability of SW development*. Several TF interventions have been aimed at SW development, however, often not taking into account sustainability measures, such as the post-warranty maintenance and upgrading or the implicit need for Hardware upgrade.

27. *Future of the CFCU staff: a potential exists for some perspectives*. The experienced and stable CFCU staff, implementing pre-accession instruments, managed by a pro-active Director, has some chances to use the gained know-how within the MoF, notably its Unit for Public Procurement or when managing SFs. Also further perspectives exist in administration of twinning-out. However, no tangible phase-out strategy (including the east-east approach) was available at the time of this Report.

28. *Sustainability rating is mostly good* with close majority of 51 percent of projects being rated as good and 43 percent as adequate (see Figure 4 bellow).

Figure 4 Sustainability



2.5 Impact

29. *Forecasts of impact are mostly positive*, as for instance in the area of the agriculture through the increased exports of agricultural products (using, for instance re-funds), or via a more transparent system of direct payments bringing more financial resources to farmers or in the field of finance via a provision of the missing know-how and expertise in the Public Finance Management area. The health sub-sector interventions should have a concrete impact, for instance on an increased free movement of pharmaceuticals, enhanced quality and safety of donations for transplantations or improved monitoring of Drug Related Deaths. Also the anti-discrimination intervention has the potential to generate a wider impact in society by contributing to a gradual change of mentality of people and the culture generally or the gender mainstreaming support via its broad reach and the creation of national and regional bodies to deal with the new gender equality agenda. On the other hand part of the planned impact of the 2005 Schengen intervention is now jeopardised by a passive approach and not delivering the foreseen outputs of the Austrian part of the TW.

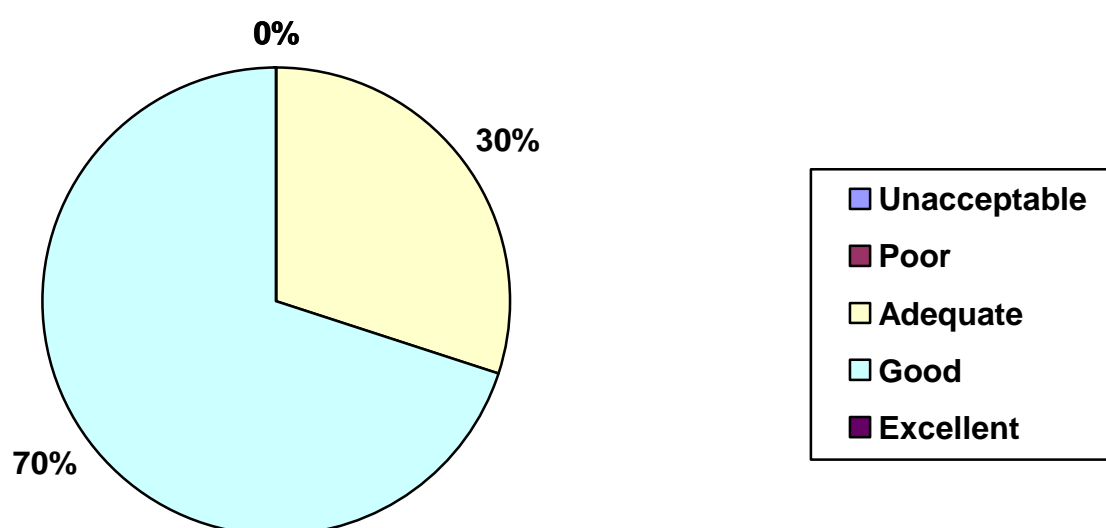
30. *Some first concrete impacts* to be reported, for instance from the 2004 Statistics assistance, where some statistical surveys were found to be unnecessary and could be cancelled, bringing savings on the side of the administrative resources but also the SOSR itself.

31. *Broad reach of some projects has helped to spread the gained know-how widely*. For instance, under the TF Judiciary assistance about 300 judges, prosecutors, high-court officials and other relevant people were trained in the selected areas of the EU law. In addition, almost 30 trainers were provided training under the Training of Trainers activities. The broad reach of the transfer of know-how should contribute to the enhanced work of the Slovak judiciary. The TA focused on mediation via its broad range of activities (such as training sessions for various professionals and general public, publication of promotion and training materials) and direct beneficiaries of more than 2,000 people should contribute to the raised awareness about mediation in Slovakia. Similar outcome holds true also for tax audit, internal audit and accounting and reporting projects, where extensive transfer of know-how and experience through training contributed to modernisation of the public finance system, especially in terms of its increased efficiency and transparency.

32. *Impact from Phare and TF assistance to be increased via the East-East approach*, when Slovakia participates more actively in twinning out activities. There are only a few areas where Slovak experts work in other, mostly New MSs or Candidate Countries, such as metrology. However, a broader participation is limited not only due to the lack of staff and their knowledge of foreign languages but also lack of relevant information, including practical issues (such as the selection of a Resident Twinning Adviser, financial issues, etc).

33. *Impact rating (similarly to sustainability) reaches mostly good or adequate rating* with 70 percent of the projects being rated as good. (see also Figure 5 below).

Figure 5 Impact



2.6 Performance Rating

34. Using the agreed methodology for rating the individual programmes and sectors, the performance has been as follows:

Criterion/Sector	Justice and Home Affairs	Internal Market	Economic and Social Cohesion
Relevance	1	1	1
Efficiency	0	1	0
Effectiveness	1	1	1
Impact	1	1	0
Sustainability	1	1	1
Verbal Rating	Satisfactory	Satisfactory	Satisfactory

Unacceptable	Poor	Sufficient/ adequate or no rating possible	Good	Excellent
-2	-1	0	+1	+2

Highly Unsatisfactory	Unsatisfactory	No rating possible	Satisfactory	Highly satisfactory
HU	U	N/A	S	HS

3 RECOMMENDATIONS FOR THE CONSIDERATION OF JMC MEMBERS

Ref.	Key Issue	Para	Recommendation
1	Contracting of several Twinning Light projects have been delayed, due to unsuccessful circulation of Detailed Project Fiches among the Member States, where no proposals have been received.	16	The Beneficiary institutions in the case of Twinning projects should use their working and also informal contacts with Member States and approach the potential partners prior to the first circulation of the Detailed Project Fiche to speed up the contracting, and thus avoid unnecessary re-circulation and delays of the pre-implementation phase of the projects.
2	The Central Finance and Contracting Unit possesses now stable staff with experience in contracting Phare and Transition Facility Funds. The pre-accession instruments are however phasing out. It is foreseen that only part of the staff are to be in future employed in the public procurement field for the Ministry of Finance SR or management of EU funds.	27	The Central Finance and Contracting Unit is encouraged to use the gained expertise in implementation of pre-accession funds besides administration of twinning-out also in the form of Technical Assistance to the interested countries, such as in the Balkans, Serbia or Macedonia or the latest New Member States, following at the same time the foreign aid policy of the Ministry of Foreign Affairs SR.

ANNEXES

ANNEX 1. EXECUTIVE SUMMARIES OF COMPLETED INTERIM EVALUATION REPORTS

Justice and Home Affairs

Interim Evaluation Report:R/SK/TF/JHA/07.001

This Executive Summary covers the Transition Facility assistance under the following programmes/components:

- ❑ Justice and Prosecution
- ❑ Fight against Drugs and Corruption
- ❑ Schengen Border Management

A) Objectives and Scope

The goal of this Interim Evaluation is to review the Transition Facility assistance to Slovakia under the Justice and Home Affairs Monitoring Sector. The EU support to Slovakia has been focused on the area of justice and prosecution, fight against drugs and corruption and the Schengen border management, with the total allocation over 5.6 M€ for years 2004 and 2005 (no 2006 projects included in the evaluation cluster) including co-financing. For the evaluation purposes the standard five criteria have been used, namely relevance, efficiency, effectiveness, sustainability and impact.

B) Evaluation Results

The Transition Facility assistance to the Justice and Home Affairs Sector is *relevant*, also when looking at the completed projects from an ex-post perspective. The Transition Facility support covers many priority areas, such as the Fight against Drugs. The top priority remains the implementation of the Schengen *acquis*. For the vast majority of interventions the corresponding strategic documents and their updates exist, notably the Schengen Action Plan. The new government intends to prepare also an update of the national programme for the Fight against Corruption, with the Office of the Government keeping its important coordination role in this area. Consequently, activities have recently taken place to finalise the 2005 Fight against Corruption project documentation. For many of the projects reviewed, the twinning arrangements, including twinning lights, seems to work well, such as for the 2005 Schengen. A number of interventions support progressive areas of assistance, for example, with the help of Information Technologies, the court proceedings should be shortened or a significant time saving could be generated in solving corruption cases. The Steering Committees seem to work well for the majority of the projects under review, such as the 2004 Fight against Drugs or 2004 Prosecution, due

to their balanced composition and also decision power to solve problems during projects' implementation. On the other hand unfulfilled assumptions, such as for the 2004 Schengen to adopt the National Plan for Border Protection, caused difficulties in realisations of project's outputs at the later stage of the implementation process.

Efficiency of the reviewed Sector shows mixed results. The pre-implementation phase of many projects has suffered from well-known delays, such as lack of parallel contracting of 2004 and 2005 projects. Compared to the previous evaluation, only a few of the 2004 interventions have progressed with the implementation of actual activities, and only one of the 2005 interventions has been contracted. For the completed sub-projects, the efficiency criterion shows good results, as all the planned activities were implemented (though sometimes in a challenging environment). Technical character and security requirements of some projects, such as the 2004 Software Development Fight against Drugs has caused not only problems in preparation of technical documentation, but eventually lead to losses of parts of the funds originally allocated for the Ministry of Defence and the Ministry of Interior. Despite a significant delay, activities to finalise the 2005 Fight against Corruption project preparation and create implementation capacities have recently been undertaken. Overall the commitment and disbursement rates for the Sector - 61 and 39 percent respectively - represent disappointing results. Performance of contractors and twinning partners is usually highly evaluated, presently the 2005 Schengen, where the respective Resident Twinning Adviser often provides pro-active know-how transfer to the Ministry of Interior and whose reporting at the same time has improved compared to the 2004 assistance. However, there might be scope for improvement in time management of this project.

Effectiveness of most of the implemented projects shows good results, especially for the 2004 Sub-programme, where concrete effects could be reported from the Judicial Academy twinning light delivering a complex training for judiciary staff and the Justice Academy trainers, the Mediation in raising awareness about mediation when reaching more than 2,000 people, the Prosecution upgrading the Information System of the General Prosecution or the Fight against Drugs via more than 50 activities supporting the implementation of the National Programme for the Fight against Drugs. The 2004 Schengen assistance also brought some tangible outputs, such as in the fight against documentary fraud and inputs into the Schengen Action Plan and the future National Plan for Border Protection in the field of internal borders. The 2005 Schengen intervention managed to provide some first outputs too, such as the audit of Sobrance and a legal study related to illegal immigration and illegal entry. Predictions of implementation of 2005 projects are positive mostly due to their design.

Sustainability seems to be secured for some of the completed interventions, such as the 2004 Judicial Academy, as the Academy's standard training programme, which now includes also seminars on the EU Law, is repeating the training delivered under the Transition Facility assistance, and the co-operation between the twinning partners continues. The 2004 Mediation seems to enjoy the commitment of senior officials of the Ministry of Justice to continue with the mediation activities, which also contributes to its sustainability, as the awareness raising activities require constant attention. Predictions of sustainability of the 2004 Fight against Drugs are also positive also due to new plans of securing the positions of regional drug co-ordinators; however, measurement of sustainability of soft areas of assistance remains difficult. Good perspectives for sustainability exist also for the top priority Schengen assistance.

We can predict that the vast majority of the Transition Facility interventions will contribute to the fulfilment of their respective Wider Objectives and consequently will have a positive *impact*, also due to their rather broad definition, such as the 2004 Judiciary project. The wide reach of many projects, such as in the area of promotion of mediation or arbitrations with thousands of participants has a potential to raise the awareness on the selected topics, however the whole process of changing the culture will require a longer time. Also a massive reach of about 300 direct participants in the 2004 Fight against Drugs project justifies a positive evaluation of the impact. The potential impact of the 2004 Prosecution intervention depends on the successful overcome of the internal resistance to change and also progress of the complementary Information Systems developments in other Law Enforcement Agencies. The 2005 Fight against Corruption, once successfully implemented, will definitely have an impact on combating corruption in a more efficient and specialised manner. Also the Fight against Corruption among Police Officers should have a concrete impact, for instance in a significant reduction of time needed to solve a corruption case.

C) Recommendations and Rating

Project Leader/Senior Programme Officer /Aid Co-ordination Unit

The Project Leader in cooperation with the Senior Programme Officer (still to be appointed) and the Aid Coordination Unit should initiate the establishment of a Steering Committee for the 2005 Fight against Corruption project. The Steering Committee could help in dealing with complex cross-sectoral issues, guide the preparation of the project documentation, speed-up the process, avoid further delays and assure proper implementation capacity, commitment and support to the project from all its stakeholders.

Aid Co-ordination Unit/Department of OLAF & Fight against Corruption

The Aid Coordination Unit in cooperation with the new Department of OLAF and Fight against Corruption should urgently nominate the Senior Programme Officer of the 2005 Fight against Corruption project. The nomination is crucial for the preparation and implementation of the project.

Department of OLAF & Fight against Corruption

The new Department of OLAF and Fight against Corruption should strengthen the personnel of the Fight against Corruption area by a professional with background and experience in this topic. The current staffing of this area consists of two experts of whom one deals with management and coordination of this project.

Project Leader/ Senior Programme Officer/central Financing and Contracting Unit

The Project Leader in close cooperation with the future Senior Programme Officer and the Central Financing and Contracting Unit, should speed-up the process of preparation of the

documentation for the 2005 Fight against Corruption project. Close, quick and flexible cooperation of all the involved parties is crucial for a successful preparation and contracting of such a complex project in time, i.e. before 15 December 2007.

Resident Twinning Adviser for Schengen

The Resident Twinning Adviser for the 2005 Schengen project should update the work-plan on the basis of the political Schengen reform decisions, and should also incorporate the delays in Components 1, 4 and 5. The update is determined by the Master Plan, prepared by the Slovak side, to improve the preparedness of Slovakia for Schengen in the weak areas, identified by the Schengen Evaluation in October 2006. This project has been asked to assist in the process of eliminating the weaknesses.

Resident Twinning Adviser for Schengen/Team Leader

The Resident Twinning Adviser for the 2005 Schengen project should, in cooperation with the Team Leader, improve time management of the 2005 Schengen project by close monitoring of progress in the Schengen area and taking actions in order to avoid further delays. Furthermore, he should verify commitment of the junior Austrian Twinning Partner and the Ministry of Foreign Affairs to this project (component 4 and 5) and agree a detailed action plan with them.

Internal Market Development

Interim Evaluation Report: R/SK/TF/INT/07.002

This Executive Summary covers the 2004, 2005 and 2006 Transition Facility assistance under the following Components:

- Agriculture, Statistics and Cadastre
- Environment, Energy, Transport and Standards
- Finance, Customs and Culture

A) Objectives and Scope

The goal of this Interim Evaluation is to review the Transition Facility assistance to Slovakia under the Internal Market Development Monitoring Sector. The total allocation of the EU support to Slovakia was almost 20 M€ for the years 2004, 2005 and 2006 including co-financing. For the evaluation purposes the standard five criteria have been used, namely: relevance, efficiency, effectiveness, sustainability and impact².

B) Evaluation Results

The vast majority of the programmes under the Internal Market Development Sector are *relevant*. They cover the priority areas as defined both in the EU and Slovak policy documents and the respective strategies, such as the Public Finance Management Strategy and the Government Resolution No. 558 of 13 July 2005 to the Updated Concept for Internal Auditors and Financial Controllers Education. The **AGRICULTURE** projects remain relevant even from the ex-post perspective, mostly contributing to implementation of complex EU Directives (such as in the Food Safety Framework). The key beneficiary of the Transition Facility interventions 2004-2006 is the Central Controlling and Testing Institute in Agriculture and its individual departments, including laboratories. Also heavy assistance to the Agricultural Paying Agency in the field of the reformed Common Agriculture Policy is still relevant, even after the enforcement of the new legislation and also organisational changes within the Agency. The Transition Facility intervention to **STATISTICS** and **CADASTRE**, focused on implementation of progressive technologies contributes to the eGovernment philosophy, such as the Electronic Registry for the Geodesy, Cartography and Cadastre Authority. Similarly to the agriculture assistance, the new senior management seems to be supportive to the new ideas and represents a driving force when implementing a change. All projects under the **ENVIRONMENT** sub-sector are relevant, contributing mostly to the fulfilment of the requirements given by the Water Framework Directive. The twinning seems to be perfectly suitable for know-how transfer

² *Relevance*, relates to the project's design and concerns to the extent to which its objectives address real needs. *Efficiency* concerns how well activities have transformed inputs into outputs. *Effectiveness* assesses whether the project's purposes has been achieved. *Sustainability* evaluates whether project outcomes are likely to continue after external funding ends. *Impact* denotes the relationship between the project's purpose and overall objectives.

in the **ENERGY** project focusing on the transposition and implementation of the relevant EU directives by creating the secondary legislation. Important support is given in the Nuclear Safety area, which, following the line of the Council Report on Nuclear Safety, should achieve an adequate management of disused sealed sources. The relevance of the **TRANSPORT** project is given by the recommendations of the Peer Review, focusing on the application of the social legislation. The **STANDARDS** project is relevant as it should assist in solving practical problems with the on-going implementation of the Measurement Instruments Directive introduced recently. As the Public Finance Management system in Slovakia needs further modernisation, and most of the **FINANCE** projects were initiated under the Public Finance Management Reform, they can be characterised as reflecting the real needs in their respective areas. The **CUSTOMS** projects follow the EU current policy in external border and consumer protection. The first assistance to the Ministry of **CULTURE** seems to be relevant, especially after the transposition of the respective EU Directive into the national legislation.

Efficiency of the reviewed projects has suffered from the well-known tardiness, causing the subsequent delay of the start of activities, especially the 2005 ones. Also no Programme Manager was assigned to deal with the Sector at the Aid Co-ordination Unit. For the **AGRICULTURE** sub-component none of the 2005 or 2006 projects have been tendered. For the running and also finalised interventions for the Central Controlling and Testing Institute in Agriculture the co-operation with the same UK twinning and twinning light partner has been highly appreciated. Also the contractor for the 2004 Agricultural Paying Agency Control Section performed well, being very constructive and flexible. The **STATISTICS** assistance shows promising results in its efficiency, also due to the well designed project management, including the establishment of an electronic office. Due to similar reasons (plus the standardised work of the Steering Committee and the Working Groups) we are still positive that the **CADASTRE** intervention will be successful, in spite of its rather demanding nature. Efficiency of the **ENVIRONMENT** projects can be considered as high, the mixture of the managerial proficiency and the skills of the involved staff is showing very good results. Such a clear conclusion cannot be drawn for the **ENERGY** sub-component, particularly the Nuclear Safety projects: the IRAW Management is characterised by a smooth implementation, however the efficiency of the 2005 Radioactive Waste is influenced by the procurement problems. Good cooperation with the twinning partner in the Electricity and Gas Market project is overcoming the current changes resulting from the new Law and influencing the preparation of the secondary legislation. The cooperation with the selected partner at the **TRANSPORT** project cannot be evaluated as efficient because of his reluctant managerial approach resulting also in omitting one of the contractual obligations. The preparation of the **STANDARDS** project is rather lengthy, which is determined, among others, by its specific character. The ongoing **FINANCE** projects are implemented efficiently. Moreover, all sub-components of the Public Finance Management project have been implemented. All problems negatively influencing tendering of some **CUSTOMS** projects seem to be a thing of the past, the efficiency of both ongoing projects can be evaluated as high. The **CULTURE** intervention should benefit from a synergy effect when merging contracts for tendering purposes and also later transposition of the legislation as originally planned, thus overcoming the problems with the delayed start of activities.

Positive forecasts of *effectiveness* of the majority of the projects are based on their outputs, assessing the potential fulfilment of the respective Immediate Objectives. The

delivery of massive training, supported by the complementary methodological materials, should bring some effects in the **AGRICULTURE** sub-component, such as the 2004 Food Safety project in the area of pesticides registration and licensing, also the laboratory staff of the Central Controlling and Testing Institute in Agriculture should perform better when controlling the quality of pesticides. The 2004 Agricultural Paying Agency Control Section should show the first tangible effects in the better performance of controls of agricultural market organisation. The 2004 Variety Register after completion of the relevant software should bring effects in better administration of varieties, including the EU reporting. The 2004 **STATISTICS** interventions again into software development and upgrades should bring benefits in the decreased administrative burden of the reporting units and provision of data on foreign trade. The **CADASTRE** intervention into the Information System has good chances of assisting in the provision of user-friendly cadastral services, depending however on the successful completion of the complementary projects, such as the multipurpose cadastre. Some of the **ENVIRONMENT** projects by completing all activities have already achieved their Immediate Objectives, some others should contribute to fulfilling the defined Immediate Objectives. This will materialise in a discharge of the relevant EU requirements for water quality monitoring and assessment. The Electricity and Gas Market **ENERGY** project should liberalise the respective market for households. It is also realistic to foresee an improvement of the existing management system under the Nuclear Safety intervention; however, the information system to track all kinds of radioactive waste may be at risk. An adequate level of competence of human resources within the 2006 project should be achieved once favourably completed. The support given to the **TRANSPORT** project has contributed to adequate labour inspection performance comparable to EU standards. Once implemented, the **STANDARDS** project is expected to be effective as steps in the implementation of the Measurement Instruments Directive have already been taken. The ongoing **FINANCE** projects have delivered results that are well received by their beneficiaries. A massive transfer of know-how and experience under this component contributes clearly to the modernisation of the public finance administration. The *effectiveness* rating of the **CUSTOMS** projects can be regarded as high: they have realistic chances to contribute to the enhancement of consumer protection and the protection of the EU border by strengthening the anti-fraud control systems. The best results can be reported with regard to the completed Cooperation with Informants project. The **CULTURE** project should mainly assist the respective authorities in enforcement and protection of Intellectual Property Rights, once successfully tendered.

Sustainability of the **AGRICULTURE** projects shows mixed results. For the assistance to the Agriculture Paying Agency the sustainability seems to be secured, also after its organisational change and re-shuffle of the senior management. For instance, the co-operation of peer institutions from the Agricultural Paying Agency Control Section continues also after the completion of Transition Facility activities. Also the forecast of the 2005 assistance to the Agency is positive, mainly due to the stable staff and also the design of the projects, which includes besides training also provision of methodological documents. On the other hand, we remain less optimistic when predicting sustainable outcomes of the intervention to the Central Controlling and Testing Institute in Agriculture, especially after the announced cuts of its staff combined with the previously criticised fluctuation. However, the series of projects in the area of Food Safety should implicitly contribute to the sustainability of the 2004 Food Safety, together with the planned accreditation of the Central Controlling and Testing Institute in Agriculture

chemical laboratory. Also the 2004 UIBF Variety Register software has good chances to be sustainable, especially once linked to the Registration Information System. The sustainability of the **STATISTICS** projects appears more likely compared to the previous evaluation, especially due to the existence of the political will of the new Statistical Office of the Slovak Republic management to adopt legal changes. The **CADASTRE** intervention raises some concerns with regard to the sustainability of its planned outputs, such as the future status of the strategy and business plan. The sustainability of all **ENVIRONMENT** projects is very realistic, using the achieved results as tools in practical executions of the duties of the involved institutions. Nevertheless, the given criterion can be influenced by a new aspect observed at the time of this evaluation - a high turnover of the most qualified staff of the agencies caused by uncertainty over the future. Also the results of the **ENERGY Nuclear Safety** projects should become a tool in the Agency's daily work, which should improve the national / international reporting and the human resources management. Sustainability of the 2005 project's results will be crucially influenced by an ability to overcome the raised procurement problems. The most concrete materialisation of the given aspect of the Electricity and Gas Market will be an open, fully liberalised market in the relevant areas. The **TRANSPORT** project has helped to gain new knowledge and practical experience to increase the inspections level and to be used by various beneficiaries. The potential sustainability of the **STANDARDS** project can be assessed positively because of the availability of both a need and an intention to implement legislative changes supporting free movement of goods with a measurement function. The sustainability of the **FINANCE** projects has improved due to the stabilisation of the personnel of the public institutions a few months after the parliamentary elections. The realistic prediction of the **CUSTOMS** project's sustainability is positive due to the top priority status given to this field by the Government; moreover, their results are to be used in every day practice of the involved institutions. Projections of sustainability of the **CULTURE** project are now more optimistic (as compared to the last year), as the relevant legislation has already been transposed and the maintenance of the Intellectual Property database to be secured by the Ministry of Culture of the Slovak Republic.

We can expect that most of the Transition Facility projects will contribute to the fulfilment of their respective Wider Objectives under the impact criterion, mostly in the area of transposition of the relevant *acquis*, such as the Reformed Common Agriculture Policy in the **AGRICULTURE** sub-sector. The Transition Facility assistance to the Agricultural Paying Agency should have an impact, for instance, on the increased exports of agricultural products (using, for instance re-funds), or via a more transparent system of direct payments bringing more financial resources to farmers. A similar positive impact is foreseen for the Central Controlling and Testing Institute in Agriculture support, where in the field of Food Safety the Slovak representatives have already started to participate in the EU peer review and should perform the co-rapporteur work soon. On the other hand, though the establishment of the Co-ordination Unit at the Central Controlling and Testing Institute in Agriculture should have definitely a positive impact on Slovakia's regulation of pesticides, the possibility of direct inclusion of employees from co-operating institutions was rather unclear at the time of this Report. The progressive areas of assistance for the **STATISTICS** and **CADASTRE** projects could both bring broad and tangible impacts, when new and upgraded Information Systems are put into practice, such as increasing the quality of the provided statistical data or a more flexible provision of cadastre information both to the state administration and citizens. The **ENVIRONMENT** projects contribute to the full implementation of the EU and the national water quality

legislation by establishing the national monitoring /assessment systems in various fields of water quality monitoring. The **ENERGY** Electricity and Gas Market is also focused on the relevant EU Directive transposition by introducing a EU compliant model to the gas and electricity market. The effective implementation of the Nuclear Safety projects contributes to meeting the recommendations of the Nuclear Safety Report by increasing nuclear safety via management of the human resources. The intervention given to the **TRANSPORT** project has contributed to the proper implementation of the *acquis* in the labour protection in the given sector and utilised the gained knowledge in the respective legal amendments. A broader impact in the form of free movement of goods with a measurement function without a distortion caused by liberalisation of markets can be generated by the **STANDARDS** project once implemented. **FINANCE** projects show good potential to generate a wider impact too. They provide the missing know-how and expertise in the Public Finance Management area. A solid impact can be achieved by the **CUSTOMS** projects by increasing of the east border protection, the overall improvement of the consumer protection and also by increasing the number and reliability of the relevant information sources of the customs authorities. Forecasts of the impact of the **CULTURE** intervention are rather positive mostly due to the planned introduction and protection of Intellectual Property Rights by the Law Enforcement Agencies.

C) Recommendations and Rating

Aid Co-ordination Unit at the Office of the Government SR

The Aid Co-ordination Unit at the Office of the Government should employ a Programme Manager for Standards, Finance and Customs components of the Internal Market Development within its new organisational structure to deal with this complex Sub-sector.

Beneficiary – Geodesy, Cartography and Cadastre Authority

The Geodesy Cartography and Cadastre Authority should submit a document to the Aid Co-ordination Unit showing the concrete steps of the approval process of the strategy and the business plan prepared under the 2004 Technical Assistance sub-component. A similar document to be prepared and submitted by the Authority showing the plans for the rollout phase of the testing stage of the functionality of the Electronic Registry.

Beneficiary – Ministry of Transport, Posts and Telecommunications /Central Finance and Contracting Unit

The Beneficiary shall discuss the problem of the omitted output – that is, the preparation of a glossary of specific expressions from the transport control field – with the Central Finance and Contracting Unit in order to find a proper solution.

Economic and Social Cohesion

Interim Evaluation Report: R/SK/TF/ESC/07.003

This Executive Summary covers the Transition Facility assistance under the following programmes/components:

- Human Resource Development
- Health Care.

A) Objectives and Scope

The goal of this Interim Evaluation is to review the Transition Facility assistance to Slovakia under the Economic and Social Cohesion Monitoring Sector. The EU support to Slovakia represents the total allocation of almost 5 M€ for years 2004- 2006, including co-financing. For evaluation purposes the standard five criteria have been used, namely relevance, efficiency, effectiveness, sustainability and impact³.

B) Evaluation Results

The Human Resource Development projects are relevant, including the completed ones. The relevance of the 2004 Gender Mainstreaming intervention has now even increased, since the key recipient of the assistance, namely the Department of Gender Equality and Equal Opportunities, is now reporting directly to the Minister, showing the increased importance of the gender agenda under the ruling Government and concrete implementation of the Policy Manifesto at the same time. The interventions have in general a logical set-up.

The **Health Care** projects show good results with regard to their relevance, with clear linkages to the respective EU documents (such as the EU Fight against Drugs Strategy) and membership obligations, such as reporting to the European Monitoring Centre for Drugs and Drug Addiction or the preparation of the Assessment Reports of Registration documents of human drugs as a duty of a Reference Member State. The demanding sequencing of most of the projects has not represented a major problem so far, which is illustrated for instance by the 2005 Transplantation Twinning, with inputs into the Technical Assistance prepared in a timely manner. On the other hand, the ambitious set-up of the 2005 Working Time might have contributed to its unsuccessful circulation.

Assessment of the efficiency of the evaluated **Human Resource Development** projects has suffered from delays in the start of the activities when compared to the original Project Fiches. For the 2005 National Indicators intervention the delay represents almost 1.5 years. The tardiness has been caused mostly by an insufficiency of staff on the final

³ *Relevance* relates to the project's design and concerns to the extent to which its objectives address real needs. *Efficiency* concerns how well activities have transformed inputs into outputs. *Effectiveness* assesses whether the project's purposes have been achieved. *Sustainability* evaluates whether project outcomes are likely to continue after external funding ends. *Impact* denotes the relationship between the project's purpose and overall objectives.

Beneficiary side, plus further delays have been added by the lack of co-operation between Ministry of Labour, Social Affairs and Family and the Statistical Office of the SR. On the other hand, the twinning team under the 2004 Gender Mainstreaming project has even managed to outperform in several outputs, such as the number of the trained people, or the number of training sessions with no substantial delays thanks to good project management by all the stakeholders. Or sometimes speeding-up of crucial activities took place, such as for the 2004 Anti-discrimination Acquis project, where the second round of training was carried out already in May instead of originally planned October 2007. As the European Court of Justice Rulings intervention deals with the coordination of the actual, continuously developing EU social security legislation, it might be a challenge to find a partner for this TWL support.

Efficiency of **Health Care** projects has suffered mostly from the collapse of the Transition Facility implementing structures at the Ministry of Health and worrying lack of staff at the working level. Some unforeseen problems have slowed down or complicated the smooth start of activities, such as low awareness about the 2005 Transplantation project among the transplantation community or a rather ambitious set-up of the 2005 Working Time project. On the other hand, most of the projects are well-designed to transform inputs into outputs, with the 2005 Administrative Capacity project presently being implemented and the 2006 Rehabilitation TW which is one of the first 2006 interventions scheduled to begin soon.

The effectiveness of the **Human Resource Development** projects is vastly satisfactory. The 2004 Anti-discrimination Acquis project has resulted in a network of 7 administratively functional regional centers. That the centers, which have only been in existence for a short time, have started to fulfil their monitoring function is illustrated by approximately 60 announcements of potential discrimination received thus far. The 2004 Gender Mainstreaming assistance has achieved all the planned objectives. The Working Group, consisting of the ministerial Focal Points has been created, the Ministry of Labour, Social Affairs and Family increased the importance of the Department of Gender Equality and Gender Opportunities, the core group of trainers has started to disseminate the gained knowledge and skills on gender inequalities within the public administration. Also the first Focal Point at the Higher Territorial Unit in Banska Bystrica has been established.

Some early effects and good designs of the projects allow us to predict positive results in the effectiveness of most of the **Health Care** projects, such as the preparation of good quality Assessment Reports of Registration documents of human drugs in line with the legislation of the European Union, improvement of health protection in the field of transplantations, enhancement of re-socialisation services and the Public Health Authority capacities in protection of human health from pesticides. However, missing accreditation and the National Reference Laboratory status of the Bratislava forensic laboratory made the evaluation based on the respective Immediate Objective rather difficult.

Assessment of the sustainability of effects of the **Human Resource Development** projects shows mostly promising results. However, the sustainability of the 2004 Anti-discrimination Acquis project remains a challenge despite all the relevant project activities. The Slovak National Center for Human Rights was still in a process of negotiating the request for financing of the 7 newly established regional centers with the Ministry of Finance during this evaluation. As a follow-up of the 2004 Gender Mainstreaming assistance the Ministry of Labour, Social Affairs and Family has prepared

a proposal for the creation of the Governmental Council for Gender Equality, including the executive and consulting committees. The Gender Website is to be used in future as an information vehicle also for other relevant projects, such as in the field of violence against women. For the 2005 National Indicators intervention a solid ownership of the project now exists, especially on the part of the Ministry of Labour, Social Affairs and Family and its Department dealing with social inclusion. Also the Ministry of Labour, Social Affairs and Family should ideally use the Common Laeken for the 2006-2008 National Action Plan for Social Inclusion, as required by the EC. However, future financing of the regular monitoring was rather unclear at the time of this Report. Both a solid ownership and a strong intention to use outputs and results of the 2006 interventions by the beneficiary institutions allow a positive evaluation of their sustainability.

The evaluation of sustainability of some of the **Health Care** projects has improved compared to the previous Report, notably for the 2005 Transplantations one, due to allocation of additional resources for the technical support of the Software. Also results of the Transition Facility activities will materialise in the university curricula, amendments of the national legislation and several sectoral documents. On the other hand sustainability of some of the Health Care assistance was rather unclear due to uncertain impact of the health care reform and missing accreditation of the network of forensic laboratories and transplantation centres.

In general, the interventions implemented under the **Human Resource Development** projects should have some positive impact. The 2004 Anti-discrimination Acquis project has the potential to generate a wider impact in society by contributing to a gradual change of mentality of people and the culture generally. The number of approximately 60 announcements of potential discrimination reported to the regional centers during their relatively short existence supports this. For the 2004 Gender Mainstreaming project we can report on achieving some impact, as the new political agenda in the field of gender equality has some concrete outcomes, for instance, the introduction of the organisational changes at the Ministry of Labour, Social Affairs and Family and creation of the bodies responsible for the horizontal gender agenda. Moreover, an informal gender network has been established as an initiative resulting from the 2004 intervention. The 2005 National Indicators project should perform well in contributing to its impact, if Slovakia is able to monitor more effectively the impact of political measures aimed at the reduction of poverty and at the same time use it to inform budgeting decisions. The 2006 European Court of Justice Rulings project may contribute to generating a broader impact in the form of free movement of workers across the EU facilitated by effective and comprehensive implementation of the Community Law in the field of coordination of social security schemes. The 2006 Occupational Health and Safety project should positively influence development of this area in the whole country. At the same time, a better registration and reporting on ill-health by progressive instruments and methods and an improved prevention may contribute to a decrease in the occurrence of major industrial accidents in the long-term.

No major concerns exist for the impact of the **Health Care** projects and their contribution to the corresponding Wider Objectives, also due to early tangible impacts, such as an increased free movement (trade) of pharmaceuticals after acceptance of the Slovak Republic as a Reference Member State influenced by the 2005 Administrative Capacity project and the increased rate of donations by 2005 Transplantation assistance. The 2006 interventions, based on their designs, should bring some positive impacts, especially in

the fields of safety of baby food and the re-socialisation and rehabilitation of former drug-addicts. However, as mentioned before, often substantial financial investments into the systems are necessary in order to attain a broader impact (especially in the area of transplantations).

C) Recommendations and Rating

Slovak National Center for Human Rights/Office of Government

The request for financing of the newly established regional centers from the state budget, submitted by the Slovak National Center for Human Rights, should be supported, in addition to a letter from the Office of Government, by an active participation of the Office of Government representatives in the budget negotiation between the National Center and the Ministry of Finance. Moreover, the long-term sustainability strategy, to be elaborated under the project, should propose solutions on how to overcome limitations caused by staffing of regional centers by one person.

Ministry of Labour, Social Affairs and Family SR

Ministry of Labour, Social Affairs and Family SR in co-operation with the Statistical Office of the SR should submit a document to the Aid Co-ordination Unit, showing the realistic scenarios for future financing of the regular monitoring of the 3rd level poverty indicators, thus assuring the sustainability of all outcomes of the 2005 Poverty Indicators assistance.

Ministry of Health SR

Should nominate a Deputy Senior Programme Officer and employ experienced Programme Manager/s for the 2005 and 2006 projects immediately.

ANNEX 2. LIST OF DOCUMENTS

Author	Date	Title of the Document
CEEN/Euroformes	31 October 2006	Interim Evaluation Report R/SK/TF/JHA/06.001
CEEN/Euroformes	15 January 2007	Interim Evaluation Report R/SK/TF/INT/06.002
CEEN/Euroformes	7 March 2007	Interim Evaluation Report R/SK/TF/ESC/06.003
CEEN/Euroformes	13 April 2007	Interim Evaluation Report R/SK/TF/JHA/07.001
CEEN/Euroformes	3 July 2007	Interim Evaluation Report R/SK/TF/INT/07.002
CEEN/Euroformes	24 July 2007	Interim Evaluation Report R/SK/TF/ESC/07.003
CEEN/Euroformes	14 December 2006	Country Evaluation Summary 1
CEEN/Euroformes	20 June 2007	Country Evaluation Summary 2
Office of the Government/Aid Co-ordination Unit	25 June 2007	Implementation Status Report of the EU Phare and TF Programmes Co-financed by the Slovak Republic

ANNEX 3 FOLLOW-UP OF PREVIOUS RECOMMENDATIONS

Country Evaluation Summary 1, issued on 14 December 2006

Ref.	Recommendation	Follow-up
1	<p>The Aid-coordination Unit of the Office of the Government should organise a training session on definition of indicators of achievement and their use for the relevant implementing bodies managing Transition Facility Funds and also bi-lateral assistance using the current 2004 external Technical Assistance for the Interim Evaluation of the Transition Facility. The budget for the training could be used from the saved funds originally allocated for the provision of the two country summary reports.</p>	<p>The Aid-Co-ordination Unit together with the contractor for the Interim Evaluation of 2004-06 Transition Facility Projects organised the first cycle of the training focused on the logical framework and indicators of achievement during 9-10 May 2007 with over 30 representatives of implementing units of the ministries and other state institutions, including the ACU participating. The second round of the practical training was organised on 18 July 2007 with 18 participants. The original deadline for submission of the notification on re-drafted TF indicators set up by the EC for September 2007 could not be met by the ACU, since only few beneficiaries respected the ACU request to hand over the revised indicators by the end of August and only one ACU Project Manager was available for methodological consultations on indicators with the final beneficiaries. The changes of staff at some implementing units (MoEnv, GCCA), lack of experience of beneficiaries, as well as different level of willingness on the side of beneficiaries to re-work the already approved PFs lead to a tedious and slow process of logframes revision. However, relevant logframes to be revised in fall 2007.</p> <p>The relevant Project Fiche for the 2004 IE TF project has been modified and the addendum to the current contract has been signed accordingly.</p>

2	<p>Phare and Transition Facility Implementing units and the relevant ministries and institutions should prepare a phase-out strategy of the respective units, showing their future role within the state administration institutions, (such as service point for project preparation or in the management of Structural Funds).</p>	<p>Future role of the units at the respective ministries and institutions dealing with pre-accession and transition facility funds is more or less a political question being solved individually within the responsibilities of ministers/decision makers at respective ministry/institution. This has to be understood also in the context of the Prime Minister direction to reduce number of state employees by 20 percent. The general intention is to transfer administrative capacities having know-how and experience with pre-accession funds to managing authorities and implementing agencies of Structural Funds.</p> <p>In the case of the ACU, under the new organisational structure (as of June 2007), the newly established Department for Management and Implementation of EC Assistance and Technical Assistance for the Operational Programme for Informatisation of the Society explicitly uses the gained knowledge and know-how from managing the pre-accession funds for the SF purposes. However, in some case, such as the Slovak Environmental Agency or the MoLSAF, the respective units have been cancelled or re-organised without following any phase-out strategy.</p>
3	<p>If the recipient/s of the 2005 Fight Against Corruption project is/are not assigned in the meantime, the JMC should consider re-allocation of the respective funds or parts thereof.</p>	<p>The recipient of the 2005 Fight against Corruption project remains the Slovak Office of the Government, however, being transferred to its Department of Protection of the Financial Interests of the EU and Fight against Corruption, with its Director being the new Senior Programme Officer (as of March 2007). The respective Project Fiche has been modified respectively. The project preparation, including tendering has progressed significantly due to an effective recipient's co-ordination of institutions involved in preparation of tendering documents.</p>

Country Evaluation Summary 2, issued on 20 June 2007

Ref.	Recommendation	Follow-up
1	<p>The Aid Co-ordination Unit, its Twinning Contact Point, together with other institutions, especially those possessing the relevant know-how from providing the twinning-out support should organise a training for the interested institutions (such as the Slovak Environmental Agency) to enable them to apply for the relevant projects abroad, including topics, like selection of a Pre-accession or Resident Twinning Adviser, mobilisation and motivation of staff, financial motivation, etc.</p>	<p>The Slovak Civil Service Law does not permit presently direct participation of civil officials at twinning-out projects, thus the relevant training can not be organised. The ACU, however plans to start a discussion with the MoLSAF to include twinning-out participation into the new civil service law late 2007. In the particular case of the SEA, the pre-accession agenda has been transferred from the SEA to the Ministry of Environment and the respective project managers have left the civil service.</p> <p>The topic of twinning-out, however to be included in the IE TF follow-up project under the thematic reports activity and included into the respective ToRs as well.</p>

2	<p>The respective beneficiary institutions should allocate adequate financial resources for post-warranty costs of Software development, taking into account the multi-annual budgeting in Slovakia. If possible, the Section of Informatisation of the Society at the Ministry of Finance (currently responsible for the conformity of the SW development projects with the overall eGovernment policy) should also check for the presence of adequate funds in the project proposals for maintenance and upgrading activities.</p>	<p>In the absence of an explicit conditionality of having finances for post-warranty service in TF projects, the Informatisation Section at the MoF could only point out that a particular problem with lack of respective finances exists. For the outstanding 2006 projects, the CFCU (before signing a contract with the SW supplier) should require from the Final Beneficiary to submit an evidence of having finances for post-warranty service and maintenance (e.g. from the state budget).</p>
3	<p>The Central Finance and Contracting Unit together with the De-commissioning Agency-JAVYS and the respective Senior Programme Officer after receiving also the legal opinion to agree immediately on the type of the public procurement procedure. If they do not agree and no other project is prepared in the pipeline by the JAVYS to be financed from 2005 allocation, the JMC to decide on the re-allocation of the respective funds.</p>	<p>After an intensive communication between the MoF/CFCU and the Final Beneficiary and in compliance with the legal statement, a standard type of public procurement, notably an open procedure is being used, rather than a negotiated one. The tendering has progressed accordingly.</p>