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**Evaluation of Norway Grants support
to the implementation of the Schengen acquis
and to strengthening of the judiciary
in new EU and EEA member states**

**Framework Agreement for review and evaluation of
EEA and Norway Grants**

**Final Report
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Preface

This evaluation covers the priority sector for implementation of Schengen acquis and strengthening of the judiciary of the Norwegian Financial Mechanism, also called the Norway Grants.

The evaluation was carried out between August and October 2009, inclusive, by INTEGRATION International Management Consultants GmbH¹ under contract to the Financial Mechanism Office.

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Glossary

CPI	Corruption Perception Index
EEA	European Economic Area
EFTA	European Free Trade Association
FMO	Financial Mechanism Office
ICT	Information and Communications Technology
IOM	International Organization for Migration
NFM	Norway Financial Mechanism
NFP	National Focal Point
NGO	Non Governmental Organisation
NIIS	National Integrated Information System
PLN	Polish złoty
SIS	Schengen Information System
SJPS	Schengen & Judiciary Priority Sector
UNHCR	United Nations High Commissioner for Refugees

Executive Summary

1. This evaluation covers the Schengen and Judiciary priority sector of the Norway Grants.² The sector comprises 55 projects in seven beneficiary states with total grant allocations of approximately €122 million. The evaluation was carried out between August and October 2009, inclusive, with missions to Poland, Latvia, and Lithuania in September and October.³ The following table lists the 15 projects that were selected for in-depth evaluation.

Case Number	Title	€Grant Committed	Promoter
LT0035	National - PRISONIS e-management system	1,423,900	Prison Department under the Ministry of Justice
LT0068	National - Bilateral cooperation on Police training	510,770	Klaipeda Police School under the Ministry of Internal Affairs
LV0020	Zemgale - Resocialisation of inmates	1,018,233	Latvian Prison Administration
LV0021	Latvia - Reintegration programme for former convicts	430,807	Integration for the Society
LV0022	Latvia - State Forensic Science Bureau capacity building	621,329	State Forensic Science Bureau
PL0068	National - Mobile Customs Control Groups	3,581,636	Ministry of Finance
PL0069	National - Electronic registration systems for police units	7,012,713	Police Central Command
PL0087	National wireless Schengen information exchange	2,197,650	Police Central Command
PL0092	National - Upgrading of border control equipment	4,000,100	Border Guard Central Command
PL0209	Terespol - Police station	654,168	Voivodeship Police Headquarters in Lublin
PL0231	National - Security system for border crossings	4,252,975	Ministry of Finance
PL0233	National - ICT infrastructure for the judiciary	3,994,969	Ministry of Justice
PL0234	National - Police equipment	7,512,252	Police Central Command
PL0264	Wlodawa - Border guard post	2,190,741	Nadbuzanski Department of the Border Guard
PL0342	Biala Podlaska - Modernisation of customs services	8,160,729	Customs Chamber in Biala Podlaska

2. Poland accounts for 87% of committed grants but just 53% of projects in this priority sector. The next largest beneficiary is Latvia. It accounts for 25% of the projects in this sector, and 7% of the grants committed. The remaining five countries account for 22% of the projects and 5.6% of the committed grants. On average, grants account for approximately 74% of total project costs. As of 30 June 2009, approximately 7% of committed funds had been disbursed. No grants had been disbursed in three countries, and only 6% had been disbursed in Poland, which accounts for 87% of all grants in this sector. Only one project was reported to have been completed and funding fully disbursed by the time the evaluation commenced in August 2009.

3. The 15 projects evaluated in-depth consisted primarily of construction works and the procurement of equipment. In Poland, the majority of projects were directed towards border infrastructure and the procurement of equipment for the Police, the Border Guard, and the Customs Service. Although there is clearly significant need for modernisation in the judicial sector in Poland, this has hardly been addressed by the Norwegian Financial Mechanism (NFM). In Latvia, the main emphasis has been on improving prisons and related systems, including rehabilitation of inmates. The 3 projects in Lithuania covered prison management, police training,

² The terms "Norwegian Financial Mechanism" and "Norway Grants" are used, as only one project is funded by the EEA Financial Mechanism.

³ Two Schengen projects under the Norwegian bilateral cooperation programme with Bulgaria, which is administered separately by Innovation Norway, are not included in the evaluation.

and the Schengen Information System. Projects in Latvia and Lithuania cover the development and enhancement of systems and human resources with a view to improving the quality of “service” (such as the care and reintegration of offenders). This is less evident in Poland.

4. Feedback from the survey of project promoters suggests that NFM funding has been used to address high and moderately high priorities. It has either been vital in order to comply with specific acquis, or has enabled acceleration and/or improved compliance with specific acquis. This is generally mirrored by responses to another survey question, which suggest that NFM-funded projects are contributing, or are expected to contribute, to improved performance, either significantly or moderately. However, the responses from Poland, by far the largest beneficiary in this priority sector, suggest that NFM support has been useful rather than essential.

5. There is a lack of strategic coherence in the utilisation of NFM support. Overall, NFM support is fragmented and this is likely to constrain overall impact. This is reflected in the existence of 47 national priority themes in the memorandums of understanding for the 7 beneficiary states. A number of priority themes refer to specific institutions, rather than issues. While many projects do address critical areas (e.g. prisons in Latvia and improved border crossing infrastructure in Poland), there should perhaps have been greater emphasis on improving performance in specific thematic areas rather than on equipment and infrastructure investments in specific institutions. Thus, in many cases, it could be argued that restructuring and rationalisation (or at least, improved co-operation and co-ordination) are higher priorities within specific thematic areas.

6. There is some evidence to suggest that NFM support has been used to address out of date strategies. In 2007, all seven beneficiary states were assessed by the EU as meeting Schengen implementation requirements, and they joined the Schengen area in December 2007. Applications for 17 funded projects were submitted to the Financial Mechanism Office (FMO) up to, and including, 04 December 2007. It is unclear to what extent these projects reflected the change in status and capacity of beneficiary states as members of the Schengen area.

7. Project design generally focuses heavily on activities and outputs, and little on results and impacts. Project promoters have difficulty identifying how NFM supported projects will change the performance or behaviour of systems, institutions, or target groups. More emphasis on these issues, and less on activities and outputs would help to ensure that NFM support is used to address real issues, in the most efficient and effective manner.

8. There is currently little evidence of actual results and impact (as opposed to activities and outputs), as few projects have so far been completed, and for some, significant work remains to be carried out. Many of the supported projects have the potential to deliver significant, clearly identifiable results and impact, although whether or not they will in practise is less certain. For example, digitisation of documents for the judiciary in Poland could significantly enhance the efficiency of the judicial system if the NFM supported system (or a similar system) is replicated throughout Poland (it is currently limited to prosecution offices in the external border zone). Similarly, the development of offender rehabilitation facilities and training curricula in Latvia could make a significant contribution to a reduction in recidivism rates (and thus the overall prison population) if the system can be sustained and expanded to cover a higher percentage of prison inmates. The impact of the new border crossing point at Terespol depends not only on the new facilities, but also on how they are managed, and on the capacity and management of facilities on the Belarusian side of the border.

9. 6 of the 15 projects evaluated in-depth involve partnership with Norway. Where it exists, partnership with Norway is appreciated in Lithuania and Latvia. Although 7 police projects in Poland do involve partnerships with Norway, there is a clearly expressed perception in Poland that this is generally of limited relevance for Poland, due to the different characteristics of the two countries, and the types of projects that have been implemented in Poland. Overall, there has been limited systematic promotion of partnership and several project promoters were unaware of the possibility, and survey feedback indicates that some may have been aware of it, but were not encouraged to pursue it. Several of the projects without partnership with Norway could have benefited from such partnership.

10. The prospects for sustainability of project benefits in Poland are good. However, this is not the case in Latvia, where public sector budgets have recently been reduced by approximately one

third. This will not only make it difficult to sustain project benefits, but it will also limit the expansion of new systems and approaches that have been developed with NFM support.

11. There are a number of general areas where future funding is likely to be needed. These include:

- (a) Strategic review of law enforcement and judiciary structures to improve cooperation and coordination, and to avoid the possibility of duplication;
- (b) Prison reform, not only in the Baltic States, but also in Poland;
- (c) Judicial systems, including improved court management, improved transparency, streamlining of judicial administration (for example digitisation of documents), and development of alternative dispute resolution mechanisms;
- (d) Projects that target specific, clearly defined types of crime (such as corruption);
- (e) Development of general law enforcement human resources to reflect current best practise, in particular with respect to how law enforcement officers interact with the general public.

Main Recommendations

12. The Latvian authorities are recommended to carry out strategic reviews, before making further major investments in the areas of policing, forensic services, and penal policy.

13. The Polish authorities are recommended to carry out a strategic review of the roles of, and relationships between, the Police, the Border Guard, and the Customs Service.

14. The Polish authorities are recommended to focus future EEA and Norway Grants support in this priority sector on (a) enhancement of human resource capacity in law enforcement bodies, (b) operation of the judiciary, and (c) operation of the penal system.

15. Beneficiary states should be requested to develop operational programmes for the use of future EEA and Norway Grants support. These should be subject to independent ex-ante evaluation to assess relevance and strategic coherence.

16. The donors are recommended to identify several clear main priorities to facilitate development of clear national priority themes, and, ultimately, the development of projects with clear and relevant objectives.

17. National priorities should be defined in terms of desired system performance improvements, rather than in terms of strengthening specific institutions. Project objectives should correlate clearly to specific priority themes.

18. The Norwegian authorities are recommended to promote partnership more intensively and systematically.

19. It is recommended that consideration be given to the introduction of project by project partnership needs and opportunity analysis. The purpose of this would not be to force partnership on project promoters, but rather to identify, in collaboration with project promoters, areas where partnership could help them to address specific issues.

20. It is recommended that the promotion of partnerships by the Norwegian authorities and the beneficiary states should not be limited to the time of calls for proposals, but should be a continuous process.

21. Where there are long delays between project application and project approval, it is recommended that National Focal Points (NFP) carry out a final risk assessment, before executing grant agreements with project promoters.

Main Report

Overview of Scope and Methodology

22. This evaluation covers the Schengen and Judiciary priority sector of the Norway Grants.⁴⁵ The sector comprises 55 projects in seven beneficiary states with total grant allocations of approximately €122 million. Of these 55 projects, 15 were evaluated in depth (see Annex 2).

23. The Terms of Reference for this assignment (see Annex 3) identify seven key evaluation questions (see [Key Evaluation Questions](#), below). These questions incorporate the five OECD/DAC evaluation criteria.⁶ The main analysis in this report is organised around these seven key questions.

24. During September and October 2009, the team⁷ carried out missions to Poland, Latvia, and Lithuania to consult a wide range of stakeholders and carry out site visits. There were also meetings with stakeholders in Brussels, and consultations with the Norwegian authorities. In total, the team met with (including a small number of telephone interviews) approximately 200 stakeholders (see Annex 1).

25. The National Focal Points (NFP) of the four countries not covered by missions were consulted by telephone and e-mail.

26. A questionnaire (see Annex 5) was circulated by e-mail to project promoters of the 55 projects included in this priority sector. 33 responses were returned to the team. The analysis of the responses is incorporated into the following text.

27. In addition to project documentation, the team also consulted a wide range of national and international documents. Extensive use was made of data from the project database of the Financial Mechanism Office (FMO).⁸

Background

EEA and Norway Grants

28. Information in this section is taken from www.eeagrants.org

29. The EEA Grants and the Norway Grants represent the contribution of Iceland, Liechtenstein and Norway towards European cohesion efforts.

30. The EEA Grants and the Norway Grants were established in connection with the enlargement of the European Union in 2004. Ten new member states joined not only the EU, but also the EEA, which brings together the EU and Iceland, Liechtenstein and Norway in the Internal Market. The accession of Bulgaria and Romania to the European Union led to an additional enlargement of the EEA and of the EEA Grants in 2007.

31. The Norway Grants are solely targeted at the new EU member states since 2004, while the EEA Grants also include the EU member states Portugal, Greece and Spain. Norway contributes with around 97 % of the funding.

32. Over a five-year period until 30 April 2009, the three EEA European Free Trade Association (EFTA) countries have made available €1168 million to reduce economic and social disparities in the enlarged EEA. In total, 1179 projects and programmes have been approved.

⁴ <http://www.eeagrants.org/id/1>

⁵ The report refers to the Norwegian Financial Mechanism (NFM) to cover EEA and Norway Grants, unless otherwise stated, as only one project is funded by the EEA Financial Mechanism.

⁶ Relevance, Efficiency, Effectiveness, Impact, Sustainability. <http://www.oecd.org/dataoecd/15/21/39119068.pdf>

⁷ Roderick Ackermann (team leader), John Mottram (law enforcement/judiciary expert), and Tim Bremmers (law enforcement/judiciary expert). The team was supported by Melanie Wachtler and Andrzej Mierzwicki.

⁸ <http://www.eeagrants.org/projects>

33. The EEA and Norway Grants focused on nine different priority sectors, including Environment, Sustainable development, Cultural heritage, Human resources, Health and childcare, Regional policy and cross-border activities, Acquis communautaire, Academic research as well as Schengen and the judiciary. These priority sectors were agreed between EEA EFTA states and the European Commission ahead to the EU and EEA enlargement in May 2004.

34. All public and private-sector bodies and non-governmental organisations (NGOs) could apply for support. However, they needed to be registered as legal entities in the beneficiary state and they needed to operate in the public interest. Thus, the applicants could be national, regional and local authorities, education and research institutions, environmental groups, voluntary and community organisations, public-private partnerships, etc.

35. The EEA and Norway Grants have been implemented in cooperation between the donor and beneficiary states. The Financial Mechanism Office FMO in Brussels has been representing the day-to-day secretariat. In addition, a national Focal Point have been acting as the co-ordinating authority in each beneficiary state, and have also been responsible for open calls and prioritisation of received applications.

36. Whether or not projects were funded was decided by the donor states on the basis of recommendations by the FMO. Regarding the EEA Grants, decisions were made by the Financial Mechanism Committee which consists of representatives of the ministries of foreign affairs in the three donor states. On the other hand, decisions about Norway grants were made by the Norwegian Ministry of Foreign Affairs.

37. Negotiations about a new grant scheme after April 2009 are currently ongoing between the donor states, Iceland, Liechtenstein and Norway, and the European Commission.⁹

Overview of EU Support

Schengen Agreement

38. The Schengen Agreement aimed at creating a free movement area across the territories of the contracting partner countries, while at the same time, maintaining a high level of security for their citizens.

39. In order to meet these objectives, the following measures had to be adopted by the member States:

- (a) Abolishing checks at common borders while introducing stricter controls at the external borders; common definition of the conditions and rules for crossing external borders;
- (b) Separation in air terminal and ports of people travelling within the Schengen area from those arriving from countries outside the area;
- (c) Common policy on granting of visas;
- (d) Common policy on asylum (Dublin Convention replaced in 2003 by the Dublin II Regulation);
- (e) Common policy on narcotic drugs and psychotropic substances;
- (f) Common policy on firearms and ammunition;
- (g) Closer cooperation of police, judiciary and customs (i.e. cross border rights for police forces regarding border surveillance, judicial cooperation in terms of fast distribution of information regarding criminal judgments;

⁹ On 18 December 2009, Iceland, Liechtenstein and Norway agreed with the European Union on new financial contributions for the period 2009-14. Justice and home affairs will be part of the Norwegian Financial Mechanism for this period.

(h) The Schengen Information System (SIS) (a system that was set up for national authorities responsible for border controls and other customs together with the judicial authorities of these countries, can obtain information on persons and objects).

40. The first agreement between the original group members France, Germany, Belgium, Luxemburg and the Netherlands was signed on 14 June 1985. The Schengen Convention is the implementation act of the 1985 agreement. It was signed in 1990 and came into force in 1995.

41. In 1999, with the Treaty of Amsterdam, the developments brought about by the Schengen agreement were finally incorporated into the legal and institutional framework of the EU. In this context, the Schengen Agreement and the Schengen Convention form the Schengen legislation (Schengen Acquis) and are attached as protocol to the Treaty of Amsterdam.¹⁰ From then onwards it has been conditional for new countries to join the Schengen area to pass the “Schengen evaluation” (conducted by Member States experts supported by the European Commission) to verify all relevant areas of the Schengen Acquis.¹¹

42. The Schengen area gradually extended to include (almost) every EU Member State. Italy signed the agreements on 27 November 1990, Spain and Portugal joined on 25 June 1991, Greece followed on 6 November 1992, then Austria joined on 28 April 1995 and finally Denmark, Finland and Sweden on 19 December 1996. The United Kingdom and Ireland however, take only part in some aspects of Schengen cooperation.¹²

43. The new Member States that joined the EU in 2004 (excluding Cyprus) signed the Schengen Agreement in May 2004 and implemented it in December 2007 (overland and sea borders) and in March 2008 (airports). Bulgaria, Romania and Cyprus remain signatories yet to implement the agreement.¹³

44. In addition, the Schengen area also includes three members of EFTA which are not member of the European Union but signed the agreement and fully implemented the Schengen Acquis, namely Norway and Iceland (full implementation of the Schengen Acquis in 2001) as well as Switzerland (implementation in 2008).¹⁴ A protocol on the participation of Liechtenstein in the Schengen area was signed on 28 February 2008. Liechtenstein has not yet signed the Convention Implementing the Schengen Agreement. However, since it has no checks at its border with Switzerland, and now that Switzerland is a Schengen country, all border checks have been removed. Liechtenstein is currently awaiting ratification, by EU member states, of its accession to Schengen. Full membership will also require a positive evaluation regarding Liechtenstein’s data security and protection, police cooperation, and SIS compliance.

Schengen Facility

45. The EU established the “Schengen Facility” to help seven of the new Member States (Estonia, Latvia, Lithuania, Poland, Hungary, Slovak Republic and Slovenia) to finance actions related to the implementation of the Schengen Acquis and external border controls. These included:

- (a) Construction, renovation or upgrading or border crossing infrastructure and related buildings;
- (b) Any kind of operating equipment, for example, laboratory equipment, hardware, software, etc.;

¹⁰ The Schengen Acquis is therefore, part of the EU acquis and has been further developed. For example, some articles of the Schengen Convention have been replaced by new EU legislation such as the Schengen Borders Code).

¹¹ This relates to: control of land, sea and air borders (airports); issuing of visas; police cooperation; readiness to connect to and use the Schengen Information System; and data protection. Responsibility for this evaluation lies with the Council, as the Member States need to build up mutual trust.

http://ec.europa.eu/justice_home/fsj/freetravel/schengen/fsj_freetravel_schengen_en.htm

¹² The member countries had fully implemented the terms of the agreement as follows: Belgium, France, Germany, Luxemburg, Netherlands, Portugal, and Spain in March 1995, Italy in October 1997, Greece in March 2000, as well as Denmark, Finland, Iceland, Norway, and Sweden in March 2001. <http://www.auswaertiges-amt.de/diplo/en/WillkommeninD/EinreiseUndAufenthalt/Schengen.html>

¹³ For the conditions and arrangements for admission of the Republic of Bulgaria and Romania to the European Union see http://eur-lex.europa.eu/LexUriServ/site/en/oj/2005/l_157/l_15720050621en00290045.pdf

¹⁴ Source: <http://www.auswaertiges-amt.de/diplo/en/WillkommeninD/EinreiseUndAufenthalt/Schengen.html>

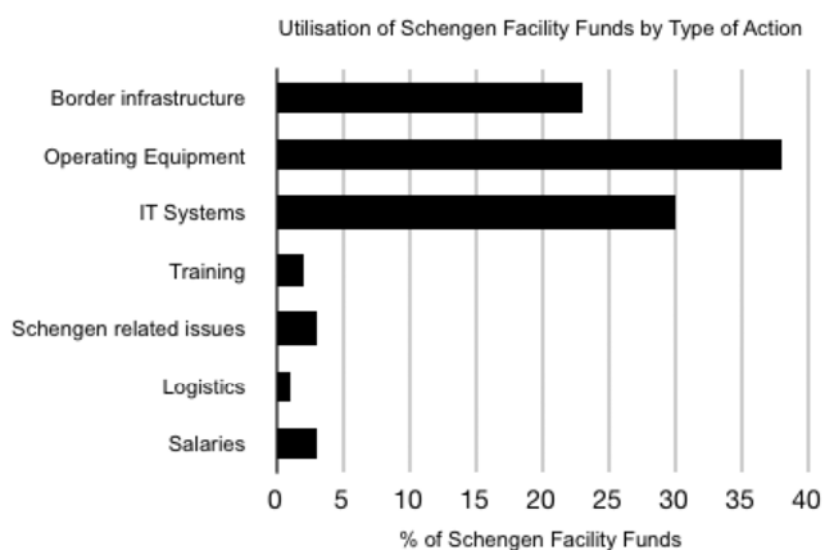
- (c) Training of border guards;
- (d) Logistics and operations.

46. The temporary instrument provided support of a total of €961.4 million between 2004 and 2006¹⁵ which was distributed as follows:

Table 1 Schengen Facility Allocations (€ million)								
€ million	EE	LV	LT	HU	PL	SL	SK	Total (year)
2004	25.35	26.24	49.58	54.58	103.35	39.46	17.64	316.23
2005	25.48	26.37	67.95	54.86	103.85	39.64	17.72	335.91
2006	26.17	27.08	34.11	56.34	106.66	40.72	18.2	309.3
Total (country)	77.01	79.7	151.6	165.7	313.87	119.8	53.58	961.45

Source: http://ec.europa.eu/commission_barroso/barrot/archive/schengen_facility_en.pdf

47. The available funds were utilised for the following different activities.



Based on data from: http://ec.europa.eu/commission_barroso/barrot/archive/schengen_facility_en.pdf

48. The new Member States were responsible for the selection and implementation of the individual operations and had to use the payments within 3 years from the first payment (in December 2004). In addition, a report on the financial execution including an expenditure justification had to be submitted. In turn, any unused or unjustifiable spent funds should have been recovered by the European Commission.

49. Following this original facility a further Schengen Facility II has been set up for the 2 new Member States Romania and Bulgaria (Cash Flow and Schengen Facility 2007-2009) providing a total of €800 million of which at least 50% have to be used for the implementation of the Schengen Acquis and external border control.¹⁶

External Borders Fund

50. The External Borders Fund¹⁷ was established in 2007. It is open to all members of the Schengen area and makes no distinction between old and new Member States. It has five priorities:

¹⁵ Due to delays in implementation the deadline for contract execution has been extended from 31 December 2006 to 30 September 2007.

¹⁶ http://ec.europa.eu/commission_barroso/barrot/archive/schengen_facility_en.pdf

¹⁷ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:233:0003:0006:EN:PDF>

- (a) PRIORITY 1: support for the further gradual establishment of the common integrated border management system as regards the checks on persons and the surveillance of the external borders;
- (b) PRIORITY 2: support for the development and implementation of the national components of a European Surveillance System for the external borders and of a permanent European Patrol Network at the southern maritime borders of the EU Member States;
- (c) PRIORITY 3: support for the issuing of visas and the tackling of illegal immigration, including the detection of false or falsified documents by enhancing the activities organised by the consular and other services of the Member States in third countries;
- (d) PRIORITY 4: support for the establishment of IT systems required for implementation of the Community legal instruments in the field of external borders and visas;
- (e) PRIORITY 5: support for effective and efficient application of relevant Community legal instruments in the field of external borders and visas, in particular the Schengen Borders Code and the European Code on Visas.

51. €1.8 billion has been allocated for the period 2007 – 2013.¹⁸ Of this:

- (a) €1.5 billion are distributed for national programmes on the basis of objective criteria expressing the burden of each state for external border control and visa policy ('solidarity');
- (b) €109 million (6% of the total annual resources each year) are allocated to Community actions;
- (c) €108 million are allocated to the Kaliningrad transit schemes implemented by Lithuania;
- (d) €70 million (€10 million each year) are allocated for specific actions addressing weaknesses at strategic border points at the external borders on the basis of risk analyses carried out by FRONTEX.

52. Overall funding is allocated to the following:¹⁹

- (a) 30 % for external land borders;
- (b) 35 % for external maritime borders;
- (c) 20 % for airports;
- (d) 15 % for consular offices.

Judicial Reform and Modernisation

53. Following Phare, ISPA and SAPARD²⁰ the ten (2004) new Member States continue to receive support by the EU in certain aspects.

54. In the recent past, the countries received new Member States specific support. They could, for instance, be subject to a safeguard mechanism and could benefit from post-accession facilities which aimed at further strengthening their integration in the freedom, security and justice area:

55. The *Justice and Home Affairs safeguard clause* was valid until 2007 and covered mutual recognition in the area of civil and criminal law (for example the European Arrest Warrant). With

¹⁸ http://ec.europa.eu/justice_home/funding/borders/funding_borders_en.htm

¹⁹ http://register.consilium.europa.eu/pdf/en/06/st03/st03691_en06.pdf

²⁰ During the pre-accession stage, the 10 new member States received support by the EC via the Phare programme. Its objectives were (a) the strengthening of public administrations and institutions to function effectively inside the EU, (b) the promotion of convergence with the EU's *acquis communautaire* as well as (c) the promotion of Economic and Social Cohesion. Although 2003 was the final programming year for the New Member States, the contracting continued until 2005 and payments on these contracts even until 2006. Besides the Phare programme, the countries also received agricultural development (SAPARD) and infrastructural (environment and transport via ISPA) support.

regard to the new Member States this meant that there could have been a suspension of provisions if there were serious shortcomings in their transposition and implementation of the *acquis*).

56. Between 2004 and 2006 the Commission provided €380 million to the ten new Member States via the *Transition Facility*. It aimed at reinforcing the countries' administrative capacity to implement and enforce the *acquis*. Freedom, Security and Justice was one of the priority sectors under this institution building facility. The projects covered the judicial system, external border controls, anti corruption and law enforcement capacities in order to address remaining gaps and weaknesses.

57. The *Schengen facility* (see [Schengen Facility](#) above).

58. In addition to the above mentioned support, the New Member States can now also receive support via a number of programmes in the area of freedom, security and justice that have been available to all Member States:

59. "*Migration Management – Solidarity in Action*" (support in relation to (illegal) migration, return plans/actions, etc).²¹

60. "*Commission programme for the prevention of and response to violent radicalisation*" (support in relation to the prevention of and response to violent radicalisation via competence building, knowledge enhancing, cross-cultural dialogue facilitation, etc.).²²

61. *Framework programme on police and judicial cooperation in criminal matters* (2003-2006: The programme aimed to help legal practitioners, law enforcement officials and representatives of victim assistance services from the EU Member States to set-up Europe-wide networks, exchange of best practices in the field of cooperation in criminal matters via training, placement schemes, studies, etc. the Programme addressed lawyers, law official, criminal investigation officers, etc. with the judiciary and law enforcement officials and officers, etc.).²³

62. *Administrative cooperation in the field of external borders, visas, asylum and immigration* (2002-2006: The programme aimed at promoting cooperation between national administrations and uniform application of Community law in areas of external borders, visas, asylum and immigration. It was initiated in 2002 and addressed administrative and judicial authorities of the Member states and other bodies delegated by those to implement Community legislation).²⁴

63. *Daphne II* (2004-2008: Supporting NGOs' and multi-sectoral organisations' actions against all forms of violence from sexual abuse to domestic violence, violence against migrants, vulnerable people, minorities, etc..). Very recently, the *Daphne III* programme (2007-2013 has been launched).²⁵

64. *Exchange programme for judicial authorities* (2004-2005: The programme aimed at promoting the exchange between judges and prosecutors within the EU in order to facilitate direct contact between judicial authorities, to develop mutual confidence and to increase the level of knowledge of EU instruments on civil and criminal justice).²⁶

65. *Judicial Cooperation in Civil Matters* (2002-2006: The programme aimed at facilitating the implementation of judicial cooperation in civil matters)²⁷

66. *Support NGOs in 10 New Member States* (2006: The programme aimed at supporting NGOs in the area of the rule of law, democracy, fundamental rights, media pluralism and the fight against corruption).²⁸

²¹ For more details see: http://ec.europa.eu/justice_home/funding/2004_2007/solidarity/funding_solidarity_en.htm

²² For more details see:

http://ec.europa.eu/justice_home/funding/2004_2007/radicalisation/funding_radicalisation_en.htm

²³ For more details see: http://ec.europa.eu/justice_home/funding/2004_2007/agis/funding_agis_en.htm

²⁴ For more details see: http://ec.europa.eu/justice_home/funding/2004_2007/argo/funding_argo_en.htm

²⁵ For more details see. http://ec.europa.eu/justice_home/funding/2004_2007/daphne/funding_daphne_en.htm

²⁶ For more details see: http://ec.europa.eu/justice_home/funding/2004_2007/exchanges/funding_exchanges_en.htm

²⁷ For more details see:

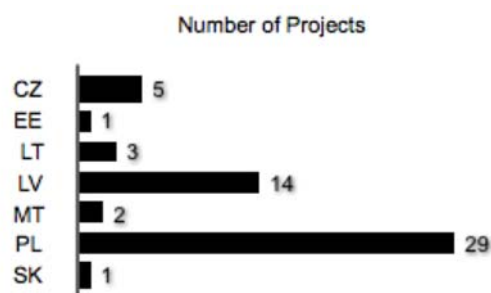
http://ec.europa.eu/justice_home/funding/2004_2007/civil_cooperation/funding_civil_cooperation_en.htm

²⁸ For more details see: http://ec.europa.eu/justice_home/funding/2004_2007/support_ngo/funding_support_en.htm

Norway Grants Schengen & Judiciary Priority Sector

67. The NFM has supported 55 projects in seven beneficiary states:

- Czech Republic
- Estonia
- Latvia
- Lithuania
- Poland
- Slovakia
- Malta



68. Grants amounting to €122 million have been committed to these projects. This amounts to 10% of all approved grants in all priority sectors. The largest recipient of support in this priority sector is Poland, which has focussed on strengthening the country's police, border guards, and customs units. The Baltic States, Estonia, Latvia and Lithuania, have focussed their grants on upgrading of their penal systems, including prison facilities and rehabilitation programmes.

69. Poland accounts for 87% of committed grants but just 53% of projects in this priority sector. The next largest beneficiary is Latvia. It accounts for 25% of the projects in this sector, and 7% of the grants committed.

70. The remaining five countries account for 22% of the projects and 5.6% of the committed grants.

71. On average, grants account for approximately 74% of total project costs. This reflects the situation in Poland, although for other countries, the rate varies from just 18% in Malta, to approximately 85% in the other five countries.

72. As of 30 June 2009, approximately 7% of committed funds had been disbursed. No grants had been disbursed in three countries, and only 6% had been disbursed in Poland, which accounts for 87% of all grants in this sector.

Table 2 NFM Schengen & Judiciary Priority Sector Financial Data as of 30 June 2009

	€ Requested	€ Committed	€ Disbursed	% Disbursed	€ Project costs	Grant as % of project costs
CZ	2,697,971	2,575,344	887,372	34.5%	3,089,573	83.4%
EE	605,770	605,771	297,801	49.2%	712,672	85.0%
LT	2,582,812	2,582,811	0	0.0%	3,053,531	84.6%
LV	9,041,820	9,062,703	443,673	4.9%	10,637,437	85.2%
MT	1,745,800	764,519	0	0.0%	4,272,000	17.9%
PL	119,544,788	106,151,561	6,398,690	6.0%	143,607,734	73.9%
SK	356,027	356,028	0	0.0%	418,856	85.0%
	136,574,988	122,098,737	8,027,536	6.6%	165,791,803	73.6%

This table includes data only for projects that have been awarded a grant

Key Evaluation Questions

This section covers the key evaluation questions that are identified in the terms of reference for this assignment.

Question 1

How relevant are the projects to implementation of the Schengen acquis, and to what extent do projects address important priorities?

Question 2

To what extent are the Norway Grants covering the investment needs in the focus areas? Are there important thematic areas that have not been adequately addressed?

Question 3

In the countries subject to in-depth analysis, what remains to be done to fully implement the Schengen acquis? What are the future financing needs of these countries to achieve this? In which specific thematic areas might future support be focussed?

Question 4

What are the potential and/or actual results and impacts of the Norway Grants support and estimated effectiveness/efficiency compared to support provided by the EU and National Resources?

Question 5

How did the countries arrive at the choice of focus areas and priorities for the support from Norway Grants? Why were there no projects in some thematic areas?

Question 6

To what extent did the Norway Grants in this sector meet the expectations of key stakeholders in the beneficiary states and Norway?

Question 7

To what extent have Norway Grants in this sector promoted bilateral co-operation? How effective has this bilateral co-operation been?

Question 1

How relevant are the projects to implementation of the Schengen acquis, and to what extent do projects address important priorities?

73. By definition, the Schengen & Judiciary Priority Sector (SJPS) includes projects that are not directly related to the implementation of the Schengen acquis. The website of the Norwegian Ministry of Foreign Affairs notes that the NFM should provide funding for projects within the field of justice and home affairs, as well as for projects related to the implementation of the Schengen acquis.²⁹ While justice is reflected in the title of this priority sector, home affairs is not, although this is closely linked to the Schengen acquis.

74. The memorandums of understanding for the seven beneficiary states that received NFM SJPS support include 47 Schengen and judiciary priority themes. In practise, the overall focus of Norway Grants support in this sector is therefore fragmented. Some of the priority themes are similar between different countries. However, there are many that are country-specific, and a number deal with the strengthening of existing systems, rather than addressing issues. This implies that such systems do not require rationalisation or restructuring. This is not always the case. For the purposes of this evaluation, they are grouped by the evaluators as indicated in Table 3, below.

75. Correlation of project objectives to national priority themes is problematic. Some national priority themes, and many project objectives are not clearly defined, and project titles are often vague, and in some cases misleading. For example:

76. The title of LT0068 is "National - Bilateral cooperation on Police training". A more accurate title might be "Further professionalisation of Klaipeda Police School curriculum and facilities;

77. The title of LT0111 "National Integrated Information System NIIS for combating human trafficking". A more accurate title might be "Development and piloting of a Trafficking in Human Beings related information system for the future National Integrated Information System".

78. Some, but not all, application forms make a direct link between project objectives and national priority themes. Due to the vagueness of project objectives and the potential for overlap between priority themes, many projects could be assigned to two or more priority themes, such as organised crime and external border management. For the same reasons, the evaluators had difficulty in categorising projects satisfactorily.³⁰

Table 3 Analysis of National Priority Themes														
The number in each cell "A" refers to the number of priority themes in each group in each country.														
The number in each cell "B" refers to the number of projects in each group in each country.														
	CZ		EE		LT		LV		MT		PL		SK	
	A	B	A	B	A	B	A	B	A	B	A	B	A	B
Asylum & migration							1		1		1			
Customs											1	8		
Emergency services														2
External border management		1						1			5	14	1	
General law enforcement & crime prevention	1						1	4	1		1	3	1	
Judiciary	1	1	1		2		1	1			1	2	1	1
Organised / transnational crime	1	2	1		1	2	1				2		1	
Penal & probation systems				1		1	7	8	3					
Schengen systems	1	1	2				1	1		1	2	2	3	

²⁹ <http://www.regjeringen.no/en/sub/europaportalen/EEA-Grants/schengen.html?id=446871>

³⁰ The FMO's database groups eight customs-related projects in Poland in four categories: Education, Immigration including customs and border, Organised crime including trafficking in human beings, and Schengen implementation. One project relating to penal systems is classified as Schengen implementation.

79. In Poland, there are 17 customs and police projects with total grant allocations of almost € 65 million. In a number of cases, there is a lack of clarity in how projects should be classified, as although the investment is linked to activity at or near external borders, and project documents may refer to Schengen implementation, there is a lack of clarity in the extent to which project investments will be utilised for Schengen purposes, combating organised crime, and general internal law enforcement. In this context, it is perhaps worth noting that, during programming for the External Borders Fund, Directorate General Justice Liberty and Security adjusts EU funding in proportion to the immediate relevance of activities to external border protection, and it has declined to fund some activities altogether (although not necessarily in Poland).

	CZ	EE	LT	LV	MT	PL	SK	Totals
Asylum & migration								
Customs						25.24		25.24
Emergency services								
External border management	0.69			1.10	0.52	51.44		53.75
General law enforcement & crime prevention				1.83		15.97		17.80
Judiciary & rule of law	0.50			0.62		5.36	0.36	6.84
Organised / transnational crime	0.95		1.16					2.11
Penal & probation systems		0.61	1.42	5.26				7.29
Schengen systems	0.44			0.25	0.25	8.15		9.09
Totals	2.58	0.61	2.58	9.06	0.76	106.15	0.36	122.10

80. In 2007, all seven countries were assessed by the EU as meeting Schengen implementation requirements, and they joined the Schengen area in December 2007. Feedback from key stakeholders indicates that the emphasis of Norway Grants may therefore have shifted from basic implementation to enhanced implementation and adjusting to new risks, and changes in Schengen requirements.

81. The Schengen Facility provided new member states with funds to enable them to attain Schengen implementation requirements. This ended in 2007 and was followed by the External Borders Fund. This makes no distinction between old and new member states, since the latter were considered to have “caught up” with the old member states as a result of support provided by the Schengen Facility.

	CZ	EE	LV	LT	MT	PL	SK
Schengen Facility 2004-2007		77.00	79.69	151.64		313.86	53.56
External Borders Fund 2007-2009	6.87	10.97	6.49	13.85	33.18	33.17	4.05

External Borders Fund data from http://www.migrationforum2009.eu/files/WD9_EBF_Summary_in_WORD_2.pdf
Lithuania also has an additional, separate External Borders allocation (for 2007-2013) of €108 million Kaliningrad transit schemes

82. Table 5 shows that EU external border priorities have changed with the introduction of the External Borders Fund. Whereas Malta had no Schengen Facility allocation, it has an External Borders Fund allocation of €33.18 over three years. And while Poland had a Schengen Facility allocation of approximately €78 million per year, it too has an annual External Borders Fund allocation of approximately €10 million.

83. Thus the significant deployment of NFM funding in Poland for external border infrastructure and equipment appears to reflect earlier, rather than current EU priorities. The Polish authorities informed the evaluators that Norway Grants SJPS support is viewed in Poland as an extension of the Schengen Facility.³¹

³¹ According to the categorisation used here, Poland has 16 NFM-funded border and Schengen systems projects with grants amounting to approximately €60 million.

84. Applications for 17 funded projects were submitted to the FMO up to, and including, 04 December 2007, and 11 of these were submitted in 2006. Grants of approximately €52 million were allocated to these 17 projects, of which approximately 7% had been disbursed by the FMO by 30 June 2009. Given that these 17 projects were designed prior to membership of the Schengen area, and that limited implementation took place before December 2007, it is unclear to what extent these projects reflected the change in status and capacity of beneficiary states as members of the Schengen area. The fact that 11 of these applications were submitted in 2006 suggests that they may have been intended to address “basic” rather than “enhanced” needs.

85. Projects are relevant to the Schengen, and other, acquis. However, it is harder to determine how high a priority are the issues addressed. This is particularly so for Poland, where there has been considerable investment in external border and law enforcement infrastructure over a number of years from the NFM, as well as Phare, the Schengen Facility, and more recently the External Borders Fund.

86. Feedback from the survey of project promoters suggests that NFM funding has been used to address high and moderately high priorities:

- (a) 11 responses indicate that “Norway Financial Mechanism funding provided for this project has been vital in enabling this institution to comply with specific acquis”;
- (b) 10 responses indicate that “Norway Financial Mechanism funding provided for this project was not essential, but it has enabled us to accelerate and/or improve compliance with specific acquis”;
- (c) Three responses indicate that “This institution was already largely, or fully implementing relevant acquis at the time of the application, or by the time that the grant agreement was signed”.

87. The survey feedback from Poland suggests that purposes for which NFM funding has been deployed are moderately important, rather than vital. The evaluators also note that some NFM-funded projects in Poland address out of date strategies that were developed prior to accession. Despite several requests, no up to date policing strategy was provided, although it is understood that a new Policy strategy for 2010-2014 is currently being prepared.

88. Many projects are clearly a high priority as they address clearly identifiable and pressing needs. For example:

89. The justification for the €11 million extension of the road border crossing at Terespol (PL0229), and the improvement of the border crossing at Kuznica (PL0488) is evident from research carried out by the Batory Foundation.³² Similarly, the €4 million upgrading of border control equipment (PL0092) addresses the need to establish biometric passport control. The need for information and communications technology (ICT) infrastructure for the judiciary in Poland, including document processing technology (PL0233 and PL0235) is confirmed by feedback from independent stakeholders;

90. In Latvia, projects aimed at rehabilitating prisoners (LV0020 and LV0021) address high rates of recidivism, with the long-term objective of reducing Latvia’s high rates of incarceration.³³ Other projects in Latvia address the need to upgrade the prison infrastructure.

91. LT0111 (Lithuania – National Integrated Information System NIIS for combating human trafficking) address trafficking in human beings, which is identified by the Norwegian authorities as high priority for NFM SJPS funding. LT0035 addresses the need to improve the care of prison inmates.³⁴

92. The priority of other projects is unclear. In Poland, a significant number of projects provide equipment and infrastructure to upgrade the general operational capacities of the Border Guard,

³² http://www.batory.org.pl/doc/Gateways%20to%20Europe_2009.pdf

³³ Latvia has the highest per capita prison populations in the European Union at 288 per 100,000. This is more than three times the figure for Germany (89), almost twice the figure for the UK 153. See World Prison Population List (eighth edition), International Centre for Prison Studies King’s College London.

http://www.kcl.ac.uk/depsta/law/research/icps/downloads/wppi-8th_41.pdf

³⁴ Like Latvia, Lithuania has a relatively high prison population (234 per 100,000).

the Police, and the Customs. The project documents do not identify specific issues to be addressed or specific envisaged performance improvements.

93. The utilisation of grant funding may be justified to procure specialised equipment and facilities requiring large indivisible investments. However, it is doubtful that this logic can be applied to the procurement of large volumes of less expensive items, such as cars and motorcycles, which may be procured in smaller quantities over a period of time, without the need for external financial assistance. This, combined with sometimes poorly defined objectives, suggests that some grant funding may have been used for catching up with general Western European standards.

94. There is some evidence to suggest that the need for strategic coherence has been overlooked. For example, in Poland, a high priority according to some stakeholders, is improved co-ordination and co-operation between these agencies, and possibly some rationalisation of capacities. It could be argued that providing large volumes of separate, although in some cases broadly similar, equipment and facilities for these agencies undermines this. For example, large quantities of vehicles and other equipment are being procured for both the Border Guard in Poland and the Police, for use in border areas. The evaluators were unable to obtain a joint security strategy emphasising and further detailing this strategic coherence. Stakeholders indicate that, in the context of the development of the 2010-2014 Police Strategy, there has been some discussion about the possibility of merging the Police and Border Guard. Feedback from Poland indicates that planning horizon for policing activities is generally annual, rather than multi-annual, and as a result, NFM-funded projects tend to address earlier strategies. All of this tends to support view that NFM funding in Poland is not guided by a clear overarching strategy for the law enforcement / security sector. The likely merger of the Police and Border Guard will not doubt result in the identification of new strategic and operational priorities, which may undermine the relevance, and thus also sustainability, of at least some current NFM support for these institutions.

95. Latvia provides a more specific example. While not disputing the need for enhanced forensic capacity in Latvia, the evaluators do question the need for three forensic laboratories, in a country with a population in early 2009 of 2.3 million,³⁵ especially at a time when Latvia has to make deep cuts in public spending.³⁶ LV0022 (€ 0.6 million NFM grant funding) covers training, equipment, and the introduction of a quality assurance system for the Latvian State Forensic Science Bureau. The Police and Border Guard also have forensic laboratories. Although the State Forensic Science Bureau is now equipped with a state of the art laboratory, it is not efficiently utilised.³⁷ Neither this laboratory, nor the Police forensic laboratory are housed in suitable premises. It is understood that the Latvian authorities have already considered amalgamation of two of the three forensic services. The evaluators suggest that the rationalisation of the structure and utilisation of forensic capacity in Latvia (including its function in court) should have been a higher priority.

Question 2

To what extent are the Norway Grants covering the investment needs in the focus areas? Are there important thematic areas that have not been adequately addressed?

96. For many projects, including a number of those evaluated in-depth, it is impossible to assess whether or not project funding (grants and national co-financing) is sufficient to cover project objectives, as these are unclear, and frequently defined as activities or outputs, rather than outcomes (changes in performance). As far as the projects evaluated in depth are concerned, project funding does appear to cover envisaged procurement, although a number of changes were necessary as a result of the long time that elapsed between project submission and implementation.

³⁵ http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/3-03082009-AP/EN/3-03082009-AP-EN.PDF

³⁶ <http://www.reuters.com/article/newsMaps/idUSTRE5991LJ20091010>

³⁷ The laboratory is required by the courts to carry out examinations regardless of the costs and benefits. As a result, the laboratory may be required to continue specific analysis well beyond the point at which sufficient evidence has been gathered.

97. In some cases, it is evident that projects provide an incomplete solution to a particular issue. This does not refer to scale, as it is unrealistic to expect that NFM-funded projects can cover all investment needs of national agencies, especially in larger countries. Rather, it refers to the enhancement of operational models and systems. For example, PL0092 “National - Upgrading of border control equipment” covers the cost of upgrading equipment and systems to check biometric passports. However, additional funding will be required to establish a system to distribute new certificates to all passport control terminals every month to enable Extended Access Control.³⁸

98. In the case of PL0235 “National - Document processing system” the actual cost of procurement was 50% lower than envisaged. This was reportedly due to the presentation of an innovative solution by the winning contractor, combined with highly competitive pricing. Cost savings are, of course, highly desirable, but such significant cost savings suggests the possibility of insufficient research and/or analysis when the project was designed.

99. In general, it is not possible to comment on the extent to which NFM funding is meeting overall investment needs:

- (a) It is not clear what the overall needs are;
- (b) Technical requirements are constantly changing as a result of changes in the operating environment, such as new risks, technological developments, and changes in legislation;
- (c) Correlating needs to specific areas of support (and thus establishing eligibility) is not straightforward;
- (d) Beneficiary states have received funding from multiple sources, including the Schengen Facility and the External Borders Fund.

	CZ	EE	LV	LT	MT	PL	SK
Schengen Facility 2004-2007		77.00	79.69	151.64		313.86	53.56
NFM 2004 -2009	2.58	0.61	2.58	9.06	0.76	106.15	0.36
NFM as % of Schengen Facility	No SF	0.8%	3.2%	6.0%	No SF	33.8%	0.7%
NFM external border management & Schengen systems project groups only	1.13	0.00	0.00	1.35	0.76	59.59	0.00
NFM external border management & Schengen systems project groups only as % of Schengen Facility	No SF	0.0%	0.0%	0.9%	No SF	19.0%	0.0%

100. Two of the seven beneficiary states covered by this evaluation, the Czech Republic and Malta did not receive Schengen Facility funding. Both countries did, however, receive small amounts of NFM funding for border management and Schengen systems projects. For Poland, NFM funding for border management and Schengen systems projects equates to 19% of the amount allocated by the Schengen Facility.

101. As indicated in Table 5, all seven countries are receiving External Border Fund support. The distribution of EU support through this instrument has changed (compared with the Schengen Facility) and Malta now has the same annual allocation as Poland (approximately €10 million)

102. There are areas where alternative sources of funding have been limited, and NFM funding, although it addresses only some of the most critical issues, is nevertheless the main instrument. Such areas include, for example, the upgrading of judiciary ICT infrastructure in Poland, upgrading of prison infrastructure in Latvia, development of rehabilitation services for current and former inmates in Latvia and Estonia, and the enhancement of the probation services in Latvia and Lithuania.

103. During consultations carried out in the context of this evaluation, the Norwegian authorities identified the following as particularly important priorities:

- (a) Implementation of the Schengen acquis

³⁸ Certificates are issued by the country of origin of the passport. Certificates control the level of access to biometric data. Without certificates, sensitive biometric data, such as fingerprints, can not be accessed.

https://www.bsi.bund.de/cae/servlet/contentblob/532066/publicationFile/27970/TR-03110_v201_pdf.pdf

- (b) Combating organised crime, especially transnational crime;
- (c) Combating trafficking in human beings;
- (d) Child exploitation;
- (e) Human rights.

104. Feedback from both Latvia and Lithuania indicates that much of their Schengen needs had already been covered by the Schengen Facility. Thus there was little requirement for NFM support in this area.

105. A significant proportion of NFM funding to Poland has been used to upgrade infrastructure and equipment for the Border Guard, Police, and Customs. As mentioned above, it is difficult to pinpoint exactly what proportion of this specifically addresses Schengen requirements. Much of the investment for the Customs, and particularly the Police, is equally applicable to external and internal law enforcement. Nevertheless, a large proportion of all NFM funding in Poland, and thus a large proportion of all NFM SJPS, does address Schengen requirements.

106. However, in Poland, this has focussed almost exclusively on the construction of new facilities and the procurement of new equipment, including ICT systems. In Poland there is little evidence of NFM SJPS investment in human resource development, or procedures, processes, and methodologies to complement the investment in infrastructure. Some stakeholder feedback indicates that there is still a need for further enhancement in the way that NFM-supported institutions interact with the public. The overall impression of the evaluators is that, although efficient, these institutions are still perceived as control-oriented, rather than public-service oriented. The office of the United Nations High Commissioner for Refugees (UNHCR) in Poland, however, notes that there have been positive developments in the approach of the Polish authorities regarding asylum and migration issues over a number of years.

107. To some extent, these needs are being addressed through other channels, such as the EEA and Norway Grants Human Resources Development priority sector and EEA and Norway Grants NGO Funds, where several NGO projects have been carried out with the involvement of, or in partnership with, the Police and Border Guard, for example.³⁹ However, these projects are beyond the scope of this evaluation. UNHCR has provided training for the Polish Border Guard over several years, and this is reported to have been enthusiastically received, especially in 2009 when budget cut-backs have limited the availability of other training.

108. While much of the NFM SJPS support will play a significant role in combating organised crime and transnational crime, including human trafficking, there appear to be few projects that specifically address these issues.

Case No.	Title	NFM Grant €	Total Project Cost €
CZ0076	National - Equipment and training for fighting crime (Criminal Structures Department of the Organized Crime Detection Unit)	512,941	603,460
LT0068	National - Bilateral cooperation on Police training (Klaipeda Police School)	510,770	615,386
LT0111	Lithuania – National Integrated Information System NIIS for combating human trafficking (Police Department)	648,141	762,968
PL0235	National - Document processing system (Ministry of Justice)	1,360,449	1,600,528
CZ0060	National - Police IT system: tracking cultural heritage (Service of the Criminal Police and Investigation, Police Presidium of the Czech Republic)	437,750	483,327

³⁹ In its comments on the draft of this report, the Polish Ministry of Interior and Administration indicated that, while human resource development is important, it considers that the NFM is not the best mechanism to achieve this, since human resource capacity needs to be built quickly, while the NFM involves a period of approximately one year between submission of the grant application and commencement of project activities.

Case No.	Title	NFM Grant €	Total Project Cost €
		3,470,051	4,065,669

109. LT0111 “Lithuania – National Integrated Information System NIIS for combating human trafficking” appears to be the only project specifically addressing human trafficking in this priority sector, although in practise even this project addresses it only to a limited extent.⁴⁰ Key strategic stakeholders in Poland and Latvia note that the true extent of the problem is almost impossible to assess due to the extreme reluctance of victims to seek help and to give evidence. This stems from the victims’ fear of retribution. This is reinforced by a general lack of confidence in law enforcement and justice systems to protect victims and to carry out successful prosecutions that result in meaningful punishments for traffickers. A contributory factor is reportedly the generally unsympathetic approach of the authorities, stemming from a lack of understanding of the issues. Feedback in Latvia suggests that the acute economic crisis there could lead to an increase in the trafficking of Latvians, especially those from poorer rural areas.

110. None of the projects in this priority sector address child exploitation. The evaluators were informed by one stakeholder that the disappearance of schoolchildren in Latvia on their way to or from school has become a regular occurrence, with as many as 5 children disappearing per week.

111. In Poland, Latvia, and Lithuania, the evaluators noted a predominantly male working culture in the Police.

112. There are, however, 3 projects in Latvia with a youth focus.

Case No.	Title	NFM Grant €	Total Project Cost €
LV0080	Zemgale - Preventive measures for decreasing youth delinquency	301,184	354,334
LV0019	Latvia - Prison building standards	1,088,425	1,280,500
LV0067	Cesu – Renovation of prison premises	815,299	937,000

113. LV0019 covers the reconstruction of the pre-trial detention unit of the Cesu Correctional Institution for juveniles, while LV0067 covers the renovation of the living premises for the convicted juveniles at the same facility. LV0080 covers the development and piloting of a regional juvenile justice cooperation mechanism, including capacity building for juvenile justice specialists, and public education.

114. A positive feature noted in Poland is the inclusion of a Blue Room in new Police facilities at Reszel (PL0442 “Reszel - Construction of Police station”. The evaluators understand that a Blue Room will also be incorporated into the new Police station at Terespol (PL0209 “Terespol - Police station”). This is central policy and suggests a more client-centric approach. Blue rooms are rooms designed with a warm, relaxed feel for interviewing children and assaulted women.

115. SK0117 “Bratislava - Strengthening the judiciary” is the only project that includes a reference to human rights in its title or general description. This refers to a study visit to the European Court for Human Rights.

116. However, a number of projects clearly address human rights, if only indirectly. For example, a number of projects in Latvia, and one each in Lithuania and Estonia address the need to improve the care of prison inmates through enhanced management and human resource capacity, and improved infrastructure. Border crossing projects in Poland are expected to lead to significantly

⁴⁰ Some EEA and Norway Grants NGO Funds projects cover this subject. However, this does not explain why human trafficking has not been more significantly addressed by projects within the Schengen and judiciary priority sector, when several priority themes in this sector refer directly and indirectly to human trafficking.

shorter waiting times for travellers, and provide significantly enhanced facilities.⁴¹ Similarly, new and/or upgraded Police and Border Guard facilities will provide improved conditions for processing, and where necessary, detaining migrants and others. While not suggesting that authorities are breaching human rights, respect for human rights could be further enhanced by focusing more on human resource development and procedures.

117. Forensic projects in Latvia and Poland also indirectly address human rights. These should improve the quality and extent of forensic evidence used in prosecutions and thus contributes to improved justice.

118. The human rights of minorities are not covered by any of the projects in this priority sector. While the EU's Integration Fund provides support for the integration of third country nationals, it does not extend to the integration of local groups, such as Roma, or the Russian speaking populations in the three Baltic States. These issues are covered to some extent by EEA and Norway Grants NGO Funds "Human Resources Development" projects. However, individual project funding is limited.

119. Three countries, the Czech Republic, Poland, and Slovakia identified corruption in their priority themes. However this does not appear to have been addressed by any project. Transparency International's 2009 Corruption Perception Index, suggests that there may be issues to be addressed.⁴²

Country rank	Country	2009 CPI score
8	Iceland	8.7
11	Norway	8.6
27	Slovenia	6.6
27	Estonia	6.6
45	Malta	5.2
49	Poland	5.0
52	Czech Republic	4.9
52	Lithuania	4.9
56	Latvia	4.5
56	Slovakia	4.5

120. Three countries, Latvia, Malta, and Poland, identified priorities related to asylum and migration. There are no projects dealing specifically with these issues. It is, however, understood that, in Poland, there are ongoing and planned activities supported by other donors and organisations.

121. The International Organization for Migration (IOM) in Poland notes that migrants' healthcare presents a challenge. Healthcare standards are not covered by the Schengen acquis and there are unaddressed risks surrounding the concentration of migrants in holding centres. Irregular migrants are reluctant to seek medical care, as this may bring them to the attention of the Police or Border Guard.⁴³ Notwithstanding the availability of the EU's Integration Fund, the IOM in Poland suggests that the social, cultural, and economic integration of migrants remains a major challenge. Children's institutions are reportedly not well prepared to work with separated and/or traumatised children, and the educators lack experience in working with multi-cultural groups.

122. In Poland, there has been minimal focus on the needs of the judiciary, while there are wide ranging needs. The lack of alternative dispute resolution mechanisms means that courts are permanently overloaded. The evaluators were informed that, on average, Poland's 10,000 judges have to deal with 1,200 cases each per year. There is a lack of interoperability of computer systems between courts. Due to the lack of digitisation, judges must re-type information from charge sheets into their judgements. While judges in Poland have received much training on the acquis, there has been limited capacity development with respect to the management and

⁴¹ At some busy border crossings, travellers entering the country were obliged to wait for several hours. Those on foot were obliged to wait in the open in all weather conditions and there was a lack of basic facilities, such as toilets and refreshments.

⁴² http://www.transparency.org/policy_research/surveys_indices/cpi/2009/cpi_2009_table

⁴³ In its comments on the draft of this report, the Polish Ministry of Interior and Administration noted that no grant applications had been submitted for projects dealing with this issue, and that this could be covered by other sources of funding.

operation of courts, and judges are carrying out work that should be done by administrative staff. As the Office of the Commissioner for Civil Rights in Poland noted, slow justice undermines human rights. Improvements in the work of prosecutors resulting from projects PL0233 and PL0235 are likely to put even more pressure on the courts.

123. There has been progress in providing increased access to justice in Poland, and the Polish parliament is considering the introduction of legislation to provide free legal aid for the poor. However this is likely to be constrained by the current economic crisis. The European Social Fund-supported Human Capital Operation Programme has provided grants to some organisations that deliver this type of support but this is limited.

124. While Estonia, Lithuania, and especially Latvia have used NFM funds to upgrade prison and probation services, other beneficiary states have not. With the exception of Malta, no other beneficiary states identified this as a priority, and this was not originally identified as a priority in Estonia. Poland's prison population is not as high as that of the three Baltic beneficiary states, but it is one of the highest in the EU.⁴⁴

Question 3

In the countries subject to in-depth analysis, what remains to be done to fully implement the Schengen acquis? What are the future financing needs of these countries to achieve this? In which specific thematic areas might future support be focussed?

The last part of this question is addressed in a separate section (see [Future Funding Needs](#) below).

125. Beneficiary states were assessed as meeting Schengen requirements in December 2007. A detailed assessment of Schengen implementation is beyond the scope of this evaluation. However, feedback from national authorities indicates that Schengen requirements are being met, especially with respect to external borders and central level functionalities. The focus therefore appears to have shifted to enhanced implementation, and adaptation to new risks and requirements. This was confirmed by the Polish Ministry of Interior and Administration. This is a complex and constantly changing area with no end state. Thus there are likely to be continuing investment needs for years to come, although at a lower level than in recent years.

126. This is generally confirmed by the survey of project promoters:

- (a) Seven out of 32 responses indicate that project promoters are in full compliance with relevant acquis and that no further work is required in the relevant area;
- (b) 18 responses indicate that while acquis requirements are currently being met, more work will be required to keep up with expected changes in the acquis and/or operating environment;
- (c) Five responses indicate that there are some outstanding issues that remain to be addressed;
- (d) One response indicates that there is still significant work to be done.

127. A major risk at present is the current economic crisis, which has had a particularly severe impact on the three Baltic beneficiary states. In Latvia, already this is reported by the Police and Ministry of Justice to have led to an increase in crime, including the trafficking of human beings. Significant cuts in public spending mean reduced resources for combating crime. At the end of 2009, the Latvian National Police Academy will be closed and the Police training schools will take over a major responsibility for Police training and management development, at this stage it is unclear what impact this may have on the quality of management and leadership training. At the same time, public sector salaries are under pressure. In Latvia, for example they have been reduced in all areas by 30%. This must increase the risk of corruption. In the present circumstances, the maintenance of several separate, poorly paid law enforcement bodies is

⁴⁴ http://www.kcl.ac.uk/depsta/law/research/icps/downloads/wppl-8th_41.pdf

particularly hard to justify.⁴⁵ The need to maintain three forensic laboratories is also questionable. Thus, there appears to be a pressing need for a strategic review and rationalisation of law enforcement bodies and forensic services.

128. Similarly it is understood that, in Lithuania, some key public sector service organisations have been subjected to 15% salary cuts.

129. The evaluators have serious doubts about the sustainability and replication of important NFM-funded work in Latvia. Latvia's penal system benefited from international support through the Council of Europe's Nord-Balt Prison Project from 1996 until Latvia's accession.⁴⁶ Yet the system appears to be in need of major reform, and prisons are reported to be in poor condition and poorly equipped.⁴⁷ One prison deputy governor informed the evaluators that his prison lacked sufficient funds to pay utility bills, and that existing funds were just sufficient to cover the cost of food for the inmates. Several organisations were providing post-release rehabilitation services under contract to the probation service. However, due to budget cuts, the probation service has had to terminate this arrangement with all but one, which is grant-funded by the NFM. Even this organisation has had its contract reduced and there is a real risk that it will not survive, despite NFM support.

130. However, of more importance for the Latvian penal system, is a thorough review of current sentencing and sanctions policy to reduce the prison population, which is far higher pro rata than all other EU Member States. The same applies, although to a lesser degree, to Estonia, Lithuania, and Poland.

Question 4

What are the potential and/or actual results and impacts of the Norway Grants support and estimated effectiveness/efficiency compared to support provided by the EU and national resources?

131. With some exceptions, NFM funding is considered by stakeholders to deliver results and impact that are comparable to EU and national funding. EU and national funding are generally considered to have more straightforward application and management procedures than the NFM. Survey results indicate that NFM is seen to be better at promoting international co-operation than nationally funded projects.

132. Feedback from the survey of project promoters indicates that NFM funding has either been vital in enabling them to comply with specific acquis, or has enabled them to accelerate and/or improve compliance with specific acquis. This is generally mirrored by responses to another survey question, which suggest that NFM-funded projects are contributing, or are expected to contribute, to improved performance, either significantly or moderately. Significantly, responses to both questions from Poland, by far the biggest recipient of NFM SJPS funding, indicate that NFM funding is useful, although not necessarily essential in the areas in which it has been deployed.

⁴⁵ These include the State Police, the Security Police, the Border Guard, and the Municipal Police.

⁴⁶ http://www.epea.org/index.php?option=com_content&task=view&id=270&Itemid=343

⁴⁷ The evaluators visited the prison in Jelgava. With the exception of the areas renovated and equipped with NFM funding, the facility appeared antiquated and dilapidated.

	A lot	Somewhat	Little	Not at all	Not sure	Totals
CZ	2	0	0	0	0	2
EE	0	0	0	0	0	0
LT	3	0	0	0	0	3
LV	4	2	0	0	0	6
MT	1	0	0	0	0	1
PL	2	8	3	0	4	17
SK	1	0	0	0	0	1
	13	10	3	0	4	30

133. Definitive assessment of results and impacts is problematic for several reasons:

(a) NFM is not the only source of funding over the past few years, especially with respect to Schengen implementation.

(b) Project objectives (expected performance improvements) are frequently not clearly defined. The provided outcome/result indicators are frequently activity or output indicators and do not provide a means of assessing performance improvements, even where these are evident from the project objectives. It is evident from discussions with project promoters that limited consideration has been given to results and impact. When pressed by the evaluators, some had considerable difficulty identifying the specific system/institution performance/behaviour changes that could be expected from their projects.

(c) Implementation has been much delayed,⁴⁸ and few, if any, projects have so far been completed. There are therefore limited results and impact to report. As of 30 June 2009, approximately 7% of committed funds had been disbursed. No grants had been disbursed in three countries, and only 6% had been disbursed in Poland, which accounts for 87% of all grants in this sector ([see Table 2 above](#)). Implementation delays led to the need to modify project design in a number of cases. Approval of the modifications took up to six months. The following table shows the number of applications received by the FMO in each year from 2006 to 2009, and the number of grants committed by the FMO (the applications received column includes only applications that were subsequently awarded a grant. It does not include unsuccessful applications).

	Applications received by FMO	Grants committed
2006	13	8
2007	22	9
2008	17	20
2009	1	16
	53	53

134. NFM funding has been used to complement large scale upgrading of the infrastructure and equipment of law enforcement bodies and voivodships with responsibility for border crossing infrastructure in Poland. This will no doubt make a useful contribution in important areas such as organised crime, transnational crime, terrorism, and illegal migration, as well as to general internal law enforcement in Poland. However, enhanced results and impact in key areas might have been achieved by focusing funding more explicitly on these areas, along with more attention to basic

⁴⁸ According to the Mid-term Evaluation of EEA and Norway Grants, this was largely due to the multi-stage screening process. PriceWaterhouseCoopers, August 2008. <http://www.eeagrants.org/asset/1047/1/Mid-term+evaluation.pdf>

⁴⁹ The total number of projects indicated in this table is 2 less than shown elsewhere in the report. This is because relevant information was not available for 2 projects and they could therefore not be included in this table.

reforms and reorganisation to address issues such as in-service gender balance, public service orientation rather than control, and a shift from a procedural to a process approach to work.

135. The evaluators were informed by the Implementing Authority for European Programmes in Poland that there is now a risk that some projects will not meet completion and final reporting deadlines. This may result in lower than expected NFM disbursement.

136. Co-financing in Latvia is likely to be less than expected in some areas due to the 30% reductions in public sector salaries. This could also lead to lower than expected NFM disbursements. The same may apply in Lithuania, where some public sector organisations have been subjected to 15% salary reductions.

137. With one or two exceptions, projects appear to have been efficiently implemented by project promoters.

138. The evaluators have some concerns that, in Latvia, the screening process may not adequately have identified potential risks. One such risk relates to LV0021, where the ownership of assets is unclear. It appears that the project promoter may not be the owner of NFM-funded fixed assets, and that in part these belong to another organisation, described as a project partner. Both organisations share the same president, and there are indications that the project management is struggling to cope with administrative requirements. The project is experiencing critical cash flow problems. Clearly, the project has been badly hit by the economic crisis. It would have been hard to predict the impact of this when the project was submitted to the FMO in mid-2007. However, the grant agreement between the Latvian authorities and the project promoter was not signed until mid-2008, by which time the project's operating environment and financial model must have changed significantly. Under these circumstances, it would not have been unreasonable for the Latvian authorities to carry out a final risk assessment prior to executing the grant agreement with the project promoter, especially since this is the only SJPS project implemented by an NGO in Latvia.⁵⁰

Question 5

How did the countries arrive at the choice of focus areas and priorities for the support from Norway Grants? Why were there no projects in some thematic areas?

139. In Poland, priorities were determined by the Ministry of Interior and Administration, which is the sole intermediate body for this NFM priority sector. It views the NFM as an extension of the Schengen facility and this generally limited the application of funds to law enforcement bodies and voivodships with responsibility for border crossing infrastructure. Thus in Poland, which is by far the largest, beneficiary state in this priority sector, the overwhelming focus has been on equipment and infrastructure for the Police, the Border Guard, the Customs Service, and border crossing points

140. Feedback from other countries indicates that there were broader discussions between a wider range of central and regional actors. In Latvia, there are two intermediate bodies, the Ministry of Interior, and the Ministry of Justice. This has helped to ensure a wider distribution of projects. In Latvia and other countries, NFM funding was focussed on thematic areas where other sources of funding were not available. Thus in Latvia, the main emphasis has been on the penal system.

141. Feedback from several countries indicates that lack of coverage in some thematic areas was possibly because these areas were simply not viewed as the highest priorities. The Ministry of Justice in Poland informed the evaluators that it had submitted few applications due to the narrow project eligibility criteria. Feedback from several countries, including Poland, indicates there was simply a lack of response to calls for proposals in some areas, and some projects were not selected as they did not meet the requirements.

⁵⁰ In fact, there are few other examples in the entire SJPS in all beneficiary states.

142. Poland's Operational Programme for the use of EEA and Norway Grants refers to the combating of use of trafficking in human beings.⁵¹ Poland does have an action plan for combating human trafficking.⁵² However stakeholder feedback indicates that implementation has been slow. Although larger than in previous years, the budget for 2009 is still relatively modest at PLN 1,070,000 (approximately € 230,000 at October 2009 exchange rates). Thus it appears that this is simply not a high priority for the Polish authorities.

143. In Latvia, it was suggested that the problem of trafficking in human beings was perceived to have reduced in recent years and was thus not considered such a high priority.

144. As mentioned elsewhere in this report, although some subjects, such as organised crime and transnational crime are not explicitly addressed, they are likely to be covered to some extent by other projects in this priority sector.

145. It is unclear why there has apparently been no NFM SJPS focus on combating corruption in any of the seven beneficiary states covered by this report.

Question 6

To what extent did the Norway Grants in this sector meet the expectations of key stakeholders in the beneficiary states and Norway?

146. With the exception of limited bilateral partnerships, the evaluators found no evidence that NFM SJPS projects were not meeting the expectations of key stakeholders in beneficiary states and Norway.⁵³

147. The Norwegian embassy in Latvia informed the evaluators that the expectations of Latvian project promoters regarding partnership had, in some cases, not been fulfilled, simply because they had been unable to find Norwegian partners. However, it is unclear to what extent this comment relates specifically to the SJPS, or more generally to Norway Grants. Only one response to the survey of project promoters indicates that this was a problem, and this response comes from Poland.

148. Although by no means conclusive, feedback from the survey of project promoters suggests that even where there are partnerships with Norway, their expectations are not being fully met. For example:

149. Five out of 10 responses indicate that access to Norwegian expertise is a high priority when looking for a Norwegian partner. But only three responses indicate that partnership is expected to bring significant benefit in this respect.

Priority when looking for a Norwegian Partner						
		High	Medium	Low	Not sure	Totals
Actual or likely benefit	A lot	3	0	0	0	3
	Some	2	3	0	0	5
	Little or none	0	1	0	0	1
	Not sure	0	1	0	0	1
		5	5	0	0	10

150. Nine out of 10 responses indicate that the opportunity to see how things are done in Norway is a high priority when seeking a Norwegian partner. However, only seven responses indicate that partnership is expected to bring significant benefit in this respect.

⁵¹ http://eeagrants.org/asset/449/1/449_1.pdf

⁵² http://www.mswia.gov.pl/portal/pl/395/4727/English_version.html

⁵³ These consisted of: telephone calls to the Ministry of Foreign Affairs, the Ministry of Justice, the Police Directorate, and the Oslo Police Department; meetings at the Norwegian Embassies in Poland and Latvia; a meeting with the former Advisor International Section Norwegian Police / Norwegian Grants Coordinator.

Table 13 Opportunity to see how things are done in Norway						
Priority when looking for a Norwegian Partner						
		High	Medium	Low	Not sure	Totals
Actual or likely benefit	A lot	6	1	0	0	7
	Some	3	0	0	0	3
	Little or none	0	0	0	0	0
	Not sure	0	0	0	0	0
		9	1	0	0	10

Question 7

To what extent have Norway Grants in this sector promoted bilateral co-operation? How effective has this bilateral co-operation been?

151. The Scanteam report “Norwegian Bilateral Relations in the Implementation of the EEA Financial Mechanisms” (March 2008) (covering all EEA and Norway Grants priority sectors) identifies a number of issues, including:⁵⁴

- (a) The expectations and objectives of Norway with regard to partnerships are unclear;
- (b) Partnership with Norway has not been consistently promoted and facilitated in beneficiary countries. For example, project promoters were unaware that Norwegian embassies could facilitate the partnership process;
- (c) Potential partners in Norway have limited funds for partnership work. Procurement rules in beneficiary states mean that grant funding disbursed in these countries can not be allocated specifically to Norwegian entities.

152. The present evaluation of the SJPS indicates that there has been limited partnership, and that partnership is more appreciated in Latvia and Lithuania than in Poland. According to the FMO’s database, 16 projects involve Norwegian partners. Of these, seven are in Poland and five are in Latvia. The relevant Polish projects are all implemented by the Police, while in Latvia the relevant project promoters are the State Police, the Prison Administration, the State Forensic Science Bureau, and the Zemgale Planning Region.

153. Fewer applications were submitted to the FMO involving partnerships in 2008 than in either of the two previous years.

Table 14 Partnerships with Norway Year Application Submitted to FMO					
	2006	2007	2008	2009	Total
CZ	1	1	0	0	2
EE	0	1	0	0	1
LT	0	1	0	0	1
LV	0	4	1	0	5
MT	0	0	0	0	0
PL	3	2	2	0	7
SK	0	0	0	0	0
Totals	4	9	3	0	16

⁵⁴ Review commissioned by the Norwegian Ministry of Foreign Affairs, and carried out by Scanteam of Norway. Published March 2008. <http://www.eegrants.org/asset/1053/1/Final+Report+Partnerships.pdf>

154. Stakeholder feedback indicates that partnership with Norwegian institutions has not been effectively promoted in the SJPS in Poland, and project promoters have generally not sought partners in Norway. This is further confirmed by the survey of project promoters:

155. 19 out of 31 responses indicate that there is no partnership with a Norwegian partner. Nine responses indicate that the creation of a new partnership and three indicate the continuation of an existing partnership;

	No Partnership	New Partnership	Continuation of Existing Partnership	Totals
CZ	0	1	0	1
EE	0	0	0	0
LT	1	2	0	3
LV	3	2	1	6
MT	1	0	0	1
PL	14	3	2	19
SK	0	1	0	1
Totals	19	9	3	31

156. Nine responses indicate that project promoters were encouraged to find Norwegian partners, while 22 indicate that they were not. Of these 22, 16 are in Poland.

	Encouraged to find partner	Not encouraged to find partner	Not Sure	Totals
CZ	1	1	0	2
EE	0	0	0	0
LT	1	2	0	3
LV	3	2	1	6
MT	0	1	0	1
PL	3	16	1	20
SK	1	0	0	1
Totals	9	22	2	33

157. Survey feedback also indicates that, not surprisingly, partnership is more likely to materialise when there has been encouragement to find a partner.

158. In Poland there is a perception that the organisational and geographical characteristics of Norway and Poland are so different, that partnership with Norwegian institutions in the context of EEA and Norway grants is of little relevance. Nevertheless, the Polish police does see partnership with Norway as important, and 4 of the 7 police projects involve partnership with Norway.

159. In Poland many projects consist of infrastructure and equipment procurement. There is a general perception, including at the National Focal Point, that partnership is not relevant to this type of project. However, there is evidence to suggest that partnership might have been beneficial in ensuring that design fully incorporates current best practises. Although the new Police stations at Terespol and Reszel are attractive and constructed to a high standard, one aspect of the internal layout appeared not to reflect current best practise with respect to privacy and the relationship between the public and the Police. Specifically, initial contact with the public at the front desk is through a glass window, which creates a psychological barrier. At the same time, the Police operations room is in full view of visitors. The glass barrier is a legal requirement in Poland. While not suggesting that NFM partnership should lead directly to changes in legislation, it may help initiate discussions that eventually lead to changes, and in the short-term, it may stimulate

ideas, for example, about how interaction with the public can be improved within existing legal constraints.

160. Similarly, transparent plastic flaps at the entrances and exits of the roofed areas of the border crossing point at Terespol would provide improved protection from severe weather and thus better working conditions for Border Guard officers. These were not envisaged in the design (but could be still be added).

161. In Latvia, there is more awareness of, and enthusiasm for partnership. Certainly, the Latvian Prison Administration appears to be making good use of partnership to help guide the development of a model for the resocialisation of inmates (LV0020). According to the Norwegian embassy, Latvian project promoters have sometimes been unable to find Norwegian partners. However, one project, LV0021 "Latvia - Reintegration programme for former convicts" would have benefited significantly from partnership but the project promoter was apparently unaware of this possibility.

162. Feedback from the Oslo Police Department indicates that, at least for one Polish project, its involvement to date has so far consisted of a review of the technical specifications for equipment procurement, although a study visit to Norway is envisaged. The Oslo Police Department reports that this type of co-operation, although somewhat limited in scope, is nevertheless very useful in establishing informal lines of communication for discussing technical matters (intelligence issues, must, of course be handled through the established formal EU policing channels).

Lessons Learnt and Best Practise Examples

Best Practise Examples

163. Poland is the only country to have developed an operational programme for the use of EEA and Norway Grants funding. Although it lacks detail in some important areas, it does nevertheless provide a good overview of how this support was to be utilised.

164. A positive feature noted in Poland is the inclusion of a Blue Room in new Police facilities at Reszel (PL0442 "Reszel - Construction of Police station". The evaluators understand that a Blue Room will also be incorporated into the new Police station at Terespol (PL0209 "Terespol - Police station"). This is central policy and suggests a more client-centric approach. Blue rooms are rooms designed with a warm, relaxed feel for interviewing children and assaulted women.

165. Local authorities have provided significant support for PL0209 (Terespol Police Stations) and PL0442 (Reszel - Construction of police station). This reflects a clear understanding that effective policing depends not only on the Police, but also on other actors with responsibility for community safety and security. The local authorities in Terespol and Reszel are pro-active and results-oriented. This collaborative and proactive approach, while common in Western and Northern Europe, is less evident in Central and Eastern European countries where, historically, it was not encouraged in the past.

166. The design of new passport control equipment covered by PL0092 "National - Upgrading of border control equipment" was developed by a working group involving central and regional Border Guard staff, including end users. This is helping to ensure that the new equipment meets the requirements of different stakeholders. This includes, for example, the need to limit the weight of portable equipment, thus addressing one requirement of female Border Guard officers.

167. Latvia provides examples of good rehabilitation and recidivism reduction practise.

168. LV0020 "Zemgale - Resocialisation of inmates" covers the renovation and equipping of prison educational and training facilities, and the development of an educational and training programme designed to equip prisoners to compete in the job market when they leave prison. The Latvian Prison Administration has made good use of partnership with Norway to guide the development of the facilities and the programme. Unlike many other projects in this priority sector, there is a clear performance improvement objective, although targets have not yet been set. This is to reduce the recidivism risk categorisation of inmates.

169. LV0021 “Latvia - Reintegration programme for former convicts” is one of the very few projects in this priority sector that is implemented by an NGO. Notwithstanding the significant problems experienced by this project, NGO involvement in this area is considered good practise.

170. LV0022 “Latvia - State Forensic Science Bureau capacity building” is following good European practise by establishing a detailed quality assurance system.

171. LT0068 “Bilateral cooperation on Police training” adopts an innovative and flexible approach to the development of Police training in Lithuania that uses existing capacities. This consists of:

- (a) Initial screening of potential trainers taking into account various capacities, such as language, pedagogical ability, analytical skills, ability to cope with the training responsibility alongside regular work commitments, domain expertise in one of the five curricula areas, etc.;
- (b) Execution of a contract with trainers covering the development of curricula. This provides deadlines and standards that have to be met, but allows flexibility with regards to the chosen approach;
- (c) Approval of the new curricula followed by delivery of the training to 50 trainees;
- (d) Financial rewards when all requirements are met.

Lessons Learnt

172. There has been a lack of strategic coherence in the deployment of EEA and Norway Grants funding. This is likely to limit the effectiveness and impact of support, and is likely to undermine impact and sustainability. Before making major investments, it is important to assess whether or not there are pending or unresolved overarching strategic issues that should be addressed first.

(a) In Poland, the possible merger of the Police and Border Guard may undermine the relevance (and thus impact and sustainability) of current NFM equipment and infrastructure support to these institutions.

(b) LV0022 “Latvia - State Forensic Science Bureau capacity building” supports one of three forensic laboratories with differing responsibilities. It is questionable if a country the size of Latvia can justify and effectively maintain three separate forensic laboratories. Of the three Latvian forensic laboratories, only the State Forensic Science Bureau is a member of the European Network of Forensic Institutes, which prioritises the exchange of forensic information between EU Police forces, especially regarding DNA. However, DNA analysis in Latvia is the responsibility of the forensic laboratory of the State Police. Utilisation of the NFM-funded State Forensic Science Bureau appears to be highly inefficient, as the management of the laboratory has limited control over how the laboratory is utilised, with the result that some analysis appears to go well beyond what is actually necessary, and this consumes laboratory time and resources that could be more effectively used to carry out analysis of evidence from other crimes, for example. In practise, laboratory priorities are reportedly dictated by investigators and judges. The evaluators have some doubts about the suitability of the building in which the laboratory is located, as the external fabric of the building is in poor condition.

173. The long delay between project design and implementation has meant that the operating environment has changed significantly since some projects were conceived. For at least one project, this does not appear to have been taken into consideration when the local grant contract was eventually executed, and the project is now at high risk of failure.

174. More generally, long delays between project conception and approval are compounded by the need to seek approval to modify project design to take account of changed needs and circumstances. This could be termed the “double delay” effect.

175. The relevance of partnership to works projects in Poland has generally been dismissed. However, this overlooks the possibility that Norwegian partners may help to ensure that the design of new facilities is in line with best, up to date European practise.

176. The extent of partnership is related to the extent and effectiveness of partnership promotion and facilitation.

Future Funding Needs

177. Based on the research carried out in the context of this evaluation, including consultations with numerous stakeholders, the following thematic areas have been identified as areas where future funding may be needed.

178. Combating crime - projects focusing specifically on the following issues

- (a) Organised crime
- (b) Human trafficking
- (c) Corruption
- (d) Child protection (LV)
- (e) Domestic violence (LT)

179. General law enforcement

- (a) Strategic review and rationalisation / merging of resources
- (b) Improved co-operation between bodies
- (c) Reorientation of self-perception to public service, rather than control
- (d) Preparation for the EU presidency (PL)
- (e) Development of intelligence led strategy through effective analysis
- (f) Enhanced collaboration with NGOs
- (g) Victim support with particular emphasis on improved handling of victims of trafficking
- (h) Human resource development
- (i) Gender and culture / ethnicity awareness
- (j) English language
- (k) "Polite assertiveness"
- (l) Handling difficult situations and allegations against law enforcement officers
- (m) Disaster and major event contingency planning to promote enhanced emergency service services co-ordination. For example, the European football championship is to be held in Poland and Ukraine in 2012.

180. Judiciary

- (a) Training for judges on asylum, migration, human trafficking
- (b) Improved management of courts
- (c) Improved administration and digitisation of court documents
- (d) Inter-operability of court & prosecutor IT systems
- (e) "Electronic courts" (electronic interface between the public and courts)
- (f) Alternative dispute resolution mechanisms
- (g) Reorientation of self-perception of judges as public servants
- (h) Publication of court judgements
- (i) Independent monitoring of courts
- (j) Strategic review and rationalisation of forensic services (LV)
- (k) Penal systems

- (l) Strategic review and reform
 - (m) Human resource development
 - (n) Prison infrastructure and facilities
 - (o) Reduction of prison population through, for example:
 - Improved probation services
 - Alternative punishment
 - Rehabilitation and recidivism reduction
 - (p) Independent monitoring of prison conditions
 - (q) Prison healthcare
181. Integration of national (local) minorities

Recommendations

Recommendations for National Authorities

Latvia

182. The Latvian authorities are recommended to carry out strategic reviews in the following areas before making further major investments:

- (a) Policing - with a view to rationalisation, improving efficiency and effectiveness, and reducing costs;
- (b) Forensic services - with a view to rationalisation, improving efficiency and effectiveness, and reducing costs;
- (c) Penal policy - with a view to:
 - Long-term pro-rata reduction in prison population, This is particularly important, given that Latvia is currently considering a major policy shift for the construction of new prisons through private finance initiatives.
 - Improvement in care and rehabilitation of the general prison population, and improved care of specific groups within the prison population, such as mentally ill, drug/alcohol dependant, and educationally disadvantaged inmates.

Poland

183. The Polish authorities are recommended to carry out a strategic review of the roles of, and relationships between, the Police, the Border Guard, and the Customs Service. Such a review could help to:

- (a) Improve operational co-operation, and thus overall effectiveness;
- (b) Enhance the effective utilisation of assets and infrastructure, and thus avoid potential duplication.

184. The Polish authorities are recommended to focus future EEA and Norway Grants SJPS support on the following areas:

- (a) Enhancement of human resource capacity in law enforcement bodies with an emphasis on service rather than control;
- (b) Operation of the judiciary. In particular:
 - Development of alternative dispute resolution mechanisms to reduce pressure on the courts;
 - General enhancement of court management and administration;
 - ICT infrastructure, including digitisation of documents, and standardisation of networks and software to ensure inter-operability between, among others, courts.
- (c) The penal system, with a view to long-term pro-rata reduction in the prison population and improved conditions for prison inmates.

Recommendations for Future EEA and Norway Grants Programming and Management

Programming

185. Beneficiary states should be requested to develop operational programmes for the use of future EEA and Norway Grants support. These should be subject to independent ex-ante evaluation to assess, among other issues:

- (a) The relevance of the selected national priorities to donor priorities;
- (b) The strategic coherence of the proposed utilisation of EEA and Norway Grants;
- (c) The extent to which the selected national priorities address the most critical issues, and the justification for the selection of these priorities;
- (d) The extent to which the selected national priorities focus on issues that need to be improved rather than on strengthening individual institutions.

186. In order to facilitate the development of clear national priority themes, and, ultimately, the development of projects with clear and relevant objectives, the donors are recommended to identify several clear main priorities, including (but not only), for example:

- (a) Combating specific types of crime, such as:
 - (b) Organised crime
 - (c) Human trafficking
 - (d) Corruption
 - (e) Child protection (LV)
 - (f) Domestic violence
 - (g) General law enforcement
 - (h) Disaster and major event contingency planning
 - (i) Judiciary
 - (j) Penal system
 - (k) Integration of national minorities

187. National priorities should correlate clearly to specific donor priorities. However, they should not merely repeat donor priorities. Rather, they should further define them. Thus, for example:

- (a) If corruption is a donor priority, each national priority should identify which area of corruption it addresses (e.g. local administration, judiciary, Police, etc.);
- (b) If, penal systems is a donor priority, each national priority should identify which aspect of the penal system it addresses (e.g. reducing the prison population, improving prisoner health care, reducing recidivism, etc.);
- (c) If organised crime is donor priority, each national priority should which specific type of organised crime it addresses (e.g. narcotics, smuggling, terrorism, human trafficking, etc.).

188. National priorities should be defined in terms of desired system performance improvements, rather than in terms of strengthening specific institutions, since improved system performance may imply restructuring and amalgamation of different institutions.

189. Project objectives should correlate clearly to specific national priorities. They should be clearly defined in terms of expected performance improvements (rather than outputs or activities), and these should form the basis of future assessment of results and impact.

Partnership

190. The Norwegian authorities are recommended to promote partnership more intensively. Promotion should include:

- (a) Explanation of what is meant by partnership and what the donors envisage;
- (b) Examples of how it can help;
- (c) Examples of successful partnership;
- (d) Explanation of how the Norwegian authorities (including embassies) can help in locating partners;
- (e) Promotion in Norway, as well as in beneficiary states;
- (f) A set of clear guidelines and targets for Norwegian Embassies for promoting and facilitating partnership;
- (g) Establishment of a dedicated, regularly updated partnership website or inclusion of regularly updated partnership pages on the websites of the FMO and/or Norwegian Ministry of Foreign Affairs;
- (h) More intensive support to NFPs and intermediate bodies in promoting partnership.

191. It is recommended that consideration be given to the introduction of project by project partnership needs and opportunity analysis by independent "Norway partnership" experts prior to grant approval. For specific types of projects, this could be repeated during implementation (e.g. for high value projects, high risk projects, problem projects, and projects addressing particularly high donor priorities). The purpose of this would not be to force partnership on project promoters, but rather to identify, in collaboration with project promoters, areas where partnership could help them to address specific issues. This could also help to enhance existing partnerships.

192. It is recommended that the promotion of partnerships by the Norwegian authorities and the beneficiary states should not be limited to the time of calls for proposals, but should be a continuous process. Where no partnerships are established, project promoters should be encouraged to seek Norwegian partners throughout the implementation period since:

193. They may not have been made aware of the possibility of partnership at the time of application;

194. The desirability of partnership may not become fully apparent until after implementation has started.

Management

195. Where there are long delays between project application and project approval, NFPs are recommended to carry out a final risk assessment before executing grant agreements with project promoters to identify:

- (a) Whether or not there have been significant changes in the project's operating environment;
- (b) What impact such changes may have on the relevance and viability of the project;
- (c) What, if any, actions are required to mitigate risk.

Annexes

Annex 1. List of parties consulted

Name	Position/Job Title, Department, Institution	Location	Date
NO			
Eva Lynghjem	Assistant Chief of Police, International Section, Norwegian Police Directorate	By telephone	02/09/09
Hilde Eide	Senior Adviser, Section for Central Europe and EEA Financial Mechanism, Norwegian Ministry of Foreign Affairs	By telephone	11/09/09
Steinar Hagen	Deputy Director General of the Section for Central Europe and EEA Financial Mechanism, Norwegian Ministry of Foreign Affairs	By telephone	11/09/09
Tom Brunsell	Norwegian Ministry of Justice	By telephone	01/10/09
M.C. Bjonge	Former Advisor / Norwegian Grants Coordinator, International Section, Norwegian Police	Torun	06/10/09
PL			
Aneta Krzywicka	Acting Head of Foreign Aid Programmes Implementation Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Justyna Krawczyk	Head of Foreign Aid Programmes Monitoring Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Małgorzata Zalewska	Deputy Director Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Marta Krępska	Specialist, Foreign Aid Programmes Implementation Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Marta Krępska	Specialist, Foreign Aid Programmes Implementation Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Tomasz Kołodziej	Chief Specialist, Foreign Aid Programmes Programming Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Urszula Demidziuk	Head of Foreign Aid Programmes Programming Division, Department of Foreign Aid Programmes and Technical Assistance, Ministry of Regional Development, Poland	Warsaw	14/09/09
Grzegorz Assbury	Chief Specialist, EU and International Cooperation Department, Ministry of Interior and Administration, Poland	Warsaw	15/09/09
Grzegorz Polak	Deputy Director, EU and International Cooperation Department, Ministry of Interior and Administration	Warsaw	15/09/09
Łukasz Żewakowski	Senior Specialist, EU and International Cooperation Department, Ministry of Interior & Administration Poland	Warsaw	15/09/09
A. Gąsior-Kostek	Coordinator, European Funds Department, Lublin Voivodship Police Headquarters, Poland	Terespol	16/09/09
Andrzej Misiński	Project Manager, Biala Podlaska Customs	Biala Podlaska Customs Post	16/09/09
E. Osuch-Horodecka	International Cooperation Section, Lublin Voivodship Police Headquarters, Poland	Terespol	16/09/09
Favre Dominique	Deputy Head of Office, Swiss Contribution Office, Poland	Warsaw	16/09/09
G. Kazanowski	Investments and Reparations Department, Lublin Voivodship Police Headquarters, Poland	Terespol	16/09/09
Grzegorz Niedźwiedz	Head of Logistics, Biala Podlaska Customs	Biala Podlaska Customs Post	16/09/09
J. Danieluk	Burmistrz / Mayor of Terespol, Poland	Terespol	16/09/09
Jerzy Siedlanowski	Director, Biala Podlaska Customs Chamber	Biala Podlaska Customs Post	16/09/09
Kaufmann Heinz	Head of Office, Swiss Contribution Office, Poland	Warsaw	16/09/09
Marzanna Siemieniuk	Press Spokesperson, Biala Podlaska Customs	Biala Podlaska	16/09/09

		Customs Post	
Piotr Gajek	Deputy Director, Biala Podlaska Customs	Biala Podlaska Customs Post	16/09/09
S. Olesiejuk	Chief of Terespol Police, Poland	Terespol	16/09/09
Sidsel Bleken	Counsellor (EEA Grants), Royal Norwegian Embassy Poland	Warsaw	16/09/09
Stana Buchowska	Project Coordinator, La Strada Foundation, Poland	Warsaw	16/09/09
Tomasz Krojec	Customs Expert, Biala Podlaska Customs	Biala Podlaska Customs Post	16/09/09
Wojciech Teodorczuk	Customs Inspector, Biala Podlaska Customs	Biala Podlaska Customs Post	16/09/09
Anna Rostocka	Head of Office, IOM Poland	Warsaw	17/09/09
Colonel Mirosław Włodarczyk	Director, Communication and IT Bureau, Central Command of the Border Guard, Poland	Warsaw	17/09/09
First Lieutenant Michał Behrendt	Head, Section for Software Engineering, IT Division, Communication and IT Bureau, Central Command of the Border Guard, Poland	Warsaw	17/09/09
Joanna Szczęsny-Smolarska	Head of Unit, Internal Security Projects, Implementing Authority for European Programmes, Poland	Warsaw	17/09/09
Lieutenant Aleksander Ryłko	Expert, IT Division at the Communication and IT Bureau, Central Command of the Border Guard, Poland	Warsaw	17/09/09
Lieutenant Colonel Bogdan Pieńkowski	Counsellor, Communication and IT Bureau, Central Command of the Border Guard, Poland	Warsaw	17/09/09
Lieutenant Renata Bziuk	Deputy Head, European Cooperation Division, International Cooperation Bureau, Central Command of the Border Guard, Poland	Warsaw	17/09/09
Włodarczyk Mirosław	Director, IT Department, Border Guard Central Command, Poland	Warsaw	17/09/09
A. Drożdżewska	Head of Division, Schengen and Norwegian Financial Mechanism Division, Centre of National Court Registers & IT Department, Ministry of Justice, Poland	Warsaw	18/09/09
M. Pruszewski	IT Specialist, Schengen and Norwegian Financial Mechanism Division, Centre of National Court Registers & IT Department, Ministry of Justice, Poland	Warsaw	18/09/09
M. Skinder-Pik	Prosecutor, Schengen and Norwegian Financial Mechanism Division, Centre of National Court Registers & IT Department, Ministry of Justice, Poland	Warsaw	18/09/09
Gregor Smogorzewski	Deputy Head, Polish Customs Service	Warsaw	21/09/09
Jerzy Breski	Project Manager (PL0231), Polish Customs Service	Warsaw	21/09/09
Katarzyna Caba	Special Customs Service (PL0433 PL) PL0068)	Warsaw	21/09/09
Marcin Kropisz	Project Manager (PL0068), Polish Customs Service	Warsaw	21/09/09
Col Janusz Gąsiorowski	Deputy Commander for Logistics, Nadbuzanski Border Guard Division Poland	Chełm	22/09/09
Col Marian Pogoda	Commander in Chief of the Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09
Cpt Agnieszka Sitarz	Chief Accountant, Nadbuzanski Border Guard Division Poland	Chełm	22/09/09
Cpt Sławomir Szuta	PL0264 Project Manager, Nadbuzanski Border Guard Division Poland	Chełm & Włodowa	22/09/09
Cpt Wojciech Kupracz	Head of the Network Administration Section at IT and Communication Department, Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09
Ireneusz Kwiatkowski	Head of Independent Section for Investment Preparation, Lublin Executive Board for Border Crossings, Poland	Chełm	22/09/09
Lt Dariusz Nowosad	Senior Specialist at Independent Section for Risk Analysis, Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09
Marek Fiturski	Expert in Independent Section for Investment Preparation, Lublin Executive Board for Border Crossings, Poland	Chełm	22/09/09
Mjr Marek Starzyński	Senior Specialist at Border Service Section, Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09
Mr Artur GIZA	Senior Specialist at Public Procurement Section at Finance Department, Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09
Ms Beata Pikora	Head of Finance Department, Nadbuzanski Border Guard Division, Poland	Chełm	22/09/09

Ryszard Rachon	Deputy Director, Lublin Executive Board for Border Crossings, Poland	Chełm	22/09/09
Katarzyna Gonera	Supreme Court Judge & Vice President, Iustitia, (the Association of Polish Judges)	Warsaw	23/09/09
Mirosław Wróblewski	Director, Department for Constitutional and International Law, Office of the Commissioner for Civil Rights Protection, Poland	Warsaw	23/09/09
A. Czerwiński	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	24/09/09
A. Kuczyński	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	24/09/09
B. Wójcicka	Police Logistics Bureau, Polish National Police	Warsaw	24/09/09
Bartosz Mielecki	Manager, Cooperation Fund, Poland	Warsaw	24/09/09
G. Rejek	IT Bureau, Polish National Police	Warsaw	24/09/09
J. Skalska	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	24/09/09
Jolanta Kubik-Gozdzik	Deputy Director, Department of International Cooperation & European Law, Ministry of Justice, Poland	Warsaw	24/09/09
K. Tomaszycy	Head of the Central Criminalistic (Forensic) Laboratory of the Polish National Police	Warsaw	24/09/09
Maria Pamuła	Project Assistant, UNHCR Poland	Warsaw	24/09/09
Monika Zuberek	Head of Unit EU Co-financed Programmes, Department of International Cooperation & European Law, Ministry of Justice, Poland	Warsaw	24/09/09
Wasilewska Olga	Deputy Director, Stefan Bartory Foundation	Warsaw	25/09/09
A. Kuczyński	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	28/09/09
J. Skalska	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	28/09/09
L. Wróbel	IT Bureau, Polish National Police	Warsaw	28/09/09
R. Welon	IT Bureau, Polish National Police	Warsaw	28/09/09
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A. Kuczyński	Unit of Assistance Funds of Financial Bureau, Polish National Police	Warsaw	29/09/09
B. Wójcicka	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
B. Wójcicka	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
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J. Czwaro	Central Operational Board, Polish National Police	Warsaw	29/09/09
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M. Krzeszowiec	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
N. Gałązka	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
R. Chmielewski	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
R. Garbarz	Prevention Bureau, Polish National Police	Warsaw	29/09/09
R. Lasota	Criminal Investigations Bureau, Polish National Police	Warsaw	29/09/09
R. Stanicki	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
Z. Usiądek	Police Logistics Bureau, Polish National Police	Warsaw	29/09/09
D. Nadażdin	Director Amnesty International, Poland	Warsaw	01/10/09
A. Doktor	Dept. Commander Olsztyn Voivodship Police	Olsztyn	02/10/09
A. Kosek	Financial Department Specialist, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
A. Mickiewicz	Public Procurement Department Specialist, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
A. Mickiewicz		Reszel	02/10/09
A. Treszczotko	Public Procurement Department Specialist, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
A. Wolbek-Pająk	Chief of Financial department, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
A. Zyzyk	Commander of the Reszel Police, Poland	Reszel	02/10/09
J. Tatol	Public Procurement Department Manager, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
M. Marcinkiewicz	Manager Supply & Investment Department, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
M. Marcinkiewicz	Manager Supply & Investment Department, Poland	Reszel	02/10/09

P. Rafalski	Junior Inspector, Supply & Investment Department, Olsztyn Voivodship Police, Poland	Olsztyn	02/10/09
P. Rafalski	Junior Inspector, Supply & Investment Department, Poland	Reszel	02/10/09
W. Skudelski	Commander of the Ketrzyn Police, Poland	Reszel	02/10/09
Z. Szypulski	Burmistrz / Mayor of Reszel, Poland	Reszel	02/10/09
R. Lysakowski	Director, Department for International Police Cooperation, Poland	Warsaw	05/10/09
A. Treszczotko	Public Procurement Department Specialist, Olsztyn Voivodship Police, Poland (2nd equipment check)	Olsztyn	07/10/09
D. Działo	Chief of Police of the Lublin Voivodship, Poland	Terespol	15/10/09
B. Gromysz	Customs Officer, Terespol Road Border Crossing, Poland	Terespol	16/10/09
I. Kwiatkowski	Lublin Executive Board for Border Crossings / Chelm, Poland	Terespol	16/10/09
J. Michalak	Lublin Executive Board for Border Crossings / Chelm, Poland	Terespol	16/10/09
M. Fiturski	Lublin Executive Board for Border Crossings / Chelm, Poland	Terespol	16/10/09
M. Panklonka	Customs Officer, Terespol Road Border Crossing, Poland	Terespol	16/10/09
M. Skulimowska	Border Guard, Terespol Road Border Crossing, Poland	Terespol	16/10/09
S. Barej	Commander Border Police Terespol Road Border Crossing, Poland	Terespol	16/10/09
LV			
Guntra Podniece	Deputy Head, Financial Instruments Coordination Department, Implementation and Monitoring Division, Ministry of Finance, Latvia	Riga	28/09/09
Linda Ozola	Adviser, EEA/Norway Grants, Royal Norwegian Embassy, Latvia	Riga	28/09/09
Ronald Fišers	Director, Financial Instruments Coordination Department, Ministry of Finance, Latvia	Riga	28/09/09
Tom Møller	First Secretary, Royal Norwegian Embassy, Latvia	Riga	28/09/09
Aigars Rumba	Central Financing and Contracting Agency, Latvia	Salas (Riga region)	30/09/09
Dagnija Berzina	Project volunteer (LV0021)	Salas (Riga region)	30/09/09
Inita Blekte	Central Financing and Contracting Agency, Latvia	Salas (Riga region)	30/09/09
Jolana Levensteine	Project accountant (LV0021)	Salas (Riga region)	30/09/09
Jurijs Kapustins	President, Integration for Society, Project Manager (LV0021)	Salas (Riga region)	30/09/09
Juris Gerasimovs	Vocational worker	Salas (Riga region)	30/09/09
Mežs Ilmārs	Head of Office, IOM Latvia	Riga	30/09/09
Silvija Duce	Social worker	Salas (Riga region)	30/09/09
Vidaga Saule	Senior Desk Officer of the Department of Projects, Ministry of Justice, Latvia	Salas (Riga region)	30/09/09
Dace Uzulniece	Project Manager (LV0069)	Jelgava Prison	01/10/09
Evita Liepina	Social Worker	Jelgava Prison	01/10/09
Harijs Sekste	Head, Jelgava Training School	Jelgava Prison	01/10/09
Ilona Spure	Head, Resocialisation Service, Latvian Prison Administration, Latvia	Jelgava Prison	01/10/09
Imants Naudiss	Deputy Governor – Juvenile Facility	Jelgava Prison	01/10/09
Kristins Kipena	Ministry of Justice	Jelgava Prison	01/10/09
Leonids Jefremovs	Deputy Director Latvian Prison Service	Jelgava Prison	01/10/09
Oļegs Poļakovs	Governor, Jelgava Prison	Jelgava Prison	01/10/09
Rimants Klenavskas	Deputy Governor, Jelgava Prison	Jelgava Prison	01/10/09
Sandra Silkane	Social Worker	Jelgava Prison	01/10/09
Uldis Leitans	Head, Prison Resocialisation Programme LV0020	Jelgava Prison	01/10/09
Vasilijš Lazucanoks	Deputy Governor, Jelgava Prison	Jelgava	01/10/09

Aldis Ābelis	Head of Division, Special Programme Management & Supervision Division, Central Finance and Contracting Agency, Latvia	Prison Riga	02/10/09
Biruta Rone	Scientist, State Forensic Science Bureau	Riga	02/10/09
Christine Grieder	Head of Office, Swiss Contribution Office Estonia, Latvia, & Lithuania	Riga	02/10/09
Gatis Bebris	Deputy Director, State Forensic Science Bureau	Riga	02/10/09
Liene Silina	Scientist, State Forensic Science Bureau	Riga	02/10/09
Maija Alksne	Scientist, State Forensic Science Bureau	Riga	02/10/09
Maira Certoricka	Director, State Forensic Science Bureau	Riga	02/10/09
Marcis Esmits	Project Consultant (LV0022)	Riga	02/10/09
Olita Berzina	Programme Officer, Swiss Contribution Office Estonia, Latvia, & Lithuania	Riga	02/10/09
Zane Mikelsona	Deputy Director, State Forensic Science Bureau (LV0022)	Riga	02/10/09
Aleksandis Dementjevs	Head, Latvian Probation Service	Riga	05/10/09
Irina Purite	Deputy Head, Latvia Probation Service	Riga	05/10/09
Natalija Voropajeva	Personnel Officer, Latvia Probation Service	Riga	05/10/09
Vidaga Saule	Senior Desk Officer of the Department of Projects, Ministry of Justice, Latvia	Riga	05/10/09
Brigita Lasenberga	Head of analysis, Latvian State Police Headquarters	Riga	06/10/09
Dmitrijs Cepelis	European Section, Latvian State Police Headquarters	Riga	06/10/09
Edgars Strautmanis	Head of International Co-operation, Latvian State Police Headquarters	Riga	06/10/09
Elmars Berzins	Head of Documentation, State Police Forensic Science Service	Riga	06/10/09
Gatis Svika	Head of Strategic Planning, Latvian State Police Headquarters	Riga	06/10/09
Ilze Baranovska	Ministry of Interior	Riga	06/10/09
Maris Geida	Head of Sirene Bureau LV0037, Latvian State Police Headquarters	Riga	06/10/09
Olga Gobrusjonoka	Head, DNA Unit, State Police Forensic Science Service	Riga	06/10/09
Vladimirs Zaguzovs	Head of International Co-operation, Latvia Border Guard Service	Riga	06/10/09
Dace Freimane	Senior adviser, Latvian Ministry Of Justice	Riga	07/10/09
Laila Medin	Deputy State Secretary Ministry of Justice	Riga	07/10/09
Vidaga Saule	Senior Desk Officer of the Department of Projects, Ministry of Justice, Latvia	Riga	07/10/09
Ilonā Kronberga	Adviser Prison and Probation Policy, Providus – Soros Foundation	Riga	08/10/09
Linda Austere	Court Policy, Providus – Soros Foundation	Riga	08/10/09
Ronald Fisers	National Focal Point, Latvian Ministry of Finance, Latvia	Riga	08/10/09
Valts Kalnins	Corruption Policy, Providus – Soros Foundation	Riga	08/10/09
Linda Ozola	Adviser, EEA/Norway Grants, Royal Norwegian Embassy, Latvia	Riga	09/10/09
LT			
A. Nikašaitė	Head, International Financial Assistance Coordination Division, Ministry of Finance, Lithuania	Vilnius	08/10/09
A. Linkus	Head, Investment Planning and technical Development Board, Lithuanian National Police	Vilnius	09/10/09
B. Januškaite	Senior Investigator, Investigation Unit Trafficking Human Beings, Criminal Investigation Department, Lithuanian National Police	Vilnius	09/10/09
L. Augulytė	Chief Specialist IT Policy Formation, Administrative Division, Ministry of Justice, Lithuania	Vilnius	09/10/09
T. Stankevičius	Head, It department, Lithuanian National Police	Vilnius	09/10/09
Z. Lebedeviene	Chief Specialist International Relations, Administrative Division, Ministry of Justice, Lithuania	Vilnius	09/10/09
A. Mažrimienė	Three representatives respectively of the Health Sector, Social Affairs Sector, and the Police	Vilnius	10/10/09
A. Mažrimienė	Administrative Manager, responsible for Strategic Planning, Activity Planning and Budget Planning, Klaipeda Police School, Lithuania	Klaipeda	13/10/09
A. Janusauskas	Deputy Director, Pravieniskės Correction House 3, Lithuania	Pravieniskiu	14/10/09
L. Augulytė	Chief Specialist IT Policy Formation, Administrative Division, Ministry of Justice, Lithuania	Pravieniskiu	14/10/09
S. Agurkis	Director, Pravieniskės Correction House 3, Lithuania	Pravieniskiu	14/10/09

Z. Lebedeviene	Chief Specialist International Relations, Administrative Division, Ministry of Justice, Lithuania	Pravieniskiu	14/10/09
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E. Backieriute	Senior Specialist, International Financial Assistance Coordination Division, Ministry of Finance, Lithuania	Vilnius	08/10/11
S. Remeikiene	Central Programme Management Agency, Ministry of Finance, Lithuania	Vilnius	08/10/11
BE			
Anke Schuster	Project Development and Liaison Officer, Policy and Programme Support Unit, IOM Regional Mission to Belgium, Luxembourg, the EU and NATO	Brussels	08/10/09
Sanja Celebic-Lukovac	Liaison and Programme Development Officer, IOM Mediterranean and Western Balkans regions focal point, Counter-trafficking focal point	Brussels	08/10/09
Dario Vaschetto	Policy Officer, DDG1 C Border Management, DG Justice, Liberty & Security	Brussels	09/10/09
Doede Ackers	Financial Unit, DG Justice, Liberty & Security	Brussels	09/10/09
Humbert de Biolley	Deputy Director, Liaison Office with the European Union, Council of Europe	Brussels	09/10/09
Martine Parmantier	Programme Manager, Criminal Justice Programme, DG Justice, Liberty & Security	Brussels	09/10/09
Michel Verschraegen	Legal Adviser, DG Justice, Liberty & Security	Brussels	09/10/09

Annex 2. List of projects covered

Case No.	In-depth evaluation	Title	Promoter	€ Grant Committed	€ Project Total Cost
	15	55		122,098,737	165,791,803
CZ0005		Schengen training for police force – Czech Republic	Czech National Police	437,750	552,000
CZ0060		National - Police IT system: tracking cultural heritage	Service of the Criminal Police and Investigation, Police Presidium of the Czech Republic	437,750	483,327
CZ0076		National - Equipment and training for fighting crime	Criminal Structures Department of the Organized Crime Detection Unit of the Service of Criminal Police and Investigation of the Police	512,941	603,460
CZ0030		Karlovy Vary airport	Region of Karlovy Vary	688,599	861,786
CZ0056		National: E-learning Education for Judiciary	Ministry of Justice	498,304	589,000
EE0020		Jöhvi - Viru prison	Ministry of Justice	605,771	712,672
LT0035	X	National - PRISONIS e-management system	Prison Department under the Ministry of Justice	1,423,900	1,675,177
LT0068	X	National - Bilateral cooperation on Police training	Klaipeda Police School under the Ministry of Internal Affairs	510,770	615,386
LT0111		Lithuania – National Integrated Information System NIIS for combating human trafficking	Police department under the Ministry of Interior	648,141	762,968
LV0019		Latvia - Prison building standards	Latvian Prison Administration	1,088,425	1,280,500
LV0024		Latvia - Training of prison and probation personnel	State Probation Service	739,497	869,996
LV0067		Cesu – Renovation of prison premises	Latvian Prison Administration	815,299	937,000
LV0069		National – Information system of prisoners	Latvian Prison Administration	552,497	649,997
LV0020	X	Zemgale - Resocialisation of inmates	Latvian Prison Administration	1,018,233	1,197,921
LV0021	X	Latvia - Reintegration programme for former convicts	Integration for the Society	430,807	506,832
LV0068		National - Development of Supervision and Treatment System for Sex-Offenders	State Probation Service	614,274	696,684
LV0022	X	Latvia - State Forensic Science Bureau capacity building	State Forensic Science Bureau	621,329	754,575
LV0035		National - Improvement of the Punishment Register	Information Centre of the Ministry of Interior	802,400	944,000
LV0036		National – Implementation of support process management system	Information Centre of the Ministry of Interior	479,240	563,812
LV0037		National – Trainings to optimise SIS II and SIRENE operation	State Police of the Ministry of Interior	250,000	294,118
LV0038		National – IT equipment in regional police classrooms	State Police of Latvia	250,000	294,118
LV0039		National – Purchase of IT facilities for consulates	Ministry of Foreign Affairs	1,099,518	1,293,550
LV0080		Zemgale - Preventive measures for decreasing youth delinquency	Zemgale Planning Region	301,184	354,334

Case No.	In-depth evaluation	Title	Promoter	€ Grant Committed	€ Project Total Cost
	15	55		122,098,737	165,791,803
MT0006		Malta International Airport - Implementation of Schengen Acquis requirements	Malta International Airport plc	517,863	3,924,000
MT0008		Malta - Security and safety measures for buildings housing SIS equipment.	Malta Police Force	246,656	348,000
PL0065		Gdynia port - strengthening border crossing	Port of Gdynia Authority	466,604	993,923
PL0229		Terespól - extension of the road border crossing	Lublin Executive Board for Border Crossings in Chelm	11,171,639	13,143,105
PL0422		Chelm - Equipment for border protection services	Lublin Executive Board for Border Crossings in Chelm	634,634	746,628
PL0488		Kuznica - Railway border crossing improvement	Podlaskie Voivode	5,014,195	5,899,053
PL0068	X	National - Mobile Customs Control Groups	Ministry of Finance	3,581,636	4,350,000
PL0070		National - mobile x-ray scanners	Ministry of Finance (Customs Service)	4,777,245	10,200,000
PL0231	X	National - Security system for border crossings	Ministry of Finance	4,252,975	5,003,500
PL0342	X	Biala Podlaska - Modernisation of customs services	Customs Chamber in Biala Podlaska	8,160,729	9,600,858
PL0428		Bialystok - Mobile X-ray device for border control	Customs Chamber in Bialystok	815,837	4,322,056
PL0431		Lubielske - Training of employees working in the Customs Chamber in Biala Podlaska	Customs Chamber in Biala Podlaska	407,120	515,210
PL0433		National - Specialised equipment for Customs laboratories	Ministry of Finance	730,032	858,861
PL0443		National - Communication system for Mobile Units	Ministry of Finance	2,510,269	2,953,258
PL0069	X	National - Electronic registration systems for police units	Police Central Command	7,012,713	8,250,250
PL0087	X	National wireless Schengen information exchange	Police Central Command	2,197,650	3,500,000
PL0091		National – Providing Mobile Police units with SIS access	Police Central Command	5,950,000	7,000,000
PL0209	X	Terespól - Police station	Voivodeship Police Headquarters in Lublin	654,168	986,550
PL0232		National - Electronic registration	Police Central Command	7,019,218	8,285,903
PL0234	X	National - Police equipment	Police Central Command	7,512,252	8,865,943
PL0427		National - Strengthening operational services of Polish police	Police Central Command	3,377,939	3,974,046
PL0442		Reszel - Construction of police station	Voivodeship Headquarters of the Police in Olsztyn	432,495	508,818
PL0487		National - Creation of forensic expert teams to combat crime	Police Central Command	5,572,670	6,556,082
PL0090		National - border guard vehicles	Border Guard Central Command	6,500,000	7,647,059
PL0092	X	National - Upgrading of border control equipment	Border Guard Central Command	4,000,100	4,706,000
PL0093		National - Improved fingerprinting capabilities for border control units	Border Guard Central Command	1,000,025	1,176,500

Case No.	In-depth evaluation	Title	Promoter	€ Grant Committed	€ Project Total Cost
	15	55		122,098,737	165,791,803
PL0264	X	Wlodawa - Border guard post	Nabuzanski Department of the Border Guard	2,190,741	3,047,928
PL0445		Braniewo - Extension of Border Guard Post	Warminsko - Mazurski Border Guard Division	2,228,080	9,002,429
PL0446		Gorowo Ilaweckie - Construction of Border Guard Post	Warminsko - Mazurski Border Guard Division	2,625,177	5,213,282
PL0233	X	National - ICT infrastructure for the judiciary	Ministry of Justice	3,994,969	4,699,964
PL0235		National - Document processing system	Ministry of Justice	1,360,449	1,600,528
SK0117		Bratislava - Strengthening the judiciary	EUROIURIS - European Legal Center	356,028	418,856
55			Total all countries	122,098,737	165,791,803

Annex 3. Terms of Reference

TERMS OF REFERENCE

Evaluation of Schengen & Judiciary Support

SUMMARY TABLE

Title:	Evaluation of Norway Grants support for projects related to implementation of the Schengen agreement in new EU and EEA member states and projects related to improvement of the penal system
Indicative start date of the project:	2006/2008¹
Indicative end date of the project:	30/11/2008²

1. BACKGROUND

The EEA Grants and the Norway Grants represent the contribution of Iceland, Liechtenstein and Norway towards European cohesion efforts.

The EEA Grants and the Norway Grants were established in connection with the enlargement of the European Union in 2004. Ten new member states joined not only the EU, but also the European Economic Area (EEA), which brings together the EU and Iceland, Liechtenstein and Norway in the Internal Market. The accession of Bulgaria and Romania to the European Union led to an additional enlargement of the EEA and of the EEA Grants and Norway Grants in 2007.

The Norway Grants are solely targeted at the new EU member states since 2004, while the EEA Grants also include the EU member states Portugal, Greece and Spain. Norway contributes with around 67 % of the total funding.

Over a five-year period until 30 April 2008, the three EEA EFTA countries have made available EUR 1367 million to reduce economic and social disparities in the enlarged EEA. In total, 1280 projects and programmes have been approved.

The EEA and Norway grants focused on 8 different priority sectors, including Environment, Sustainable development, Cultural Heritage, Human resources, Health and childcare, Regional policy and cross border activities, Access to communication, Academic research as well as Schengen topics.

The activities supported in the Priority Sector broadly named 'Implementation of Schengen Acquis and Strengthening of the Judiciary' in the MoU between Norway and the beneficiary states include 67 Schengen and judiciary projects, amounting to EUR 1263 million in grants funded by Norway Grants – equalling nearly 10% of all approved grants. The largest recipient of Schengen related support is Poland, which has focused on strengthening the country's police, border guards, and customs units. In comparison, the Baltic States, Estonia, Latvia and Lithuania, have focused their grants on upgrading the quality of penal enforcement in prisons. New and improved rehabilitation programmes for inmates, in particular targeting young inmates, have been set up in a number of prisons, and comprehensive training programmes are being provided to staff.

¹ Start of preparation.

² Submission of finalised evaluation report to FMO.

2. OBJECTIVES OF THE ASSIGNMENT

The objective of this assignment is to evaluate all support provided by Norway Grants to the implementation of the Schengen agreement, and to the judiciary in the following 7 beneficiary states.

Country	Grants	Value M€
Poland	30	112
Latvia	14	9.1
Lithuania	3	2.6
Czech Republic	5	2.6
Malta	2	0.8
Slovakia	2	0.6
Estonia	1	0.6
Totals	57	128.3

57 grants have been awarded to projects related to:

- (1) Border and internal security;
- (2) Police cooperation; and
- (3) Strengthening the judiciary

The Norway Grants also facilitate cooperation between the Norwegian police and public bodies dealing with prisons and crime investigation and the national police and penitentiary systems in the beneficiary states.

The evaluation will consist of:

- (1) An overview of all support provided in this area through the 57 awarded grants; and
- (2) An in-depth analysis of up to 14 projects in Poland, Latvia, and Lithuania. A group of projects will be presented in the inspection report by the evaluation consultants, and agreed and coordinated with the FMO. The list should include a balanced approach to the relevant projects in the three countries where site visits will be carried out, keeping in mind projects which have already been monitored recently. The Beneficiary States' and Norwegian stakeholders will be informed of the list to check if there is agreement. The projects in these countries cover:
 - a. improvement of prison facilities;
 - b. border control;
 - c. mobile control units;
 - d. police capacity building and
 - e. police information communication systems.

In addition to answering the standard evaluation questions, this evaluation will address a number of specific questions to be agreed between the FMO and the contractor. Unless otherwise agreed, these questions will include, among others, the following:

- (1) How relevant are the projects to implementation of the Schengen acquis, and to what extent do projects address important priorities?
- (2) To what extent are the Norway Grants covering the investment needs in the focus areas? Are there important thematic areas that have not been adequately addressed?
- (3) In the countries subject to in-depth analysis, what remains to be done to fully implement the Schengen acquis? What are the future financing needs of these countries to achieve this? In which specific thematic areas might future support be focused?
- (4) What are the potential and/or actual impacts of the Norway Grants support and collected evidence on efficiency compared to support provided by the EU and National Resources?
- (5) How did the countries arrive at the choice of focus areas and priorities for the support from Norway Grants? Why were there no projects in some thematic areas?²

² For example, building in houses belongs.

- (6) To what extent did the Norway Grants in this sector meet the expectations of key stakeholders in the beneficiary states and Norway?
- (7) To what extent have Norway Grants in this sector promoted bilateral co-operation? How effective has this bilateral co-operation been?

3. Approach

In order to maximize the benefits of the evaluation, the contractor will apply the following principles:

- (1) Transparency;
- (2) Effective two-way communication with all parties;
- (3) Promotion of "ownership" of the evaluation amongst key actors in beneficiary states;
- (4) Focus on
 - a. lessons learned;
 - b. substantive and constructive forward-looking recommendations, in particular, suggestions for the deployment of future support in this priority sector;
 - c. examples of best practice and successful projects;⁶
- (5) Identification and highlighting of success stories and examples of good practice.

4. EXPECTED OUTPUTS

- Inception report discussing, in detail, the methodology and timing of the assignment, which will be developed by the contractor during the inception phase, in close consultation with the FMO. The inception report will also summarize the main issues identified during the desk review.
- A finalized evaluation report (maximum 30 pages, plus annexes) addressing the requirements of those issues of relevance, and additional requirements that may be specified in the inception report and/or correspondence between the FMO and the contractor.
- A presentation summarizing the main findings, conclusions, and recommendations of the evaluation. These will be reviewed at a debriefing meeting involving key actors and stakeholders.

5. ACTIVITIES

The main focus of the activities will be to:

- (1) Gather information from different sources, and using different methods, inter alia, in-depth interviews, and one or more surveys. Sources of information and methods of collection will be specified in detail in the inception report. There will be extensive focus to face consultation with relevant parties, mainly in the beneficiary states, but also in Brussels and other relevant locations. This will include parties not directly involved with the grant funded projects, but nevertheless having an important role in the sector.
- (2) Analyze the information;
- (3) Make comparisons (between beneficiary states, and with other instruments);
- (4) Draw conclusions;
- (5) Make recommendations; and
- (6) Communicate the results effectively to relevant parties.

The following key steps are identified. Steps 4 to 6 will be specified in detail in the inception report:

- (1) Preparation;

⁶ I.e. projects that have led to substantive and sustainable changes in the performance of relevant systems and/or organizations in areas identified as priorities for the implementation of the Schengen acquis and/or enhancement of the judiciary and prisons.

- (2) Desk review, data gathering, and inception meeting;
- (3) Preparation of the inception report;
- (4) Fieldwork;
- (5) Drafting of the evaluation report;
- (6) Presentation of the draft findings, conclusions, and recommendations for discussion and feedback;
- (7) Finalisation of the evaluation report;
- (8) Dissemination of the findings, conclusions, and recommendations;

6. KEY MILESTONES

Key milestone	Indicative target date
Kick-off meeting between the FMO & the contractor	By 10/07/2009
Submission of draft inception report to FMO	Mid August
Commencement of fieldwork	Mid September
Draft evaluation report submitted to FMO	End of October
Consultations on draft report concluded	Mid November
Finalised report submitted to FMO	End of November

Indicative target dates may need to be revised. The contractor will communicate any such change promptly to the FMO.

7. EXPERT/S INPUTS(INDICATIVE WORKING DAYS)

The following is an indicative breakdown for the required person-days needed to complete the assignment.

	Team Leader	Expert	Expert	Junior Expert	Total
	(Category I)	(Category II)	(Category II)	(Category III)	All Experts
1 Preparatory Phase	3	0	0	0	3
2 Desk Phase data gathering	8	0	0	5	13
3 Inception Report	10	2	2	1	15
4 Field Work	18	25	20	0	63
5 Draft Final Report	10	5	5	2	22
6 Reference Group Workshop Consultations	4	0	0	3	7
7 Report Finalisation	3	2	2	0	7
8 Dissemination Feedback	2	0	0	0	2
Total Person-Days	60	29	29	11	132

INDICATIVE TOTAL PERSON-DAYS: 132

8. BUDGET & PAYMENTS

The maximum total budget available for this activity is outlined in the budget sheet attached to the contract.

Payments will be divided as follow:

- 33% Inception payment upon receipt of a correct invoice/request for payment
- 33% upon approval of the final evaluation report

9. CONTACT PERSONS AT THE FMO

Coordinator: Mr Andreas Aabel (aas@fmo.no)
Head of Evaluations & Reviews: Ms. Kåthi Svendsen (kath@fmo.no)
Support: Ms Malene Christensen (malene.christensen@fmo.no),
Ms Emily Herold-Wissell (Emily.HRW@fmo.no)

Annex 4. National Schengen & Judiciary Priority Themes

CZ	
1	Policing as public service
2	Regional airports compatible with Schengen acquis
3	Strengthening education system within the judiciary sector
4	Programmes to fight corruption, organised crime and trafficking in drugs and humans

EE	
1	Strengthening of the court and prison system
2	Development of systems for safekeeping and exchange of confidential and classified information with EU and NATO states and organisations
3	Strengthening Police co-operation and competence transfer in Schengen-related issues between Estonia and Norway
4	Combating organised crime in the area of trafficking in human beings

LT	
1	Development of judiciary information system
2	Combating trans-national organised crime, with emphasis on combating trafficking of human beings
3	Training of officials engaged in crime investigation and prosecution activities related to juvenile crime

LV	
1	Strengthening Police-cooperation in order to prepare for membership of the Schengen information system
2	Improved standard of prison buildings and training of personnel
3	Educational programmes in prisons
4	Improved health care and health information for prison inmates
5	Preventive action to reduce youth criminality
6	Competence building in the courts to enhance EU regulations
7	Combating and preventing organized crime
8	Improved competence programmes and physical conditions for asylum seekers and illegal immigrants
9	Strengthening of the probation system

MT	
1	Improved standard of prison buildings and training of personnel
2	Education programmes in prisons
3	Improved healthcare and health information for prison inmates
4	Preventive action to reduce youth criminality

MT	
5	Improved competence programmes and physical conditions for asylum seekers and illegal immigrants

PL	
1	Strengthening of border crossing points
2	IT infrastructure for access to Schengen information systems, VIS and VISION and IT infrastructure for justice and customs administration
3	Infrastructure on EU external border and equipment for combating cross-border crime, organised crime and illegal immigration
4	Infrastructure for customs services
5	Migration and asylum infrastructure
6	Information systems to improve the work of justice units
7	Training for the Ministry of Interior Affairs and Administration and services subordinated by the MIA Schengen principles
8	Combating transnational organised crime, including terrorism, trafficking, smuggling, money-laundering, fraud and corruption
9	Strengthening co-operation of the Police and Border Guarding forces, including development of a communications infrastructure
10	Training in the preventive aspects of policing and Border Guarding through research and widened co-operation between the Police and academic institutions
11	Competence building within the Police force, Border Guarding force and the judiciary to enhance efficiency and integrity
12	Competence building related to visa and asylum applications
13	Competence building related to the prevention of women and children from being trafficked

SK	
1	Implementation of Schengen acquis for security of communication
2	Improve education in Schengen acquis issues
3	Improve efficiency of the judiciary through ICT use and development
4	Implementation of National Schengen Information System (N-SIS/SIS II) and creation of SIRENE office
5	Development of analytical and co-ordination skills of Presidium Police Forces
6	Reduction of pollution of water sources related to the fire and rescue services
7	Reduction of the impact of environmental accidents by implementation of Geographical Information Systems (GIS) in Integrated Rescue System
8	Programmes to fight corruption, organised crime and trafficking of drugs and in human beings
9	Competence building related to visa and asylum applications

Annex 5. Project Promoter Questionnaire

1 To what extent is the project contributing to measurable institutional and/or system performance improvements? Select one option.				
A lot	Somewhat	Little	Not at all	Not sure
2 Which of the following statements best describes the situation for your institution? Select one option.				
2.1 Norway Financial Mechanism funding provided for this project has been vital in enabling this institution to comply with specific acquis				
2.2 Norway Financial Mechanism funding provided for this project was not essential, but it has enabled us to accelerate and/or improve compliance with specific acquis				
2.3 This institution was already largely, or fully implementing relevant acquis at the time of the application, or by the time that the grant agreement was signed				
2.4 None of the above				
3 How high a priority were the activities covered by this project? Select one option.				
High	Medium	Low		
4 Were there any limitations on the use of the grant that prevented your institution from addressing important acquis-related issues? Select one option.				
Yes	No	Not sure		
5 What remains to be done for your institution to meet acquis requirements? Select one option.				
5.1 Nothing. This institution is fully meeting acquis requirements				
5.2 This institution is currently meeting acquis requirements but we will need to do some work in future to keep up with expected changes in the acquis and/or operating environment				
5.3 This institution still has some issues to address				
5.4 This institution still has significant work to do to meet acquis requirements				
5.5 Not sure				
6 How does Norway Financial Mechanism (NFM) funding compare with EU funding in the following respects? Select one option in each row.				
	NFM is better	EU funding is better	No difference	Not sure
6.1 Addresses most important issues				
6.2 Application & management procedures				
6.3 Results & impact				
6.4 Enhances international co-operation				
7 How does Norway Financial Mechanism (NFM) funding compare with national (domestic) funding in the following respects? Select one option in each row.				
	NFM is better	National funding is better	No difference	Not sure
7.1 Addresses most important issues				
7.2 Application & management procedures				
7.3 Results & impact				
7.4 Enhances international co-operation				
8 Does your project involve a Norwegian partner? Select one option.				
No partnership	New partnership		Continuation of existing partnership	

9 Was your institution encouraged or recommended to find a Norwegian partner for this project? Select one option.							
Yes	No	Not sure					
10 If the project involves a Norwegian partner, to what extent do you agree with the following statements? Select one option in each row.			Agree	Neither agree nor disagree	Disagree		
10.1 Co-operation with Norwegian partners has enhanced or will enhance this project							
10.2 Co-operation with Norwegian partners has contributed (or will contribute) significantly to institutional and/or system performance improvements at this institution							
10.3 The project has enhanced, or will enhance long-term operational and strategic co-operation with Norwegian partners							
10.4 Co-operation with Norwegian partners will continue after the finalisation of the project (after all funds have been disbursed)							
10.5 Co-operation with Norwegian partners on this project has produced or is likely to produce the benefits that we expected							
10.6 Co-operation with Norwegian partners is more productive than co-operation with other bi-lateral or multi-national partners							
10.7 Co-operation with Norwegian partners has been problematic							
11 If the project involves a Norwegian project partner, to what extent has the partnership provided or is likely to provide the following benefits? Select one option in each row.				A lot	Some	Little or none	Not sure
11.1 Access to Norwegian technical expertise							
11.2 Opportunity to visit Norway to see how things are done there							
11.3 Opportunity to solve specific bi-lateral issues and problems							
11.4 Enhanced project management and results							
11.5 Other benefits							
12 If your institution looked for a Norwegian project partner for this project, how high a priority were the following considerations? Select one option in each row.				High	Medium	Low	Not sure
12.1 Access to Norwegian technical expertise							
12.2 Opportunity to visit Norway to see how things are done there							
12.3 Opportunity to solve specific bi-lateral issues and problems							
12.4 Enhanced project management and results							
12.5 Other benefits							
13 If there is no Norwegian partner for this project, which of the following best describes the situation with respect to your institution? Select one option.							
13.1 Did not look for a partner							
13.2 Looked, but could not find a suitable partner							
13.3 Found a potential partner, but could not reach agreement							
13.4 Reached agreement with a partner, but the arrangement was subsequently canceled							
13.5 Agreement with a partner exists, but it has not been / is unlikely to be implemented							
13.6 None of the above							
14 Would your institution seek a Norwegian partner, or continue to work with existing Norwegian partners, for future projects? Select one option in each row.				Yes	No	Not sure	
14.1 If further funding from Norway is not available							
14.2 If further funding from Norway is available							