The Twinning of Institutions
Its Use as a Technical Assistance Delivery System

Lauren Cooper
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The Twinning of Institutions
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Lauren Cooper

The World Bank
Washington, D.C., U.S.A.
ABSTRACT

The "twinning" of institutions in developing countries with similar but more mature organizations in other parts of the world has proved to be a very effective way to transfer know-how, train staff, and build up management capabilities. Professional relationships between operating entities offer advantages of complementarity and flexibility over time. The entity supplying technical assistance uses its own resources to offer services to its twin, as needed, in the functional areas in which they both work.

This paper presents the concept of twinning, and discusses design issues such as the substance of the assignment, design of the services, logistical and administrative support, and behavioral factors. It also reviews factors to be considered in determining whether twinning is the most appropriate TA delivery system in a given situation, and provides an outline of possible contractual arrangements.
Le "jumelage" d'institutions des pays en développement et d'organisations analogues mais plus solidement établies dans d'autres parties du monde s'est révélé très efficace sur le plan du transfert des connaissances, de la formation du personnel et de l'amélioration des capacités administratives. Les relations de travail entre organismes exerçant des activités semblables ont l'avantage d'être complémentaires et de pouvoir évoluer dans le temps. L'organisation qui assure l'assistance technique utilise ses propres ressources pour offrir à l'institution jumelle les services dont cette dernière peut avoir besoin dans les secteurs d'activités spécialisées qui sont communs aux deux organismes.

L'auteur du présent document expose le principe du jumelage puis analyse certaines questions relatives à l'application de ce principe, et notamment la nature des tâches assignées, la définition des services, l'appui logistique et administratif et la motivation des partenaires. Il étudie également les éléments à prendre en considération pour décider si le jumelage est, dans une situation donnée, le meilleur moyen de fournir une assistance technique et décrit brièvement les modalités des contrats qui peuvent être adoptées à cette fin.
El hermanamiento de instituciones en los países en desarrollo con organizaciones similares pero de más experiencia en otras partes del mundo ha resultado una forma muy eficaz de transferir conocimientos técnicos, adiestrar a los funcionarios y acrecentar la capacidad administrativa. Las relaciones profesionales entre entidades de operaciones ofrecen ventajas de complementación y flexibilidad en el transcurso del tiempo. La entidad que presta asistencia técnica utiliza sus propios recursos para ofrecer los servicios a la organización hermana, según la necesidad, en las áreas funcionales en que se desenvuelven las dos.

En este documento se presenta el concepto de hermanamiento y se analizan cuestiones de diseño como, por ejemplo, la esencia de la tarea, la estructuración de los servicios, el apoyo logístico y administrativo y los factores de conducta. Asimismo, se examinan los factores que deben tenerse en cuenta para determinar si hermanar instituciones es el sistema más adecuado de prestación de asistencia técnica en una situación determinada, y se da un esbozo de los posibles acuerdos contractuales.
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Designers and practitioners of technical assistance (TA) are familiar with a host of issues that determine the effectiveness of TA assignments. The most frequently encountered problem areas that can limit the effectiveness of an assignment concern its feasibility, design, administration or implementation. Behavioral factors can also affect the assignment's outcome. There are various approaches that are helpful in avoiding or mitigating potential problems, among which is the use of an appropriate TA delivery system.

This paper focuses on the TA delivery system known as twinning, which on occasion has proved to be an effective means of transferring know-how, training staff, and building up management capabilities. As with any other TA delivery system, the effectiveness of twinning depends on understanding what it has to offer and what its limitations are, then making the best use of it to achieve the TA goals.

1/ Background information for this paper was gathered from interviews and visits to agencies which provide TA in twinning arrangements (called suppliers) in North America, Europe and North Africa. World Bank staff who have worked on projects where TA was provided through twinning also provided valuable information and insights.
What is Twinning?

Twinning can be defined as a professional relationship between an operating entity in a developing country and a similar but more mature organization in another part of the world. The services provided by the latter differ from those of a consulting firm in the following respects:

a. The supplier of TA has operating experience in similar functions.

b. Twinning provides opportunities to integrate TA and training.

c. There is flexibility to alter the work program over time and the possibility of very long term cooperation.

d. The TA supplier may lack world-wide experience.

e. The supplier may lack experience in the consulting profession.

Operating Experience

The major advantage of a twinning arrangement to provide TA is having an operating entity stand behind the TA supplier's work. Thus, the entity that provides the assistance can draw upon its own in-house
resources in the relevant functional areas, offering services as needed in the client's complementary functional areas. For example, a supplier entity in a twinning arrangement can train client staff as it trains its own in operating or maintaining equipment. Also, the experts in the field have had practical experience in jobs similar to those which the client's staff are performing. For the client, a twinning arrangement means that the technical assistance comes from a very credible source--another entity actively and successfully engaged in the same type of operations.

**Integrating TA and Training**

A twinning arrangement facilitates the integration of TA and training through the many ways in which services can be provided. For example, the TA supplier's staff may work at the client's facility as advisers or in line positions, for brief or extended periods or during short visits; the client's management and staff may visit the supplier's headquarters; the training can be for various technical skill levels and can be conducted at either facility, or at both, and be tailored to specific needs or offered as part of a regular training program. Twinning provides greater opportunities than many TA systems for training through "role models," which is considered to be one of the most effective training methods for adult learners.\(^2\) Some even believe that exposure to an organization that sees itself as a leader in the field and a center of excellence may instill within the management and staff of the client organization a similar sense of pride, and a will to achieve a superior and reliable product or service.

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\(^2\) Readings for Training Trainers, compiled by Robert Youker and Alice S. Dowsett, Economic Development Institute, World Bank, 1983.
Flexibility Over Time and Long-Term Cooperation

Depending on the terms of the contractual agreement, the client in a twinning arrangement has the flexibility to define and alter its work program over time, thus addressing a variety of issues while maintaining a professional relationship with the TA supplier. The client's staff can turn to the supplier entity, and often to the same individuals with whom they worked, as a source of information and advice for many years after the formal contract has expired.

The possibility of a long-term institution-to-institution relationship can help develop management capabilities. The client entity can benefit directly from the other institution's experience and example, as well as from the advice and training offered. Instead of relying solely on the recommendations of a study to guide it on what to do and how to do it, the client can turn to a tangible "twin" entity and see concrete examples and practical applications of the principles which it is interested in putting into effect in its own operations. Twinning is thus more appropriately used for "institutional" assistance than for engineering TA assignments. Twinning may also provide certain psychological or even political advantages, in that a twinning contract gives at least the appearance of a two-way exchange. Also, the client may view a working

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3/ Institutional assistance includes non-engineering activities such as policy and institutional studies, managerial and operational support, and training. See Francis Lethem and Lauren Cooper, Managing Project-Related Technical Assistance: The Lessons of Success, World Bank Staff Working Paper 586, Washington, D.C., July 1, 1983.
relationship with another like entity more favorably than other forms of TA which it might feel it was pressured to accept.

Flexibility in twinning arrangements may also apply to its cost: the TA services may be made available free of charge, at cost, or at international market rates. Many operating entities charge different rates for different services and may be willing to negotiate terms with a prospective client.

Experience in Design and Consulting

Twinning is not a panacea for every problem related to TA. For example, difficulties may arise if the TA supplier and the client have equipment which differs in the level of technology; there may be a risk that a TA supplier without worldwide experience might transfer inappropriate technical or institutional technology. Other questions include: Is the supplier offering or being asked to do work outside its areas of competence? Is the supplier experienced in providing consulting services (e.g., setting fee schedules, negotiating contracts, establishing a realistic work program), and familiar with consulting (or TA) methods? How can the use of staff and training be designed to make the most of the twinning arrangement? In other words, twinning has implications for the TA supplier, the client and the aid agency that need to be considered in deciding which TA delivery system would best meet the client's needs.

Sectors Concerned

Entities that have established professional relationships through twinning arrangements are found in many sectors and include railways, power companies, water authorities, port authorities, irrigation agencies, universities, research centers, dairy development boards, municipalities, national development banks, mortgage banks, and institutes of management, forestry and agriculture. International as well as national associations have promoted the twinning concept (for example, the International Water Supply Association and the International Association of Ports and Harbors), and it is specifically mentioned in the UNDP Administrator's report (DP/114) on "new dimensions in technical cooperation," adopted by the UNDP Governing Council in June 1975. In the industrial sector, twinning most often takes the form of joint ventures, with some type of equity participation involved. The issues related to twinning as a TA delivery system are discussed in the following sections of this paper.

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5/ In joint venture arrangements, the supplier of technology has a continuous interest in providing know-how to the client. The parties to a joint venture perform complementary, not like, functions; in a manufacturing contract, for instance, the recipient receives technology in return for a supply of reliable, price-competitive products. The market link provides an incentive for both parties and reinforces their commitment to any TA and training that is part of the contract.

6/ Twinning is subject to the same design and implementation considerations as TA that uses other delivery systems (see Francis Lethem and Lauren Cooper, Managing Project-Related Technical Assistance: The Lessons of Success, op. cit.) This paper focuses on the considerations particularly relevant to twinning.
II. Design of the Twinning Arrangement

Substance of the Assignment

In twinning as in any other TA delivery system, the appropriateness of the technology to be transferred—both technical and institutional/managerial—is an important factor. On the technical side, the major issue is the comparative levels of technology at the supplier and client facilities and the risk that the training and advice provided will be inappropriate. On the institutional side, the supplier’s management may rely on operating principles which are not applicable in the client’s managerial, political, legal and economic environment, or which are at a level of sophistication unrelated to the human and financial resources of the twin entity. The fact that the two entities are engaged in the same type of operations does not guarantee a perfect correspondence between them; some adaptation of the technology to the client’s environment may be required.

Twinning works best when the supplier provides services within its areas of expertise (which in most cases will be operations and maintenance), recognizes its own limitations and does not attempt to do tasks in other fields of specialization. For example, it may be highly inefficient for a utility company to try to do detailed design and construction work for its client without the help of a specialized consulting or architectural firm. The particular advantage of twinning derives from focusing on those things an entity does that are not done by other sources of TA, such as consulting firms.
Design of the Services

(a) Options Available in Use of Staff and Training Methods.
In a twinning arrangement the supplier and client staff can work together in a variety of ways as described below.

(1) The supplier's staff work in the field, either individually or in groups:

(a) long-term, as advisers;
(b) long-term, in line positions, or to train;
(c) as visiting experts, going to the field periodically according to an agreed schedule;
(d) key staff long-term, with short back-up visits of technical staff from headquarters as needed.

(2) The client's staff, either as individuals or in groups, work with the supplier:

(a) long-term at the client's or supplier's facility;
(b) short-term at either facility.

(3) The training may be:

(a) formal or informal;
(b) on-the-job;
(c) arranged at the client's or supplier's facility;
(d) provided as part of the supplier's regular training program for its own staff;
(e) offered by a supplier on a regular basis or specially tailored to respond to the client's needs;
(f) reinforced by professional visits to other entities in the same or neighboring countries (study tours).

These are discussed in greater detail below.

Usually no single, standard package of TA services is offered. Except for short-term contracts, twinning lends itself to considerable flexibility in the work program and use of staff over time. As needs change, so too can the individuals involved, the ways in which they work (e.g., first in line positions, later as advisors) and the method and location of the training. While no one entity (or consulting firm) can provide all possible TA services, most suppliers can offer a number of options and are usually willing to try to arrange a satisfactory combination of services. Twinned entities with large numbers of staff and clients not facing financial constraints have more flexibility in their choice of TA services. Since TA is not the primary work of the supplier, the assignment and the client may suffer if the supplier must fit the work program around their own scheduling requirements (such as vacations if the supplier is a university). As in the design of any other TA assignment, choices need to be made about how best to use TA and local staff, e.g., in advisory, coaching, counterpart or team relationships.
Provisions for training vary in twinning arrangements. In some cases, courses are specially designed for groups of client staff and conducted at either the supplier’s or the client’s headquarters. On-the-job training at the supplier’s facility may or may not be included, as some suppliers face legal restrictions in their ability to provide on-the-job training at their own facilities. Where only a small number of client staff are involved, they often will follow the same training program as the supplier’s staff. Some suppliers believe that training conducted at the client’s facilities limits the risk of training on inappropriate technology and creating a demand from the trainees for new equipment at home, and provides more support for trainees seeking to apply new skills (through the presence of trainers in the field). Many TA suppliers feel that building up a client’s in-country training capacity is a high priority and a necessary first step in realizing the full potential of twinning as a TA delivery system.

Whether the twinning arrangement provides for the client to be trained at his own or at the supplier’s facilities, most suppliers try to emphasize that their own way of doing things is just one example among several alternatives available to the client. To reinforce this, contracts often include client visits to similar agencies in several countries to be arranged by the primary TA supplier. Clients are encouraged to think independently. One supplier suggested that its strength in providing TA lies not so much in the transfer of any one technology but rather in sharing its experience and skill in applying techniques.

Twinning has produced creative combinations in the use of TA staff and training methods. One case involved a relationship between two
civil service training schools, one in Europe and the other in Africa. At the time of the African country's independence in the early 1960s, staff from the European school served as teachers for several years at the African training school. Over the years, the African school has developed into a primarily clerical training center, but it sent many of its teaching staff to the European school for training in various aspects of public administration.

In the 1970s, the Africans asked this European school to help them increase their own capacity to provide management development training in health administration. Four of the best African trainers went to Europe and, working in conjunction with the European staff, they developed a course in hospital administration which they hoped would be relevant in their home country. When the Africans returned home to be course leaders, three staff members from the European school provided support on a "visiting expert" basis, going to the field periodically over the six-month period the training course was to run. The purpose of these visits was threefold: (1) to provide back-up, (2) to help make adjustments to the curriculum, and (3) to help the African instructors review and evaluate their students' projects.

This example illustrates several aspects of effective TA provided through twinning arrangements:

(a) The client's staff was committed to the assistance, as evidenced by the fact that they initiated the relationship.
(b) The tasks were feasible, in terms of the state of the art and the time allocated.

(c) The supplier had experience in doing exactly what the client wanted to do (design and teach a health administration course).

(d) Cooperation and mutual trust developed over a 15-20 year period, with nationals of both countries gaining experience at each other's facilities.

(e) The work program changed over time as the client's needs and capabilities changed, and good use was made of several different methods of TA delivery available through twinning.

(f) Appropriate support was provided to the African health administration instructors upon their return home; as they were already experienced trainers before they worked on the health program, they did not require constant supervision but rather the kind of periodic support they got from the staff of their European twin.
(g) There was a continuous source of funding:

originally 100% of the work was financed through bilateral aid, but the African government paid about 10% of the costs over the last few years of the contract.

Most TA suppliers rightly express a desire to work with the client from the start, assisting with the identification of needs, designing a program to meet them, and implementing and evaluating the program. One possible start-up is the use of the international executive service schemes of the United States, Canada and other countries, whereby a retired executive is assigned on a grant basis to work with a client entity for up to six months. Such initial assignment may lead to a twinning relationship between the volunteer’s former employer and the client entity.

(b) Drawing on Experience from Other Developing Countries.

Twinning between developing country entities can increase the likelihood of transferring appropriate technologies, as well as enhancing the opportunity for collaboration between supplier and client. For a developing country supplier of TA, twinning offers advantages in the form of professional, personal and financial rewards to individual staff and can earn foreign exchange for the country and bring increased prestige to the agency providing the assistance. However, developing country suppliers may have somewhat ambivalent attitudes towards twinning. On the one hand, providing TA may be considered primarily as a duty, an obligatory national image-building activity, and even as a sacrifice (in light of the likely demands already being made on scarce human resources). On the other hand,
it is also a potentially rewarding commercial activity, source of employment or means to capture a share of the international consulting business.

Discussions with officials of a North African country's investment bank, electricity and water distribution companies highlighted several advantages to the client of TA suppliers from developing countries. About 20 years ago, the North African supplier had had to reinterpret the technical and administrative colonial legacy in terms of its own human and financial resources and cultural identity—and then to forge ahead by drawing on additional sources of assistance in other European countries. The staff who guided the entity through this process are now in senior positions and available to other developing countries as TA designers and trainers. When working in other countries, the supplier staff indicated that they have not promoted their own solutions as being appropriate everywhere. Instead, like other successful TA suppliers, they have shared their approach and attitudes towards problems and how to solve them, taking into account local resources and conditions in any suggestions they make. These TA suppliers added that they maintained close ties with similar agencies in Europe, and occasionally worked with them in "triplet" relationships in other countries.

(c) Designing Institutional Cooperation. Implicit in the twinning concept is the possibility of fostering institution-to-institution cooperation and learning which theoretically can be a highly effective approach to the institutional development of the client. In addition to any formal training which may take place, the client is positively
influenced by seeing examples of good management provided by the supplier.\textsuperscript{7} One factor that can contribute to institution-to-institution cooperation is establishing a link between the two entities at the very top. Most TA suppliers emphasize the importance of having the top managers of both entities committed to the twinning arrangement. This can be a critical factor in providing support and setting the tone of the relationship down the line. Visits by top management to each other's facilities have been found to be useful for increasing understanding of each other's operations and helping to identify the tasks and ways in which the two entities can work together. This has been reported to occur in Western Africa in the case of electricity companies and development banks, in the latter case reinforced by the TA supplier's participation in the client's share capital. The institution-to-institution impact could be increased by:

(a) the presence of supplier staff at all levels of the client's facilities in the short term (3-5 years);

(b) fewer staff at any one time but a relationship that is maintained for 15-20 years.\textsuperscript{8}

\textsuperscript{7} Role modeling is an important TA technique for management development. (K. Murrell, \textit{A Systems Approach to the Delivery of TA for Management Development}, reproduced as Annex 3 of \textit{Managing Project-Related Technical Assistance}, op. cit.).

\textsuperscript{8} While there are variations from sector to sector and entity to entity, most analysts feel that institution building requires a 10-20 year perspective. It is possible that this time frame could be shortened with a successful twinning arrangement.
Both the TA supplier and the client face limitations in their ability to implement this concept: the institution-to-institution impact depends on the number and level of staff each entity can take away from operational duties and assign to TA work, the length of time they have to work together and, for the client, the cost of the services. Linking the two entities at many levels can increase the impact of skill transfer and strengthen the sharing of experience (as well as provide an opportunity for feedback on staff performance), but it could also increase the client's dependency if the supplier staff end up running the organization. Which of the two situations occurs depends partly on the nature of the working relationship between client and supplier. Even if the formal contract stipulates how and according to what schedule the requisite skills and responsibilities are to be transferred (which most contracts do not include), it is the informal, "psychological contract" that determines the nature of the working relationship.

The informal contract is difficult to incorporate in the design of a project, since it depends on the personalities of the individuals concerned, the interpersonal relationships they develop, and their expectations of each other as individuals and as a group. The development of an effective informal contract can be promoted by financing a diagnosis study to be done by the intended supplier, and by providing for the client to make study tours of the supplier's facilities. (Annex 1 illustrates how both parties to a twinning arrangement may be able to address the formal and psychological aspects of the relationship). The risk of excessive client dependency may also be reduced by the use of third parties, discussed in the next section.
(d) **Use of Third Parties.** One option highly recommended by some TA designers is the involvement in a twinning arrangement of a third party, such as a consulting firm from either the supplier or client country, or another like entity (a "triplet"), probably where the supplier is from another developing country. Another variation, perhaps appropriate for an already fairly mature client, is to enter into twinning arrangements with several supplier entities, from whom the client can choose the techniques most suited to its own needs. Involving a third party has several advantages. The third party could (a) contribute to the TA assignment a world-wide perspective and experience, which an operating entity may lack; (b) attend to the administrative and logistical aspects of the consultancy (especially where the TA supplier lacks consultancy experience and skills), thus freeing the supplier to focus on the services it has to offer; (c) provide expertise in substantive areas, such as organization design, where the supplier may lack experience, and/or provide professional backstopping (i.e., serve as a safety net); and (d) supplement the supplier's staff with personnel to work on consultancy contracts.  

The third party to a twinning arrangement may be the primary contractor, or may be subcontracted by the supplier entity. Engineering consulting firms, for example, often subcontract utilities to work on the operational, maintenance and training aspects of TA contracts. One port authority has established working relationships with a number of private stevedoring companies and management consulting firms, sometimes working  

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*Although some people fear that the entity supplying the TA will tend to recruit outsiders instead of assigning its own staff, in practice supplier staff usually outnumber outsiders. As with any consulting contract, clients should request the supplier to indicate key staff proposed to do the work before a contract is signed in order to determine how many outside personnel would be included.*
with them as the primary contractor and sometimes as the subcontracted party. A European mortgage bank is working with two consulting firms, one from its own country and the other from the client's country. The firm from the supplier's country has had working experience in the client’s country and is bringing to bear its expertise in management and training to complement the bank's technical expertise in mortgage banking. The host country consultants are contributing knowledge of how things are done in their own political and cultural environment.

(e) Designing Feedback Mechanisms on Performance Overseas. In twinning as in any TA delivery system, clearly defined lines of communication between supplier and client staff are essential in order to keep track of progress, call attention to problems, and provide feedback. The fact that client and supplier staff are working at the same facility does not automatically ensure that they are communicating with each other. Problems can arise if it is not clear to whom the supplier's field staff are answerable in the client agency. There is sometimes confusion, too, as to who supervises the supplier's field staff at their own headquarters—the consultancy manager or their own operational manager. The terms of reference should clearly specify all lines of accountability.

The likelihood of obtaining feedback on the performance of supplier staff in the field can be enhanced by several means: (a) appointing a technical and a non-technical manager, with one providing professional support on technical matters and the other dealing with the administrative aspects and client relations; (b) establishing a secretariat
that meets on a regular basis and is composed of staff from the TA supplier, the client and any other contractual parties such as consultants or the aid agency; (c) establishing links between high level staff of the two entities (e.g., between their general managers) or arranging cross-memberships on each other's board of directors, which can provide a useful line of communication.

Many suppliers find that even where lines of communication and responsibility are clear, it is usually difficult to obtain negative feedback on their own staff's performance in the field. This may be partly attributable to the host culture and whether or not, or how, negative feedback is communicated. If there are several supplier staff members working in the field, the one in charge may consider it a reflection on his or her own performance to report negatively on another member's work. Most suppliers say that they find out about their field staff's unsatisfactory performance only after they have returned to headquarters, by which time, of course, it is too late to replace them. Several suppliers are currently trying to devise more effective ways to obtain feedback on staff performance to help them provide better service to their clients.

(f) Length of Relationship. Most twinning contracts typically cover two to three years' work, the same as any TA contract, and the relationship usually terminates after the contract period.10/ The institutional development potential of twinning is limited where twinning is used as a mere substitute for, say, the employment of a consulting

10/ Exceptions to this are more likely to be in education and research, where twinning relationships may continue for 15 to 20 years.
firm. The staff and financial constraints implicit in a long-term relationship can be addressed by using one or more of the following approaches:

(a) a general services agreement, in which the entities agree to cooperate over an initial period of, say, two years. Both entities usually assume that the agreement can and will be renewed, if all goes well during the first contract. The two entities jointly determine specific tasks they will work on over the contract period, the staff and time required, and the cost. This enables the client to procure TA services as needed and as its budget allows; it also puts less strain on both the supplier's and the client's staff since the identified tasks need not require the full-time attention of the same staff for the duration of the contract period;

(b) a visiting expert system;

(c) provision of services for free or at cost, from the outset or after completion of the initial contract;\(^{11}\)

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\(^{11}\) Some suppliers give free advice, and in some cases will visit the client's facility to assess needs at no cost to the client. Also, it is not uncommon to find one authority providing different services charged at different rates, and many suppliers have a degree of flexibility to negotiate terms with a prospective client.
(d) bilateral or multilateral funding, to allow continuation of the twinning;

(e) post-project funding, included in the original contract, to encourage follow-up action to reinforce and ensure continued institutional development.

A combination of these approaches is illustrated in Annex 1.
III. Administrative Design and Staffing

Logistical and Administrative Support

In a twinning arrangement, the question of logistical and administrative support capabilities applies to both the TA supplier and the client. If a TA supplier has limited experience in administering contracts, its staff may take courses on consulting (available in the United States), a third party with relevant experience may be hired, or a separate consulting department or subsidiary may be formed. Many suppliers have established a working relationship with one or more international consulting firms for this purpose.

Staffing

(a) Supplier Staff. The impact of TA work on an entity's primary operations depends on the number and level of the staff who are removed from their regular duties to do the work and how long they are engaged in the work, both overseas and at headquarters. In order to minimize potential negative impact on headquarters operations, most entities limit the number of contracts they accept, or the length of time their staff work overseas, or eschew contracts that would require a large number of their own staff.

When a supplier entity has created a separate consulting division, the latter is usually responsible for marketing the TA services, negotiating the contracts, maintaining good relations with the clients, and managing the TA assignments. The consulting division rarely performs TA
tasks; the staff who do so are almost always drawn from the supplier's operational departments and they return to their operational jobs upon completion of their TA assignment.

Managers of operational departments are understandably reluctant to release their best staff from regular duties, but may be persuaded to do so if they know that TA work is a corporate objective, to be included in the evaluation of their performance. On short-term field assignments, individual supplier staff may be motivated by salary enhancements and the professional challenges of TA work which they might not otherwise find. On longer-term field assignments, however, these incentives can be overshadowed by the risk of getting sidetracked from career development at headquarters. A long-term assignment abroad means time spent on work which is not likely to be directly related to a headquarters job and which may or may not be valued by line management at home. Re-entry into the mainstream at headquarters can be difficult after a two-year absence.

TA suppliers recognize the career concerns of staff as a real constraint in obtaining the services of their best employees, especially for long-term assignments. While top management may genuinely believe in the benefits of TA work for the professional and personal growth of individual staff, few have--to our knowledge--adopted a policy to ease re-entry problems or have found ways to take account of TA work done in the field for career advancement at home. Some suppliers are making an effort to address this issue. The consultancy manager of one entity (which is actively seeking to increase its TA work) is pushing for a company policy that makes overseas work almost a requirement for promotion at
headquarters. In his opinion, overseas work is not only beneficial to senior staff development, but also provides opportunities for more junior staff to take on added responsibilities at home in the absence of their seniors.

Due to the potential problems of consultancy work mentioned above, most TA suppliers have a policy of self-selection for overseas work from among those staff whose professional and personal backgrounds make them likely candidates. Since individual staff may not have previously worked abroad, and may not have a proven ability to work at various technical skill levels, as would normally be desirable, clients might wish to interview key candidates proposed by the supplier entity just as they normally would with any consulting firm.

(b) Client Staff. Clients face some of the same constraints as suppliers in staffing a TA contract. Working with the TA staff, especially conducting a study or being trained, may require the client staff to spend less time than usual on their regular functions. It may be more difficult for the client than for the supplier to limit the contracts it enters into, particularly in cases when the client entity is interested in an investment package to which the TA is ostensibly linked.

Appropriate client staff cannot be assumed to be available in a twinning arrangement any more than in other TA delivery systems. Even where a separate project unit or team is not required, TA suppliers sometimes find that no client staff have been assigned to work with them. Suppliers have also found that inappropriate client staff were selected for
training abroad. It may be helpful for the supplier staff first to investigate and report on the situation in the field as the initial phase of the assignment before the client and supplier agree on a longer-term contract (page 16 and Annex 1), and subsequently for the supplier to be involved in setting up selection criteria and/or pre-screening the candidates for training.

Behavioral Factors

The fact that TA staff in twinning arrangements usually have greater job security than employees of consulting firms or experts from UN agencies may have a positive influence on their performance as they may be better able to focus their energies on their TA assignment and not have to worry about (or actively seek) their next job.

The cross-cultural skills of supplier staff are another important behavioral consideration in twinning as in other TA delivery systems. Suppliers vary in the emphasis they place on preparing their staff for life and work in another culture, but most agencies make at least a minimal effort to do so. A lack of international experience does not in itself mean that the staff will be more or less culturally sensitive, but it could mean that they (and their family, where applicable), will be less prepared to deal with the work situation and living conditions that they will encounter in the client’s country, and therefore may require a longer adjustment period than individuals with greater experience. On the other hand, the lack of international experience could also mean that they will have fewer preconceptions and a greater willingness and ability to be
flexible in adapting to a new environment. In at least one South Asian country, a consulting firm has specialized in providing cross-cultural training to staff from foreign and local firms who are expected to work together.

Client staff likewise face the challenge of adjusting to a different culture when they go to the supplier’s facilities for training or to work. In those few cases where TA suppliers have sent client staff home before completion of their training or work program, the reason cited was inability to adjust socially and culturally, not an inappropriate professional background. Many suppliers provide orientation sessions for client staff upon their arrival to help them understand the cultural differences and ease their adjustment. In some cases, one or more of the supplier’s staff are assigned responsibility for the personal wellbeing of visiting client staff.

Operating Entities and Commitment to TA

(i) Sources of Support and Motivation. The source and strength of support for twinning—i.e., a mandate of top management or the interest of line staff, and the motivation of those promoting twinning (increased corporate profits, avoiding staff redundancy and dismissals, aid and trade, etc.) within a supplier entity and among its constituents (such as shareholders, customers, regulating bodies)—will determine:

(a) the supplier’s commitment to TA work and the extent to which the entity’s management and staff feel that
their professional/commercial reputation is at
stake;12/

(b) how they organize themselves to provide the
assistance, for example, by assigning one or two
staff members to work on the consultancy in addition
to their regular work, by assigning one or two staff
members whose primary task is to manage consultancy,
by setting up a separate consultancy division, or by
creating a subsidiary of the parent entity. (While
it is difficult to generalize it does seem that
without at least one person assigned on a full-time
basis to consultancy, the line staff or their
managers will find themselves burdened with the tasks
of managing a TA contract in addition to their other

12/ The strength of a mandate to do this type of work can change over
time. In one entity visited, the general manager and one of his staff
members were keen on twinning and in fact were active on a committee
of an international professional association that finds TA twins for
clients requesting such assistance. Seven years ago this entity had
the active support of the city council, to whom it is accountable, and
the city council was responsible for identifying, promoting and
arranging the entity’s first twinning assignment. Upon completion of
the first contract, the entity was interested in maintaining a
relationship with its TA twin, but the city council would not allow
further contracts because it felt that politics in the client city had
become undemocratic. Due to present economic and political realities
at home, the city council has withdrawn its support for twinning
anywhere and has curtailed the entity’s activity, much to the
disappointment and frustration of the general manager and the staff
member most interested. They had to stop proceeding with a proposed
contract which was all but signed because of the city council’s change
in policy. This example illustrates an aspect of twinning rarely
found in other TA delivery systems: where the TA supplier’s
policymakers are a political body, the supplier may be restricted from
entering into consultancies for political and/or economic reasons at
home or in the potential client’s country.
duties, and both their own and the consultancy work may suffer as a result);

(c) how much of the entity's resources, particularly staff, they are willing and able to devote to TA work;

(d) what proportion of the work they do free of charge, at cost, and for profit, in order to ensure that their consultancy work operates on at least a cost recovery basis. (Public entities in particular must take care that overseas work does not take away (and is not perceived as doing so) resources or services from the home clients, and that the local constituency does not pay for or subsidize consultancy work); and

(e) whether they actively seek such work or only respond to requests for it on an ad hoc basis.

(ii) Conflicting Needs. The main strength of twinning as a TA delivery system is also a potential source of conflict for the supplier: the supplier's primary corporate objective is to fulfill its obligations as an operating entity and not to provide technical assistance. Moreover, managers of successful operating entities may not have the specialized knowledge and skills needed to run a successful consulting operation (Section I). The spirit of a consultancy group and that of an operational
entity may represent two different "cultures" within an organization, with a potential for conflict between their goals and their need for the same resources. The effectiveness of both these cultures can be determined by how well they resolve potential conflicts of interest.

13/ The concept of two cultures was first presented to the author by G. G. Dunnion, consultancy manager of the Electricity Supply Board (ESB) of Ireland.
IV. Conclusion: Things to Consider in a Twinning Arrangement

In order to determine if twinning is the most appropriate delivery system, TA designers must first prepare the ground for the TA assignment itself. This means examining the commitment to and achieving consensus on the goals of TA, including identification of need, assessment of the feasibility of the proposed assistance, and obtaining commitment to TA as the most appropriate means of addressing the need. Once this initial work is done, the next step is the design of the services. The contract should specify a phasing of the work to enable an initial diagnosis, to ensure periodic joint reviews and to allow the work program to be redesigned if necessary (see Annex 1). Specifying the tasks to be done in outline TOR can help clarify what skills or combination of skills will be needed to implement the TA. Armed with this information and knowledge about the advantages and disadvantages of various TA delivery systems, the client can make a choice about which system (or combination of systems) will be most effective and responsive to its needs.

For assignments dealing with operational and maintenance tasks, twinning of entities has considerable promise for effective delivery of TA. It is important to recognize that (a) twinning used alone may not satisfy all the requirements, and that a TA assignment may be most effectively implemented by using several TA delivery systems, either together or separately over time; (b) entities are not necessarily compatible simply because they are in the same business; and (c) both client and supplier may need guidance in setting up a twinning arrangement and working together to carry it out with maximum effectiveness.
If twinning is one of the systems decided upon, the next step is to identify and assess potential twins. The client may have had contacts with supplier entities through previous work or through conferences or seminars, in which case it can contact the supplier directly. If clients are unaware of entities offering such services, they may wish to advertise the job, indicating that only (or preferably) a similar operating entity—alone or in association with a consulting firm—need apply. Clients may also find assistance from national or international professional societies, or national associations of manufacturers. For example, the Committee for Cooperation and Development (COCODEV) of the International Water Supply Association will assist clients to find water authorities with which to twin. The International Association of Ports and Harbors publishes the "International Survey of Port Training, Advisory Facilities and Requirements," which lists ports offering TA and training. For training, the survey provides summary information on course content, length, and level of workers for whom the course is designed. For TA, the survey briefly describes the fields of experience from which advisers are available and the length of time they would be able to spend in the field. The survey also provides information on institutes providing training in the ports field, and includes names and addresses, course titles, language of instruction, duration, restrictions for participation, and other pertinent information.

In sectors where such information and assistance are not readily available from an international association, or where it is not practicable to ask for the advice of an international aid agency, clients may wish to contact national trade promotion, development or professional organizations
or associations or national aid agencies to help them identify potential twins. Consulting firms or training firms may also be contracted for this purpose or to design study tours which provide an opportunity to identify a potential partner institution. Volunteer organizations may also be a source of contacts.

In assessing whether it wishes to work with a particular supplier, the client needs to consider the issues and questions relevant to any TA system and, in addition, consider the following issues which are of particular interest in twinning arrangements:

**Motivation.** Why is the supplier interested in doing consultancy work? What is the supplier's stake in TA work? Exploring the supplier's motivation will help assess their commitment and give some clues as to how they are likely to approach the work. (One should keep in mind that motivation, like commitment, applies to the individuals involved as well as to the corporate entity).

**Using the Supplier's Skills to Best Advantage.** What is the supplier's specialty and expertise? Is the supplier being asked, or offering, to perform services outside its areas of expertise? Does the supplier know (and admit) its own limitations? The strength of twinning derives from focusing on those things an entity does that other TA suppliers do not do (as well).

**Institution-to-Institution Impact.** Is institutional development through twinning a goal of the TA and of the client entity? If it is, by what
means can it be promoted? What arrangements can be made to increase the institution-to-institution impact? Should there be post-project financing to keep the relationship going (from the same agency, a bilateral donor from the supplier’s country or other sources)? The dimensions involved here are time, finances, and numbers of staff (see pages 14-16). Contracts stipulating follow-up are one way to prolong the working relationship. General services agreements and retainer arrangements can also provide opportunities to increase the institution-to-institution impact.

**Experience in Consulting Aspects.** Is the supplier experienced in running a consulting operation? How is the supplier organized internally to provide consulting services—is there added management responsibility in the operating departments, a separate consultancy department, a legally separate subsidiary?

**Appropriate Technology.** Is there a risk of inappropriateness in both the technical and institutional aspects of the supplier entity in relation to the client? Does the supplier operate at or is it familiar with various levels of technology? Does the supplier propose to make adaptations to fit the client's environment?

**Design of Delivery of Services.** What choices are available in using supplier staff and in training? (For example, short-term vs. long-term staff, in-plant vs. overseas training, contacts limited to the supplier vs. access to other sources of information). Can the design of the services be altered if necessary? What feedback
mechanisms are proposed for (a) periodic joint assessment and redesign of the work; (b) staff performance evaluation; (c) conflict resolution. One of the advantages of twinning is the possibility of changing the work program and staffing arrangements while maintaining continuity in the professional relationship.

**Selection of Supplier Staff.** What criteria does the supplier use to select staff for TA work? Do supplier staff have relevant experience? How does the supplier assess and ensure the cultural and pedagogical appropriateness of staff sent abroad? Can the client interview key supplier staff who are candidates for the TA work?

**Strain on Supplier Resources.** Is the supplier able to take on (additional) TA assignments without compromising the services it provides to both its home and foreign clients?

**Use of Outside Staff.** Does the supplier plan to hire individuals from outside the entity in order to staff the contract? Is there a consulting firm with which the entity has established a working relationship? (Most entities have worked with consulting firms, either as subcontractors or subcontractees, in order to complement their own expertise in areas where they know themselves to be lacking).

**Links Between the Two Entities.** At what organizational levels should the two entities be linked? Are special lines of communication needed between the client and the supplier's headquarters?
ANNEX 1.
PRELIMINARY INVENTORY OF SOURCES OF TA THROUGH TWINNING

Set out below is an inventory of the sectors in which twinning relationships have been arranged and some of the sources of TA and/or further information for each sector. In addition, of course, UN agencies in each sector are also likely resources.

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<th>Sector</th>
<th>Sources of TA/Further Information</th>
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<td>(a) Organizations promoting exchanges between municipalities</td>
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<td>(b) Individual mortgage banks</td>
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<td>2. Water Supply and Sanitation</td>
<td>(a) Committee for Cooperation and Development (COCODEV) of the International Water Supply Association (IWSA)</td>
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<td>(b) National Water Authorities</td>
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<td>(c) Individual entities</td>
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<tr>
<td>3. Transport</td>
<td>(a) International Roads Federation</td>
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<td>(b) National or state highway commissions</td>
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<td>(c) International Association of Ports and Harbors</td>
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<td>(d) Individual ports and harbors</td>
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<td></td>
<td>(e) International Union of Railways</td>
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<td></td>
<td>(f) National railway companies (and their consulting subsidiaries)</td>
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<tr>
<td>4. Education</td>
<td>(a) National education associations</td>
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<td>(b) International divisions of national associations of universities</td>
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<tr>
<td></td>
<td>(c) Individual universities</td>
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1/ For any sector, state organizations promoting the consulting services of the parastatal agencies in the country or national aid/international cooperation agencies can be helpful.
5. **Agriculture**

(a) Agricultural colleges or departments within universities

(b) Dairy boards, credit associations, producer cooperatives

(c) National ministries/departments of agriculture, livestock, fisheries, irrigation, etc.

(d) Consultative Group on International Agricultural Research (CGIAR) and individual agriculture research stations

6. **Power**

(a) Individual (private or public) utility companies

7. **Development finance institutions**

(a) World Federation of DFIs

(b) Regional associations of DFIs

8. **Industry**

(a) National associations of manufacturers

9. **Volunteer Executive Services**

(a) IESC (International Executive Service Corp.), U.S.A.

(b) CESO (Canadian Executive Services Overseas), Canada

(c) BESO (British Executive Services Overseas), U.K.

(d) ECTI (Echanges et Consultants Techniques Internationaux), France

(e) SEC (Senior Expert Corps.), Switzerland

(f) JESA (Japan Expert Services Abroad), Japan
(g) NMCP (The Netherlands Management Consultancy), Holland

(h) The Federal Republic of Germany and Australia are in the final stages of launching similar programs.
ANNEX 2.

TWINNING OF AGENCIES:
OUTLINE OF POSSIBLE CONTRACT PROVISIONS

This annex attempts to illustrate possible arrangements between two electric utilities. However, anything substantially on the lines of this Annex would be appropriate.

The purpose of the services, to be financed by an aid agency, is to assist in the urgently needed rehabilitation of a power system and to strengthen the management of a utility in a developing country.

Both the LDC utility and the aid agency have agreed (a) on the nature of the problems; (b) on outline terms of reference for the consulting assignment; and (c) that ideally the principal supplier of the services should be a foreign utility comparable in size and system facilities, though possibly assisted by specialist consultants as needed.

The contractual services are to be provided in two phases: (a) a diagnostic first phase, and (b) an implementation second phase. Terms of reference (TOR) are only available for the first phase, during which the TOR for the second phase will be prepared.

The annex consists of:

a. key provisions in the formal contract for the consulting services; and

b. an exchange of letters between the two utilities illustrating their attempt to put in writing the spirit in which they are approaching their relationship (what Edgar Schein describes as the "psychological" contract).1/

I. The Contract

I. Undertakings by the Consultant (the foreign utility)

The purpose of the contract is to provide (a) engineering, technical, accounting and managerial expertise on all aspects of electric utility operations to assist the client (the local utility) towards achieving its objective of ensuring a continuous reliable supply of electricity at minimum cost; (b) on-the-job and formal training assistance both at the client's plant and abroad to ensure that the client achieves ___% self-reliance within ____ years. More specifically:

A. The work to be performed by the consultant under this Agreement will be as follows:

Phase I: Diagnostic

(1) Prepare jointly with client staff a study identifying the critical/priority areas on which significant and rapid improvement can be made to quickly improve the continuity of electricity supply in the country and help to ensure that this improvement is maintained in the longer term.

(a) These key/priority areas now proposed for immediate action are:

- A generation rehabilitation program
- Implementation of a coordinated Main System Protection Plan
- Development of effective systems for procurement, purchasing and stock management
- Development of a program for the commissioning, staff procurement/training and operation of a new Power Station
- Development of a Manpower Plan for the client, to include:
  - Staff numbers and levels
  - Reward systems
  - Training needs

(b) Other priority areas for possible action may also include:

- System planning and design, standards, etc.
- Engineering
Main system operation and control
- Distribution, construction, maintenance, operation, standards, practices, procedures
- Customers billing, bills collection and accounting
- Information systems and technical library and communications
- Maintenance management systems

(c) Since some of the problems faced by the client are external to its organization such as restrictions on foreign exchange, difficult importation and contract award procedures, negative impact of civil service regulation on staff morale, the consultant, with the assistance of management specialists as appropriate, will propose measures to improve the client's ability to manage its external environment.

(2) Upon receipt of the client's decision on priority areas for improvement, prepare a comprehensive program to recommend immediate as well as longer term corrective actions to develop effective organization structures, staffing systems and procedures appropriate to each major priority area. For each main corrective action recommended, the study will give estimates of foreign and local manpower requirements in numbers and specialties, estimates of required manufacturers' services, terms of reference for any recommended further studies (possibly by other consultants), foreign and local cost estimates, implementation schedules and results to be achieved. Work to be done locally and at the consultant's home office will be specified. Finally, an overall implementation plan will be prepared based on the relative priorities of the individual actions so that the combined consultant/client resources can be used to implement corrections in the most cost effective manner.

**Phase II: Implementation**

(3) The consultant will implement, with the help of the client staff, those actions, studies and training programs defined in the comprehensive program that will be specified by the client. For each of these activities specific individuals from the staff of the client and of the consultant will be designated.

B. The services to be performed above under Phase I shall be performed over a period of about ten weeks, generally in accordance with the Work Plan in Attachment A. Phase II is expected to take three years to complete. The obligations of the consultant under subparagraph (3) shall not commence before receipt of the written instructions of the client. As provided in para. 5 below, the client shall elect at the end of Phase I to proceed or not to proceed. If the client elects to proceed, then reimbursement of costs and expenses shall be in accordance
with para. 2 below. If the client elects not to proceed into Phase II, then this Agreement shall be wound up in accordance with para. 5 below. The client shall have a reasonable amount of time, not to exceed six months from the completion of Phase I, in which to elect to proceed or not. If no election is made at the end of this six month period, then the consultant may elect to terminate this Agreement, in which case he shall submit a final invoice.

C. The Services will be primarily provided by personnel of the consultant and at the rates as specified in Attachment B. [This should be followed by the usual provisions on staff substitution and use of other specialists as needed].

D. The consultant will provide one senior Resident Manager to lead the diagnostic team during Phase I and, if requested to implement Phase II, also to direct and supervise the various teams assigned to Phase II. The Resident Manager will liaise with the Client Senior Management to agree on the resources and work schedules for each activity under Phase II.

E. The consultant will keep accurate and systematic accounts and records for Services and allow their inspection by a recognized accounting firm designated by the client.

2. Costs and Payments

a. Costs. The client shall pay for the following items in [US dollars] in connection with the Services called for in this Agreement: [This should refer to Attachment B and include a provision for annual escalation of daily rates under Phase II].

b. Advance. [An advance payment against reimbursable expenses expected to be incurred in Phase I may be specified.]

c. Monthly billings. [This should indicate the procedure for invoicing by the consultant and when and where payments should be made by the Client].

d. Final payment.

e. Contract amount. The total amount of the contract under Phase I above is not anticipated to exceed [US$ _____]; and [US$ _____] under Phase II.

f. Incentive payments. [A provision may be made to provide a bonus to the consultant in relation with attainment of reliability targets, output targets or staff training targets, as may be specified in the detailed terms of reference in Attachment 1.]
3. **Undertakings of the Client**

   a. The client will assign to work on the study, personnel specified in Attachment C and such other personnel as may be agreed from time to time with the consultant.

   b. The client, in consultation with the consultant, will select client staff to be trained, and agree on specific training purposes.

   c. This para. should also refer to arrangements regarding taxes, custom duties, visas, and local administrative support to be provided by the client to the consultant's staff.

4. **Ownership of Drafts and Supporting Materials**

5. **Termination**

   This refers to (a) the number of days' notice to be given by either party that may wish to terminate the services; (b) the obligation of each party to inform the other of events that threaten implementation; (c) procedures in case the consultant does not receive payment of monthly billing; and (d) submission of final invoice by the consultant.

6. **Authorized Representation, Notices and Official Language**

7. **Effectiveness**

8. **Applicable Laws in the Event of Disputes and Arbitration Procedures**

9. **Amendments**

Attachment A - Work Plan and Time Schedule for Phase I
Attachment B - Schedule of Fees and Reimbursable Expenses
Attachment C - Schedule of Local Personnel and Other Local Services
Attachment 1 - Detailed Terms of Reference
II. Letters of Agreement

A. Letter from the Foreign Utility

Dear Sir:

I refer to the contract entered into between us on ____. The purpose of this letter is to confirm our verbal discussions about the spirit in which we intend to implement this contract to help you ensure a continuous reliable supply of electricity at minimum cost and, to the extent possible, without having to rely on expatriate personnel.

Essentially, the emphasis should be on team work and joint participation by the staff of both utilities. This approach recognizes that the problems that we will jointly identify will be solved primarily by your staff and that our role will be to assist you in your problem solving exercises.

In practice, this would mean that the initial diagnostic work should, in our opinion, be carried out by a Joint Study Team, which would also be responsible for identifying specific training requirements of individual staff. Also, to familiarize your staff associated with the diagnostic phase (and their managers) with the experience of other similar utilities abroad, we would be prepared to organize at cost a professional study tour to our home office, a neighboring country and another LDC which had to resolve similar problems about 10 years ago. The study tour will
provide the opportunity for key members of your staff to meet and begin to establish working relationships with their counterparts in our home office. Your staff should then feel free to call on their counterparts here, by telephone, telex or otherwise, when they are seeking information or advice not readily available from our resident team in the field.

We also believe that the services to be provided would greatly benefit from being monitored by a Steering Committee. Such a committee would (a) advise your management on the course of action to be taken on the basis of the diagnostic phase; (b) review periodically the progress of the contract; and (c) identify difficulties and decide on "what should be done and by whom" to remedy/eliminate these possible difficulties. The members of the Committee might be (a) your senior administrators responsible for Generation, Finance and Corporate Planning; (b) our home office manager responsible for the assignment; and (c) the aid agency's officer in charge of the project, perhaps in an observer capacity. The Committee might also prove useful in providing an informal forum for feedback on, and possible evaluation of, staff and trainee performance. (We shall replace any of our staff who, in both your and our opinion, turn out to be unsuitable personally or professionally).

To make sure that our staff develop harmonious relationships with your own staff and to facilitate their adaptation to the local community, we would appreciate if you were to organize brief orientation sessions upon their arrival in your country. We would provide similar orientation to your staff coming to our home office for on-the-job training or on other assignments.
During the implementation of priority actions under Phase II, we would suggest periodic joint assessments of your staff's evolving technical and managerial training requirements, in relation with implementation experience. Since we both are operating utilities, any training required by your staff would be provided on-the-job and through courses at both your and our plants or when preferable, in other institutions.

Since we both appreciate that the actions and improvements that will be undertaken during the limited period of our formal contract may need to be complemented thereafter, we would be glad to provide you, ___ ___,* with additional information, training, advice and other services that you may request over, say, a 3-year period following completion of Phase II. In any case, we will keep you informed, at no additional cost, of any developments in the operational techniques and equipment that we might recommend during Phase II.

Yours sincerely,

---

* Specify whether the additional services would be provided at market prices, at cost, or at a subsidized rate.
B. Letter from the Local Utility

Dear Sir:

This is to indicate our agreement to the proposed approach you outlined in your letter of ______ concerning the implementation of the contract entered into between us on ________.

We believe that the establishment of joint teams, and of a Study Steering Committee, is an excellent idea that will ensure smooth progress of this study and continued communication between both our technical staff and our respective managements.

We appreciate your offer of additional services and will advise you, when appropriate, of our needs. We hope that, after the project financed by the aid agency is completed, we may draw on your help in securing bilateral or other financing for such additional services.

We hope that our relationship will prove to be a model of international cooperation.

Yours sincerely,
The World Bank
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