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ORGANIZATIONAL REVIEW
OF
The Association of European Parliamentarians for Africa -
AWEPA

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Acronyms and Abbreviations

ACCORD	The African Centre for the Constructive Resolution of Disputes
AD	Administrative Director
AEI	African European Institute
AISA/EISA	Africa Institute of South Africa/Electoral Institute for Southern Africa
APN	African Parliamentary Network
AU	African Union
AWEPA	The Association of European Parliamentarians for Africa
AWEPAA	The Association of Western European Parliamentarians for Action against Apartheid
CIDA	Canadian International Development Authority
(CPNA) CPC	Canadian Parliamentary Centre
Danida	Danish International Development Assistance
DDPD	Deputy Director, Programme Development
DRE	Director of Research and Evaluation
EALA	East African Legislative Assembly
EC	European Commission
ECOWAS-P	Economic Commission for West African States Parliament
EP	Executive President
EPNA	European Parliamentary Network for Africa
FWRP	Forum of Women in the Rwandan Parliament
Finnida	Department for International Cooperation (Finland)
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HP	Head of Projects
HPD	Head of Project Department
HRM	Human resources management
IAT	International Aids Trust
ICRW	International Centre for Research on Women
IDC	Ireland, Development Cooperation
IPU	Inter-Parliamentary Union
KEWOPA	Kenya Women's Parliamentary Association
LFA	Logical Framework Analysis
MAC	Management Advisory Committee
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MP	Member of Parliament
MSC	Most Significant Change
NEPAD	New Partnership for African Development
NGOs	NON-Governmental Organizations
OECD/DAC	Organization for Economic Co-operation and Development Countries/Development Assistance Committee
OPS	Occasional Paper Series
PAP	Pan African Parliament
PC	Project Coordinator
PO	Project Officer

RFPAC (French acronym)	Network for Women MPs in Central Africa
SADC-PF	Southern African Development Community Parliamentary Forum
Sida	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SPICED	Subjective, Participatory, Interpreted, Cross-checked, Empowering, diverse/Disaggregated
STFP	Somali Transitional Federal Parliament
SVP	Strategic Vision Plan
SWOT	Strength, Weakness, Opportunity, Threat
TAPAC	Tanzania Parliamentarians AIDS Coalition
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	The United Nations Children’s Fund
UNIFEM	United Nations Development Fund For Women
UWOPA	Uganda Women’s Parliamentary Association
WB	World Bank
WBI	World Bank Institute
(WBPN-A) PnoWB	Parliamentary Network on the World Bank

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1. EXECUTIVE SUMMARY

This Report is commissioned by Sida, aiming at undertaking a thorough organizational review with a focus on internal organisation, programmes and working methods, as stipulated in Agreement between Sida and AWEPA. The assignment is primarily intended to establish whether AWEPA vision, mission, objectives, strategies, activities, methods, structures, membership dynamics and donor relations are coherent and consistent with current and future challenges including proliferation of parliamentary networks, increasing demands for harmonisation, and need for higher degree of local ownership (“Africanization”). The review is undertaken in close collaboration with AWEPA and the support of Sida.

1.1 Summary of conclusions

AWEPA has developed a well-articulated and practicable mission overseeing its evolution from a network of West European Parliamentarians concerned with anti-apartheid struggle to European pan-African Association concerned, among other things, with supporting the well functioning of parliaments in Africa and to keep Africa on the political agenda in Europe (p. 9).

AWEPA does not have statement of objectives to explain why it has embarked on the range of activities comprehensively stated in its mission statement. A clear set of objectives would inform and ensure the reader of how its identify formation is reflected in practicable objectives that contribute to the attainment of the AWEPA mission (p. 12).

The evolution of AWEPA organizational and management structures has resulted in clear and well-articulated organizational structures, with clear lines of authority, responsibility, duties and competences (pp. 26-34).

AWEPA has adopted democratic principles in electing its Council, Executive Committee and Executive President. Democratic principles are also applied at the AWEPA European Sections where they elect their Heads and Committees (p. 26 and p. 45).

Planning and implementation constitute the strongest aspects of AWEPA programmes and activities. AWEPA has developed a methodology called the AWEPA method, which shows clarity of purpose, long-term planning and implementation, considering the relatively small staff at the HQ (pp. 45-46). The use of Logical Framework Analysis (LFA) and Strength, Weakness, Opportunities and Threats analysis (SWOT) and its appearance in various donor reports suggests that AWEPA is increasingly applying methods that enable it to explore the operational context and analyse potential threats and constraints. (p. 43).

AWEPA envisages a more central role for the African Offices in the phases of programme development and fundraising, and an advisory role in the phases of country analysis, annual programming and planning, and strategic evaluation. An example of this new trend is its NEPAD programme where a proactive African Committee participates in all phases from conception to implementation and monitoring (pp. 43-44, 57).

AWEPA has long way to go in respect to developing a parliamentary performance methodology in order to institutionalize lessons learned and knowledge gained during workshops and exposure visits. The narrative reports are more a collection of anecdotal evidence than a systematic account on actually achieved results. The development of clear and professional Monitoring and Evaluation instruments is a commendable step towards a narrative reporting where project objectives, expected outputs and outcomes are weighted against tangible results. However, the AWEPA policy statement

of Monitoring and Evaluation adopted in January 2006 are yet to be implemented in practice (pp. 23-25, 40).

AWEPA has not developed deliberate and systematic scientific studies in the realm of measuring progress and impacts on National Assemblies; and its newly established (or rather re-established) Research and Evaluation Department could address this issue, but the review team is doubtful whether this could be done without substantial resources are channelled by donors to this effect (pp. 23-25).

The current level of local ownership represents the optimal possible dominator of the Africanization process, but itself does not provide sufficient ownership and local capacities to sustain the project without AWEPA mentoring. This view supports AWEPA Strategic Vision Plan 2006 – 2009 and its laudable emphasis on capacity building and human resources development (pp. 54-57).

Strategic Vision exists and an elaborate working method has been developed, it is safe to state that there is apparent congruency between AWEPA working method and implicit vision (pp. 42-43). However, its Strategic Vision alludes to short-term vision, which hinges on four pillars all of which corresponds to the range of programmes and activities in which it is engaged. These are: a) deepening relevance and impact; b) strengthening coherence and sustainability; c) strengthening AWEPA lobbying in Europe; and d) decentralization of activities to Africa as shorthand for Africanization (Annex 4).

AWEPA is a gender sensitive organization; not only in mission statement but also in practice it is reflected in programmes and activity participants. Gender is a major theme in AWEPA activities both in terms of ethical underpinning and practice (pp. 16-17, 33).

AWEPA HQ staff is highly qualified, with time-tested managerial abilities. The review team's scope of work has not included visits to the African Offices or African Partners. The professional qualifications and experience of the staff at the African Offices is not clearly spelled out in the reviews and evaluations in various countries (pp. 33, 43-44, and 55-57).

AWEPA responded positively to the recommendations and critique levied by previous evaluation and review teams, leading to tangible improvements in financial accountability and transparency. In this respect, AWEPA has well established administrative routines, governed by well documented handbooks and administrative orders, rules and regulation and coordination of effort in planning and implementation (pp. 35-41).

AWEPA membership base is vibrant, self-governing and takes initiatives out of interests in African issues and AWEPA's agenda. This dynamism is evident in the range of activities in which the Section Members are involved: 1) Council meetings where the major strategic planning, policy and programmes and activities' priority setting are discussed and direction is given to the Executive Committee for implementation. 2) Executive Committee's regular consultative visits to the Sections (pp. 44-45).

AWEPA cooperates with the major international parliamentary networks, notably the National Democratic Institute, Inter-Parliamentary Union, Parliamentary Network on the World Bank, Canadian Parliamentary Centre and UNDP (Parliamentary Development Programme and MDGs) and Pan African Parliament (the legislature arm of the African Union) and African regional and sub-regional parliamentary networks (p. 47).

An important implication of the Paris Declaration is that AWEPA has to accommodate their partners' commitment to build the capacity to deliver effective governance; engage in dialogue in building planning tools and strategies; and encourage broad participation of a range of national and regional actors in determining their priorities and how to implement them. It also means that AWEPA has to be aware of parliamentary oversight of national priorities of governments and regional and sub

regional parliaments development priorities so that its activities directly fall under the sectoral remit of specific national, sub-regional and regional policy remits and priorities (in a way of responding to Article 38 of the Paris Declaration 2005). However, AWEPA underlines the importance of being aware of the implications of budget support and basket funding in countries with weak parliamentary democracy (pp. 50-53). Equally important for AWEPA is to operate with the understanding that African regional and sub regions parliamentary networks and national parliaments are evolving in a manner that means they may become more self reliant.

The majority of donors provided AWEPA non-interrupted support for relatively long periods of time i.e. from providing the first grant to-date. However, Sida is the only donor to provide most of its support as multi-annual core support. Lack of such support by other donors for multi-annual core-support makes long-term planning and multi-annual strategic development difficult to predict or ensure (Table 5, p. 47 and Table 6, p. 49). Short-term projects also create unsustainable demands on AWEPA, which could as well divert the attention of its relatively small staff to respond to immediate donor drawing rights at the expense of long term programmes and activities (Annex 4 and Table 5, p. 47).

1.2 Recommendations

The review team opted for providing a few substantive and implementable recommendations that would assist AWEPA in improving its performance rather than a long wish-list of statements. These recommendations are as follows:

- *Deepen the capacity of structure and systems:* AWEPA should continue its professionalization activities in order to deepen and consolidate the gains made in respect to financial management, reorganization, programme planning, implementation, and monitoring and evaluation methodologies.
- *Initiate consultations on the necessary legal framework for implementing the Africanization vision:* AWEPA should systematically build on the current level of African input and the implementation of the Africanization strategy set forth in its Strategic Vision Plan (2006-2009). A detailed implementation plan in order to actualise the Africanization vision should be developed and implemented (e.g Mozambique as a pilot).
- *Complement the mission with a vision and well articulated and relevant objectives:* AWEPA mission should be supplemented with a written vision statement followed by clear objectives to chart out its future destiny, ambitions drive and the pure or practical justifications of its programmes and activities.
- *Improve M&E practice and narrative reporting.* In addition to the M&E instruments presently in use AWEPA should monitor how participants in their activities capitalize on their new knowledge and contacts once back in day-to-day work.
- *Make use of experiences, become a learning organisation:* AWEPA should embark on developing a roster of Best Practices and lessons learned in a synergetic manner. Donors' support for monitoring and evaluation as well as core support is recommended in order to offset this glaring need.
- *Pay more attention to the sections and civil society as well:* AWEPA should pay more attention to, deepen and improve the level of activities of Sections and Member participation, with a clear legal and administrative framework. This also applies to strengthening ties with European democracy promotion and civil society organizations.
- *Develop a network strategy:* AWEPA need to develop a network strategy to inform its relationship with Sections and Partners in all major issues pertinent to its sustainability and maintenance as an efficient and effective organization.
- *Integrate the consequences of the Paris Declaration in the AWEPA working methods:* Considering the importance of the Paris Declaration both for AWEPA and donors, it is recommended that AWEPA should take serious note and integrate the salient elements of the Declaration into its programme development objectives, work planning and implementation methods, the Africanization process and programme ownership methodologies.

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2. INTRODUCTION

2.1 Background

The Association of Western European Parliamentarians for Action against Apartheid (AWEPA) was established in Copenhagen in 1984 by a group of European Parliamentarians to help in the struggle against apartheid in South Africa. Since the abolishment of apartheid in South Africa, AWEPA has been reformulating its mandate and reorienting its activities in Southern Africa. In 1995, AWEPA changed its mission to promote democracy, peace, human rights and democratic governance in Africa.

At that time, AWEPA consisted of two separate but tightly interlinked entities: the AWEPA Foundation and the AEI (African European Institute) Foundation. The AEI was founded in 1988 by the same initiators as AWEPA, in collaboration with a group of European and African individuals, to promote relations between Europe and Africa. The main reason for the establishment of two separate bodies was that the AWEPA Foundation enabled member participation and credibility in the eyes of European donors, the AEI was set up to take care of AWEPA's administration and financial transactions and finally the AEI Foundation was needed for credibility reasons towards African partners. In 2000, these organisations merged into one and were given the name The Association of European Parliamentarians for Africa - AWEPA, with an Eminent Advisory Board, chaired by Archbishop Desmond Tutu, former chair of AEI.

AWEPA presently works to support the well functioning of parliaments in Africa and to keep Africa on the political agenda in Europe. In addition, AWEPA informs and mobilises European parliamentarians on policy issues in African-European relations, development cooperation and democratisation in Africa. AWEPA has a Head Office located in Amsterdam and local offices in Brussels, Cape Town, Maputo, Kampala, Arusha, Nairobi, Kigali and Bujumbura.

Sida has supported AWEPA and AEI since 1998 with approximately 36 million SEK. AWEPA has also been receiving funds from various donors, including Switzerland, Finland, Belgium, the Netherlands, Ireland, Denmark, Norway and the European Union as well as UN agencies and others.

2.2 Purpose and objectives

The purpose of the Consultancy Services is to make a thorough organizational review with a focus on internal organisation, programmes and working methods, as stipulated in the current Agreement between Sida and AWEPA.

The objective of the assignment is to establish whether AWEPA vision, mission, strategies, activities, methods, structures, membership dynamics and donor relations are coherent and consistent with current and future challenges including proliferation of parliamentary networks, increasing demands for harmonisation, and need for higher degree of local ownership ("Africanization"). The review should also facilitate AWEPA internal reform process. The Terms of Reference are given in full at Annex 1.

2.3 The Review team

Sida has commissioned the Swedish company Professional Management AB to carry out the review. The review team consists of four senior consultants – Mr Arne Svensson (team leader), Dr Sören Hägroth, Professor Mohamed Salih and Mr Henrik Westman.

Dr Mohamed Salih is Professor at the University of Leiden, and the Institute of Social Studies in the Netherlands. Professor Salih has conducted field research and consultancy in Africa, Middle East and Caribbean. In addition he has undertaken policy and advisory research and numerous assignments for national governments, NGOs, bilateral, regional and multilateral institutions. These include institutional assessments, strategic planning and evaluation of sector programs. Professor Salih has recently published the book *African Parliaments: Between Governments and Governance* (Palgrave/Macmillan, New York 2005).

Dr Sören Häggroth has a PhD in Political Science. He has for six years been the State Secretary of the Ministry of Finance and the State Secretary at the Ministry of the Interior. At present Dr Häggroth is the Director General of the Swedish National Fortification Administration.

Mr Henrik Westman has been a Member of the Swedish Parliament for seven years. In all, he has been a politician for more than 40 years working on all levels of government. Among others he has been a Mayor for more than two decades.

Mr Arne Svensson, President Professional Management AB has been a senior consultant for more than 600 public and private organizations, including the United Nations, the European Commission, international NGOs and governments around the world. He has 30 years of substantive experience in the administrative reform process of central, regional and local government, including decentralization, democracy and governance, legislative and parliamentary development, citizens' participation, governmental relations, state and local governments, civil society, devolution, organizational development, management and public administration. He has performed more than 100 evaluations, institutional assessments and management reviews. He has published more than 15 books on management issues.

2.4 Methodology

The organizational review was carried out during the period of December 2005 – April 2006. The review is conducted by *thoroughly reviewing a) the internal organization, b) programmes and c) working methods, as stipulated in the current Agreement between Sida and AWEPA*. As such we have applied summative-cum-diagnostic methodology informed by the objectives set forth in ToR, assessing the organizational and structural implementation frameworks promised, their capacity to address AWEPA objectives, mission and vision and the relevance and significance of their subsequent outcomes.

The validity of the initial findings is ensured through reviewing vast amounts of material, including AWEPA Strategic Vision 2006-2009, Management Statues (July 2002), programme as well as individual project documents and evaluation reports, among others (cf. Annex 2 for documents consulted). These materials and documents were submitted by AWEPA to the review team as requested. The team has reviewed all relevant written documentation.

Initially we applied three prongs approach by: i) defining the methods we used and identified the type and sources of information; ii) analysing the information in respect to the review objectives; and iii) developing validation method (or matrix to be more specific). The validity of our interim recollections was checked by seeking clarifications, and conducting interviews with relevant staff in Amsterdam and with the political leadership of AWEPA, in particular the Executive President and the Treasurer. Dr Salih and Mr Svensson have made two assessment visits to AWEPA in Amsterdam in January and March 2006. The second visit was a Review and Validation Workshop in order to further validate the findings and also to strengthen the diagnostic and summative bases of the Report and its findings.

Various members of the review team also met or conducted interviews with relevant: a) persons in all AWEPA Sections (chairpersons and members both MPs and Former MPs, b) Sida staff at the HQ and at relevant embassies in order to gauge Sida's experience with AWEPA; and c) persons at other major donor agencies. A list of persons interviewed is attached (Appendix 3). We have met with some of the key persons (i.e. the Executive President and the Treasurer) several times. These interviews offered an invaluable insight on the contributions the major stakeholders make towards the fulfilment of the AWEPA mission. AWEPA has been very open not only on pros and cons in its work so far but also when it comes to ongoing discussions on future changes in the political structure and the management structure. Furthermore the final report will be presented at a seminar April 26, 2006 at Sida HQ in Stockholm.

2.5 This Report and how to read it

This report is divided into eight sections. The "Summary of Conclusions" in section ONE is derived from the set of "Conclusions" placed at the end of each section. Section TWO is introductory.

Section THREE elaborates the central issues which inform AWEPA values and identity as embodied in its mission, vision, objectives and strategy.

Section FOUR elaborates on whether these identity concerns are reflected and hence integrated into its programmes and activities.

Section FIVE describes, explains and reviews AWEPA organizational structure. It traces the various steps taken by AWEPA to improve its capacity to practice clear and relevant division of duties, relationship amongst various organs, including Africa Country Offices. Moreover, it describes the current changes in the management structure following the 2005 restructuring as well as the competences of the management team.

Section SIX is concerned with management systems and reporting to donors in lieu of the changing external environment, AWEPA response to earlier donor reporting demands hence providing statement about the general health of the management system and what improvements been introduced after the review of AEWPA's financial management systems in 2002.

Section SEVEN elaborates on AWEPA work methods, membership dynamics and networks. It gives more attention to the question of the existence or absence of democratic methods both at the levels of programmes conception, development, implementation and monitoring and evaluation. This contention, of course, includes donor relations in respect to diversity, programme synergies and comparative advantage and challenges.

Section EIGHT is largely linked to AWEPA vision, with particular reference to its current Africanization discourse. This section also elaborates AWEPA current strategic vision vis-à-vis a re-division of labour between Africa Country Offices, including the future relocation of more central programme cycles to Africa, with an increasing Africanization and the creation of an African network in deeper level of partnership with AWEPA HQ and Sections.

3. STRATEGIC OBJECTIVES

3.1 Identity

The identity of any organization is expressed in its stated mission, vision and objectives reflected in reality by the manner in which these are translated into tangible programmes and activities. Below we elaborate on AWEPA state mission we would also draw attention to the fact that AWEPA as a whole has not as yet developed stated objectives that could explain or answer the question why it is carrying out the activities it embarked on for more than two decades.

3.2 Mission and objectives

As stated in its founding Statues (1998), AWEPA works to support the well functioning of parliaments in Africa and to keep Africa on the political agenda in Europe.

Action is undertaken for human resource development with parliamentarians and other elected representatives and institutional capacity building within parliaments and decentralized authorities. This includes attention to:

- *the key role of well-functioning parliaments with regards to democracy, human rights and peaceful conflict management;*
- *the attainment of gender equality at all levels of political decision-making;*
- *African-European sharing of parliamentary experience;*
- *building parliamentary networks at national, regional and inter-regional levels as fora for political and non-governmental interaction*

AWEPA also informs and mobilizes European parliamentarians on policy issues in African-European relations, development cooperation and democratization in Africa.

This mission also informs AWEPA strategic programmes and activities. According to the documentation the team received, AWEPA has been able to translate its mission into programmes and activities commensurate with its overall tenets.

However, after ploughing through AWEPA Statues, Strategic Vision and a myriad of reports and documents, the review team could not locate a clear set of objectives that give reason to as why AWEPA does which it is doing. Hence, the absence of clear written or stated objectives means that AWEPA has adopted a pragmatic and flexible approach whereby the objectives are defined according to needs identified by its partners.

This matter was discussed with AWEPA management which lamented it has clear idea of its objectives which were summarized with reference to:

- (a) Contribute to African political development by instilling the ethos of parliamentary democracy and democratic governance;
- (b) Support African parliaments to improve their capacity to contribute their share to African development, in general and the achievement of the Millennium Development Goals (MDG), support Pan-African (PAP and NEPAD) poverty reduction strategies and combat HIV/AIDS, in particular; and

- (c) Advocate and lobby for social justice issues to improve the lot of the disadvantaged members of the African society, specifically, the poor, children, women, war and HIV/AIDS victims; and the assurance of peace and human security.
- (d) Improve the European Parliamentarians understanding of African's political development and socio-economic conditions, and especially of the effects of European political decisions on Africa, and generally to keep Africa high on the European political agenda.

However, AWEPA most focused set of objectives was pronounced in its 2002 – 2003 Programme Review also reflects the sentiments echoed above by its leadership, which stated that:

The focus of AWEPA work in Africa is on human resource development and institutional capacity building within democratic institutions, especially parliaments. Experience has shown that parliamentarians are highly receptive to peer learning processes, wherein knowledge and experiences are exchanged and policies debated in a non-politicised setting but with respect for parliamentary discourse. The methods AWEPA applies to missions and meetings of various sizes follow main areas of parliamentary work and address the priority objectives listed below, which are also applicable to specific sectoral areas.

- (a) *Parliament-Executive Relations:*
 1. *Strengthen oversight and autonomy*
 2. *Capacitate Parliamentary Committees and Members*
 3. *Prevent corruption and abuse of power*
- (b) *Parliament-Civil Society Relations:*
 4. *Improve public outreach and representation*
 5. *Develop issue-based skills for improved legislation*
 6. *Foster a culture of parliamentarianism*

These objectives are informed by AWEPA mission and reflected in its subsequent national, regional and sub-regional programmes and activities. The mission also sheds light on the consistency of AWEPA Mission, strategic objectives and the range of activities it pursues in order to achieve both i.e. Mission and objectives.

The above mentioned objectives surface in, one form or another, in all AWEPA national, regional and sub-regional programmes and activities as will be illustrated in the following sub-section. On the whole, the documents reviewed reveal a certain degree of pragmatism and flexibility in operationalizing AWEPA mission statement, programmes and activities.

3.3 Vision and Strategy

Although AWEPA does not have a vision statement, it has developed a planning document entitled AWEPA Strategic Vision 2006-2009 which provides a coherent development strategy. This development is a far cry from the absence of planning tools which characterizes AWEPA pre-2000 organizational culture. Because this Strategic Vision consists of the major guiding principles which inform its short-term strategy, we allude to it here with a sense of urgency considering its importance for Sida and other donors planning for future as well. The salient elements are as follows:

Three elements of the Strategic Vision (Annex 4) in respect to:

1. Mapping out the external determinants (Africa, donors and an analysis of the external environment) and internal development pertaining to AWEPA what is alluded to as

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- “AWEPA method”, political structure, mission, professionalism, management, finance and an analysis of internal developments;
2. Strengthen AWEPA lobby in Europe by renewing lobbying and advocacy in Europe, broadening involvement of European members in AWEPA activities, adaptation of AWEPA office in Amsterdam, continued improvement in planning, transparency and accountability, better planning and control and presentation in programming and reporting; and
 3. Elaborating an Action Plan to guide AWEPA activities for the “vision and strategy” duration.

Absent from an otherwise excellent strategic planning document is a clear vision as how AWEPA would envisage itself to be or what is its future after the completion of the first cycle of the Strategic Vision Plan 2006-2009. The review team will provide further commentary on this matter in relation to (a) AWEPA method as required by ToR. Furthermore, the review team will elaborate on (b) whether the outcome of AWEPA emergent vision could result in its Africanization or future development towards genuine local ownership (in Section 8) trajectory.

3.4 Conclusions

AWEPA has developed a clear mission, which also states the major programmes and activities in which it is involved. However, it has no articulated set of objectives as to why these activities are important. AWEPA is equally lacking in a written vision about its future role– e.g. in respect to Africanization or overall role in the democracy/parliamentary developments in Africa. However, its Strategic Vision Plan (2006-2009) alludes to this implicitly.

4. PROGRAMMES AND ACTIVITIES

4.1 Programmes

4.1.1 African Programmes

Background to AWEPA overall Africa programmes and activities: AWEPA works jointly with partners to implement national and regional capacity building programmes for parliaments, their members and staff, in such areas as democratic development, poverty reduction and conflict management. AWEPA also advocates parliamentary dialogue and action on gender equality and HIV/AIDS, including in relation to orphans and other children made vulnerable by the AIDS pandemic. In addition to its African network and partners, AWEPA has a framework of cooperative partnerships with multilateral institutions and organizations working on issues similar to those propagated in its mission such as NEPAD, Pan-African Parliament (PAP), UNDP, UNICEF, and UNIFEM.

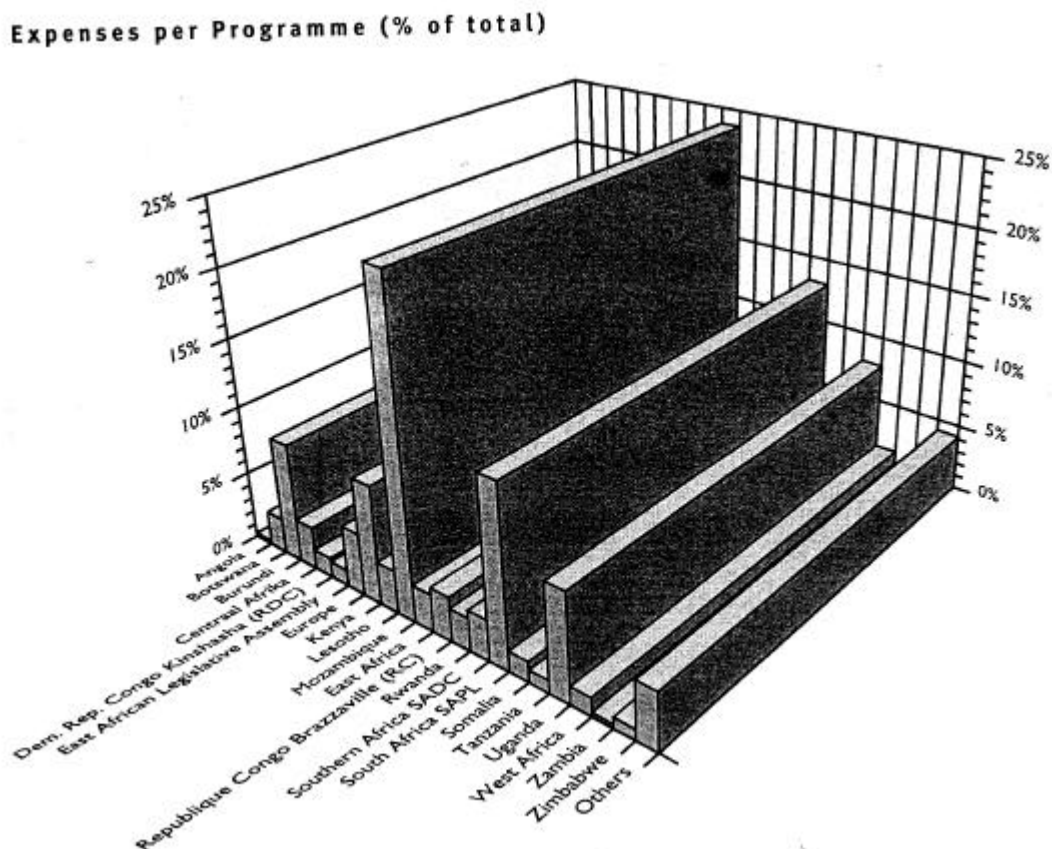
AWEPA current African programme consists of the following:

1. Core Business: capacity building on the ground rules of democracy using the project cycle management and peer directed experiential learning techniques
2. NEPAD familiarization and action-planning support for parliamentarians: directed toward support for NEPAD processes and action to achieve its aims
3. Women, Children and AIDS: support programmes to achieve the Millennium Development Goals (MDGs) by mobilizing and supporting parliamentary action for the most vulnerable
4. Poverty Reduction and Peace-building: key parliamentary responsibilities related to development as a tool for conflict prevention and management

More specifically, AWEPA-Africa programmes and activities are implemented in the African countries, sub-regions and Pan-African parliaments and initiatives as: Southern Africa sub-region (Zambia, Zimbabwe, Malawi, Lesotho, Mozambique, Botswana, Namibia and South Africa); Central Africa sub-regional programme (RFPAC, Burundi, Democratic Republic of Congo, Gabon and Rwanda); Eastern Africa sub-regional programme (East Africa Legislative Assembly, Kenya, Tanzania, Somalia and Uganda); and West Africa sub-regional programme (Economic Community of West African States Parliament (ECWAS-P) and Ghana),

AWEPA expenses per programme are indicative of programme concentration. Figure 1 shows that Mozambique, South Africa, Uganda, Burundi, Kenya and Central Africa, respectively account for most of the expenses. Mozambique alone claims almost 25% of AWEPA expenses, while South Africa and Uganda claim about 13 and 8 % of the expenses, respectively. Together these three countries claim approximately 47% of AWEPA expenses.

Figure 1: Expenses per Programme 2003-2004



Source: AWEPA: Review of Activities 2003-2004, p. 65

4.1.2 European Programmes

AWEPA also informs and mobilizes European parliamentarians on policy issues in African-European relations, development cooperation and democratisation in Africa. Often this takes place during parliamentary meetings under the auspices of the European Union presidency. Key issues tabled for parliamentary debate include: debt relief (e.g. to invest in healthcare), trade regime reforms (e.g. to promote youth employment); and increased development assistance (e.g. to strengthen parliaments and care for orphans).

4.1.3 Gender Sensitivity

Gender equality and the promotion of Women in all facets of political life are cornerstones of AWEPA's mission. The AWEPA Policy on Gender Composition points out that AWEPA has for years insisted on mainstreaming gender in its programming, not only in a thematic sense but also in the implementation of its programming. Whenever Parliaments are invited to compose delegations to send to an AWEPA conference, workshop, fact finding mission, electoral observation or exposure visit, the letter of invitation always asks that the delegation be gender balanced. This has always been honoured by the Parliaments.

In 2003 AWEPA analyzed the task of development efforts in ensuring the creation and nurturing of well-functioning parliaments from a gender perspective. The analysis was based upon evaluation of the work of AWEPA. The study emerged from a dual interest to both

evaluate AWEPA’s successes and capture lessons learned, while contributing to the effort to further identify which standards define a gender-sensitive parliament – and develop intervention guidelines on how to get there. The focus of the study was on the role of development assistance in engendering the democratization process and the purpose was to contribute to the development of strategies and methods for ensuring that parliaments are well functioning from a gender perspective. It determines guiding principles for ensuring that emerging democratic institutions achieve gender sensitivity in both representation and in the content of their work.

In pursuing gender-sensitive capacity development, AWEPA utilizes four main approaches; organizational, institutional, systems and participatory. To build a new value system and a culture of democratization that takes gender into account over the long term and meets the needs of the parliament as an institution and not only those who are currently in office, it is important to focus beyond the legislature as a self-contained body. The engendering of the democratization process can be slowed down by how candidates are selected by their parties, the type of electoral system or the prevailing traditional cultural and religious stereotypes. For example a system of proportional representation is far better in promoting women’s representation than a majority representation system. The system of elections based on proportional representation has resulted in three to four times more women being elected in the countries with similar political cultures.

However, there are no evaluations available which could show the impact of AWEPA’s programmes on gender-sensitive capacity development. The only available data is on output indicators and shows the gender balance taken from a sample of major conferences (Table 1).

Table 1: The gender balance at a sample of major conferences

Conference	Number of participants	Percentage female
Human Rights Conflict Management and Refugees, 1998	96	49 %
AIDS and the Next Generation, 2000	80	45 %
Parliaments and the AIDS Budget, 2001	97	32 %
Capacity Mobilisation on HIV/AIDS at Local Constituency level, 2002	71	48 %
Political Will for Health and Development, 2003	143	52 %
African-Europe Parliamentary Consultation on Children Orphaned and Made Vulnerable, 2004	225	47 %
Average		47%

Source: AWEPA 2006

AWEPA programmes are designed to support the entrance of more Women to Parliament, associations of Women Parliamentarians, establishing links between Women MPs and associations in Europe and African women MPs and associations as well as through individual support (i.e. KEWOPA, UWOPA, RFPAC and others).

4.1.4 Products

The range of AWEPA deliverable products in terms of country-based, sub-regional and Pan-African activities are the following:

4.1.i Lobbying and advocacy

Lobbying European parliamentarians and policy makers in lieu of AWEPA Mission i.e. keep Africa on the political agenda in Europe, while playing an advocacy role in social issues pertinent to democracy promotion in general and the development of well functioning African parliaments in particular.

4.1.ii.0 Capacity building

3.1.ii.1 Exposure visits and consultation missions for parliamentarians to foster contacts, coordinate policy responses and initiatives; and exchange experience among parliaments and parliamentarians;

3.1.ii.2 Training/workshops to promote the role of parliament in the maintenance of peace, security and stability;

3.1.ii.3 Policy dialogue and raising awareness through workshops/training programmes on the role of women parliamentarians;

3.1.ii.4. Training/workshops for regional, sub-regional and national parliaments, parliamentarians and parliamentary staff in support of regional integration, peace and security, poverty reduction, ground rules of parliamentary democracy, private sector development/public private partnerships;

3.1.ii.5 Facilitate through an African-European wide dialogue parliamentary involvement in the struggle against HIV/AIDS with special attention to OVCs;

3.1.ii.5 Public debates on constitutional development and other issues pertinent to constitution making, debating and drafting;

3.1.ii.6 Facilitate through policy dialogue, consultations and missions the development and implementation of parliamentary Action Plans for NEPAD on the Pan-African, regional and national levels;

3.1. ii.7 Enhance through training/workshops parliament-political party-civil society interfaces in democracy promotion and public outreach.

4.1.iii. Publications

4.1. iii.1.0 Newsletters

4.1.iii.1.1 AWEPA Bulletin

Published on a quarterly basis, this Bulletin is an instrument for informing parliamentarians on both continents about developments in Africa and policy developments in Europe. Some editions of the Bulletin are published both in English and French.

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4.1.iii.1.2 The Mozambique Process Bulletin

The Mozambique Political Process Bulletin analyses the democratisation process and major political developments in Mozambique. Created at the time of the 1994 elections, it continues to be published, but less frequently. Since 1996 it has been published both in Portuguese and English.

4.1.iii.2. Conference Reports

AWEPA organizes many conferences every year. The proceedings of these conferences are published in the form of Conference Reports.

4.1.iii.3 Action Plans/Declarations

AWEPA periodically organises regional parliamentary dialogue meetings, which often develop Action Plans & Declarations for follow-up implementation. A number of these can be found here.

4.1.iii.4 AWEPA Reviews of Activities

AWEPA Reviews of Activities give a clear picture of the work AWEPA is privileged to do in Africa and for Africa in Europe.

4.1 iii.5 Occasional Paper Series

Occasional Paper Series (OPS) 'Sustainable Democracy and Human Rights' is intended to catalogue the lessons learned from this engagement and to contribute to the democratisation process.

4.1. iii.6. Handbooks and Toolkits

These publications are in the form of reports of AWEPA activities, including collections of speeches and research papers presented at conferences and seminars and others.

4.2 Review of Sida-funded programmes and activities

According to the 2003 – 2006 agreement between Sida and AWEPA, Sida supports the following types of programmes and activities: Core support, regional Programmes (NEPAD programmes in West Africa and Southern Africa and regional cooperation between national parliaments in East Africa, excluding East African Legislative Assembly) and Mozambique programme (Parliament, Political parties and publications programme and Local governments programme).

Table 2, below shows Sida funding to AWEPA programmes 2003-2005. AWEPA has responded to donor reporting requirement as its accounts for the funds is expected to be completed within the stipulated period. AWEPA-Sida (per the Minutes Amsterdam Meeting of 21 February 2005) and subsequent correspondence allowed AWEPA to carry forward some remaining funds to 2006. AWEPA assured the review team that the remaining funds would be expended per mid-2006.

Table 2: Sida Supported AWEPA Programmes and Activities 2003-2005 (2006)

Sida-supported programmes and activities	2003 (SEK 1000)	2004 (SEK 1000)	2005 (SEK 1000)	Total (SEK 1000)
1.0 CORE support	1 500	1 750	1 750	5 000
2.0 Regional programmes				
2.1 SEK 400 000 NEPAD-programmes in West Africa, 400 000 NEPAD-programmes in Southern Africa, 200 000 regional cooperation between national parliaments in East Africa, excluding East African Legislative Assembly.	1 000			1 000
2.2 SEK 500 000 NEPAD-programmes in West Africa, 500 000 NEPAD-programmes in Southern Africa, 250 000 regional cooperation between national parliaments in East Africa, excluding East African Legislative Assembly.		1 250		1 250
2.3 SEK 500 000 NEPAD-programmes in West Africa, 500 000 NEPAD-programmes in Southern Africa, 250 000 regional cooperation between national parliaments in East Africa, excluding East African Legislative Assembly.			1 250	1 250
3.0 Mozambique				
3.1 Political parties and publications programme	1 250			1 250
3.2 Local governments programme	1 250			1 250
3.3 Political parties and publications programme in 2004		1 500		1 500
3.4 Local governments programme in 2004		1 500		1 500
3.5 Political parties and publications programme			1 500	1 500
3.6 Local governments programme			1 500*	1 500
3.7 Addendum to Mozambique programme, which consist of Capacity building Maputo, and HIV/AIDS component			1 500	1 500
4.0 Uganda				
4.1 Parliamentary Capacity Building Support to Ugandan Parliament		1 000	1 000	2 000
5.0 East African Legislative Assembly (EALA)				
5.1 Support to EALA			2 000	2 000
GRAND TOTAL	5 000	7 000	10 500	22 500

Source: AWEPA January 2006.

* It was agreed with Sida that this amount can also be partly used for the Mozambique National Assembly programme. 3.3 -3.6 were subject to outcome of the study of AWEPA Maputo commissioned by the Embassy of Sweden in Maputo.

4.3 Planning and Implementation

Generalizations about planning and implementations are bound to produce inaccurate and simplistic accounts of varied and complex realities of programmes and activity on the ground. For the purpose of clarity of evidence, the review team provides three activity-based trajectories for illustrations. These are as follows:

4.3.1 AWEPA planning and implementation of activities in Europe

AWEPA has developed systematic multi-annual planning of programmes and activities. It is stipulated in the planned activities that AWEPA will enable its European offices and sections to perform their lobby and support functions more effectively and efficiently. The following activities are therefore foreseen:

- i. Strengthen the existing AWEPA sections in national parliaments, and in the European Parliament
- ii. Establish new AWEPA sections in national parliaments in the new EU member states
- iii. Expand the ACP-EU activities
- iv. Intensify contacts with EC Delegations in Africa (especially Great Lakes Region).

In terms of planning, the table in Annex 5 illustrates that AWEPA has developed strong planning methodology that guides its work in strengthening the European sections which are the main stay of the interface between European and African parliamentarians.

4.3.2 The East African Legislative Assembly (EALA) planning and implementation

The implementation of the planned EALA programme was projected in a Logical Framework (Annex 6) used as a planning tool to articulate intervention logic, indicators, verification methods and the assumptions guiding the programme activities.

- (a) Strategies to support the Members of the EALA;
- (b) Strategies to support Staff of the EALA; and
- (c) Strategies to support Committees of the East African Legislative Assembly.

It is proposed to support the Committees of the EALA by implementing the following elements:

- i. *Regional meetings on mediation of disputes on a Parliamentary level* involving Committees of the EALA and Committees of National Assemblies (including Rwanda and Burundi). The emphasis will be on exploring Parliamentary roles in contributing towards the prevention and resolution of conflicts as well as contributing to mediating of disputes;
- ii. *Committee to Committee consultations* on areas of current priority for Regional (EALA) and National Parliamentary institutions (Kenya, Tanzania, Uganda) alike ;
- iii. *Issue related working visits* for Committees within the EALA region to improve the interface between the elected representatives and their constituents.

The programme implementation planned is guided by a logframe (Annex 6). In essence, AWEPA-EALA programmes and activities are based on sound planning. An insight into

implementation was made possible through various evaluations and donor reports and documents which show that AWEPA working methods were at work. The review team has no reason to doubt the potency of the implementation strategy both in principle and in fact. The consistency of project document, the range of activities planned and implemented suggests that AWEPA lives up to its promises as planning and implementation are concerned.

4.3.3 Planning and implementation of Mozambique programme

AWEPA's Mozambique programmes include a parliamentary programme; local Government Programme; political parties programme; and publications Programme. The strategic goals of these programmes are as follows:

Parliament/Bancadas

- Production of documents and resource material
- Linking MPs to their constituencies making them accountable
- Monitoring visits of AWEPA President to the Parliament
- Informative Bulletin providing coordination of activities in the Parliament
- Better use of resources
- MPs have gone through training courses on legislation analysis
- Less criticism from partners and civil society on MPs performance
- Improved spirit of national unity, democracy and tolerance among MPs
- Opportunity to interact with older and modern democracy in North and South
- AWEPA provided training to help MPs understand their role and the relationship with the electorate
- The simulation of Parliament work at the beginning of the legislature proved educative and informative
- Women MPs benefited from the programme, after which they performed better
- AWEPA assisted in the process of reviewing the electoral law
- Parliamentary Staff Opportunity to improve general performance through learning and exchange visits
- Quality service to clientele and improved customer care
- Exposure to advanced systems and organization of Parliament support services

Political Parties/ Party Leaders

- Party cadres have a better understanding of political activity
- Maturity and quality participation of trained members
- Building of a core resource bank within the party structure
- Opportunity for learning and sharing experiences
- More contacts with the electorate
- Improved sharing among political parties
- De-freezing political tension among ruling party and the opposition
- Democracy is being fortified through interaction and common learning of political parties
- Political parties acting more maturely as a result of continued capacity building
- AWEPA is a valuable source of capacity building and resources provider
- Political parties are improving performance and relationship with electorate.

The planning and implementation of these programmes is shown in Annex 7 which specifies each activity and the respective format. The evaluations conducted thus far including the latest Impact Evaluation Report (2003) offers positive insights into AWEPA planning and implementation strategy as well as meeting its objectives in respect to the Programme objectives.

4.3.4 Planning and implementation of Uganda programme

The overall objectives of the Uganda programme in terms outputs are as follows:

Output area 1: Institutional capacity:

- To enhance the institutional capacity of the PDCO to support the implementation of the PSIDP
- To improve the performance of the Parliamentary staff (the Parliamentary Service) in the execution of its mandate and functions, in particular in its transition to a multi-party based Parliament

Output area 2: National Development:

- To strengthen the role of MPs in policy and law-making processes
- To strengthen the role of MPs in peace and reconciliation processes

Output area 3: Democracy:

- Prepare MPs for the transition to a multi-party system
- To strengthen the role of MPs to effectively represent the people
- Strengthen African-African and especially African-European Parliamentary dialogue in order to promote Parliamentary action in different fields (e.g. HIV/AIDS, Trade, NEPAD, MDGs, etc).

The planning and implementation strategy is shown in Annex Eight which is elaborate and logically constructed. Various monitoring and evaluation reports indicate that the programme outcomes are commensurate with the planning and implementation strategy therein. The documentation also suggests that the programme activities are well within AWEPA stated mission and implementation method (Section 7.1).

4.4 Monitoring and Evaluation

The review team was acquainted with AWEPA new drive towards improving Monitoring and Evaluation. A Director of Research and Evaluation has been appointed to deal particularly with this aspect of programme planning and development. A policy statement entitled AWEPA Monitoring and Evaluation was issued in January 2006. Its major features are as follows:

4.4.1 Monitoring and Evaluation: Goals

The objective of Monitoring and Evaluation processes is to make visible an array of project results at different levels. Ideally, a transparent methodology will be agreed among project

partners from the outset. The AWEPA strategy involves assessment of results in four areas: output, outcome, impact and sustainability.

- **Output:** the number of capacity building activities implemented, the level of participation, and the quality of their content
- **Outcome:** Improvement in skills in dealing with the legislative process, budgets, hearings, debates, media and constituency work, illustrated by concrete examples of how the beneficiaries applied their skills.
- **Impact:** the noticeable change coming from parliamentary action, in terms of e.g. peace, development, human rights and MDGs
- **Sustainability:** the progress on parliamentary (institutional capacity) strengthening, linkage with local expertise, and donor attitude

4.4.2 Monitoring and Evaluation: Practices

AWEPA Executive Committee recommended a combination of available M&E strategies for parliamentary support programmes, using a mix of SMART (Specific, Measurable, Achievable, Relevant, Time-bound) and SPICED (Subjective, Participatory, Interpreted, Cross-checked, Empowering, diverse/Disaggregated) methods. The following measures and criterion are currently in practice:

- **Output Inventory:** project staff keep a tally of events and participation, and participant responses:
 - **Head of Projects:** coordination
 - **Head of Offices in Africa:** supervision
 - **Project Officers:** implementation
 - **Reporting Frequency:** monthly
- **Outcome Mapping:** a monitoring team consisting of project staff, parliamentary staff and local NGO representatives jointly keep a tally of post-event actions, results, process trends and parliamentary functioning (effect), according to agreed indicators, and beneficiary self-evaluation interviews will be conducted selectively to assess participant improvement areas:
 - **Director R&E, Deputy Director PD:** advice, coaching
 - **Head of Projects:** coordination
 - **Head of Offices in Africa:** supervision
 - **Project Officers:** implementation
 - **Reporting Frequency:** quarterly
- **Impact Assessment:** a focus group panel consisting of parliamentary and civil society representatives and an AWEPA team (PC, PO, HP/DDPD/DRE) will review progress using a modified Most Significant Change (MSC) approach, and comparing results with African partners (e.g. AISA, ACCORD):
 - **Political Coordinator:** chair of focus group panel
 - **Director R&E, Deputy Director PD:** advice, coaching
 - **Head of Projects:** coordination
 - **Head of Offices in Africa:** implementation

- Project Officers: implementation assistance
- Reporting Frequency: annually (or as mid-term review)
- Sustainability Profile: an AWEPA team (PC, PO, HP/DDPD/DRE) will participate in dialogue with project donors on the impact assessment report and partner analysis, and will brainstorm on possible innovations for future programme development:
 - President/Political Coordinator: lead contact in donor dialogue
 - Director R& E, Deputy Director PD: advice, coaching
 - Head of Projects: coordination
 - Head of Offices in Africa: implementation
 - Project Officers: implementation assistance
 - Reporting Frequency: annually

According to AWEPA, each of the above M&E practices will yield a document for inclusion in the overall narrative report of programme implementation. Guidelines for their structure and length will be produced after consultation and agreement within the Project Department.

4.5 Conclusions

Since its inception in 1984, AWEPA has provided gender-sensitive capacity building for parliaments in emerging democracies in Africa, and endeavored to keep issues relating to emerging democracies on the agenda of European parliaments.

The review team considers the development of clear and professional Monitoring and Evaluation instruments a commendable step towards improving not only implementation performance but also better follow-up and the assurance that project objectives, expected outputs and outcomes are weighted against tangible results.

AWEPA programme planning, implementation, monitoring and evaluation instruments have evolved into universally accepted standards and practices also in line with and responsive to donor requirements. However, the AWEPA policy statement of M&E in January 2006 has to be established in practice.

5. ORGANIZATION AND MANAGEMENT STRUCTURE

5.1 Introduction

The distinction between organization and management is devised as a matter of convenience and is meant to interpret ToR's explicit reference to internal organization and the broad management of external (and of course internal) environment within which AWEPA operates.

5.2 Internal organization

AWEPA has offices in African and Europe, with its HQ located in Amsterdam, the Netherlands. A second European office is situated in Brussels, Belgium. The African offices are located in the following countries: Mozambique, South Africa, Kenya, Uganda, Rwanda and Burundi.

AWEPA internal organization consists of three main structures:

(1) AWEPA Council consists of 33 members drawn from 29 European countries. It operates as a general assembly for a five years term. It elects the Executive Committee, the Executive President and the Eminent Advisory Board.

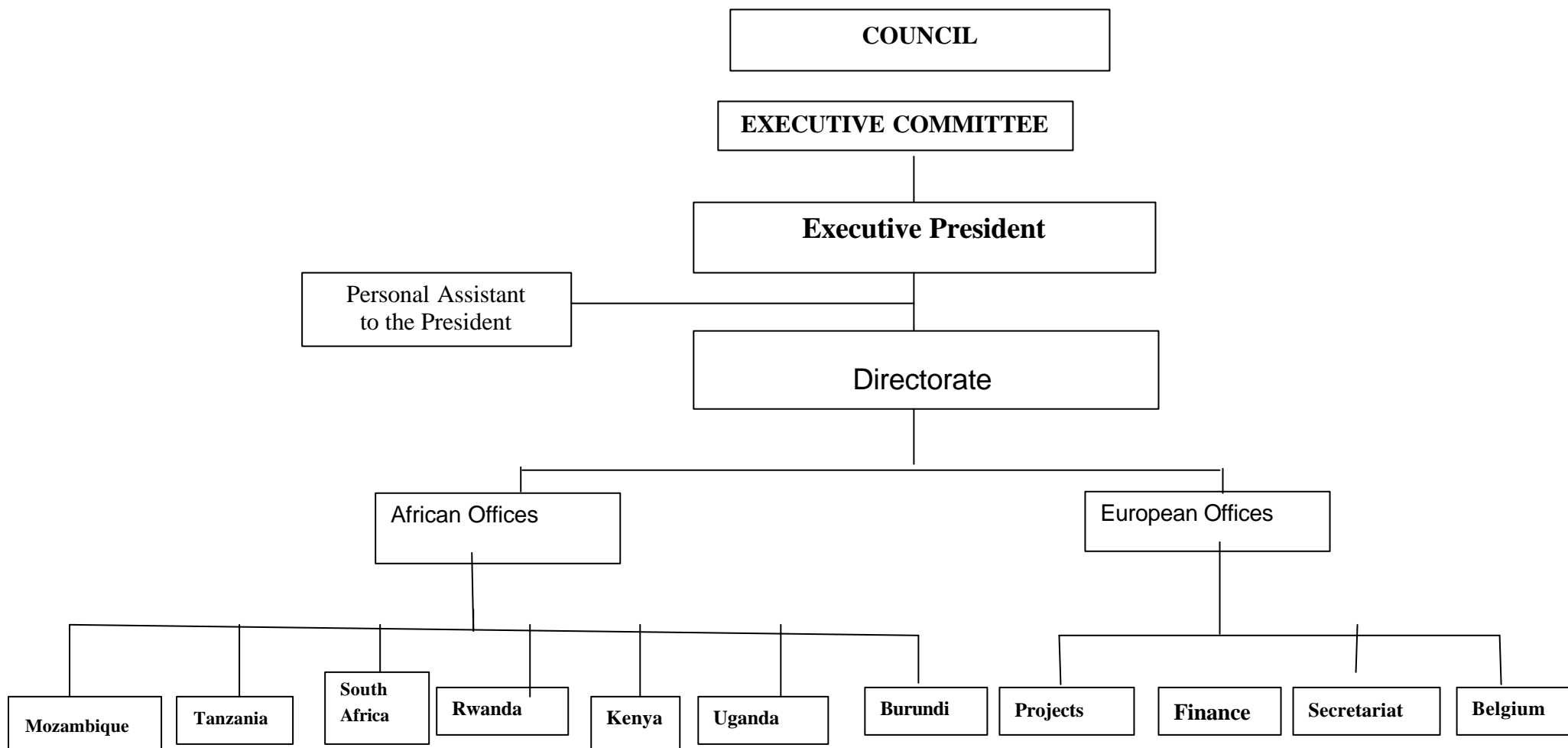
(2) The Eminent Advisory Board consists of five members (a chair and four other members), elected by the Executive Committee for an indefinite period of time. The Eminent Advisory Board functions as a bridge between AWEPA and the sections, on one hand, and its African partners, on the other. Both by stature and role, it is the highest advisory body in matters pertaining to AWEPA priority programmes and developments in Africa.¹

(3) AWEPA third organ is the Executive Committee. It consisted of nine members elected by the Council, literally to "execute" its programmes and activities in Europe and Africa as well as maintaining it as an organization. The Executive Committee takes organizational decisions at strategic level, while the Executive President is directly in charge of AWEPA overall operations with a strong involvement of the Treasurer who is also Vice President.

The Council and the Executive Committee are the highest decision making organs and meet 2 – 3 times a year to undertake strategic management decisions. Together, the Council elects the Executive President for a 5 years period. Once elected, the Executive President, he/she is at the helm of the Executive Committee responsible for the overall management of the political and professional programmes and activities. The Executive President is accountable to the Council and the Executive Committee for policy implementation in accordance with AWEPA Strategic Vision and priority programmes and activities (See AWEPA organizational structure (Figure 2 and 3).

¹ During the time of conducting this review, the Eminent Advisory Board is chaired by Archbishop Desmond Tutu. The other three members are Ms Graca Machel, Dr. Moses Tjitendero, Prof. Wangari Maathai and Ms. Mary Robinson. The Eminent Advisory Board advises AWEPA at the highest level on priority developmental issues in Africa.

Figure 2: AWEPA Organizational Structure ending 2005



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Figure 3: AWEPA Organizational Structure 2005/2006

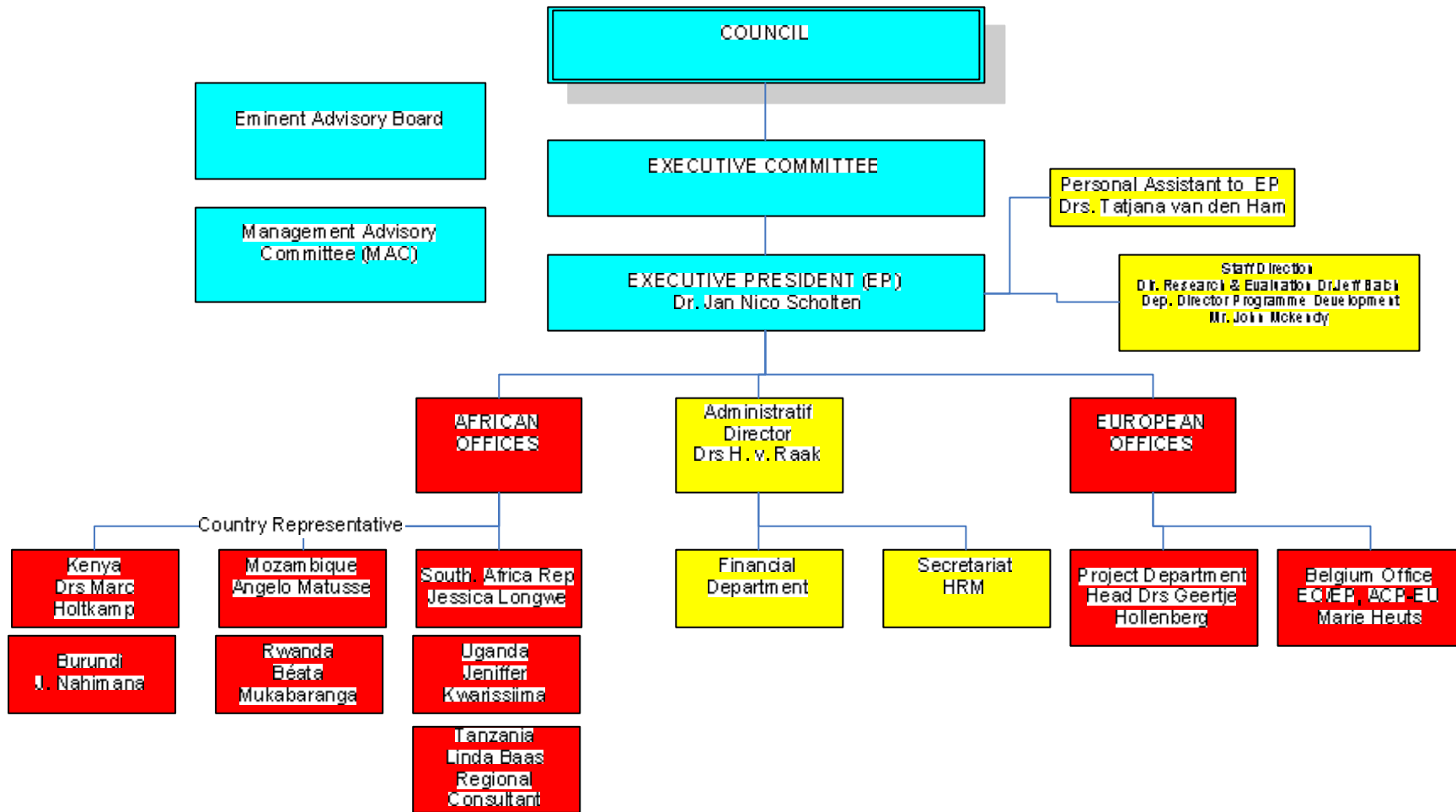
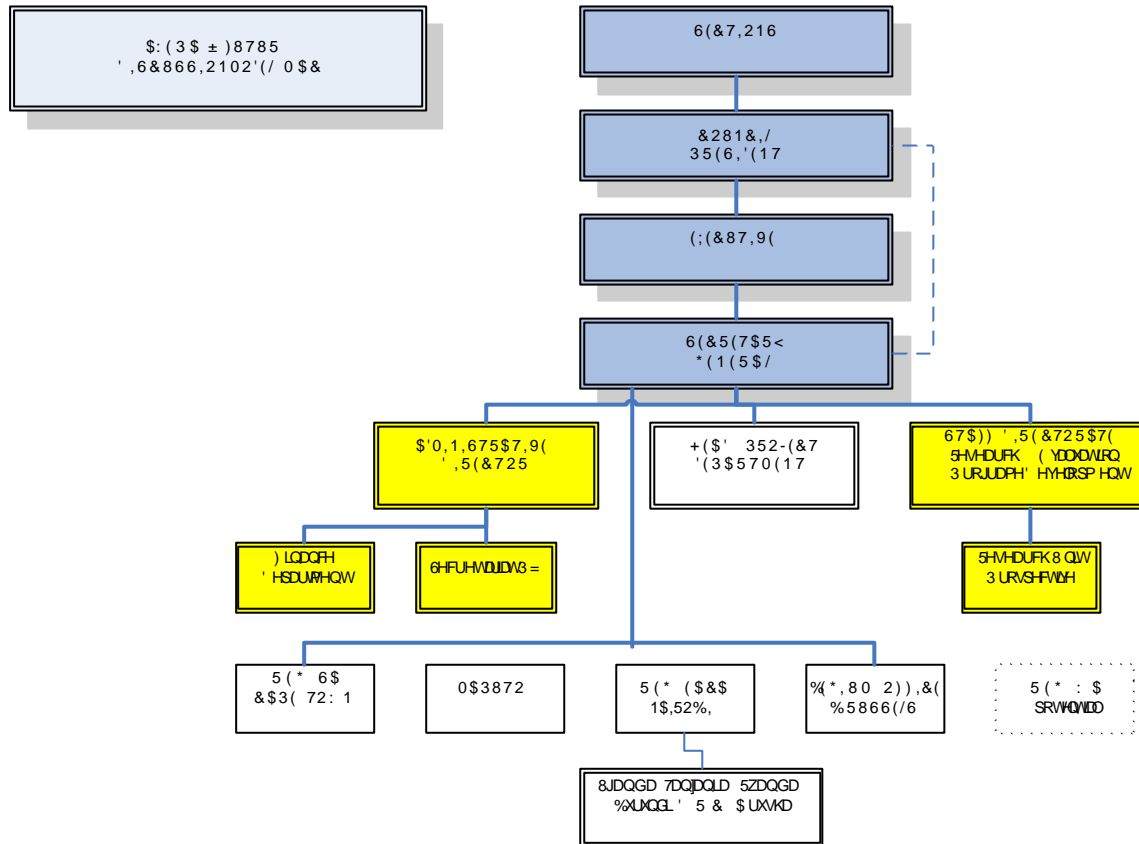


Figure 4: AWEPA – Future Discussion model



AWEPA has adopted a new internal organizational structure, first to respond to new demands and second to create a management structure with clear lines of authority, power, competences, duties and obligations. The previous position of Managing Director was abolished and replaced by an Administrative Director. Also in the line organization one department is steered by a Head of the Project Department, while the other department is steered by an Administrative Director. The units fall directly under the remit of the Executive President. After consulting the documents related to these departments and their responsibilities, we describe them, briefly, as follows:

I. Line organization

- i. Administrative Director (AD) is in charge of policy implementation in the fields of finance, the secretariat, and human resources management (HRM), with the exception of the Personal Assistant to the President who falls directly under the competence of the Executive President. He/she also prepares contracts and advice the Executive President in respect to appointment and dismissal in accordance with AWEPA HRM policy.
- ii. Head of Project Department (HPD) has functional working relationship with the African offices, Brussels and Amsterdam office with respect to project coordination and follow-up on project management, implementation in lieu of project agreements between AWEPA and donors in order to ensure compliance and timely implementation as required.

II. Staff

- iii. Director of Research and Evaluation (DRE) has a political content advisory and implementation role in the field of strategic policy, research, quality assurance, including monitoring and evaluation, external communication, network management and fund-raising.
- iv. Currently, there is one Deputy Director for Programme Development with an advisory and implementation role in the field of strategic policy, long-term programme development, managing complexity and network management and fund raising. However, network management and fund raising responsibilities of the Director of Programmes demand the establishment of clear division of labour aggregating and disaggregating potential overlap with the responsibilities of the Director of Research and Evaluation Department.

AWEPA African offices, located in Burundi, Rwanda, Kenya, Mozambique, South Africa, Tanzania, Uganda, are headed by Country Representatives, and with the exception of Kenya are all operated by Africans. The review team looked into Mozambique office and its functions not only because of its relevance to Sida funding, but because it portrays a picture of a full-fledged functioning office whose structure could be ameliorated in similar situations. In terms of hierarchy, the office lies directly under the competence of the Executive President. Mozambique office consists of nine (9) Mozambican staff. It is administratively structured as follows:

- i. Country Representative, with the overall responsibility of managing the office, programme/project management and implementation, in co-operation with AEWPA country Political Coordinator, maintain contacts with donors, sanitise local needs and proposes new projects to AWEPA also in consultation with the political coordinator and AWEPA Deputy Director for Programme Development;
- ii. Finance and Administration officer responsible for financial management at the programme/project level and administering the infrastructure needed for the office to function, including logistics and a secretariat;
- iii. Project implementation officers, whose numbers vary from one officer per project or 2 – 3 projects implementation officers per project dependent of the programme/project size, intensity of activity and its duration.

Internally, AWEPA has developed two Management Teams for assurance of better coordination of activities amongst its Departments dealing with policy, finance and administration, programme development, implementation, research and monitoring and evaluation. These are:

- a) Policy Team; and
- b) Business Team

This division is a matter of convenience, whereby the Policy Team coordinates policy and implementation, the Business Team coordinates financial and administrative matters with the main objective of bringing operational coherence. However, the two teams work in tandem and hold joint meetings to discuss overlapping issues.

In 2005, AWEPA also instituted an ad hoc Management Advisory Committee (MAC) as a body to advise the Executive President in human resources management and overall management policies. The activities of the Management Advisory Committee has resulted in the publication in 2006 of a discussion paper entitled “management development”, which laid down the foundations of the responsibilities of the Administrative Director.

AWEPA has six Political Coordinators: two for one country each in, Tanzania and Uganda and four coordinators for groups of countries or regions: 1) South Africa, Mozambique, Kenya and Somalia; 2) Republic of Congo, Central Africa and the Democratic Republic of Congo; 3) Malawi, Zambia, Zimbabwe, Lesotho and West Africa; and 4) Burundi and Rwanda. The Political Coordinators work together with the Executive President and the Country Representatives in implementing and giving guidance in programme procurement and implementation.

It is worth-noting that the Political Coordinators are not salaried staff and carry out their responsibilities on voluntary basis and so are AWEPA three Rapporteurs for Debt, Landmines and the New Partnership for Africa’s Development (NEPAD) who by the nature of their positions are well versed in these matters. In this sense, the Rapporteurs offer AWEPA expertise in subjects deemed necessary in its endeavour to inform African parliamentarians of the significance of legislatures in contributing to them.

In sum, AWEPA organizational culture has developed along professional management criterion and routines with well structured formal consultative bodies, regular and periodic management consultations and meetings, coordinated through joint committee and various

management levels structures. The range of consultative, decision making, coordination and synergetic meetings could be summarized as follows:

1. Consultative bodies, which include:

- Council meetings (at least once a year);
- Executive Committee (2 – 3 times a year);
- Eminent Advisory Board (at least once a year);
- Management Advisory Committee (meets on ad hoc basis);
- Executive President/Director consultations (abbreviated as EPD) (meet at least once a month and as the circumstances dictate);
- Policy Team (commenced its role as a team only in 2005 and meets at least nine times a year);
- Business Team commenced its role as a team only in 2006 and meets at least nine times a year);
- Various issue-specific departmental meetings
- Individual meetings involving EP and staff and amongst Department Directors, staff amongst themselves.

2. Decisions by the consultative bodies are laid down in writing.

3. The EPD consultation has strategic meetings twice every six months. One consultation meeting is held with relevant board members and a second consultation with relevant staff and/or project staff.

AWEPA informed the review team that it is in the process of consolidating its organization structure in the light of its experience and also in order to consolidate the work been done in respect to its restructuring.²

By-and-large, AWEPA new organizational structure has clearly elaborated the functions responsibilities and lines of responsibility of the Executive President, and the Department Directors, and meticulously identified the division of responsibilities between them. These aspects of the new management structure will be dealt with in the following section on “Management Structure and Competencies”.

The Executive Committee has been involved in sustained discussion on changes of the organizational structure aimed at the sustainability of the work of AWEPA. The idea is to establish a new position of Executive Secretary General, who will take over the central executive responsibilities from the now existing function of Executive President. Thus, the President of the Council will not be Executive President anymore. The founding E.P. of the organisation has been extremely important for the creation, development and sustainability of AWEPA. The discussion has been accelerated by his outspoken wish to see his workload substantially reduced. The new model will result in a situation whereby responsibilities will be spread over more persons, thereby strengthening AWEPA’s responsibilities. Such a

² The review team acknowledges the painstaking reorganization process which AWEPA has undergone since 2000, including the development of Management Charter 2002, which was experimented with and amended in March 2005. The organizational structure described therein is in lieu with AWEPA current and future organizational structure and management orientation, currently under gradual implementation.

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proposal will be presented to the Council for its Annual Meeting on the 10th of June for discussion and approval.

5.3 Management Structure and Competencies

AWEPA management structure has evolved in response to regional (Europe and Africa) as well as global changes emanating from the upsurge of democratic resurgence in many African countries. The end of Apartheid also brought about the changes in focus, while AWEPA broadening its initial mandate, intensifying its programmes and increasingly operates at a continent wide scale. These changes could be attested with reference to AWEPA internal organization, successive Statutes and mandates (1998, 2002 and 2005), with the aim of adopting an accelerated rate of professionalism, deepening of programmes and activities as well as transferring knowledge and technical know how in issues relevant to its mission.

In the current context of developments in African and Europe, AWEPA staff technical and managerial skills, including output/outcome and impact oriented management, financial administration, programme development, implementation, monitoring and evaluation, have to be coupled with clarity of objectives and relevant contents. Despite these demands, AWEPA management structure could be described as optimal. It caters for a membership of about 1300 associated with its programmes and activities, while it employs 14 in its HQ in Amsterdam, 2 in Brussels and 20 staff in eight country and regional offices in Africa. The majority of the employees are women (27). Three out of four heads of Africa Offices are women and the Head of the Project Department is a woman.

AWEPA new organizational structure provides a positive insight into the current management restructuring necessitated by the need to respond to the increasing demands placed on the organization and the expansion of its activities. We take some of these issues with particular reference to the restructuring of the previous positions of Director and Deputy Director and the creation of a three new Directors (described in the previous section), dealing with Administration, Programmes and Research and Evaluation. In the management structure, the Executive President has *inter alia* preserved the powers and tasks, supported by three Directors as mentioned earlier:

1. The Executive President exercise his/her powers for strategic management and overall running of the organization, relationship management and fundraising;
2. Give administrative approval to the policy for finance, personnel, programmes and projects procurement and the maintenance of AWEPA as an organization based on the decisions taken by the Council and Executive Board. The Executive President furthermore approves the strategic plan, the annual budget, the annual accounts, the annual report, the annual (and long-term) project plan, the annual activities plan, contracts with donors and partners, the fundraising plan, the organizational structure, the personnel plan and the rules and regulations pertaining to personnel development and submits the relevant documents for approval to the Council and Executive Committee and monitor the strategic and political line of the organization.
3. Give political leadership to the relevant staff, including the R&E Director, Deputy Director of Programme Development, Director of Administration and the Head of Project Organization/programmes;
4. Maintain and preserve the extensive network of donors and partners partly with the support of the Departmental Directors;

5. Consult with the AWEPA Board, donors and partners and the EPD *consultation* (consultation between the Executive President and the Department Directors, aimed at coordinating management tasks and the overall management; the Executive President is the Chairman of EPD consultation).

Combined with the detailed descriptions of duties and responsibilities of other management organs such as the Directors, the consultative bodies and coordination functions of the Political Coordinators and the implementation functions of Africa Country Representatives, AWEPA organizational structure has come long way compared with earlier critical Evaluations and Audits.

However, while some positive qualitative changes have taken place, personnel circulation, is less evident apart from the departure of the Managing Director. This signifies AWEPA stability as an organization with low staff turn-over thus ensuring long institutional memory which should ideally create a sense of commitment to its mission and goals attainment.

The review team also notices with satisfaction that AWEPA reorganization was accompanied with management staff coaching and training in order to re-tool them for better functioning in the new challenging democracy promotion contexts as well as the changing donor priorities and requirements.

5.4 Conclusions

AWEPA has responded to the evolving nature of the environment within which it operates and the range of activities it has to undertake in response to this by experimenting with a number of organizational and management structures consolidating the positive elements while working on improving what doesn't work. Several re-organizations and organization reviews have contributed to an emergent professional management structure and competencies informed by well entrenched positive routines with well structured formal and informal consultative bodies, regular and periodic management consultations and meetings, coordinated through joint committees and various management levels structures.

6. MANAGEMENT SYSTEMS AND REPORTING TO DONORS

The methodology used in reviewing AWEPA financial management is informed by ToR's explicit requirement that the review team should be summative as well as forward looking in respect to the Agreement between Sida and AWEPA on Core Support as well as Sida Support to Regional activities and Mozambique Multi-Annual Programme during 2003-2005.

The financial review, therefore, commences first with a brief description of AWEPA's financial management system, instruments, procedures and governance structures. Second, in particular, the team assessed whether AWEPA has been able to respond to the terms of agreement on core support, support to regional activities and Mozambique multi-annual programme during 2003-2006. However, we hasten to add that this is an Institutional Review and not an audit review; we would therefore not elaborate on auditing the account, a purview well beyond the stated competences of this mission.

6.1 AWEPA Financial Management System

In this section of the report we relied on several audit reports which provided the background material verified through interviews conducted with AWEPA management. Further verification of the financial management was undertaken in reference to the team's review of more recent financial reports AWEPA submitted to various donors and interviews with other donors.

AWEPA budget covers the three departments (Administration, Programmes and Research & Evaluation) and office costs as well as the projects and is decided by the Executive Committee and the Council. In this respect it has developed an advance chart of accounts with collaboration of the audit firm and covers external accounting as well as project accounting (country, project, partner, activity, tasks). As technical support AWEPA uses the English version of the Dutch computerised accounting system Multivers. There is a need to translate the system into French and Portuguese in order to facilitate decentralised responsibility to the AWEPA offices in Africa. However, there is no client support available in these languages.

Internally, the administrative procedures cover specific procedures for petty cash disbursement and other procedures and routines as mentioned earlier. The bookkeeping is centralised at the HQ and supported by account-coded original receipts and invoices and also a signed spreadsheet with all transactions of the local offices. The transactions are registered in the accounting system and reconciled against the bank statements every month. The bank statements from the offices, however, do not include the outstanding cheques (minor amounts according to AWEPA).

Increasingly, AWEPA accounting policies have come under sharper focus and scrutiny with the new Management Charter (cf. March 2005) which we alluded to earlier. The new position of Administrative Director is also meant to devote more time as well as ensure the implementation of financial and accounting procedures. These policies are stipulated in the AWEPA Protocols which also deals with financial rules, procedures, routines as well as elaborate job descriptions.

AWEPA administrative procedures contain both financial management and accounting policies including also policies for authorisation of expenditures, approval of Travel Orders

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and per diem, together with rules and routines for purchase and investments, invoices, advances, petty cash, expense claims, projects, time registration, general ledger, foreign bank accounts, monthly reports, exchange rates, adjustments for budgeted rates per hour and changes of internal costs.

Of relevance to this assignment is that AWEPA management accounting policy is based on the “project accounting model” for allocation of direct and indirect project expenses (cf. AWEPA Protocols, 2a, 2b, 10, 11, 20. AWEPA uses the terms “Specific Project Expenses” respectively “Basic Project Expenses”). The basic expenses (staff costs and other general costs) are not related to any specific project, but they apply to a group of projects or to projects in general. Ten years ago a system has been adopted whereby AWEPA began to use a “fixed rate” per hour for the basic expenses spent on the specific project, rather than using a time consuming allocation of every basic expense. This system has also been approved by KPMG during their 2002 Audit.

The review team asked specifically about whether a separate account has been opened to handle Sida core and programme support, and this was the case as the cumulative accounts are verifiable per project as well as by individual receipts and transactions.

All together, AWEPA has 18 bank accounts in Europe and Africa with a mix of currencies - Euros, US dollars and local currency accounts; three of these bank accounts are in Amsterdam. Opening bank accounts involves the Executive President’s authorisation and the signatures for authorized employees are sent to the bank with the statutes enclosed. Transferring of money between the headquarter bank accounts and the offices bank accounts follows Protocols 14 and 17 are based on cash-flow reports from the offices.

AWEPA has a competent accounting staff capable of preparing the annual accounts, while the audit firm Accountantskantoor Stolwijk, used by AWEPA for about 20 years, performs the auditing and prepares the annual financial statement. The financial statement is approved by the Executive Committee and finally by the Council, while the statement is signed by the Executive Committee (according to the statutes) and the statement is published with the AWEPA logo.

6.2 Organizational restructuring outcomes

The financial management system was reviewed in 2002 in order to establish its appropriateness. This section responds to ToR explicit demand that the review team should review the degree to which recommendations of the evaluation of the financial management systems in 2002 have been implemented. The review team has followed up actions taken by AWEPA and Table 3 shows that most of the recommendations have been implemented. Some of the recommendations were on the specific situation in one of the local offices (Dar es Salaam, Cape Town and Maputo). These recommendations are not included in the table below. The office in Dar es Salaam is closed. The specific recommendations on either of the other two offices have been implemented.

Table 3: Follow up of the recommendations in the Review of AWEPA´s Financial Management System 2002

Recommendations in the Review of AWEPA´s Financial Management System (KPMG, Nov 19, 2002)	Action taken per January 2006
AWEPA describes its own PCM process so the donors can see how the Project Department and the local offices actually work with the programmes/projects.	AWEPA has explained the process at a donor forum 2002-11-04. Relevant policy documents have been included in the AWEPA Handbook. The Handbook will be reviewed during spring 2006.
Our opinion is that AWEPA should have capacity for preparing the annual accounts and the financial statements.	AWEPA is expanding it's preparations for the audit, but given the size of the organisation it is not realistic to create sufficient capacity in house to prepare it all.
The Executive Committee of AWEPA should sign the annual financial statements in accordance with the statutes.	Implemented
AWEPA should, for transparency reasons, inform the donors about the total equity of Association AWEPA and the Foundation AWEPA. It can be done through dissemination of the annual financial statements.	The financial statements for both the Association and the Foundation are available to donors. There have been no activities at all by the Foundation AWEPA.
AWEPA should review the need of provisions for special purposes accounted for in the financial statements.	Done
AWEPA should evaluate the structure of information in the financial statements and add information about AWEPA´s compliance with the objectives, specific indicators which measures the effectiveness of the organisation, significant events etc.	Evaluation done and additional information added. Development of more specific indicators is still ongoing.
AWEPA should design an own complete Project Cycle Management Process and further develop the descriptions of how they perform the activities within that process with respect to programmes/projects.	Done
AWEPA should develop a model for calculation of accrued interest since some donors demand refunding of interest.	No accrued interest will be refunded, with the argument that interest for prepaid expenses is most times exceeding the accrued interest. For specific cases an ad hoc calculation is made.
AWEPA should evaluate the handling and transportation of cash at the local offices.	Has been given special attention, and some measurements have been taken (double signature for collecting, safe

	in the office). But in some cases (large) amounts of petty cash are unavoidable for adequate operating.
The statutes of the Association AWEPA, the Directiestatut and other relevant documents should be fully translated into English to facilitate transparency and dissemination of information.	Done
The document “Administrative Procedures”, and the changes in it, should be formally decided by the Executive President at the EPD Meetings. The essential changes should be communicated with the Executive Committee.	Implemented
Implementations of an “Association Handbook” where information about external factors, relevant laws and regulations, organisation and the mandates, processes etc. can be gathered. We see this kind of handbook as a possibility to describe the transparency and the influence of the financial management. The financial management is a separate part of this handbook. We of course see this suggestion as voluntary and an issue for the future.	AWEPA has created a comprehensive Handbook. However, AWEPA has limited resources available for keeping it up to date. The Handbook will be reviewed during spring 2006.
Implementation of a Report Plan containing information of which external and internal reports should be created. A good start is the information given in the Monthly Report about the reports to the donors. The Report Plan can for instance inform about receiver, reporting date, responsible person for writing the report, decisions etc.	The Monthly Report provides information about (donor-) reporting obligations. This is also secured by the Protocol on Donor reporting (P.6) and the appointment of a contract responsible. For internal reporting the Overview of periodical internal reporting has been prepared.
Improvement and a design of the “AWEPA Project Cycle Management” (PCM) with a clear connection to the accounting procedures, including AO 10. We see a well-designed PCM as a key process and it is necessary to describe it to the donors so they can form an opinion about AWEPA’s focus on programmes and projects.	Done
AWEPA voluntarily sends the yearly Financial Statements to all donors.	Implemented
AWEPA considers the possibility to separate the policies and the descriptions of procedures/routines in the AO. In that way it is easier to change the routines (a lower authorisation level) without changing the documentation of the policy (a higher authorisation level). The easiest way is to have the policies outside the AO (compare this with	Implemented in the AWEPA Handbook.

our suggestion of an Association Handbook).	
AWEPA follows up the procedures in AO 5 to ensure that the handling of big amounts of petty cash in local offices can be minimised and emphasize the possibility to get invoices from the suppliers, which can be paid by bank transfers.	A permanent point of attention.
AWEPA (in AO 5) adds that petty cash, due to the amount of cash handled, shall be counted on a regular basis (not only once a year) at the local offices.	Procedure has been adjusted.
AWEPA adds the routine for authorisation of opening of a bank account to the AO 16.	In the Protocol it is included that authorisation from the EP or treasurer is mandatory.
AWEPA develops instructions for the annual accounts and AWEPA's part of the preparation of the yearly financial statement.	The basic tasks are clear. No written instructions are available.
The Executive Committee signs the Financial Statement and that the Financial Statement is published under the name of Association AWEPA.	Implemented
We recommend that AWEPA considers the possibility to now and then get a confirmation from the banks regarding the persons that have access to the bank accounts.	Done
AWEPA adds rules about bookkeeping in Amsterdam for the more frequently used accounts in order to ensure the transparency of the accounting process in a practical way.	Not implemented yet and not given high priority since the bookkeeping is basically carried out by one person and controlled by an external auditor
A brief description of the routines for salary accounting is developed in Amsterdam. It can be motivated from the amount paid, the transparency and as a help to the employees.	Implemented.
AWEPA Amsterdam authorises the final communication with the audit firm regarding salaries for new employees and changes in standing/variable data.	Implemented
AWEPA reviews the need of reserves for special purposes.	Done
The Executive Committee of Association AWEPA signs the financial statements according to the statutes.	Done
The audit firm immediately audits the foundations financial statements for year 2001.	Implemented
The financial reporting should always be structured in accordance with the contracts and make it possible for the donors to follow up how the funds are used.	Implemented

6.3 Reporting to donors

6.3.1 Narrative reporting

Our starting point in assessing AWEPA reporting methods is that narrative reports are more of a collection of anecdotal evidence than a systematic account and analyses of results achieved, progress made and challenges surmounted. Our understanding is that there are two main problems in the narrative reporting:

1. On what level should the results be reported to Sida and other donors (project level, programme level, country level and/or regional level)?
2. What kind of results should be reported (on output indicators, outcome indicators and/or impact indicators)?

While AWEPA past practices, as some evaluation reports indicates fell short of the established international norms which provide the structure around which performance measures or indicators can be constructed, its current reporting modality does. Outputs and fair measures of the performance of programmes are relatively monitorable, whereas outcomes and impacts are less easily measured. This is markedly so for parliamentary capacity building programmes that involve high parliamentarians and parliamentary staff turn over. Also, the latter indicators are often difficult to relate to the corresponding resource inputs, and they are more subject to exogenous and uncontrollable factors such as changes in the operational environment. They are used more for programme evaluation than programme monitoring.

AWEPA current practice show a demonstrable effort to improve on narrative reporting in terms of aggregates, long, intermediate and short term as well as multi-laired sector or sub-sector development results.

AWEPA should give more attention to developing good intermediate outcome indicators that are beyond outputs but still can be linked to individual project activities/contributions. A number of levels of intermediate outcomes between outputs and ultimate impact are needed in order to adequately demonstrate and measure the cause-and-effect chain.

While undertaking a comprehensive narrative reporting approach is the ideal, over-zealous approach may create practical difficulties, in terms of keeping M&E reasonably accessible, while responding to requirements far distance from the specific expectations of parliamentary-cum-democratic governance measurable output. It is necessary that AWEPA charts out, in agreement with Sida and other donors practicable modalities in terms of expectations in respect to narrative reports also to deepen the current improvements. In particular, AWEPA should study Sida International M&E experience in the International Training Programmes and courses (for instance, those carried out at Sida/ITP and Sida's Civil Society Center). AWEPA should consider using similar monitoring methods to gauge how participants capitalize and put to use their new knowledge and contacts once back in day-to-day work.

6.3.2 Reporting routines

AWEPA has developed a standard reporting format. This format will in 2006 be used for all reporting to donors, except for four contracts (Belgium, EC, ICRW and the Netherlands). The donors who do not accept AWEPA standard reporting have their own reporting formats and are bound by internal rules to use these. Given the rigid internal regulations and the lack of

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uniformity in this, AWEPA expects that additional requirements from donors above the standard reporting will remain.

For each contract with a donor a Contract Responsible at AWEPA HQ has the overall responsibility to fulfil the contractual obligations and inform the relevant people about specifics in this.

The Project Manager is responsible for the preparation of the narrative report of the project. The Programme Manager is responsible for preparation of the narrative report of a programme (if applicable with input from the project manager(s). The Head of Project Department and the Director Research and Evaluation to ensure quality and presentation review the draft narrative report. The Programme Manager presents the narrative report at least one week before the deadline to the Contract Responsible.

The Reporting Officer in consultation with the Programme Manager prepares the financial report. In case an independent auditor's report is required, the Reporting Officer is responsible for making all necessary arrangements. The Reporting Officer presents the financial report to the Contract Responsible at least one week before the deadline. The Contract Responsible sends of the complete report (narrative, financial and letter) to the donor.

In case AWEPA cannot fulfil its contractual obligations, this is reported as soon as possible to the Contract Responsible. After consultation with the Executive President, an adjustment is proposed to the donor in writing. A draft letter for this is made by the Contract Responsible and approved by the Executive President.

In respect to whether AWEPA has been able to respond to the terms of agreement on core support, support to regional activities and Mozambique multi-annual programme during 2003-2005, the review team has reviewed several financial reviews and evaluations conducted by Sida and other donors (Annex 2) (see conclusion below).

6.4 Conclusions

AWEPA level of compliance with donor reporting requirements have improved considerably. These improvements as shown in Table 3 which explains the manner in which it responded to the recommendations of the Review of AWEPA's Financial Management System 2002.

The review team has assessed the findings of several financial reviews and evaluations conducted by Sida and other donors and came to the conclusion that AWEPA is able to respond positively to the recommendations therein as well as major donor requirements.

AWEPA has developed methods for M&E that should be used for improving the narrative reporting (Section 4.4). However, in addition AWEPA should monitor how participants in their activities capitalize on their new knowledge and contacts once back in day-to-day work. AWEPA should consider using the same methods as Sida/ITP and Sida's Civil Society Center.

7. WORK METHODS, NETWORKS AND MEMBERSHIP DYNAMICS

7.1 Work methods

AWEPA work methods are referred to in several project documents, reports, internal monitoring and evaluation and donor sponsored evaluations and audit review. The ultimate document explaining this method in full is AWEPA Strategic Vision 2006 – 2009.

In addition to our earlier comment that AWEPA has no written vision statement, the review team also recognized that what AWEPA calls “method” is in fact a project management cycle, consisting of six phases as shown in Fig 5 below:

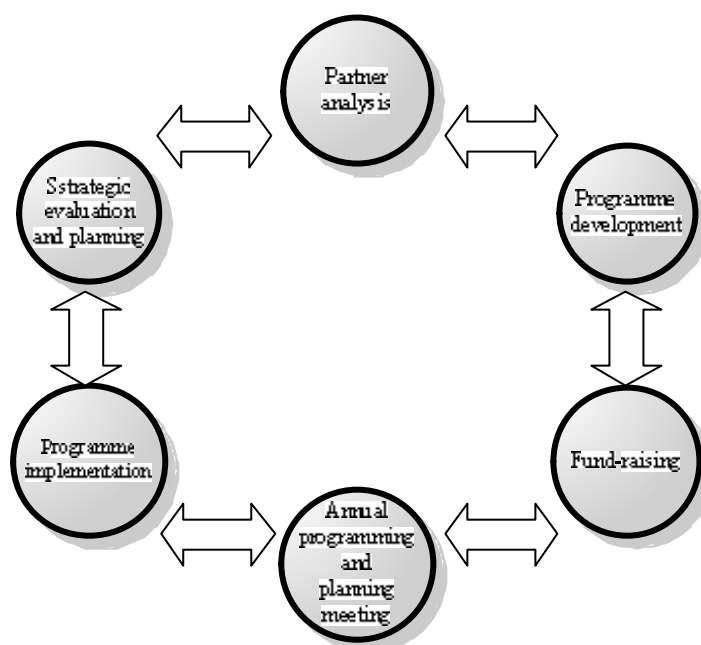


Figure 5: AWEPA Method or Project Management Cycle

Phase 1: Partner analysis: The partner analysis is carried out at the initial phase of a new programme and at a time of crucial political developments like elections. The partner analysis is conducted by the political coordinator, supported by a staff member. They analyse the country’s democratic development, identify problems and bottlenecks, conduct need assessment and risk analysis.

Phase 2: Programme development: Programme development is done by the project staff, in consultation with the political coordinator and is based on the country analysis of the political coordinator. The AWEPA staff usually develops a multi-annual programme (standard is 3 years)

Phase 3: Fundraising: The political coordinator approaches the donors in the respective countries and presents the programme. When the donor is situated in Europe, it is either the political coordinator or the President of AWEPA who visits the donor. When the donor is interested in funding the programme, follow-up contacts are normally done by the AWEPA country representative or by the responsible project officer in Europe.

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Phase 4: Annual programming and planning meeting: Programming takes place on an annual basis, and is done by the political coordinator and representatives of the target groups. The local AWEPA representative, where available, also attends the meeting. During the programming, the headlines of the programme for the coming year are defined thus defining the main priority areas per target group; determining the type of activity and preferred methodology; and agreeing an indicative planning and calendar of activities

Phase 5: Programme implementation: The AWEPA African offices are the main player in the implementation phase. They are assisted by the project officers in Europe, and they can always consult with the political coordinator. Programme implementation comprises the following activities. This process includes organizing workshops-seminars-conferences-trainings; disseminating and transferring results; monitoring effects and follow-up; and reporting in both narrative and financial contexts on a monthly basis.

Phase 6: Strategic evaluation and new programme development: Strategic evaluation and planning takes place in the format of an annual meeting of political coordinator, local AWEPA representative and representatives of the target groups. The main purpose of this meeting is to evaluate current developments and progress towards overall objectives; update country analysis and sustainability plan; update needs definition and reprioritise assistance areas; and ensure coordination with relevant other initiatives.

AWEPA adoption of a clear method suggest that it has overcome one of the major critique levied vis-à-vis its work method by a number of reviews not least Sida Audit Review of 2002.

The emphasis put on reporting, particularly narrative reports and the use of professional project evaluation instruments such as Logical Framework and SWOT in programme development, re-orientation and monitoring and evaluation is also a welcome development.

The review team recognizes that the use of these instruments has already been in place (Uganda, EALA, Mozambique etc.). However, it is too soon to attest to whether Best Practices learned from one project are transferred to the other or comparative project learning processes (for good or even bad practices) have been instituted.

7.2 HQ-Africa offices relations

AWEPA work methods inform its structural relationship with its African partners. Currently AWEPA HQ undertakes full responsibility of the project management cycle and operations at the HQ, including the coordination of programmes and activities with the African offices.

Africa offices enter the scene on a consultative basis throughout the six phases of project management. As we have mentioned earlier, the Africa offices' main responsibilities consist of programme implementation supported by AWEPA political coordinators and the line Departments at the HQ.

However, a distinction has to be made between AWEPA partners and AWEPA Africa offices. The partners consist of the parliaments, parliamentarians, regional and sub-regional parliaments and organizations, as mentioned earlier. Consultations and programme

identification and development takes place at the partnership level supported by the advice solicited from the Eminent Advisory Board.

Although AWEPA projects are demand driven through consultation, it is evident from AWEPA current management and organizational structure that it is a highly centralized organization. This, however, should not imply that African offices and country representatives have no say in running their offices or with limited competences in terms of project implementation modalities, local budget control, fund raising and in particular submitting proposals to European embassies for funding. It is worth noting that European development agencies increasingly insist on supporting projects and programmes submitted by local organizations directly to or through their Embassies.

In essence, the current arrangements give credence to AWEPA strong drive towards Africanization and increased local ownership. As will be explained below, this would change both qualitatively and qualitatively the relationship between AWEPA HQ and its African offices.

7.3 Membership dynamics

The AWEPA members come from among current and former members of national parliaments in Europe and the European Parliament. They can participate as experts in AWEPA activities and share their knowledge and expertise with African Parliamentarians. Through these activities and AWEPA publications AWEPA members receive information about (political) developments in Africa, which serves them in lobbying for Africa's development in their respective parliaments. European members are organized in sections in the various parliaments. AWEPA sections have a varying number of members ranging from one to 252 (Table 4). A significant group of the section's participating members consist of former members of parliament, often more free to plan their time in accordance with their commitment to AWEPA activities. The active members in AWEPA activities are selected by their sections to undertake various functions.

Table 4 shows that AWEPA membership consists of 1334 members organized in 30 sections as follows: European Parliament, Belgium, Denmark, Cyprus, Austria, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, Lithuania, Latvia, Estonia, The Netherlands, Poland, Portugal, Spain, Sweden, Switzerland and United Kingdom.

Table 4: AWEPA sections and members

No	Section	Members
1.	European Parliament	56
2.	Belgium	252
3.	Bulgaria	4
4.	Denmark	64
5.	Cyprus	15
6.	Austria	17
7.	Finland	49
8.	France	59
9.	Germany	61
10.	Greece	32
11.	Hungary	1

12.	Ireland	123
13.	Italy	57
14.	Luxembourg	1
15.	Lithuania	15
16.	Latvia	16
17.	Malta	5
18.	Estonia	11
19.	The Netherlands	27
20.	Northern Ireland	1
21.	Norway	7
22.	Poland	6
23.	Portugal	35
24.	Romania	4
25.	Scotland	1
26.	Slovenia	2
27.	Spain	27
28.	Sweden	120
29.	Switzerland	128
30.	United Kingdom	138
Total		1334

Source: AWEPA 2006

An AWEPA Contact list is attached at Annex 7.

7.4 AWEPA consultation methods with its European Sections

a. The AWEPA Council

One or more members in the AWEPA Council represent all sections. The Council is in charge of AWEPA overall policies and elects the Executive Committee. It meets at least once a year. It functions as a bridge between AWEPA and the sections in the various parliaments in Europe.

b. The Political Coordinators

The Political Coordinators are responsible for the various programmes in Africa at a political level. They follow democratic developments, they perform needs assessments, and they agree with the partner on the headlines of the programme. Political coordinators are drawn from the various sections, and therefore function as a bridge between AWEPA and the sections. The Executive President appoints the Political Coordinators.

c. Visits by members of the Executive Committee

Members of the Executive Committee on a regular basis visit various sections to provide updates on AWEPA programmes, to consult on programme and project development where needed, and to request for assistance of the section in project implementation.

d. Participation by section members in activities in Africa and Europe

Very often AWEPA invites its members to participate in its activities (conferences, seminars, study visits, election observation, etc) in Africa and Europe. The heads of the sections normally appoint the relevant MP that will attend a specific activity, given certain required expertise.

e. Visits from Africa to Europe

Parliamentary visits (both Members of Parliament and parliamentary staff) from Africa to Europe take place on a regular basis. A standard element of these visits is a meeting between the African delegation and members of AWEPA in a particular parliament.

f. Information dissemination to AWEPA members

Through e-bulletin, the website and AWEPA bulletin (hard copy) members receive information on AWEPA activities and programmes on a regular basis.

A priority for the coming years is to broaden the pool of sitting parliamentarians, and to actively involve them in the AWEPA activities. This includes especially parliamentarians from new member states of the European Union. AWEPA has formed an internal working group on Europe, chaired by the Executive President that plans European activities and keeps track of progress made. Attached for information is the working group's internal working document "European Activities: Work Plan 2005-2008".

The review team has assessed AWEPA membership dynamics in respect to its stated aims outlined above by preparing a questionnaire (Annex 11) sent to Section heads and additional members. In most cases the questionnaire has been followed by interviews (Annex 3). The materials collected through this method confirm at least the following major aspects of AWEPA membership dynamics:

- i) Diverse and dynamic Sections support AWEPA membership base. The Sections have diverse organizational structures, with formal channels of consultation, regular meetings and programmes of activities. However, some of the sections are small and newly established. The level of activity is quite uneven and in some sections from time to time almost non-existing;
- ii) The Heads of Sections and a number of Members of Parliament participate regularly in AWEPA activities both in Europe and in Africa;
- iii) Members participate in AWEPA activities as a matter of conviction, support of AWEPA mission and personal interest in Africa, African issues and the need to support and influence the new EU-Africa strategy paper Oct. 2005, produced by the EU commission;
- iv) AWEPA Members verify the relevance of AWEPA projects and programmes;
- v) Everyone consulted agree that parliamentarians are highly receptive to peer learning processes, wherein knowledge and experiences are exchanged and policies debated in a non-politicised setting but with respect for parliamentary discourse;
- vi) AWEPA Members are interested in increasing their level of commitment and participation in the programmes. However, especially for active MPs the time to allocate for AWEPA activities is limited;
- vii) In order to facilitate the establishment of long term relations between MPs in Africa and Europe it is suggested to introduce a programme on twinning;
- viii) AWEPA needs to have more contacts with NGOs in Africa, especially in the countries where the Parliamentary democracy is weak;
- ix) Some members want AWEPA to be more pro-active working on its own agenda on Parliamentary Democratisation and less reactive meeting donor requirements on short term priorities;
- x) Some members emphasize the need for widening the financial base to foundations and private sector in order not to be dependent on a few Western Europe donors; and
- xi) While AWEPA is well known within European bi-lateral development policy circles, its public and civil society out-reach in Europe is inadequate, with those interviewed citing the fact that its activities are not well known to this important lobby and advocacy element in the European scene.

7.5 Network strategy

AWEPA cooperates with the major international parliamentary networks, notably the National Democratic Institute, Inter-Parliamentary Union (IPU), PnoWB, CPC, and UNDP (Parliamentary Development Programme and MDGs) and Pan African Parliament (the legislature arm of the African Union) and African regional and sub-regional parliamentary networks. The review team has studied relevant Memorandum of Understanding and other documents outlining the cooperation with various organisations (Annex 2). However, AWEPA has no written network strategy.

7.6 Donor diversity

AWEPA has had more than 30 donors during the period of 2002-2005 as shown in Table 5 which also show the diversity of AWEPA donors.

Table 5: Donor diversity and level of contributions in Euro (2002-2005)

	Donor	2002	%	2003	%	2004	%	2005	%
1	Austria			30,000	1%				
2	Belgium	1,208,167	30%	1,323,122	36%	381,034	11%	<u>347,000</u>	9%
3	CIDA					31,000	1%	<u>3,641</u>	0%
4	Concern					6,374	0%		
5	Denmark	270,295	7%	305,006	8%	226,400	7%	<u>414,016</u>	11%
6	DFID					96,025	3%	<u>36,360</u>	1%
7	EGI							<u>26,198</u>	1%
8	EC	33,819	1%			110,378	3%	<u>420,684</u>	11%
9	Finland	238,190	6%			89,477	3%	<u>198,208</u>	5%
10	Flanders			67,776	2%	83,074	2%	<u>163,436</u>	4%
11	ICRW							<u>143,015</u>	4%
12	IMD					104,018	3%		
13	IAT			56,614	2%				
14	Ireland	113,138	3%	271,618	7%	347,259	10%	<u>211,740</u>	6%
15	IPAD Portugal					178,892	5%		
16	Italy							<u>1,980</u>	0%
17	Netherlands					115,000	3%	<u>192,167</u>	5%
18	Norway	426,716	11%	339,135	9%	180,077	5%	<u>222,827</u>	6%
19	Portugal			14,870	0%				
20	Spain	75,648	2%						
21	Trocaire					5,000	0%		
22	UNAIDS					19,999	1%		
23	UNDESA					132,299	4%		
24	UNDP	317,765	8%	401,426	11%	200,230	6%	<u>199,121</u>	5%
	UNDP/UNPO								1%
25	S							<u>19,179</u>	
26	UNICEF	50,659	1%	53,396	1%	53,632	2%	<u>347,501</u>	9%
27	UNIFEM					7,139	0%	<u>25,300</u>	1%
28	UNOPS	39,442	1%	26,814	1%				
29	World bank			43,173	1%	23,687	1%		
30	Sweden	667,849	17%	485,819	13%	934,477	28%	<u>687,174</u>	18%
31	Switzerland	553,902	14%	319,696	9%			<u>52,602</u>	1%
32	Others			18,220	0%	12,143	0%	<u>16,780</u>	0%
	Total	3,995,590	100%	3,726,685	100%	3,337,614	100%	<u>3,728,929</u>	100%

Source: AWEPA January 2006.

Table 6: AWEPA funding in Euro 2006 – 2008*

Contracts

Period	Donor		Standard AWEPA reporting format	2006	2007	2008
2006	Belgium	Rwanda/Burundi/DRC	no	500,000		
2004-2006	Danida	Research project	yes	135,000		
2006	Danida	South Africa SAPL	yes	242,100		
2004-2006	EC	Somalia	no	1,400,000		
2005-2006	Finland	Uganda	yes	20,000		
05-07	Flanders	South Africa SAPL	yes	50,000	50,000	
2005-2007	ICRW	Women & Aids project	no	275,000	70,000	
2004-2006	Ireland	Mozambique NA programme	yes	75,000		
04- Dec 05	Ireland	Kenya	yes	50,000		
Oct 05 - Dec 06	Ireland	Uganda	yes	120,000		
2005-2008	Netherlands	TMF - fostering the values of democracy	no	1,168,000	1,076,000	782,000
2003- Dec 06	NORAD	EALA	yes	100,000		
2005-2007	Sida	EALA 2005-2007	yes	440,000	220,000	
03-05	Sida	West Africa	yes	40,000		
2005-2006	Sida	Mozambique HIV/Aids - Cap. Building	yes	120,000		
apr 05 - mar 06	UNICEF	Children & Aids programme	yes	120,000		
Total contracts per 31 December 2005				4,855,100	1,416,000	782,000

Source: AWEPA January 2006

* The new Sida contract 2006-2008 is not yet formalized and therefore not part of this overview

Although the number of donors has increased from 12 in 2002 to over 20 in 2005, AWEPA received lesser contributions in 2005 (Euro 3,728,929) than 2002 (Euro 3,995,590) than the previous years. This is also reflected in an apparent diversity of AWEPA financial base with the major donors being Denmark, Belgium, the Netherlands, Ireland and Sweden.

However, the contributions 2006 will be significant higher. As per 31 December 2005 the contracts for 2006 accounted for 4,885,100 Euro as shown in Table 6. However, only four of the contracts have contributions 2007 and only one 2008. Three three-years contracts will be ending in 2006.

Table 5 and 6 also shows the erratic nature of some donors who either make donations in varying intervals or made only a single donation and then stopped their contributions, with varying consequences on AWEPA programme development and long-term planning of activities. Some payments are so small that, probably reporting and counting for them would take so much time and effort (Euro 5,000 – 7, 000).

In this context, resource mobilisation for sustainability has become of the utmost priority. Evidently, the diversity of donors and large disparity in the sums donated does not necessarily correspond to AWEPA membership size in that particular country. At the absence of clear contribution criterion, the assessment team tends to align this donor interests in improving the quality of governance in certain priority African countries or sub-regions. This also illustrates the relevance of AWEPA work for the donor countries and should therefore not be treated as an act of charity.

7.7 Programme synergies

Although AWEPA has not developed a matrix for programme synergies to avoid duplication or a grid for the transfer of best practices and country experiences from one programme to another, the Deputy Director Programme Development is aware that this is a method that AWEPA should introduce.

However, there is no evidence to suggest that this concern would impact negatively on development aid effectiveness (referred to in respect to OECD/DAC Paris Declaration on Aid Effectiveness), as up-scaling of some project activities might require the reproduction of similar programmes and activities in different countries, sub-region or parliamentary capacity development sub-sector (parliamentarians, parliamentary staff or parliament-public and civil society outreach).

7.8 Meeting donor requirements

As noted in sub-section 6.3.2 AWEPA will 2006 be in a position to use its standard reporting format for all contracts but four (Belgium, EC, ICRW and the Netherlands).

Instead of assessing AWEPA overall performance vis-à-vis meeting donor requirements, we concentrate our efforts in respect to Sida - AWEPA Agreement (2003 – 2006). Reference will be made to AWEPA response to other donor requirements only when appropriate to attest to whether it met such requirements. This assessment is based on our interviews with other donors.

The following points address the specific points mentioned therein and duly highlighted by Sida in respect to whether AWEPA has met donor requirements. These are as follows:

1. According to the letter of appropriations agreements in respect of long-term undertakings (three years or more) shall be made with the reservation that Parliament allocates the requisite funds. The review team was ensured that letter of appropriation was made and that Parliament has allocated the requisite funds.
2. The review team was assured both verbally and by the sheer number of documentation presented that disbursement of funds was effected gradually as the need of funds had arisen. There was no need for advance payments to be affected according to the calculated need of funds for the period.
3. The project/programme shall be carried out between January 1, 2003 and December 31, 2005 and disbursements may be made under this Agreement up to March 31, 2006. In response to whether AWEPA has managed to meet the requirement that it complete the project and reporting six months after the end of the activity period, the assessment team understands that Sida has granted AWEPA permission to complete the project soon past mid-2006. By the time of our review visit, the Finance Division of AWEPA was in the process of finalizing Sida financial report for the year ending December 31, 2005.
4. After reviewing the project documents, evaluation reports and progress reports (Annex 2), the review team can state that the requirement in respect to planning and follow-up, the following requirements have been fulfilled:
 - i) AWEPA and Sida-Stockholm met regularly once yearly to follow up the progress of the programme/project; and AWEPA and the Embassy of Sweden in Maputo also met twice yearly to follow up the progress of the Mozambique programme/project.
 - ii) AWEPA visited Sida's regional advisors on democracy and human rights (based in Harare and Nairobi) and kept them updated on the regional activities of the organisation. The advisors were also invited as observers to regional activities.
 - iii) AWEPA kept Sida's democratic governance field officers up to date on activities performed by AWEPA in their respective countries of operation.
 - iv) In the first half of 2004, Sida and AWEPA conducted a mid-term review of the cooperation based on audits and evaluations made by Sida and other partners to AWEPA. An agreement to this effect was signed and considered an addendum to Sida-AWEPA Agreement 2003 – 2006.
 - v) Sida and AWEPA initiated the current AWEPA Institutional Review, as stipulated in Sida-AWEPA Agreement 2003-2006 in order to review AWEPA internal organisation, programmes, and working methods. The Terms of References was discussed with AWEPA.

Danida, Finland, Flanders, Ireland, Norad, Sida and UNICEF have accepted AWEPA's standard reporting format. Belgium, EC, ICRW and the Netherlands have special requirements on the reporting. The review team has interviewed two of the four donors where the AWEPA standard reporting format can not be used and two of the donors using the standard format. One of the donors was not satisfied with the reporting a couple of years ago and commissioned an external evaluation. However, the quality of the evaluation report was not acceptable and it has not been circulated. There are still some critics on AWEPA not being open and transparent enough when it comes to internal questions. The overall assessment of the donors is that AWEPA produces excellent results (*"AWEPA makes*

difference”, “*very strong on political matters*”, “*champions on lobbying*”, “*ability to bring peace and reconciliation*”, “*invaluable bridge between Africa and Europe*”). In addition, the donors pointed out that the donor’s requirements are not adjusted to this kind of political organisations (“*they are thinking in political terms, we in administrative*”, “*we have to realise that the outcome of AWEPA cannot be measured with the same simple methods we are using in health or education projects*”). As noted in sub-section 6.3 and 6.4 the narrative reports are more a collection of anecdotal evidence than a systematic account on actually achieved results. The development of clear and professional Monitoring and Evaluation instruments is a commendable step towards a narrative reporting where project objectives, expected outputs and outcomes are weighted against tangible results. However, the AWEPA policy statement of M&E in January 2006 has to be established in practice.

7.9 Comparative advantage and challenges

AWEPA is aware of the changing environment in which it operates, the new context, changing donor orientation and requirements as outlined in its Strategic Vision.

On the African side, AWEPA acknowledges the increasing sophistication, demands and variety of intervention areas and intervention methods. However in some African countries the Parliament still has limited power and in some cases power is often concentrated in the Presidents office. Thus the decentralized embassy funding has a tendency to channel budget and sector support directly through basket funding to the Executive poses a threat against the strengthening of Parliamentary autonomy hence parliamentary democracy.

On the donor side, decentralization, empowering African capacity building, encouraging local ownership and direct funding to African partners are evident in all donor sector-specific and multi-sector programmes. As a consequence of the Paris Declaration’s call for harmonization a growing number of donors are looking into basket fund arrangements whereby they could fund reform programs planned and implemented by Parliaments themselves rather than through intermediary organizations like AWEPA. This tendency does not necessarily mean that there will no longer be a role for AWEPA. However, it means that AWEPA will be dependent on (1) a commitment from the Executive in the country to support the Parliament which is not likely to happen in countries that need strengthening of Parliamentary Democracy, (2) the Executive and/or the Parliament chooses to work with AWEPA. Thus, AWEPA has to develop a strategy for resource mobilisation that takes into account how the donors are organised and how they cooperate.

AWEPA should be aware of the need to adapt itself to the general principles laid down in the Paris Declaration and the donor’s priorities. However, at the same time AWEPA should emphasize that the Paris Declaration in practice could be interpreted as having increased the power of the Executives vis-a-vis Parliaments. In countries with weak or even deficient democracy where the Executive dominates it cannot be expected to focus contemplating or even ushering in support of the most efficient ways of channelling support directly to Parliament for strengthening Parliamentary Democracy.

Donors’ current practice of supporting parliamentary development through the Executive betrays the overall objective of strengthening the African legislatures which operate under tremendous executive dominance. One way of strengthening African governance institutions such as Parliament to fulfil their constitutionally mandated accountability and oversight functions, is to direct this finance where possible through parliamentary networks, such as

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AWEPA that work directly with Parliaments. This would in turn bestow credibility on the legislatures and their dependence on executive even in externally funded governance, and in this case, parliamentary development programmes.

7.10 Conclusions

The review team recognizes that AWEPA's planning and implementation and method used are amongst its laudable aspects. AWEPA has developed a methodology called the AWEPA method, which shows clarity of purpose, long-term planning and implementation, considering the relatively small staff at AWEPA HQ, despite the recent establishment of a new Research and Evaluation Department.

There is a need for AWEPA, as an intermediary organization, to assist Parliaments in developing programs for strengthening Parliamentary Democracy based on Good Practice.

Because the Paris Declaration entails a re-envisioning of the work methods, it also entails projects that donors should be aware of through sustained dialogue with AWEPA. While recommendations emanating from previous AWEPA evaluations have rightly concentrated on AWEPA's compliance with donor procedures and requirements, the review team emphasizes the importance of an open dialogue between AWEPA and donors on the prerequisites for a sustainable parliamentary democratisation process. The review team has observed changing donor priorities, short-term and unpredictable funding, which put considerable strain on AWEPA's capacity to undertake long-term planning. An AWEPA-donor dialogue on long-term and core funding is imperative, if AWEPA is to adjust to the new European donor environment, including the requirements set forth by the Paris Declaration as mentioned above.

AWEPA is at an early stage to adapt itself to the general principles laid down in the Paris Declaration. Thus, AWEPA should integrate the salient elements of the Declaration into its programme development objectives, work planning and implementation methods, the Africanization process and programme ownership methodologies.

8. AWEPA CURRENT AND FUTURE THINKING ON AFRICANIZATION AND LOCAL OWNERSHIP

ToR stipulates that the assessment team should review the extent of local ownership “Africanization” of AWEPA programmes and activities. It is worthwhile mentioning from the outset that AWEPA is aware of the changing environment in which it operates. As noted in section 6.9 AWEPA has outlined salient elements of the new context, changing donor orientation and requirements.

AWEPA response to donor requirements in respect to professionalism in planning, project development, monitoring and internal evaluation and reporting, transparency and accountability is evident. The existence of elaborate management charter, description of procedures concerned with project processes and financial management, monitoring and reporting and the development of an expansive Handbook exemplifies genuine attempts towards professionalization. Decentralization and local ownership has surfaced in several AWEPA documents. However, it is difficult to ascertain whether AWEPA has actually embarked on this endeavour with all its implications for potential scaling down of activities at the HQ and Europe-based offices. We approach this with reference to five main questions:

- Has the evolution of AWEPA shown an increasing involvement of Africans in its activities?
- How are African partners elected or selected?
- Are African partners well represented in AWEPA management and coordination staff?
- Who set AWEPA Africa priorities? And how?
- What is AWEPA vision vis-à-vis local ownership?

8.1 Evolution of African involvement in AWEPA activities and programmes

The end of apartheid (in 1994), meant a qualitative change in AWEPA programmes as it has changed the nature of demands and content of programmes and activities inspired by also by the democratic resurgence which swept across Africa. Hence AWEPA work programmes have undergone several institutional as well as programmatic changes, including the establishment of an Eminent Advisory Board chaired by Archbishop Desmond Tutu.

The proliferation of democracy promotion programmes by a myriad of international and regional organizations, including AWEPA meant that a large pool of Africans has developed the skills and expertise in developing, managing and implementing a wide range of activities in Africa. From this view point, steady human resources development and improvement of skills through at least two decades of democracy promotion since the inception of the fourth wave³ of democratisation should call for a reflection and ask the difficult question how multi-lateral institutions such as AWEPA could maintain their significance and relevance.

³ Mohamed Salih, *African Democracies and African Politics*, Plato 2001 and Renske Doorenspleet, *The Fourth Wave of Democratisation*, University of Leiden, 2002.

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Notwithstanding this challenge, since 2000, AWEPA has employed more staff in its Africa offices, and that the African Staff has outnumbered those employed in the two European offices. Although the review team has not verified this on the ground, AWEPA claims that all its African Offices, with the exception of Kenya are managed by African Country or Regional (only in Kenya and South Africa) Representatives.

8.2 Member- Partner duality

From the outset, AWEPA defined itself as European political association that “*informs and mobilizes European parliamentarians on policy issues in African-European relations, development cooperation and democratization in Africa*”. Its core membership is European parliamentarians who organize themselves in 30 sections with the prime objective of contributing to the implementation of AWEPA Programmes and Activities in Africa.

AWEPA partners consist of African and non-Africans. In Africa, its participants consist of African local/provincial (South Africa), national (see the list of programme and involvement countries below), sub-regional and regional (Pan-African) parliaments. AWEPA has Memorandums of Understanding with NEPAD, Pan African Parliament, SADC Parliamentary Forum, East African Legislative Assembly, The ECOWAS Parliament, UNDP, UNICEF, UNIFEM and Parliamentary Centre (see Annex 2). The national parliaments concerned are those of the African countries where it is currently operating, divided into two groups:

- i. AWEPA programme countries: Burundi, Democratic Republic of Congo, Kenya, Lesotho, Mozambique, Rwanda, Somalia, South Africa, Tanzania, Uganda,;
- ii. AWEPA involvement countries: Benin, Botswana, Cameroon, Cape Verde, Central African Republic, Chad, Cote d'Ivoire, Eritrea, Ethiopia, Ghana, Gabon, Malawi, Zambia, Zimbabwe, Republic of Congo, Guinea, Namibia, Nigeria, Senegal, Swaziland;
- iii. Sub-regional partners: (East African Legislative Assembly (EALA), Southern African Development Community Parliamentary Forum (SADC-PF) and Economic Commission for West African States - Community Parliament (ECWAS-CP);
- iv. Regional partner African Union (AU), Pan African Parliament (PAP), and New Partnership for Africa's Development (NEPAD).
- v. Nelson Mandela Children Fund.

Obviously, AWEPA has the largest pool of programme and involved countries than any other parliament promotion institution in the world, with the exception of the Inter-Parliamentary Union (IPU). This makes it an important European institution in respect to its coverage and programme diversity.

8.3 Representation and participation of African partners

AWEPA distinction between members and partners suggest that Africans are not AWEPA members but partners who steer and participate in AWEPA activities. First we deal with representation. Africa is well represented in the Eminent Advisory Council where four out of its five members are Africans. These are:

- 1) Archbishop Desmond Tutu, South Africa, Chairperson, Nobel Laureate and former, Archbishop of Cape Town;

- 2) Ms. Graça Machel, Mozambique, Former Minister of Education, and UN Rapporteur on the Impact of Armed Conflict on Children;
- 3) Dr. Mose Tjitendero, Namibia, Speaker of the National Assembly of Namibia, Founding Chairperson of the, SADC Parliamentary Forum; and
- 4) Prof. Wangari Maathai, Kenya, MP Tetu Constituency & Assistant Minister, Nobel Prize Winner, 2004.
- 5) The only non-African member of the Eminent Advisory Board is Ms. Mary Robinson, Ireland, Director of the Ethical Global, Initiative, Former President of Ireland, and UN High Commissioner for, Human Rights.

AWEPA is also engaged in discussions to expand its strategic partnership base with CSOs and other partners in Africa such as the Amani Forum. In addition, AWEPA currently has co-operative programming mainly⁴ with the following detailed information on parliamentary and other institutions in Africa, extrapolated from above:

- **Mozambique:** Parliament for the Parliamentary support programme, the Ministry of State Administration for the local government programme, and a special programme with political parties
- **Botswana:** Parliament
- **Namibia:** Parliament
- **South Africa:** Speakers Forum Human Resource Development Committee, 9 Provincial Legislatures
- **Lesotho:** Parliament, Lesotho Council of NGOs
- **Tanzania:** Parliament
- **Uganda:** Parliament
- **Kenya:** Parliament
- **Burundi:** Parliament
- **Rwanda:** Parliament, FFRP – Forum of Women in the Rwandan Parliament
- **Republic of Congo:** Parliament (programme concluded)
- **Democratic Republic of Congo:** Parliament (transitional)
- **Somali Transitional Federal Parliament**
- **Pan African Parliament**
- **ECOWAS Parliament**
- **EALA (East African Legislative Assembly)**
- **SADC PF**
- **RFPAC**
- **NEPAD Parliamentary Contact Group**

By and large, this is a commendable network, the largest network of parliamentarians in the African continent and operates in diverse countries ranging from relatively stable democracies, to war-stricken countries as well as regional and sub-regional parliamentary groups and organizations.

⁴ AWEPA also has more limited cooperation with the Parliaments of Angola, Zimbabwe, Zambia, Malawi, Ghana, and Gabon.

8.4 An emergent AWEPA - Africanization vision

AWEPA ultimate statement of its Africanization drive takes up a substantial part of its Strategic Vision 2006-2009 which explained its increased activities in Africa as a contributing factor towards decentralization. This has been stated as follows:

Besides the widening of scope in terms of increase in the number of partners, there is a large increase in the number of issues covered in each programme. In general, this broadening of issues comes from two sources: on the one hand, during the past years African Parliaments have been attributed a central role in dealing with issues that affect the wider fabric of society, like conflict, poverty, HIV/AIDS and human rights violations. On the other hand, during the past years, African leaders have developed new visions for a more balanced and sustainable development of Africa. This concerns the New Partnership for Africa's Development (NEPAD), the Pan-African Parliament (PAP), and the African Peer Review Mechanism, as well as recognition of the benefits of decentralisation and regional cooperation.

AWEPA Strategic Vision aims at strengthening and building the capacity of its Africa offices as an important factor in the strategic development 2006-2009. This came about as recognition of the fact that, currently, the major responsibility of AWEPA Africa offices is operational at the implementation phase. AWEPA states that for the coming years, AWEPA envisages a more central role of the African offices in the phases of programme development and fundraising, and an advisory role in the phases of country analysis, annual programming and planning, and strategic evaluation: 1) With a more decentralized AWEPA working structure, combined with capacity building of local staff, donor contacts can partly be taken on by the AWEPA offices in Africa, and 2) The targeting of the increased responsibilities and the corresponding training needs will be elaborated in a separate 'staff development plan'.

AWEPA also promises an increase of African parliamentarians input in AWEPA policy-making owing to the growth of African expertise during more than a decade of democratic resurgence. The underlying principle of more African ownership suggests broader consultation with African experts in a more structured way. AWEPA will investigate how this can be effectuated.

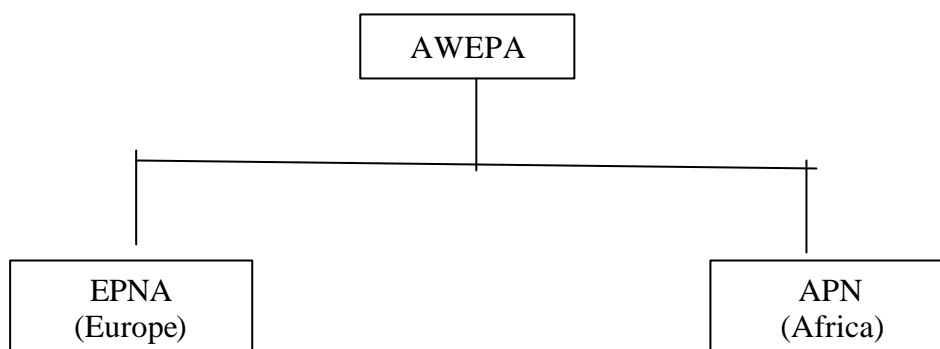
The overall objective of AWEPA future restructuring is the decentralization of its operations and overall programmes and activities from the seat (Amsterdam) to African offices. The ultimate vision is to creating an association that consists of two major networks in partnership with each other: An African Parliamentary Network (APN) operated by Africans and European Parliamentary Network for Africa (EPNA), joined together in an all encompassing association that retains the current name i.e. AWEPA (see Fig 6 below).

The future AWEPA should retain its lobbying and advocacy operations in Europe, draw on the experiences of European parliamentarians, support African parliaments and parliamentarians in procuring and implementing programmes in accordance with priorities set forth in closer consultation and participation of the African network.

Such arrangements deepens the quality of African-European partnership, offers African parliaments and parliamentarians greater opportunity to create their own network, with its own organizational, management structures and membership, hence a more comprehensive partnership.

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Figure 6: Vision of AWEPA future restructuring



This arrangement is preferred to incorporating African members of parliaments into AWEPA present structure because the current arrangements:

- a) Is not commensurate with the growth of an all-African network;
- b) Reinforces a sense of dependence on AWEPA and stifles African full ownership;
- c) Creates an impression that AWEPA is meddling into the affairs of internal African parliaments by incorporating its individual African parliamentarians from across the continent into its structures; and
- d) Does not tally well with future donor policies which are increasing opting for strengthening African institutions in the bid to allow for the emergence of better governance and greater ownership.

Therefore, AWEPA envisages a more central role of the African Offices in the phases of programme development and fundraising, and an advisory role in the phases of country analysis, annual programming and planning, and strategic evaluation. An example of this new trend is its NEPAD programme where a proactive African Committee participates in all phases from conception to implementation and monitoring. As a general rule, also in the field of contract management, finance and administration, more responsibilities will be handed over to African offices.

AWEPA is aware that the decentralization of responsibilities to African Offices will impact on the European offices. There will be decrease in staff at the administration and secretariat levels. Involvement of project staff in African activities will be concentrated on coordination and creating synergies among programmes.

However, should AWEPA embark on this path, it will mark a substantial shift in its structure, mode of operations as well as more African autonomy, Africanization-cum-local ownership development with greater voice for its African partners.

8.5 Conclusions

AWEPA long involvement with Africa has earned it considerable recognition, experiences and parliamentary outreach, factors which enable it to perform its mandated activities with a sense of reliability and continuity.

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AWEPA has already acknowledged the need to deepen its Africanization initiatives and rid itself of the current member-partner duality which is not commensurate with its African ownership slogan or the current changes in the internal African context and external European development cooperation's environment within which it operates.

The current level of African input into AWEPA conception and planning of priorities requires the rethinking of the institutional mechanisms devised to operationalise this. While consultations with African partners are effected through several channels, the process is still AWEPA-driven.

If and when implemented, AWEPA Africanization vision will go long way to prepare for the emergence of a more effective African parliamentary network with institutionalized channels for developing joint activities through primary consultations that would invoke a stronger African voice in its programmes.

The time frame proposed for the conclusion of at least the first generation of AWEPA Africanization strategy (2006-2009) is reasonable, although it cannot be actualized without special funds being allocated to make it a reality.

In essence, the Africanization of AWEPA requires the setting up of a legal and institutional framework and intensive consultations between AWEPA and its African and non-African partners, including the donor community. The ground work for this should not be underestimated both in terms of human and financial resources.