

Draft Final Report  
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# **Evaluation of the overall Framework for Regional Democracy and Human Rights**

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## Acronyms and Abbreviations

ACCORD	The African Centre for the Constructive Resolution of Disputes
ACFODE	Action for Development
AISA/EISA	Africa Institute of South Africa/Electoral Institute for Southern Africa
AMWA	Akina Mama wa Afrika
APN	African Parliamentary Network
AU	African Union
AWEPA	The Association of European Parliamentarians for Africa
CIDA	Canadian International Development Authority
(CPNA) CPC	Canadian Parliamentary Centre
CREAW	Center for the Rehabilitation and Education of Abused Women
Danida	Danish International Development Assistance, now Danish Ministry of Foreign Affairs
DEEP	Democracy, Equality, Empowerment and Peace
EACODEV	East African Centre for Constitutional Development
EALA	East African Legislative Assembly
EALS	East African Law Society
EC	European Commission
ECWD	Education Centre for Women in Democracy
EPNA	European Parliamentary Network for Africa
FOWODE	Forum for Women in Democracy
FWRP	Forum of Women in the Rwandan Parliament
Finnida	Department for International Cooperation (Finland), now Finnish Ministry of Foreign Affairs.
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRM	Human resources management
IAT	International Aids Trust
ICRW	International Centre for Research on Women
IPU	Inter-Parliamentary Union
KCK	Kituo Cha Katiba
KEWOPA	Kenya Women's Parliamentary Association
LFA	Logical Framework Analysis
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MP	Member of Parliament
NEPAD	New Partnership for African Development
NGOs	Non-Governmental Organizations
OECD/DAC	Organization for Economic Co-operation and Development Countries/Development Assistance Committee
PAP	Pan African Parliament
RFPAC (French acronym)	Network for Women MPs in Central Africa
RWN	Rwanda Women's Network.
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
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
WLAC	Women's Legal Aid Center
(WBPN-A)	Parliamentary Network on the World Bank
PNoWB	

## 1. EXECUTIVE SUMMARY

Sida commissioned Professional Management AB to evaluate its programme for Regional Democracy and Human Rights based on the “*Swedish Strategy for the Support to Regional and Sub-regional Development Cooperation in Sub-Saharan Africa 2002-2006*”.

The evaluation took place in two phases: i) An evaluation of organizations and projects/programmes supported under Sida’s Regional Democracy and Human Rights Programme and ii) an evaluation of the overall Framework for Regional Democracy and Human Rights. Both evaluations are conducted in consultation with four organizations funded under the regional framework strategy: Amani Forum, the East African Law Society, Kituo Cha Katiba and Education Center for Women in Democracy (ECWD) /Women Direct.

Professional Management AB presented the evaluation of the supported organizations in a separate report<sup>1</sup>. Below are: (1) The summary of Evaluative Conclusions and (2) the Recommendations pertaining to Sida Africa Regional Framework Strategy (2002-2006).

### 1.1 Summary of Evaluative Conclusions

Sida’s Regional Approach to Democracy and Human Rights is relevant and, in our view, has exceeded its mandated objectives. It has, in a relatively short period of time, produced several positive direct and indirect synergies at both the regional and national levels: The regional approach has opened up for dialogue between concerned parties; enabled regional (transnational) empowerment in issues that would most likely met resistance at the national level; provided opportunities to expose national actors regionally; and considering the array of programmes activities undertaken so far, its programmes have proven to be cost-effective both in terms of public goods and should these be conducted per partner organization per country.

Substantively, the regional approach has contributed some commendable democracy and human rights promotion and availed the space for like-minded organizations, public interested individuals with political clout and special public interest associations. Procedurally and technically, cost effectiveness and efficiency are positive value added elements.

Sida’s current regional framework criterion (see tables 2 & 3) is comprehensive and could be treated as an integrated set of principles linked to its overall strategic concerns and priorities in programme-wide processes that traverse several other policy elements (e.g. information and the media).

The evaluated organizations operate well within Sida’s regional framework and all of them satisfy several of Sida’s strategic concerns, framework priority areas of intervention and principles. However, as the individual reports and our analysis of the extent of their compliance with the Framework illustrate some organizations are less compliant than others, due to factors we explain below.

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<sup>1</sup> “Evaluation of Projects/programmes supported under Sida’s Regional Democracy and Human Rights Programme” (Professional Management AB, September 2006)

The Evaluation Team's assessment is that the Framework objectives are met to a large extent. In particular, judging by the results the Team investigated across the evaluated organizations, the relevance and compliance of their activities and programmes with the regional framework programme is high (tables 1, 2, & 3). The overall objective to "*promote democratic governance, and thereby management of conflicts, in the East African countries*" is met by all organizations, although in reality, Amani Forum and Women Direct stand out as the ones that have developed programmes and activities working with agents of change; engendered politics through the empowerment of women (Women Direct); developed programmes and activities working with conflict management mechanisms (Amani, EALS and KCK), and all to a large extent have created synergies with their partners and chapters in a genuine attempt to promote democratic governance in Greater East Africa.

However, it is not evident that the regional approach has a direct focus on the ongoing policies and activities geared towards enhancing *African regional integration, reducing poverty, managing conflict and empowering women*. Obviously, indirect linkages are discernable. In this sense alone, the evaluation indicates that, the activities undertaken provided a mix of support modalities to regional and/or sub regional *cooperation* and regional integration programmes, including Sida support for a number of independent organizations under the Framework. However, no mechanisms have yet been established to link or make these organizations aware of possibilities for cooperation with each other in limited joint interventions or create synergies between the organizations and their programmes.

The Regional Framework is lacking a clear procedure for institutionalising its core values, identity and objectives. The evaluated organizations are not fully aware of the existence and efficacy of Sida's Regional Framework. And without an inception regional workshop for all partners with the objectives of explaining (and even re-explaining) Sida's Regional Framework, its identity, core values, objectives, parameters and expected outcomes, it is difficult to see how harmonization and effectiveness from within could be attained. Furthermore such a workshop will be of great benefit both for the Africa partners and the development of collaborative flagship activities for regional cooperation.

Some of the evaluated organizations are not aware of the existence of donor aid management packages and methods (e.g. SWOT, Logframes, results-based management and programming, monitoring and evaluation methodologies, action planning, programme cycle management techniques, financial and narrative reporting requirement and format etc).

Sida current system of result tracking of the programmes and activities is inadequate and need to be improved and Sida desk should be given the time and resources in order to be proactive and carry out some result tracking efforts.

## 1.2 Recommendations

**Objectives of the Regional Framework:** We recommend that Sida should (1) establish mechanisms for linking organizations and programmes under the Framework in order to get synergies out of a deeper cooperation; (2) Sida should bring together all grantees at least once a year to have a dialogue, share experiences and discuss views on the regional framework strategy under which they are funded; and (3) Sida should familiarize the organizations funded under Sida Regional Framework with the objectives, identity and values of the

strategy, donor aid management instruments and requirements in a deliberate and systematic manner.

**The Strategy:** (1) Sida should consider having a dialogue with the NGOs and the Civil Society Organizations on the new draft strategy; (2) Sida should consider involving relevant CSOs in presenting position papers, reviews and other input in the ongoing regional framework policy processes on drafting a new strategy in order to achieve more acceptance; and (3) The new strategy should clearly define the role of the organizations supported under the Regional Framework in assisting the countries in meeting their own objectives and criteria for regional integration.

**The Regional Approach:** Despite its several advantages, the regional approach requires more efforts to coordinate and for the networks to be active in strategizing, exchanging experiences and up-scaling positive results. This determines that: (1) Coordination resources should be an integral part of the proposed regional programmes; (2) Sida makes time and resources to its desk to visit the supported organizations at least once a year, for example, in connection with a board meeting, seminar or annual review; and (3) Sida desk should be proactive in supporting organizations funded under its Regional Framework to cooperate amongst themselves.

**Composition of the Framework:** (1) Sida should consider integrating the following three thematic areas and respective partners within the Sida next Regional Framework: (i) regional (transnational) cross-political party cooperation, specifically aimed at familiarizing opposition and political parties of different countries of their role (as government or opposition and potential governments) in furthering the cause of democracy and human rights; (ii) Information providers and the independent or alternative media in the area of democracy and human rights such as indigenous journalists and alternative (non-governmental) media with clearer and effective messages; and (iii) Regional research and training institutions in the field of democracy and human rights as capacity building trainers and impact assessment services providers for regional activists/policy dialogue and policy influencing organizations such as or similar to Women Direct and Amani Forum. (2) Sida should give further thinking to how to create trade-offs and interfaces between the current programmes and Sida's Policy for Cooperation on Information and Media, in particular *freedom of expression and human rights* and the *Internationalization* component, among other Sida overall policy directives.

**Results and Effectiveness:** (1) Sida should bring all the grantees under the programme together to present and discuss the requirements of narrative reporting; Sida should establish a competence within the Framework of creating a Monitoring and Evaluation system for all organizations supported under the Programme; and Sida should consider having contracted out a yearly survey to stakeholders in the region on their view of the supported organizations and the results achieved. (2) Sida should improve (and some instances develop) its result tracking methods and the Sida desk should be more proactive in ensuring that organizations funded under its Regional Framework actually cooperate a) for the sake of cost effectiveness; b. for exchange of experiences and mutual learning; and c) instilling the ethos of regional cooperation outlined in the regional strategy principles.

In addition we have some Regional Approach-specific recommendations:

1. Sida should not tread the regional approach and bilateral programmes as two separate sets of policy options. The more the regional framework strategy is implemented with

the aim of bringing together like-minded organizations, the more the boundaries between the two are blurred and more bilateral programmes find themselves cooperating with regional partners. It is recommended that Swedish Embassies also take interest and visit regional programmes with bilateral partners in their respective countries.

2. Sida should anchor its regional framework strategy in regional policies and priorities set by the regional institutions within which its partners operate (AU, NEPAD, SADEC, EALA etc.). We recommend that the reference point in the regional framework strategy should be regional and not national policies, because the subsidiarity rule of the thumb had it that programmes implemented nationally do not necessarily exclude regional dividends in terms of spill over effects of the activities and programmes with regional partners.
3. We recommend that Sida devise a fund to be available for holding an annual workshop to be attended by all its funded organizations under the regional framework programme. The mechanism could be that 2 – 4 organizations operating within the regional framework could apply for joint funds to hold a joint strategizing workshop in cross-cutting issues of relevance and significance to their core regional objectives.
4. The Evaluation Team recommends that the composition of the framework should be enlarged and up-scaled. Three potential areas have been explicitly mentioned: cross-political party support as well as transnational political party networks, alternative (non-governmental) media and information providers in the field of democracy and human rights, regional research and training institutions in the field of democracy and human rights as capacity building trainers and impact assessment services providers for regional activists/policy dialogue and policy influencing organizations.
5. The Evaluation Team proposes that Sida uses multiple result tracking indicators aggregated in terms of short, medium and long-term. In this respect the evaluation team argues that the distinction between process-based and results-based indicators is a useful methodological metaphor, however, in actual reality a combination of both could be used depending on the degree of the maturation of the project – i.e. implemented long enough to warrant result tracking and even impact assessment.
6. Sida should improve its tracking of results by its desk being more field visits oriented rather than doing office visits which are often limited in scope, time and range of issues to be discussed. The organizations' Sida Office visits are expensive for organizations located outside Nairobi and often deal procedural rather than content issues. Instead, Sida desk should be given the time and resources being proactive, as we have alluded to earlier. Swedish Embassies in the respective countries could also adopt similar procedures and refrain from the procedural distinction between regional and bilateral framework activities, particularly in cases where national chapters and partners are cooperating with regional-based organizations.

## 2. INTRODUCTION

### 2.1 Background

#### 2.1.1 Swedish International Development Agency (Sida)

Sida is the Swedish government agency for bilateral international development cooperation.

The overall goal of Swedish development cooperation is to contribute to making it possible for poor people to improve their living conditions. Sida supports activities in almost 120 countries. Most of the resources are allocated to the twenty or so countries with which Sida has extensive, long-term programmes of cooperation. The framework of cooperation is specified in special country strategies and regulated in agreements between Sida and the government of each partner country.

Sida operates through some 1,500 partners in cooperation. These are companies, popular movements, non-governmental organizations (NGOs), universities, regional bodies (including the United Nations), parliaments, local governments and government agencies that possess the expertise to make Swedish development cooperation successful. In the long run Swedish development cooperation should lead to wider economic and social cooperation with the cooperation countries, to the benefit of all parties concerned.<sup>2</sup>

#### 2.1.2 Programme for Regional Democracy and Human Rights

The programme for Regional Democracy and Human Rights is based on the “*Swedish Strategy for Support to Regional and Subregional Development Cooperation in Sub-Saharan Africa 2002-2006*”.

The underlying thought for the Regional Democracy and Human Rights Programme is essentially that some challenges to development in the Greater East African countries (Kenya, Tanzania, Uganda, Burundi, Rwanda, Ethiopia and to a lesser extent Zambia, Sudan, Somalia and Democratic Republic of Congo) must or can benefit from a regional approach. Although some challenges are perhaps better addressed at a local/national level, it is evident that a regional approach is sometimes necessary and that it often adds value.

Democratisation in Greater East Africa is characterised by slow and difficult processes with a high degree of vulnerability to armed conflicts. The political institutions and the norms underpinning democratic development are still being shaped, while conflict management mechanisms are still weak.

Governments are responsible for promoting, respecting, protecting and fulfilling Human Rights. Likewise, democracy, as a system of ensuring the will of the people through political processes, will have different attributes in different countries. However, countries (especially neighbouring ones) will heavily influence each other's processes of democratisation in general. Armed conflicts and disrespect for rule of law, human rights and democratic procedures hence seem to be contagious and vice versa.

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<sup>2</sup> For more information, please see Sida's homepage: [www.sida.se](http://www.sida.se).

The current strategy<sup>3</sup> claims that while conflict management often *needs* to be addressed regionally, a regional approach to Democracy and Human Rights often *adds value*, and is not necessarily less relevant. It is believed that there is need and room for increased collaboration between civil society actors in the region, as well as between respective governments. A new strategy is underway<sup>4</sup>. In the results analysis of the Support to Regional Development Cooperation in Sub-Saharan Africa 2002 – 2006 the Framework for Regional Democracy and Human Rights is not analysed.<sup>5</sup>

The overall objective of the current programme is to “*promote democratic governance, and thereby management of conflicts, in the East African countries*” with a view to Sida’s goal of contributing to “*an environment supportive of poor people’s own efforts to improve their quality of life*”. To this end, the programme focuses on activities related to:

- i) developing and/or working with agents of change
- ii) engendering politics through the empowerment of women
- iii) developing and/or working with conflict management mechanisms
- iv) creating synergies between attempts to promote democratic governance in Greater East Africa

## 2.2 Purpose and Objectives

This evaluation took place in two phases:

- i) Evaluation of organizations supported under the overall Framework for Regional Democracy and Human Rights; and
- ii) Evaluation of the overall Framework for Regional Democracy and Human Rights

Because it is a two-phase evaluation, the purpose of the evaluation is also two-fold:

- i) Help Sida and its partners make sure that the interventions are well on track and likely to reach their objectives, and guide Sida in decisions regarding continued support to some of the organizations.
- ii) Guide Sida on decisions regarding the pursuance of a regional approach to Democracy and Human Rights and thus further assist in the formulation of strategies in the same regard.

This report is on the second purpose<sup>6</sup> i.e. the evaluation will generally be used by the Regional Democracy and Human Rights Advisers at the Sida office in Nairobi, the evaluated partner organizations, Programme Officers in the other Sida offices / Swedish Embassies in the region, the Africa Department (AFRA) and Division for Democratic Governance (DESA) at the Sida Head Office in Stockholm and potentially other Regional Advisers at Sida offices around the world.

The Terms of Reference are given in full in Annex 1.

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<sup>3</sup> Sida: Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa (2002-2006)

<sup>4</sup> Sida, Draft strategy for support to regional development cooperation in Sub-Saharan Africa, 2006-07-12.

<sup>5</sup> Sida, Support to Regional Development Cooperation in Sub-Saharan Africa 2002 – 2006 Results Analysis, May 2006, SPM Consultants

<sup>6</sup> The first report is also finalized in August 2006 “Evaluation of Projects/programmes supported under Sida’s Regional Democracy and Human Rights Programme” (Professional Management AB, August 2006)

## 2.3 Evaluation Questions

According to the ToR the following questions shall be considered during the evaluation, although the list is by no means exhaustive:

- To what extent are the Framework's and Sida's overall objectives being met?
- What are the reasons for achievement or non-achievement of objectives?
- How does the Framework fit in with the "Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa January 1 2002 – December 31 2006" and the draft strategy for 2007 onwards?
- How can the Frameworks be made more effective?
- Are there other thematic areas and/or partners that would benefit from being included in the Framework?
- How can the composition of the portfolio be improved?
- Should the desk proactively seek projects/programmes to support?
- What relevance does the regional approach have on a national level?
- What is the value added by taking a regional approach to Democracy and Human Rights?
- Can better results be yielded with a still regional, but different, approach?
- How can synergies with the bilateral strategies be developed and strengthened?
- Should Sida draw up specific criteria for decisions on whether to support projects/programmes?
- In what way can Sida improve its tracking of results yielded in the short, medium and long term?

## 2.4 The Evaluation Team

Sida has commissioned the Swedish company Professional Management AB to carry out the evaluation. The Evaluation Team consists of four senior consultants – Mr Arne Svensson (team leader), Professor Mohamed Salih, Dr Paschal Mihyo and Ms Stina Waern.

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 evaluations of sector programs. Professor Salih has recently published the book *African Parliaments: Between Governments and Governance* (Palgrave/Macmillan, New York 2005).

Ms Stina Waern is Senior Consultant with long experience in i.e. financial management, process analysis, result based management, etc. She has worked in Kenya, Mozambique, El Salvador, Guatemala, Honduras, Nicaragua, Malaysia and some other countries. Before she became a management consultant she was the Director General of IMPOD (The Import Promotion Office for Products from Developing Countries) under the Ministry of Foreign Affairs.

Dr Paschal Buberwa Mihyo is Professor of Politics and Administrative Studies at the University of Namibia and Executive Director at the African Institute for Development Initiatives (AIDI), Dar es-Salaam. He published several books on governance issues in Africa, and is well known for his book on Parliamentary Accountability. He has conducted several evaluations for national governments, bilateral and multilateral organizations, on democracy promotion, human rights and the rule of law.

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.

## 2.5 Methodology

The evaluation was carried out during the period of June-August 2006. The Evaluation Team has applied a mix of evaluation techniques utilizing institutional performance assessment methods to evaluate the four organizations (Institutional assessment/evaluation) and conduct in-depth outcome evaluations of individual programmes.

Prior to the actual commencement of the evaluation, the Evaluation Team has conducted a thorough review of the available documentation on the four organizations, including their mission, vision and objectives, development strategies, implementation methods, monitoring and evaluation methods. The Evaluation Team has also reviewed recent programme and project documents, annual reviews and financial statements, supporting publications and statements by the organizations, Sida or third parties.

The validity of the initial findings is ensured through reviewing vast amounts of material (cf. Annex 2 for documents consulted). The four organizations and the Swedish Embassy in Nairobi submitted these materials and documents as requested. The team has reviewed all relevant written documentation.

The Evaluation questions are centered on five major well-treaded organization and programme performance evaluations sub-themes: Effectiveness (the organizations ability to achieve the objectives of the programmes and activities in which it is verified in terms of outputs, outcomes and impact), efficiency (value for resource deployment both human resources and financial), results (verifiable outputs, outcomes and impact), relevance (the organizations programmes and activities relevance to Sida regional framework approach, its efficacy and objectives) and sustainability (the ability of the organizations to maintain their activities over time, with or preferably without donor support after years of interventions).

With this general understanding of the sub-themes and the questions posed by ToR, the Evaluation Team has developed a practical matrix to help it in 1) obtaining the required materials using the mix of methodologies described above and 2) explaining how the evaluation results will be verified. We have gone further to apply the same methodology to the question guiding the Evaluation of the overall Framework Questions. These are presented, in detail, in our work plan.

Mr Svensson has made inception visits to the four organizations headquarters in Nairobi, Arusha and Kampala and the Swedish Embassy in Nairobi in June 2006. Dr Salih has made assessment visits to Women Direct and Amani Forum in Nairobi in July 2006. Dr Mihyo has made assessment visits to EALS in Arusha and KCK in Kampala in July 2006. Dr Mihyo has

also made field visits in Uganda (all the four organizations) and Tanzania (EALS). Ms Waern has conducted field visits in Rwanda (Women Direct, Amani Forum and KCK).

Finally Mr Svensson, Dr Salih and/or Dr Mihyo have made validation visits to the four organizations headquarters and the Swedish Embassy in August in order to further validate the findings and also to strengthen the diagnostic and summative bases of the Report and its findings. Executive Directors / Executive Secretaries, Deputies, Programme Officers, Programme Assistance, Finance Officers and other relevant staff attended the validation meetings. In addition Hon. Samuel Poghio, Treasurer, Regional Executive Committee Member, Hon Amina Abdalla Regional Executive Committee Member and Hon Joseph Nkaissery, Chairperson, AMANI Kenya Chapter participated in the validation visit to Amani Forum at the Kenya Parliament precinct.

Various members of the Evaluation Team also met or conducted interviews with relevant: a) persons in other countries in the region where the four organizations are active b) Sida staff at the HQ and at relevant embassies in order to gauge Sida's experience with the four organizations; and c) persons at other major donor agencies. A list of persons interviewed is attached (Annex 3). We have met with some of the key persons (i.e. the Executive Directors and Executive Secretaries) several times.

These interviews offered an invaluable insight on the contributions the major stakeholders make towards the fulfilment of the four organizations mission. All the organizations have been very open not only on pros and cons in its work so far but also when it comes to ongoing discussions on future challenges.

## **2.6 This Report and how to read it**

This report is divided into five sections. The "Summary of Evaluative Conclusions" in section ONE is derived from the set of "Evaluative Conclusions" placed at the end of each sub-section in Section 4. Section TWO is introductory; Section THREE contains a brief description of the evaluated interventions; Section FOUR discuss the Salient Features of Sida Regional Framework and its Relevance to the Evaluated Organizations; and Section FIVE elaborates on the evaluation questions. Thus it is summarising findings, conclusions, lessons learned and recommendations on the Framework.

## 3. THE EVALUATED INTERVENTION

### 3.1 Intervention Background

Currently, five organizations, and hence, five projects/programmes are being funded under the overall Regional Democracy and Human Rights Programme. Two additional projects/programmes are about to be closed pending final reports and there is no intention of continued support at this stage.

Phase one of the evaluation looked at four organizations: Amani Forum, Education Centre for Women in Democracy, East African Law Society and Kituo Cha Katiba. The AWEPA/EALA component has been evaluated last year in a study commissioned by NORAD and likewise AWEPA's whole organization was reviewed in early 2006 by Sida/Professional Management AB<sup>7</sup>. The evaluators shall focus on the current project/programme that each organization is implementing, although reference may be made to other projects/programmes previously implemented by the same organizations and supported by Sida.

Phase two of the evaluation regards the overall Framework for Democracy and Human Rights.

### 3.2 Brief of Supported Organizations

#### 3.2.1 Amani Forum

Since its creation in 1998, Amani Forum has been able to establish itself as a respected regional network in the Great Lakes Region concerned with the peacebuilding and conflict mitigation in one of Africa's most protracted conflicts. In this regard, Amani has thus far been able to mobilize a large pool of parliamentarians, using their unique position in society and relation to government to implement its vision, mission and objectives. These could be verified, noting that a regional interparliamentary network has been established and seven National Chapters are created and enabled to operate in Burundi, Democratic Republic of Congo, Kenya, Rwanda, Tanzania, Uganda and Zambia<sup>8</sup>.

Amani network members have undertaken a wide range of peacebuilding initiatives at the national and regional levels, including fact-finding visits to conflict zones, inter-parliamentary dialogues, inter-party dialogue, exchange visits of parliamentarians in conflict zones and election observation. The programmes contributing to these activities could be summed up as follows:

1. Training in Conflict Resolution and Peacebuilding;
2. Training in Parliamentary Practice;
3. Fact-finding Missions to Conflict-Affected Areas;
4. Exchange Visits between Parliamentarians;
5. Inter-Parliamentary Dialogue;
6. Inter-Party Dialogue;

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<sup>7</sup> Professional Management AB: Organizational Review of The Association of European Parliamentarians for Africa – AWEPA, 2006-04-30

<sup>8</sup> For more information see [www.amaniforum.org](http://www.amaniforum.org).

## 7. Election Observation.

Amani Secretariat is relatively small and efficient. There is need to strengthen Amani Secretariat and Chapters to realize their objectives and provide the level of services required to empower parliamentarians to discharge of their responsibilities as conflict managers and peacebuilders.

It is hard to measure results of activities in the area of Human Rights and Democracy; On the whole, Amani's narrative reporting is lacking information on outcomes and impacts. The absence of a workable methodology and instruments for measuring outputs, outcomes and impacts is part of the problem. At the absence of studies undertaken with the main objective of measuring how and whether improvement in the parliamentarians skills to deal with the legislative process, budgets, hearings, debates, media and constituency work for conflict (social and violent) management it is difficult to verify results, outcomes and impacts..

However, parliamentarians, governments, NGOs and civil society organizations' increasing interest in Amani activities, the large number of members and their engagement in its activities must have improved their skills and capacity to deal with conflict management issues, is a clear indication that there have been some positive outcomes of Amani programmes and activities.

There is no doubt that the skills imparted on MPs of issues emanating from and relevant to peacebuilding and conflict prevention are sustainable at the individual MP level. This however, is at odd with the harsh reality that there is high MP turn-over. The only constellation is that these skills will not be lost to society and that it is not inevitable that MPs will in some circumstances be re-elected and resume their public duties in these and other capacities.

### 3.2.2 East African Law Society (EALS)

The East Africa Law Society (referred to thereafter as The Society) was established in 1995. Its mission is to enhance professional standards in the delivery of legal services and to promote constitutionalism, good governance, the just rule of law and the advancement, promotion and protection of human rights.

The objectives of the Society are to promote the role of lawyers in policy dialogue, popular participation and capacity development in the context of the East African Community and the integration of its communities<sup>9</sup>.

A team of experienced and competent staff resource the Secretariat. It is small and well organized. It has developed over the past two years, reliable systems of financial and performance management and it is currently developing manuals to guide financial management and procurement.

The Society has a set of core programmes most of which are relevant to the mission and the needs of the members. However, there are some issues such as ensuring high standards in the delivery of legal services in the region, the need to harmonize curriculum and legal education

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<sup>9</sup> For more information see [www.ealawsociety.org](http://www.ealawsociety.org).

standards of the law schools and the issue of decline in ethics among practicing lawyers that if addressed would enhance the role and relevance of the Society.

The Society has a good comparative advantage over other organizations active in the field of democracy and human rights in terms of being membership based and governed. It should look for more creative ways of increasing the benefits members get from its activities and in turn this should help it to get more financial support from the members through user charges and higher fees.

### 3.2.3 Education Centre for Women in Democracy (ECWD)/Women Direct

Women Direct emerged as an autonomous entity within Education Centre for Women in Democracy (ECWD) as a result of an Evaluation mission's recommendations 2004, which stipulated that Women Direct should detach (or rather become autonomous) itself. The network is built on four pillars Democracy, Equality, Empowerment and Peace.

Women Direct is an effective organization. After the recruitment of new staff in the spring 2005 the organization has been catching up. In the beginning there was not a system for following up and updating work plans in place. Women Direct efficiency stems from its ability to be active both locally and regionally. Thus, the regional experience will feed into the local work also with the poor and marginalized. These are supposed to be synergies between the efforts to share views and lessons learned between the partners and increased efficiency in each partner organization's local work.

At the absence of methodologies for measuring outcomes and results, narrative reporting does not offer conclusive evidence. Having examined Women Direct range of activities and interviewed some of its Core Partners (in Ethiopia, Uganda, Rwanda and Burundi), it became clear that some positive impacts in terms of women connecting regionally, sharing views and best practices, lobbying national and regional institutions to influence policies that change women human rights situation to the better is impacting positively on women participants and beyond.

The educational and capacity building and training activities often impart life-long skills that are sustainable at the individual woman participant in Women Direct programmes. The same applies to lobbying and advocacy which in the case of influencing parliamentarians would produce policies, legal and administrative instruments that are gender conscious and would therefore have long-lasting positive impacts on women lives beyond Women Direct partners and programme participants.

Women Direct programmes and activities are highly relevant not only to Sida Regional Framework in Democracy and Human Rights, but also for the six partner countries and also in countries as Somalia and Southern Sudan. However, such expansion of coverage and range of programmes may entail a shift in strategy and work style. The pros and cons for the existing mission and vision as well as the current level of programme consolidation should be assessed before entering into expansion or up-scaling of activities. However, expanding the programme is dependent on financial resources as well as increased human resources.

### 3.2.4 Kituo Cha Katiba (KCK)

Kituo cha Katiba was established in 1997. Its mission is to promote constitutionalism, good governance and human rights in the contexts of the East African region as a whole. It brings together leaders from government, academic institutions and civil society and provides them with opportunity to share ideas and experiences on how to promote democracy, constitutionalism and human rights in the region.

KCK is a regional NGO based in Kampala. The organization's mission is to protect and promote constitutionalism, good governance and democratic development in East Africa. Its vision is to promote the active participation of civil society in good governance and to inspire a culture of democratic practice that reflects the inspirations and needs of the common people and democratic governance as applied to everyday life situations, starting from home and extending to the work place, community, nation and East Africa at large.

The development goal of this project is to influence the active participation of citizens in ensuring a people-centred East African Community that is responsive to democratic development, rule of law and the protection of human rights. The two primary activities of this project are (i) deepening dialogue and consultations on civil society participation in rebuilding Rwanda and the promotion of human rights and democracy and (ii) strengthening human rights commissions' collaboration at a regional level in relation to the EAC.<sup>10</sup>

*"Towards a People Driven East Africanness"* is a one year project which commenced in September 2005 with a total amount of SEK 850,000. KCK has previously successfully implemented another project funded by Sida, entitled *"Enhancement of Civil Society Participation in Democratic Development and Rule of Law in East Africa"*.

### 3.2.5 AWEPA

When East African Legislative Assembly (EALA) was inaugurated in 2001, most of its Members had very little political experience and found the Parliamentary system adopted by EALA unique. With the support of AWEPA, members and staff of the Assembly have been empowered to carry out their specific mandates through capacity building seminars, study visits and exchange programmes to similar institutions. Objectives are categorised in terms of support to all members of EALA, support to staff of EALA and support to committees of EALA.

The regional AWEPA office is based in Nairobi.<sup>11</sup> Support to EALA through AWEPA started in March 2005 and spans a three-year period. Funding is agreed at SEK 6 million. NORAD also funds EALA through AWEPA. The AWEPA/EALA component was evaluated last year (2005) in a study commissioned by NORAD.<sup>12</sup> An organizational review of AWEPA was carried out by Sida/Professional Management AB 2006<sup>13</sup>.

<sup>10</sup> For more information, see [www.kituoachakatiba.co.ug](http://www.kituoachakatiba.co.ug).

<sup>11</sup> For more information see [www.awepa.org](http://www.awepa.org).

<sup>12</sup> Royal Norwegian Embassy, Report to the EALA/AWEPA/NORAD Project, for the Royal Norwegian Embassy Prepared By, T. L. Maliyamkono of ESAURP, 2005.

<sup>13</sup> Professional Management AB: Organizational review of The Association of European Parliamentarians for Africa – AWEPA (2006-04-30)

## 4. THE SALIENT FEATURES OF SIDA REGIONAL FRAMEWORK AND ITS RELEVANCE TO THE EVALUATED ORGANIZATIONS

### 4.1 The Salient Features of Sida Africa Regional Strategy

The Programme is informed by three strategic considerations which we summarize as follows:

1. In the implementation of the Swedish strategy for support to regional cooperation in Africa, the international discussion on global public goods should be taken into account. Swedish support for regional cooperation should therefore be shaped in such a way that poverty reduction, the overall objective of Sweden's development cooperation, coincides with African priorities for combating poverty in a regional perspective.
2. There should be active, responsible and committed African ownership of the organizations in question. But a strong organization at regional level is not enough. Cooperation must be based on commitment and ownership on the part of national member institutions. Concentrating efforts in this manner may result in erosion of national competence. Thus, it is important for regional cooperation to have direct positive repercussions on national skills and capacity.
3. Not to make these organizations the primary starting point for cooperation. The point of departure should be an analysis of areas and functions suitable for, or requiring, regional cooperation for development and, in particular, preconditions for regional involvement. In the preparation of activities, identification of areas for regional cooperation should go hand in hand with an analysis of ownership and potential implementation organizations. In principle, intergovernmental alliances, other organizations with regional mandates and organizations in individual countries belonging to a regional network may be considered eligible for Swedish support.

The five evaluated organizations fall within and respond to the broader strategic considerations developed by Sida therein albeit using different programme focus, regional approaches and methods of implementation - we dealt with these separately in the Evaluation Report of the organizations supported under the programme. However, below we provide a synoptic illustration of the relevance of the programmes and activities of the five organizations to Sida's three strategic considerations:

*Table 1: Relevance to Sida Strategic Considerations*

No	Organization	Relevance to strategic consideration I	Relevance to strategic consideration II	Relevance to strategic consideration III
1	Amani	Amani activities are highly relevant to Sida strategic considerations pertaining to supporting regional organizations on global public goods	Amani membership is regionally focused without eroding national competences. Its programmes are driven by its membership and chapters created in its	Amani Interparliamentary dialogue for peace building and capacity building is a form of intergovernmental cooperation at a regional level. The

		and the poverty reduction dividend of conflict management and peacebuilding.	countries of operation, with dialogue and capacity building at the core of its activities.	activities are identified, and acted upon by the parliamentarians while the Secretariat operates as coordinating and regional networking formalizing body.
2	Women Direct	Women Direct activities are highly relevant to Sida strategic considerations. Its work on empowering women, capacity building for leadership and society, work on HIV/AIDS and gendered violence at the regional level is within the overall purview of poverty reduction and social equity between men and women.	Women Direct collaborating partners are regionally drawn from all countries of its operations. Some of these partners existed well before Women Direct was established and it is only through Women Direct that they began to cooperate regionally. Their regional cooperation is as deliberate as it is systematic in annual strategizing for a number of workshops and programmes in areas of significance for women empowerment.	The collaborating organizations are the primary starting point with Women Direct and its Service centre work actually as a service center for these organizations. The partnerships, exchange of skills and experiences through an Internship programme to impart skills on the weaker partners is strong indicative of the capacity building roles of Women Direct, this is of course in addition to empowering its partners in general.
3	Kituo Cha Katiba	Relevant. It works closely with groups that address core issues related to poverty and poverty reduction. The Centre however needs to sharpen this focus more.	The regional ownership of the programmes in terms of design, management and implementation is very high. The Centre works closely with highly competent and accomplished researchers and policy analysts. It needs however to strengthen the ownership by adopting a membership structure so that more stakeholders can join and contribute to the	Highly relevant in that the results on the ground are measurable. The Centre plays a key role in acting as a broker between government departments in each country as they have no national frameworks for negotiation over how they affect each other. Hence ownership at national and regional level is strengthened as the various stakeholders find in the centre a neutral

			shaping of the programmes and outcomes.	ground on which to engage in dialogue.
4	East African Law Society	Implicitly poverty reduction is at the heart of the activities of EALS. But this is not explicit from its activities and programmes. It needs to sharpen the focus on poverty and at least give indication of awareness of the poverty issues and how it shapes governance, democracy and conflict.	EALS is very strong on ownership in terms of being membership based and membership driven. It has a strong organizational structure headed at all levels by competent professionals. It is a democratic organization and can boast of practicing what it preaches.	EALS has relevant programmes whose regional ownership is unquestionable. It may want to consider addressing issues that touch on the legal profession such as standards of education and ethics among practicing lawyers, which may increase its relevance to regional issues and may further the process of cross border legal practice. Such issues though addressed now are not at the core of the programmes of the Society.

*Source: Compiled by the Evaluation Team, July 2006*

From the perspective of the Evaluation Team, all four organizations implement programmes and activities relevant to Sida strategic considerations. However, some organizations (Kituo Cha Katiba and East African Law Society) have more to do in order to reach the high congruency levels of Amani and Women Direct. This requires working towards creating partners and a sense of ownership not centered on the organizations themselves, but rather driven by direct collaborating partners to ensure that their “products/outputs” find their way to the targeted “populations”.

## 4.2 Mutual Relevance of Sida Regional Strategy Objectives

The overall objective of support for regional and subregional development cooperation is to help combat poverty in Sub-Saharan Africa. In addition, the international development objectives defined at various UN conferences in the 1990s and by the OECD Development Assistance Committee (DAC) and summarised in the Millennium Declaration of the year 2000 should form the basis of the content of regional development cooperation.

Direct efforts to reduce poverty take place mainly at local and national level. Conditions for achieving this can, however, be improved and long-term obstacles removed through regional cooperation. The regional strategy deals with these matters and proposes areas for Swedish activities.

The aim is that, by the end of the five-year period, Sweden's support for regional cooperation should have helped to increase African capacity to cope with the following tasks:

1. Reducing the spread of HIV/AIDS in a region, and strengthening other regional cooperation in this respect
2. Managing and preventing regional conflicts
3. Achieving sustainable economic growth through regional economic cooperation and integration for development of trade, investments, etc
4. Engaging in cooperation regarding natural resources that require joint management, and sustainable utilisation of cross-border ecosystems
5. Supporting networks and regional institutions for exchange of knowledge and joint policy development in healthcare, education and culture, and also in relation to democracy, human rights and gender equality
6. Developing regional infrastructure to link transport, energy and ICT systems
7. Professional skills and institutional capacity in various sectors, both as a basis for national development and to carry out negotiations on international conventions and agreements and their implementation.

In Table 2 below we use more row scores (1-4):

0. Not relevant (0): This score means that the organization is actually not active at all or currently has no programmes and activities within Sida regional framework programme objectives;;
1. Minimally relevant (1): The programmes and the activities the organization currently is undertaking would have an indirect impact (e.g. linkages between women empowerment and reduced violence against women or the likely positive impacts of peacebuilding on reducing HIV/AIDS or human rights abuses);
2. Indirectly Relevant (2): The programmes and activities undertaken by the organization are relevant to the regional framework;
3. Relevant (3): The programmes and activities undertaken by the organization are relevant to the regional framework programme and are directly relevant; and
4. Strongly relevant and meeting the objective (4): The programmes and activities undertaken by the organization are relevant to the regional framework programme and are directly relevant as well as meeting the objective.

If an organization obtained the highest scores in all seven objectives of the regional framework programme, it will get 28 (i.e. 7 X 4), which is the maximum total score. However, in reality no organization could attain 28 because the objectives and areas of intervention of the organizations differ.

These scores are driven from the individual Reports of the organizations before hand in order to indicate the extent to which there is a mutual relevance not only of Sida Africa Regional Framework for the four organizations, but also for the four organizations themselves. In this sense the scores could be confirmed with reference to integrative aspects of the Regional strategy some of which might have not been a major consideration in the initial stage of programme funding.

Table 2: Mutual Relevance to Sida Regional Strategy to the evaluated organizations and vice versa

Sida Regional Framework Objectives	Amani Forum	Women Direct	Kituo Cha Katiba	East African Law Society	African Legislative Assembly/AWEPA
1. Reducing the spread of HIV/AIDS in the Region	1	4	1	1	2
2. Managing and preventing regional conflicts	4	1	2	2	4
3. Achieving sustainable economic growth through regional economic cooperation	2	2	1	1	4
4. Engaging in cooperation regarding natural resources that require joint management	2	1	0	0	4
5. Supporting networks and regional institutions for exchange of knowledge and joint policy development	3	4	2	2	2
6. Developing regional infrastructure to link transport, energy and ICT systems	3	1	1	1	0
7. Skills and institutional capacity in various sectors	4	4	1	1	4
Scores	19	17	8	8	20

Source: Compiled by the Evaluation Team, July 2006

Although we can read a lot from this table, its major purpose is not the quantitative scores (which could be subjective, but probably within a narrow margin of one point at the most) it gives, but rather an indication to how Sida supported programmes fit into its overall strategy with direct and indirect linkages and relevance in an integrative manner.

Two conclusions could be drawn from the Table: 1) all supported organizations operate within the objectives of the Regional Strategy Framework because it plugs in an important gray area where non-governmental regional networks and organizations felt the need to operate within it. 2) Despite the diversity of the programmes in which these organizations are involved, each has its regional comparative advantage in terms of target group (women, parliamentarians, think-tanks, governments and civil society-cum-NGOs and individuals, groups, regional and national populations).

The implications of this for Sida future work is to re-visit its strategic concerns and intervention areas in order to sort out what organizations operate within an integrative mode i.e. directly or indirectly support a variety of its global/regional objectives.

The very nature of the public goods in which these organizations are involved necessitate that some results and relevance of the regional framework programme cannot be easily quantified. For example, which the immediate impression one gets from objective 6 is of an economic cooperation nature, although on the other hand, the framework description of the Areas of Support goes further to mention broader areas of concern such as governance and capacity building, with which the five organizations invariably deal.

### 4.3 Mutual Compliance with the Framework Parameters

Based on the Regional Framework strategic considerations, objectives, framework and implementation modalities, the areas eligible for regional development cooperation (coined the essential category) is identified as follows:

1. Conflict prevention and management
2. Economic cooperation and integration
3. Joint infrastructure and natural resources

The following parameters are treated as important when it comes to deciding on applications for support for African regional cooperation:

1. Clear indications of members' ownership through their own commitment in the form of resource contributions for cooperation
2. The existence of robust and transparent financial systems
3. Content of cooperation that is relevant to Sida's action programme to combat poverty
4. Application of the subsidiarity principle
5. Long-term programme-oriented support in consultation with other donors.

Here again we use the same methodology used in the case of mutual relevance i.e. we use row scores 1 – 4):

0. Non-compliant (0): The organization does not comply with criterion at all
1. Minimum compliance (1): The organization apply the minimum denominator, with strong centralized organizational structure
2. Medium compliance (2): The organization complies with this criterion, but there are some elements that should be improved;
3. Very good compliance (3): The organization comply fully with this criterion; and
4. Maximum compliance (4): The organization comply fully with this criterion and is required to consolidate the gains it has made by implementing new partnerships or/and networking strategies already in place.

The maximum score an organization can attain is 16 (i.e. 4 X 4) i.e. it has maximum compliance with all the four parameters. Parameter (5), not mentioned here (is about long-term programme-oriented in consultation with other donors support). It is more oriented for Sida in terms of compliance with undertaking long-term interventions, considering the nature of this particular type of public goods entrusted with the regional framework programmes.

Table (3) below is decided upon in respect to the Evaluations of the organizations at hand in respect to mutual compliance with the framework parameters:

*Table 3: Mutual Compliance with the Framework Criterion*

Sida Regional Framework Parameters	Amani	Women Direct	Kituo Cha Katiba	East African Law Society	African Legislative Assembly /AWEPA
1. Clear indications of members' ownership through their own commitment in the form of resource contributions for cooperation	3	4	1	3	3
2. The existence of robust and transparent financial systems	3	4	3	4	4
3. Content of cooperation that is relevant to Sida's action programme to combat poverty	3	4	2	2	3
4. Application of the subsidiarity principle	2	3	2	2	2
Scores	11	15	8	11	12

*Source: Compiled by the Evaluation Team, July 2006*

In applying these parameters to the evaluated organizations, Table 3 shows that all the four organizations work within the parameters set-forth by the regional framework, although Kituo Cha Katiba appear to be weaker in terms of membership ownership and also in terms of strong relevance to Sida's action programme to combat poverty, although an indirect relevance exists.

Second, all organizations apply weak subsidiarity principle (i.e. delegating decisions to the lowest level of the organizations), except for Women Direct which operates with a large number of direct collaborating partners, each with its own programmes and activities enhanced by participating in its activities.

Third, obviously, those organizations with the highest level of compliance with Sida parameters are also those whose programmes are of the highest level of relevance to Sida Regional Framework. It is unfortunate that among the four organizations assessed the East Africa Law Society, the only that has no other donors than Sida and could be described as chronically Sida-dependent organization (i.e. Sida is the only funding agency which supports it). Amani is equally Sida dependent but has other funding donors, which contribute far less than Sida. KCK has one of the lowest levels of compliance with both Sida regional framework strategy objectives and parameters.

## 5. RESPONDING TO THE EVALUATION QUESTIONS: FINDINGS, CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

### 5.1 Objectives

The Regional Frameworks objectives are to “*promote democratic governance, and thereby management of conflicts, in the East African countries*” with a view to Sida’s goal of contributing to “*an environment supportive of poor people’s own efforts to improve their quality of life*”.

Two questions are raised in the ToR: To what extent are the Framework’s and Sida’s overall objectives being met? What are the reasons for achievement or non-achievement of objectives?

The ToR states that the underlying thought for the Regional Democracy and Human Rights programme is essentially that certain challenges to development in the Greater East African countries (Kenya, Tanzania, Uganda, Burundi, Rwanda, Ethiopia and to a lesser extent Zambia, Sudan, Somalia and Democratic Republic of Congo) must or can benefit from a regional approach. Although some challenges are perhaps better addressed at a local/national level, it is evident that a regional approach is sometimes necessary and that it often adds value.

The evaluation team’s assessment is that the objectives are met to a large extent. However, the success of the programme might have been even bigger if the following issues had been elaborated on from the outset:

1. It is not evident that the regional approach has a focus on the ongoing *integration* in the region. The evaluation of the four organizations supported under the programme indicates that it has been a mix of support to regional and/or sub regional *cooperation* and regional integration.
2. Sida is supporting a number of organizations independently under the Framework. However, there are no mechanism established to link these interventions to each other or to create synergies between the organizations and their programmes.

### 5.2 The Strategy

The following question is raised in the ToR:

How does the Framework fit into the Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa 2002 – 2006 and the draft strategy for 2007 onwards?

#### 5.2.1 The 2002-2006 Strategy

The evaluation team’s assessment is that the Framework fit in very well with the Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa 2002 – 2006. The overall objective of the current programme is to “*promote democratic governance, and thereby management of conflicts, in the East African countries*” with a view to Sida’s goal of contributing to “*an environment supportive of poor people’s*

*own efforts to improve their quality of life*". To this end, the programme focuses on activities related to:

- developing and/or working with agents of change
- engendering politics through the empowerment of women
- developing and/or working with conflict management mechanisms
- creating synergies between attempts to promote democratic governance in Greater East Africa

According to the Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa 2002 – 2006 areas that should be particularly eligible for Swedish support for regional development cooperation to prevent and manage conflicts include:

- cooperative mechanisms that can mediate between parties in conflict
- post-conflict measures to stabilise agreements
- co-ordinated efforts to combat cross-border criminality, terrorism, 'warlordism', trade in small arms, etc, primarily through police and customs cooperation
- cooperation to analyse trends with the potential to threaten security in a region and propose preventive measures
- cooperation on migration issues, which is also connected with HIV/AIDS.

The areas covered by the Framework are relevant to the ones particularly mentioned in the Strategy.

Most inputs for regional development cooperation currently embodied in the Strategy required to be channelled through regional and subregional organisations of an intergovernmental or private nature, and also non-governmental organisations. More or less informal networks and centres of excellence will also play a significant part. All organisations supported under the Framework meets these requirements.

Regional cooperation in Africa should, to a large extent, take place through intergovernmental organisations. Examples of possible actors and areas in this category mentioned in the Strategy include the East African Community (EAC) for coordination of poverty-alleviating measures in the Lake Victoria area. EAC is targeted by the interventions under the Framework by:

- The objectives of the EALS are to promote the role of lawyers in policy dialogue, popular participation and capacity development in the context of the East African Community and the integration of its communities
- The development goal of the KCK project is to influence the active participation of citizens in ensuring a people-centred East African Community that is responsive to democratic development, rule of law and the protection of human rights. One of the two primary activities of this project strengt hening human rights commissions' collaboration at a regional level in relation to the EAC.

Table 3 (page 24) illustrates a high degree of mutual compliance with the parameters set forth in the 2002-2006 Strategy, an apparently important pertaining to deciding on applications for support for African regional cooperation.

The Strategy states that in the identification of channels the organisations that receive Swedish support can serve either to implement programmes, on the one hand, or to lay down norms and create policy on the other. The organisations supported under the Framework meets this in a suitable combination.

One ambition for the design of a Swedish support portfolio measures over the period covered by the framework strategy is that, within the framework of priorities in terms of content, the emphasis should be shifted from individual projects to an integrative programme approach relating to the above-mentioned strategic categories. As noted in section 5.1 Sida is supporting a number of organizations independently under the Framework. However, there are no mechanisms established to link and integrate these interventions to create synergies between the organizations and their programmes.

### 5.2.2 Draft new strategy for support to regional development cooperation in Sub-Saharan Africa

Sida is in a process of formulating a new strategy. A first draft has been circulated recently<sup>14</sup>. Although, it is too early to assess the impact of the new strategy on the future programmes in the region some comments in lieu of the experience of the outgoing strategy (2002-2006) are important.

The existence of only one (instead of four) guiding document regarding regional and sub regional development cooperation will facilitate the interaction and enhance the coherence between the different sub regional programs.

The Swedish regional and sub-regional development cooperation in Sub-Saharan Africa should consider as its guiding principle the application of a right-based perspective expressed through participation, non-discrimination, transparency and accountability. This means that the rights of the most disadvantaged in society (poor men, women, boys and girls, and their needs, experiences and capabilities) and giving them voice through regionally cooperating NGOs and CSOs should be at the centre of Swedish analysis, dialogue, financing, monitoring and evaluation. In a regional context, it is more likely that elected representatives and for that matter NGOs and civil society organizations will represent the political voice of the political, economic and social elite rather than those of the poor.

In the new strategy four main goals are identified:

- Achieving peace and security
- Combating HIV/AIDS, Malaria and Tuberculosis
- Achieving agricultural led pro-poor-growth and food security
- Improved regional governance and architecture

The following goals are suggested in the draft:

1. The goal for peace and security is to increase capacity of African institutions to prevent conflicts and to mitigate the effects of humanitarian crisis and migration.

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<sup>14</sup> Sida: Draft strategy for support to regional development cooperation in Sub-Saharan Africa (2006-07-12)

2. The goal for combating HIV and AIDS, Malaria and Tuberculosis is to increase African capacity to handle the pandemic of AIDS, Malaria and Tuberculosis through the joint development of a framework between African actors and International Cooperating Partners, i.e. donors.
3. The goal for agricultural led pro-poor growth and food security is to address agricultural growth in a wide perspective addressing necessary preconditions from the perspective of the poor.
4. The goals for regional governance are participation for poor men, women, boys and girls through democratically elected representatives, the non-discrimination of individuals, population groups or opposition, transparency and accountability.

The embassies in Abuja, Addis Ababa, Dakar, Gaborone, Lusaka, Nairobi and Pretoria are suggested as key players in the dialogue and follow-up of regional development cooperation.

The new strategy also emphasize that Sida should increase the efforts on developing effective methods to measure results from regional and sub regional programs at the beneficiary level.

It is the evaluation team's assessment that the recommendations we provide in this report as well as the recommendations in the report on the evaluation of the organisations supported under the Regional Framework Strategy are in accordance with the new draft strategy.

### 5.3 The Regional Approach

The following questions are raised in the ToR concerning the regional approach:

- What relevance does the regional approach have on a national level?
- What is the value added by taking a regional approach to Democracy and Human Rights?
- Can better results be yielded with a still regional, but different, approach?

Each question is dealt with in a section below:

#### 5.3.1 What relevance does the regional approach have on a national level?

The question of when and whether a regional approach is preferable over a national approach, have been proven to be valid. Some advantages to a regional approach have been identified:

- i. As a result of the sensitivity of certain Democracy and Human Rights related issues, a regional approach may open up for dialogue between concerned parties (Amani Forum Peace dialogue, inter-parliamentary visits to conflict areas and Women Direct regional strategizing on violence against women is sensitive policy initiatives in the male-dominated African society, the latest strategizing held by Women Direct is *"beyond numbers and empowering women in public life and cession making positions"*, which is equally sensitive and would have been met with resistance if it was not part of a regional programme. East African Law Society has been publishing special issues of its magazine on issues pertinent to human rights across the region, with the last issue on gender and the law in East Africa.
- ii. When national Human Rights organizations are unable to report on Human Rights abuses, organizations in other countries may do so. For example, East African Law Society is able to deal with sensitive issues in Rwanda, which it will be difficult for Rwanda based human rights organizations to deal with. Another case in point is

Progynist in Ethiopia which took over issues related to democracy and peace, within the Women Direct programmes. Progynist has recently boosted its women and children's rights awareness activities with a formal paralegal/human rights education programme. Amani fact finding missions conducted by parliamentarians from more than one country and report on conflict, human rights abuses and possibilities for dialogue as peacebuilding measure.

- iii. A regional approach has provided opportunities to expose national actors (governments as well as civil society) to experiences from other countries. We are informed by Burundi Human Rights League "Iteka" that its partnership with Women Direct has strengthened its resolve to work under difficult situations. It works to defend and promote human rights as well as keep communities informed on human rights issues. Its programme areas are human rights monitoring, legal assistance, and campaigns for peace and reconciliation and refugee repatriation. Iteka have a programme on gender violence and a rape crisis centre.
- iv. Cost effective to conduct studies and/or engage in training and the like in a regional forum as opposed to conducting identical/similar activities in several countries. In the sense that the cost of maintaining National Chapters (Amani), Women strategizing forums and the up-scaling of Women Direct toolkits for women empowerment).

The evaluation shows several examples of the first three advantages. However, it is not obvious from the lessons learned so far is that regional approaches are not less costive when integrative and coordination and cooperation and synergies have not been created.

### 5.3.2 What is the value added by adopting a regional approach to Democracy and Human Rights?

The four evaluated organizations illustrate (in addition to the advantages outline above) that there are at least two value added elements; one substantive and the other technical/managerial:

- i. Substantively, the regional approach has contributed some substantive measure in availing the space for like-minded organizations (Women Direct), public interest individuals with political clout (Amani Forum, AWEPA), special public interest associations (EALS) and human rights organizations (KCK).
- ii. Procedurally and technically, cost effectiveness and efficiency are positive value added elements we also allude to this in point 5.3.1 above.

### 5.3.3 Can better results be yielded with a still regional, but different, approach?

The organizations supported under the Framework have their contact with the Swedish Embassy in Nairobi. They claim the other Swedish embassies in the region have shown little or no interest in their work. None has visited any of the organizations from the other embassies. However, when it comes to i. e. Women Direct there has been some contact between embassies and the partner organizations at the local level.

The contacts between the Swedish Embassy in Nairobi and the HQ of the four organizations have mainly been on email and telephone. Each one of the four organizations has been invited to meet with the relevant programme officers at Sida in Nairobi several times and

these meetings have been appreciated of all parties. The Embassy has invited all organizations to an informal meeting once and that was also highly appreciated. However, it is rare that someone from the Swedish Embassy visits the organizations.

#### 5.3.4 How can synergies with the bilateral strategies be developed and strengthened?

As this is a regional framework we do not support the idea of linking it with national policies. Our view would remain within the current framework i.e. *“Not to make these organisations the primary starting point for cooperation. The point of departure should be an analysis of areas and functions suitable for, or requiring, regional cooperation for development and, in particular, preconditions for regional involvement. In the preparation of activities, identification of areas for regional cooperation should go hand in hand with an analysis of ownership and potential implementation organisations”*.

Because all these countries have signed to regional (as well as global) policies on democracy and human rights (AU, NEPAD, SADEC, EALA etc.) we are of the opinion that the reference point should be regional and not national policies. Naturally, the programmes will be implemented nationally and their national contribution to national policies is a matter of fact (that is if they succeeded in achieving their regional objectives).

#### 5.3.5 Mechanisms on linking organizations and synergies

Our suggest in the area of linking organizations and creating synergies is far less ambitious than requiring the organizations to develop a joint comprehensive programme, because of factors such as legal, administrative as well as ethical foundations (i.e. using resources to ‘coerce’ organizations to work together with the likelihood of several internal squabbles over resources, organization and coordination aspects).

We propose that Sida avails the necessary resources for holding an annual workshop to be attended by all its funded organizations under the regional framework programme. This workshop should/could at least aim at the following:

1. Annual information sharing workshop for the organizations to be organized by Sida under the new regional framework strategy. Informative for Sida, whereby it could interact with a large number of partners and exchange views with them on recent developments within the organization;
2. The annual regional workshop is also informative for the organizations i.e. an opportunity for the organizations to introduce their regional programmes, objectives, method and achievements. This would also encourage the organizations to be transparent and amenable to comments in self-peer reviewing, thus creating a community of like-minded organizations with the common aim of advancing their own regional agenda in tandem with Sida;
3. Sharing experiences, particularly for new-comers to benefit from old-timers and exchange views on reporting, programme development, planning, monitoring and evaluation etc.;
4. Enhance cooperation where organizations that have much in common could invite each other to their activities, coordinate efforts such as holding joint workshop in areas of mutual interest or cross-cutting issues e.g. gender, poverty alleviation, conflict (both social and violent); and

5. Capacity building for the organizations, particularly by organizing a training programme in tandem with the annual workshop for imparting on the organizations knowledge on development aid management tools, reporting (narrative and financial) techniques, donor harmonization policies and any areas where the Embassy offices experienced poor or inadequate partner responses to requests etc.

## 5.4 Composition of the Framework

Four questions are raised in the ToR on the composition of the Framework:

- Are there other thematic areas and/or partners that would benefit from being included in the Framework?
- How can the composition of the portfolio be improved?
- Should Sida draw up specific criteria for decisions on whether to support projects/programmes?
- Should the desk proactively seek projects/programmes to support?

We answer these questions with reference to the individual reports and Table (2) on the matrix of the Mutual Relevance to Sida Regional Strategy to the evaluated organizations and vice versa.

### 5.4.1 Are there other thematic areas and/or partners that would benefit from being included in the Framework?

Three thematic areas and respective partners could be considered within the Sida next regional framework:

- i Regional (transnational) and cross-political party cooperation, specifically aimed at familiarizing opposition and political parties of different countries of their role (as government or potential governments) in furthering the cause of democracy and human rights. In recent years, more attention has been given to parliaments and less to political parties, although on the onset of the democratisation process during the 1990s, philanthropic democracy organizations spent commendable time, efforts and resources to promote political parties. There is need to strengthen the functioning of multi-party democracy by encouraging cross-party cooperation both at the national and regional levels.

At the national level cross-party cooperation and capacity building pertaining to political party (internal and external) regulations, managing coalitions, electoral systems reforms, government and opposition in dominant party system (South Africa, Mozambique, Ethiopia, Namibia to mention but a few of the 16 dominant party systems in Africa) is crucial for democratic consolidation.

Regionally, there are currently transnational African party-to-party networks and associations linked to party internationals: African Christian Democrat Union (10 parties in 10 countries), Democrat Union of Africa/African Dialogue Group (31 parties in 16 countries); Africa Liberal International Group (14 parties in 12 countries); Africa Socialist International Members (22 political parties in 19 countries); and the Green Party Federation of Africa (14 parties in 14 countries).

Some of the party members of these networks and associations are in government (individually or in coalition with other political), while others are in opposition. Because of their national and regional democratic and human rights significance, improving their organizational and networking capacities across ideological lines, it is also important to support them outside the party internationals. Their regional nature (not alone but also in addition to other major political parties), make them more independent defenders of human right (also considering their global outreach) that the current party represented in Africa's regional and subregional organizations which are inter-governmental by nature. It is also evident that a network of non-partisan political parties enhances cross-party cooperation at the national level.

As to who leads this type of effort, what comes to mind is an international independent democracy promotion institute such as IDEA (with its track record and experience in political party promotion or any regional institution such as IDSA (South Africa), Democracy Institute (Ghana).

- ii. Information providers in the area of democracy and human rights such as indigenous journalists and alternative (non-governmental) media with clear and effective messages (this will be elaborated in 5.4.2 below) in terms of developing an integrative regional framework also involving some aspects of Sida Information and Media Policy. Having known that Sida currently support ECONews that works with community based Radio stations in three countries, we still advice strongly in strengthening this aspect of human rights and democracy strengthening. Adding MISA in Southern Africa, International Centre for Journalist, Africa, Institute for the Advancement of Journalism (South Africa), International Women's Media Foundation (Africa) are possible candidates;
- iii. Regional research and training institutions in the field of democracy and human rights as capacity building trainers and impact assessment services providers for regional activists/policy dialogue and policy influencing organizations such as and similar to Women Direct and Amani Forum. There are three aspects to this proposal:
  - 1) Hire a consultancy firm or a training center to conduct biennial training workshops for Sidan regional partners in areas where there is demand for capacity building on substantive
  - 2) Promote a role for ELAS and KCK to become trainers for special category actors within the organizations funded through the regional framework (women leaders on democracy and human rights, members of parliament on conflict management; democracy and human rights promoters etc). These targeted training programmes differ from those offered by others in a sense that they should be tailor made with the possibility tracing those who benefited from them to evaluate their efficacy in improving the quality of the trainees' interventions in their respect programme areas.

The Evaluation Team's assessment is that these suggestions do not contradict the guiding principles presented in the new draft regional framework strategy. However, the draft strategy is not directly targeting interventions at this detailed level, an aspect that could be improved.

#### 5.4.2. How can the composition of the portfolio be improved?

The current composition of the portfolio could be improved if:

- i. Trade-offs and interfaces between the current programmes and Sida Policy for Cooperation on Information and Media are created, in particular the freedom of expression and human rights components and the Internationalization component. This will bring to sharpening the focus on two significant developments: first, better enable and enhance the use of information and the media for serving human rights and democracy aspects of the current and future programmes. Second, up-grade the current networking capabilities and exchange of information in alliance with regional information and media networks;
- ii. Some more organizations could be added to the current partners. In particular we recommend that research and training institutions in the area of democracy and human rights (independent, university and tertiary) should be included and effectively used for informed and up-graded capacity building programmes for the respective organizations. As mentioned in 5.4.1 is the possibility of prompting organizations such as East Africa Law Society and Kituo Cha Katiba (almost overtaken by current development in the democracy and human rights industry) to become providers of targeted regional research and training programmes of direct relevance to partner organizations such as Women Direct and Amani Secretariat currently overwhelmed with myriad of demands made by their national chapters and partners. One positive effect of this is the creation of mutual interdependence between regional organizations as providers of mutually needed services;
- iii. Multiple stakeholders' regional capacity development training on democracy and human rights is conducted for the police, the army, liberation movements and major social forces (political parties, NGOs, civil society and the private sector) in post-conflict situations for peacebuilding. Parliamentarians could play a pivotal role in facilitating such processes which strengthen the drive towards peace.

#### 5.4.3 Should Sida draw up specific criteria for decisions on whether to support projects/programmes?

Sida's current criterion (see tables 2 & 3) is comprehensive and could be treated as an integrated set of principles linked to its overall priorities in programme-wide process that should integrate other policy elements (e.g. information and the media).

#### 5.4.4 Should the desk proactively seek projects/programmes to support?

One of the weakest points in the regional framework is that it does not allow the desk sufficient time to be proactive. For instance, three areas where the desk should be proactive are the following:

- i. The evaluated organizations are not fully aware of the existence and efficacy of Sida regional framework programme. An initial workshop should be offered for all partners to explain (and even re-explain) the regional framework, its identity, core values, objectives, parameters and expected outcomes both for the benefit of Africa and the development of the organizations as flagship organizations for regional cooperation;
- ii. The evaluated organizations are not aware of the existence of donor aid management packages and methods (SWOT, Logframes, result-based programming, the significance

of Monitoring and Evaluation methodologies, action planning, programme cycle management techniques, financial and narrative reporting requirement and format etc). We propose that it is very important that the desk commission professional firms with the knowledge of these important aspects of donor policies and requirements to impart this knowledge on the funded organizations. This will yield significant results: 1) make the organizations aware of donor requirements and 2) save the desk time and effort, particularly reducing paper trail and heightened emotions when the financed organizations complained that they are made aware of these requirements very late in the process of project implementation, audits and evaluations.

- iii. Although the programmes and activities of the evaluated organizations command several compelling areas of synergy, by the very fact their compliance with the regional framework strategy is generally high; they do not cooperate with each other. Systemic and deliberative Sida desk pro-active contribution could change the current more from disjointed to integrative programme development. Such proactive dialogue will not only further the strategies impacts, but also ensures the implementation of needed improvements in Sida result tracking methods.

## 5.5 Results and Effectiveness

Finally, ToR raised two questions on results and effectiveness:

### 5.5.1 How can the Frameworks be made more effective?

As an independent governmental body Sida's working methods and approaches are more related to cooperation with the governments than NGOs and Civil Society Organizations. However, it is also known to be flexible in working with small NGOs and Civil Society Organizations have limited administrative resources and practice. In some instances, some NGOs and Civil Society Organizations applaud the working methods and approaches of Foundations such as the Ford Foundation. For Foundation, for instance, visit all the grantees a couple of times every year and are assessed more flexibly in meeting also the CSOs need for institutional support and institutional strengthening. The counter argument is that Sida has developed methods and code of conduct for civil society organizations and a Civil Society Centre, which should be applauded, although unfortunately CSOs and NGOs are not adequately integrated into the draft Regional framework strategy.

The new draft strategy seems to be even more oriented towards governments and intergovernmental organizations. Sida should consider the importance of developing working methods and a code of conduct that is also meeting the conditions of small CSOs.

### 5.5.2 In what way can Sida improve its tracking of results yielded in the short, medium and long term?

#### **Result Tracking**

It is difficult (almost near impossible) to develop indicators that would satisfy all partners due to their programmes diversity, size, objectives, targeted audiences, capacities and implementation modalities. On the other hand, partners' result-tracking indicators also vary considerably and should be taken (1) at their face value, (2) in conjunction with a set of Sida specific indicators derived from its overall strategic consideration and (3) that the partners should be aware of the thresholds implicit in these indicators.

While the idea of HQ visiting partners is an excellent one, it should be more effective if the Embassies in the region also do the same so that they do not see themselves only as agencies. Embassy visits do not imply any contraction between the idea of a regional based programme and bi-lateral programme because some of the chapters constituted an element of subsidiarity by operating at the lowest level of the regional spectrum. In the later instance, the partners conception of the Embassies as if they are disinterested in their work at worst and interested only in technical and not the human aspects of their work. Embassy apathy could also reinforce the conception that as holders of the purse, are positioned at levers of development power structures – a conception that we do not share, but has been mentioned off the record as a matter of concern.

The existing surveys (Afrobarometer and World Value Survey) cannot be used as substitute to result tracking indicators developed specifically to deal with programmes funded under the regional framework strategy. These surveys are somewhat helpful to academics and have really limited value for policy makers because of the very nature of these materials collected for the purpose of opinion gathering which is not programme based or immediately policy relevant. While the findings of some these surveys are statistically reliable (i.e. they are based on accurate statistical analysis and research methods) their resonance with real life situations is far from valid (For example, while the Afrobarometer claims that there is high level of support for democracy in Mali, depending on the sample interviewed, in actual reality, Mali has the lowest voter turn out (VTO) in the World, (just over 26%). Although this is not meant to discredit these surveys, they have been used by academics (particularly political scientists) with limited effects only to be criticized by those who have deeper knowledge of how some organizations work. With all honesty, their impact on shaping (or rather reshaping) public opinion (by enthusing the public takes action) or entice politicians to respond directly or indirectly (Government responsiveness) is too meagre to say the least.

The quick surveys developed by Sida Civil Society Centre/ITP will do, and the survey could be conducted by range of candidates:

1. Contracted Swedish research institutions (in collaboration with or individually) and African research centres, based on small research grants on the impact of NGOs and civil society activities, synthesized for comparative purposes at the sub-regional and regional levels;
2. Consultancy firms; and
3. Non-partner African and non-African democracy promotion institutions

### **Process or result-oriented Indicators**

Our view is that disaggregated reporting indicators dependent of the period since the programme is implemented will serve different purposes for Sida and the funded organizations. Disaggregated reporting indicators are not about whether to use result or process-oriented.

1. The indicators should be process-oriented in the first three years (short-term), questions such as those often asked by Sida about the capacity of Sida-funded organizational and financial management to implement the programme (financial transparency and accountability through thorough auditing earlier on), quality of

- reporting to donors, meeting reporting deadlines etc. are important considerations. For example, this type of indicators will apply to Amani and Women Direct;
2. Medium-term indications will include a combination of (limited) result (with emphasis on outputs) and process-oriented indicators. These will help Sida and will also be fair to the organizations enabling them to verify whether Sida comments on and concerns of subsequent narrative reports are followed through and reflected in the organizations programme planning and implementation; and
  3. Long-term result-oriented indicators with the view that certain organizations have been under multi-annual funding arrangements and results could/should therefore be tracked in a more robust manner. If procedural and limited result-oriented indicators (in the short and medium-terms) are satisfactory, which justices proceeding with funding the organization, then 6 – 9 (10) years should provide sufficient time to use of result-oriented indicators. EALS and KCK fall within this category, but because there have not developed result indicators, working with Sida indicators alone, is one sided and grossly not productive as these should have been built into the programme documents or the organizations strategic plan (which are new inventions for both of them).

Systematic and deliberative Sida desk proactive contribution could change the current more from disjointed to integrative programme development (5.54). This statement is elaborated in terms of the following actions, which should be taken by Sida:

In conclusions, Sida could improve its tracking of results by its desk being more field visits oriented rather than doing office visits which are often limited in scope, time and range of issues to be discussed. The organizations' Sida Office visits are expensive for organizations located outside Nairobi and often deal with procedural rather than content issues. Instead, Sida desk should be given the time and resources being proactive, as we have alluded to earlier.

Sida could also improve its result tracking of the organizations supported under the Regional Framework i. e. by using the same method as used by Sida for (1) its tracking of results at the Sida's Civil Society Center and (2) tracking results of Sida's International Training Programmes (ITP). Sida has for these two programmes developed a systematic approach based on web-based surveys. The web-based surveys are seen as a specific component of the Programme and are contacted out for a three years period to an independent evaluator (Professional Management AB). The web-based survey is distributed electronically the stakeholders and the answers are anonymous. Web-based surveys give a wider base for an assessment on the work carried out by the organizations. The organizations are given the opportunity to nominate stakeholders for the surveys. From each of the relevant countries a number of respondents should be selected. In the survey, a representative sample of politicians, senior public officials, legislators and/or other beneficiaries should be asked about their views on the organizations, the outcome of workshops and seminars, what they have learned, how they use their new insights, to what extent the organisation has been successful in achieving their objectives, their influence on legal provisions etc.

This suggestion fits well with the new strategy that emphasize the importance of Sida increasing its efforts to develop effective methods to measure results from regional and sub regional programs at the beneficiary level.