

Final Report
2006-09-17

EVALUATION OF PROJECTS/PROGRAMMES
SUPPORTED UNDER SIDA'S REGIONAL DEMOCRACY
AND HUMAN RIGHTS PROGRAMME

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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
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)
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

1.1 Summary of Evaluative Conclusions

1.1.1 Introduction

The overall objective of *Sida's Regional Democracy and Human Rights 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

Below we introduce the organizations in order to enable the reader to acquaint herself/himself with the rationale behind the conclusions and recommendations:

1.1.2 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 Burundi, Democratic Republic of Congo, Kenya, Rwanda, Tanzania, Uganda and Zambia). 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 observations. Amani Secretariat is relatively small and efficient. There is a 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.

1.1.3 East African Law Society

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.

1.1.4 Education Centre for Women in Democracy – “Women Direct”

Women Direct emerged as a semi-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 from the Kenya National office to provide for autonomy. The network is built on four pillars Democracy, Equality, Empowerment and Peace (acronym DEEP). Women Direct is an

effective organization. After the recruitment of new staff in the spring 2005 the organization has been catching up. 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.

1.1.5 Kituo cha Katiba

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. The research, dissemination, networking and capacity building outputs and outcomes are substantial and have contributed to raising awareness on constitutionalism, governance and human rights in the region. On the whole the resources have been efficiently used and the programmes are effective on the ground. The sustainability of the programmes will depend on the increased focus of the programmes and the resource acquisition strategies the Centre will adopt.

1.2 Recommendations

1.2.1 Introduction

In response to the overall purpose of the evaluation it should be stated from the outset that the interventions, programmes and activities of the four organizations are within Sida Africa Regional Framework Programme and are well on track and likely to achieve the intended objectives.

The Evaluation Team recommends that Sida continues to support the evaluated organisations. However, some imperative improvements should be made in order to maximise the outcome and impact of the work carried out by the individual organisations. In addition, the programme as a whole as well as each individual organisation would benefit from a closer cooperation between the organisations.

The recommendations are deliberately written with that stated objective that the evaluation shall aim to recommend ways in which the projects/programmes can be improved, from an implementation perspective as well as a support perspective. The recommendations are detailed below for each organisation.

1.2.2 Amani Forum

It is recommended that

- Amani need to strengthen the Secretariat, particularly in respect to vacant positions and a senior professional knowledgeable of the prevalent development aid management instruments, donor policies and result based methodologies and approaches to assist the Executive Secretary to comply with donor requirements vis-à-vis reporting and proposal development;
- Amani should strengthen its monitoring and evaluation capability, knowledge and practice of donor aid management instruments and reporting requirements;
- Amani should improve its monitoring and evaluation strategy and establish a proactive follow-up procedure;

- Amani should clarify what it means by full, associate and affiliate membership, define function, duties and responsibilities of each and provide a classification of its current membership;
- Amani should implement its Chapters strategy and enable them to attain further ownership of the programmes and effective national monitoring and contribution to peacebuilding and conflict prevention;
- Amani should develop a twinning of its Chapters whereby members of the Advisory Committee are appointed Convenors to support the National Coordinators and mobilize Amani parliamentarians;
- Amani should empower the Advisory Committee so that it has tangible impacts on its operations and give the Advisory Committee a budget towards supporting the activities and reports;
- Amani should clarify who is responsible for the management of its finances: The Executive Secretary or the Treasurer;
- Amani should harmonise the organisation's and Programme financial year, which is also consistent with its Constitution;
- Amani should shift the quality and orientation of the debate with Sida from procedural issues to content and objectives realization, while addressing seriously the pending issues on high costs;
- Amani should develop an implementation methodology informed by the prevalent development aid management instruments (chain of assumptions-objectives-input-indicators- sources of verification-output-results/impact; Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT) as well as indicators for measuring outputs, outcomes and impacts and identifiable programme-based results;
- Amani should diversify its donor base which kept almost constant since its establishment with the entry and exit of a few donors; and
- Amani should exert some effort to increase the number of its affiliate members as well as cooperation in areas of mutual interest with regional based Sida funded and other organizations.

1.2.3 East African Law Society

East African Law Society is recommended to

- Focus the programmes and activities more towards its proclaimed mission and vision of the organization.
- Select a strategic niche that gives the Society a competitive edge over other networks.
- Seek the possibility of linking up with institutions of legal education to ensure common standards in curricula so as to fast track cross border legal service provision.
- Consider the possibility of creating a regional forum of CEOs with the aim of increasing programme synergies, reduce duplicity, facilitate resource sharing and joint resource mobilization and promote East African-ness of these programmes.
- Ensure sustainability by developing together with like minded organizations a regional programme that can attract more donors and ask Sida to take lead in getting more donors to join the regional programme as partners;
- Conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities; and
- Develop a fund raising strategy in order reduce dependence on Sida and become financially more sustainable.

1.2.4 Education Centre for Women in Democracy – “Women Direct”

It is recommended that

- Women Direct should continue its assertion to develop into a semi-autonomous entity within ECWD and further strengthen its identity by completing and fully implementing the organizational, legal and institutional instruments (Constitution, Strategic Plan and Communication Strategy) contributing to this endeavour;
- Women Direct should strengthen its current organizational structure and autonomy, with the possibility of it operating under the leadership of a Deputy Director empowered by its partners to devote 100 percent of her/his time to Women Direct programmes and activities;
- Women Direct should clarify the division of labour between Direct Collaborating Partners, Associate and Individual Partners and make clear classification of its current partners in respect to these categories;
- The roles of different types of membership should be articulated further;
- Women Direct/ECWD should make serious efforts to create partnerships with other Sida supported organization in the region, with the possibility of creating an overarching collaborative scheme in matters of mutual interest;
- Women Direct should deliberately encourage partner-to-partner collaboration and make partner-to-partner visits, exchange of experiences and best practices possible;
- Women Direct leadership should find creative ways of energizing its partners' efforts to own the agenda and become more proactive than reactive to “centralized communication system”;
- Women Direct should conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities;
- Women Direct should improve and strengthen its implementation methods and make use of conventional development aid management instruments such as Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT); and use measurable indicators of results (outputs, outcomes and impacts) in identifiable programme-based results. We acknowledge that it has already commenced using a fraction of conventional methodologies;
- Women Direct should develop a Fund-raising Strategy, and exert extra efforts to diversify its financial resource base by attracting new donors and also revisit some ECWD's earlier donors for support; and
- Women direct should embark in a need assessment effort to help it identify more prudently the relevance of its activities to its partners and vice versa.

1.2.5 Kituo cha Katiba

Kituo cha Katiba is recommended to:

- Transform the Centre from a think tank to a network based on institutional and individual membership;
- Create categories of membership and use members for core activities;
- Adopt systems of leadership elected by a broad based membership;
- Empower partners to have a say and voice in the design of programmes and activities;
- Broaden activities to lower levels of society especially young people in institutions of higher learning who are the future leaders and researchers;

- Establish a forum for CEOs of all regional programmes under the Framework supported by Sida and use the forum to design a regional programme, maximize synergies and minimize duplication of activities;
- Develop a capacity development programme to strengthen research and inter and intra-generational leadership skills;
- Continue dialogue with Sida on the issue of payment of honoraria, create a membership based organization and use members in Centre's activities to reduce misunderstandings over issues of honoraria and other emoluments;
- Integrate economic, social and cultural rights and issues of entitlement systems and poverty in activities on human rights and governance;
- Conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities; and
- Develop a Fund raising strategy in order to reduce dependence on Sida and become financially more sustainable.

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 and global 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.¹

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 Sub-regional Development Cooperation in Sub-Saharan Africa 2002-2006*”. The current strategy² 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 underway³. 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.⁴

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 Congo) must or can benefit from a regional approach.

¹ For information, please see Sida's homepage: www.sida.se.

² Sida, Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa

³ Sida, Draft strategy for support to regional development cooperation in Sub-Saharan Africa, 2006-07-12

⁴ Sida, Support to Regional Development Cooperation in Sub-Saharan Africa 2002 – 2006 Results Analysis, May 2006, SPM Consultants

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.

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.

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. Nevertheless, the question of when and whether a regional approach is preferable over a national approach, is always valid. Some advantages to a regional approach were identified in initial discussions:

1. 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.
2. When national Human Rights organisations are unable to report on Human Rights abuses, organisations in other countries, may do so.
3. A regional approach may provide opportunities to expose national actors (governments as well as civil society) to experiences from other countries.
4. At times it may be more 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.

One aim of the evaluation is to analyse whether or not these advantages can be validated.

Currently, five organisations, 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.

2.2 Purpose and Objectives

This evaluation took place in two phases:

- i) Evaluation of organisations 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 organisations.
- 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 first purpose⁵.

The evaluation will generally be used by the Regional Democracy and Human Rights Advisers at the Sida office in Nairobi, the evaluated partner organisations, 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.

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:

Effectiveness

- To what extent have the projects/programmes so far achieved their goal(s), objectives and planned outputs?
- What are the reasons for achievement or non-achievement of the above?
- How can the interventions be made more effective?
- To what extent are any identified developments, the result of the intervention?

Efficiency

- What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- Could interventions have been implemented with less resource and still maintain the desired level of results?
- Could a different type of intervention have yielded the same or better results?
- Are the interventions economically worthwhile?
- Are internal monitoring and evaluation mechanisms satisfactory?
- How lessons learned and knowledge are gained institutionalized?
- How can the interventions be made more cost-efficient?

Results

- What are the intended or unintended results (positive or negative) of the interventions on beneficiaries?
- How have the interventions affected different groups, beneficiaries and stakeholders?
- What do those affected by the interventions perceive to be the results of the interventions on themselves?
- To what extent can changes that have occurred during the project/programme period be identified and measured?

⁵ The second report is also finalized in September 2006 "Evaluation of the overall Framework for Regional Democracy and Human Rights" (Professional Management AB)

Relevance

- Are the individual interventions providing an adequate solution to the development problems at hand?
- Are the interventions consistent with Sida policies and priorities, including Sida's ultimate objective of poverty reduction?
- Are the interventions consistent and complementary with activities supported by other donors?
- Given increased demand for organisations' expertise, would the organisations have the capacity to expand their mandate to include other countries?

Sustainability

- Are the interventions consistent with partners' priorities and effective demand?
- Are the interventions supported by relevant institutions, stakeholders etc?
- How committed are staff and members of the organisations to the interventions?
- Are the relevant partner institutions characterised by good governance including effective management (also financial) and organisation?
- Do the organisations have the financial and institutional capacity to maintain intervention benefits after donor support has come to an end?
- Do the organisations have a broad and diverse enough group of donors in order not to risk over-dependency on Sida?

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 evaluation 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, developing countries, results-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 and 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 organisations and the Swedish Embassy in Nairobi submitted these materials and documents to the evaluation team as requested. The team has reviewed all relevant written documentation.

The Evaluation questions are centred 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 involved 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 relevant 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 questions guiding the evaluation of the overall Framework. These are presented, in detail, in our work plan.

Mr Svensson has made inception visits to the four organisations 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 organisations) 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 organisations 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 organisations are active b) Sida staff at the HQ and at relevant embassies in order to gauge Sida's experience with the four organisations; and c) persons at other major donor agencies. A list of persons interviewed is attached (Annex 3). The evaluation team 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 organisations mission. All the organisations 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 seven sections. The "Summary of Evaluative Conclusions" in section ONE is derived from the set of "Evaluative Conclusions" placed at the end of section 4-7. Section TWO is introductory. Section THREE contains a brief description of the evaluated interventions.

Each one of the four organisations focused in this evaluation is described and evaluated in one separate section (section four to seven). Each section contains four parts – findings, conclusions, lessons learned and recommendations.

Section FOUR elaborates on findings, conclusions, lessons learned and recommendations on Amani Forum – "Parliamentarians & Peace-Building".

Section FIVE describes and evaluates East African Law Society (EALS) – "Phase Two of the East African Community Law Project (CLP)".

Section SIX is concerned with Education Centre for Women in Democracy (ECWD) – "Women Direct".

Section SEVEN elaborates on Kituo Cha Katiba (KCK) – "Towards a People Driven East Africanness".

3. The Evaluated Intervention

3.1 Intervention Background

Phase one of the evaluation looked at four organisations: 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 organisation was reviewed in early 2006 by Sida/Professional Management AB⁶. The evaluators shall focus on the current project/programme that each organisation is implementing, although reference may be made to other projects/programmes previously implemented by the same organisations and supported by Sida.

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

3.2 Brief of Supported Organisations

3.2.1 Amani Forum

In 1998, the Amani Forum was an initiative of African parliamentarians in the Great Lakes region. Its membership comprises 624 members (see Table 1 below) drawn from Burundi, Kenya, Rwanda, Tanzania, Uganda, Zambia and the Democratic Republic of Congo (DRC). Recognising that the protracted conflicts in this area are interlinked, and parliamentarians are in a unique position to contribute to peacebuilding, a group of parliamentarians decided to create a regional structure to enable them to work in a co-ordinated manner for sustainable peace.

Table 1: Amani Forum Membership: Classification by Gender

No	Country	Females		Males		Total	%
		No.	%	No.	%		
1	Burundi	44	30	102	70	146	23
2	Democratic Republic of Congo	44	33	89	67	133	21
3	Kenya	14	18	65	82	79	13
4	Rwanda	25	51	24	49	49	8
5	Tanzania	27	34	53	66	80	13
6	Uganda	44	42	61	58	105	17
7	Zambia	9	28	23	72	32	5
TOTAL		207	33	417	67	624	100

Source: *Amani, July 2006.*

The table shows that one member out of three is a woman. Table (1) also shows that Amani has established National Chapters, with a measure of membership in all countries where it operates thus forming a regional inter-parliamentary forum made up of cross-party divides and affiliations in each member country. Within this perspective, Amani objectives are:

⁶ Professional Management AB: Organizational Review of The Association of European Parliamentarians for Africa – AWEPA, 2006-04-30

1. To build relationships of solidarity and cooperation between parliamentarians in the region;
2. To strengthen the capacities of parliamentarians to maximise their parliamentary role for peace;
3. To undertake targeted peace interventions by national and regional groups of parliamentarians;
4. To support new parliamentarians in the Democratic Republic of Congo (DRC), and connect them with their counterparts in the region;
5. To develop links with other regional structures and processes in East and Central Africa;
6. To maintain and consolidate the capacities of the Amani Forum.

The programme includes peace-building activities and capacity-building for parliamentarians⁷.

Amani Forum is funded by Sida, DFID, International Alert and IDRC. Sida is funding the programme "Parliamentarians & Peacebuilding" and is coming up to the end of its two-year support, during which Sida has provided SEK 4.8 million. Amani Forum is keen for Sida support for its initial new Programme Proposal. However, it is stated in the ToR that any future support will be based on, among other things, the outcome of this evaluation.

3.2.2 East African Law Society (EALS)

EALS, based in Arusha, is the regional Bar Association in East Africa and the pre-eminent civil society organization with a permanent and programmatic focus on the East African Community. It brings together six thousand-plus lawyers from Kenya, Uganda, Tanganyika and Zanzibar and also the four national Bar associations in the region, including Zanzibar Law Society.

The objectives of the project are (i) to promote constitutional and human rights-focused litigation at the East African Court of Justice, (ii) to promote comprehensive law and policy-making at the East African Legislative Assembly, (iii) to advance the cause of gender equity and representation at the EAC, its organs and its policies and (iv) to catalyze effective, vibrant and broad civil society engagement with the EAC and its organs.

EALS activities include training and dialogue sessions, solidarity missions, the production of litigation manuals and briefs as well as a Community Law Digest and quarterly newsletters⁸.

Sida is supporting the East African Community Law Project (CLP) which aims to catalyze a deeper understanding of and interaction with the organs of the EAC, in order to deepen and extend the just rule of law and respect for all human rights of all people by directly engaging with and monitoring the said EAC organs. Sida is the principle donor in this programme and also supported phase one of the CLP. Sida entered into another two-year agreement with EALS in November 2005, for a total of SEK 7.75 million.

⁷ For more information see www.amaniforum.org.

⁸ For more information see www.ealawsociety.org.

3.2.3 Education Center for Women in Democracy (ECWD) – “Women Direct”

ECWD's mission is to increase the presence of women in leadership, with a focus on quality and capacity and also to work towards the creation of a more conducive social, political and democratic environment for the full and equal participation of women.

Women Direct is a regional network of likeminded individuals and organisations with a commitment to promoting women's higher participation in leadership and decision making in Africa. It draws its membership from Burundi, Ethiopia, Kenya, Rwanda, Tanzania and Uganda.

Its overall objectives are intended to support the collective voice and equal participation of women in leadership and decision making towards shaping national, regional and international policies, to strengthen the capacities and raise the profile of partners and to link partners with strategic national, regional and international bodies. ECWD is based in Nairobi.⁹

Support to the programme follows an ECWD-implemented Start-Up programme, with Sida funding, from March 2003 to May 2004. Sida now supports the three-year programme commenced in September 2004 with a total of SEK 9 million.

3.2.4 Kituo Cha Katiba (KCK)

Kituo Cha Katiba (KCK) is a regional NGO based in Kampala. The organisation's mission is to promote constitutionalism, good governance and democratic development in East Africa.

The mission of KCK 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.¹⁰

“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”.

⁹ For more information see www.womendirectafrica.org.

¹⁰ For more information see www.kituoachakatiba.co.ug.

3.2.5 The Association of European Parliamentarians for Africa – 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 the Association of European Parliamentarians for Africa – 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.¹¹

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.

¹¹ For more information see www.awepa.org.

4. Amani Forum

4.1 Findings

4.1.1 Background

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. The vision and purpose of the Forum is to have its Great Lakes region free of conflict and its mission is to *"to get organised to achieve that purpose"*. In this regard, Amani has thus far been able to mobilize a large pool of parliamentarians, using their unique position to implement its vision, mission and objectives. These could be testified to by the fact 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.

Amani members have undertaken a wide range of peacebuilding initiatives at the national and regional levels, including fact-finding visits to conflict zones, dialogue between parliamentarians in conflict zones, region-wide inter-parliamentary dialogues and election observation. These 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; and
7. Election observations.

These activities fall within the broad rubric of Sida's conflict management, governance and democracy, with parliamentarians active in National Chapters operating both at cross-national borders and regionally.

In as far as its legal entity is concerned; Amani is not a registered NGO, but rather a registered non-profit 'company limited by guarantee'¹². The liability of the Members is limited. There are several types of membership namely full membership, associate members and individual and honorary membership. Full membership shall be open to any person who is or has been a Member of Parliament (MP). However, in practice full membership has required the person to be an active MP. Amani membership comprises more than 600 parliamentarians drawn from the seven national parliaments mentioned above¹³. A yearly fee is taken out on all members to cover some administrative costs.

Amani by-laws address five major issues: Chapters, the Secretariat, the Budget and Finance Committee, the Partners Roundtable and the Advisory Committee. However, Amani by-laws do not allude to the idea of a Planning Committee responsible for overseeing programme development, planning, implementation and monitoring and evaluation.

¹² The Companies Act: Company Limited by Guarantee Memorandum and Article of Association of the Great lakes Parliamentary Forum on Peace Limited, 26 March 2003

¹³ The number of members is varying in different documents. According to the table in chapter 3.2.1 the number of members of Amani Rwanda is 49. When meeting with Rwanda chapter during the field visit the number of members today is 80, out of which probably some 20 are former MPs.

4.1.2 Objectives

The objectives of the Programme on Parliamentarians and Peacebuilding were (i) to build relationships of solidarity and cooperation between parliamentarians in the region, (ii) to strengthen the capacities of parliamentarians to maximise their parliamentary role for peace, (iii) to undertake targeted peace interventions by national and regional groups of parliamentarians, (iv) to support new parliamentarians in the DRC, and connect them with their counterparts in the region, (v) to develop links with other regional structures and processes in the region and (vi) to maintain and consolidate the capacities of Amani Forum.

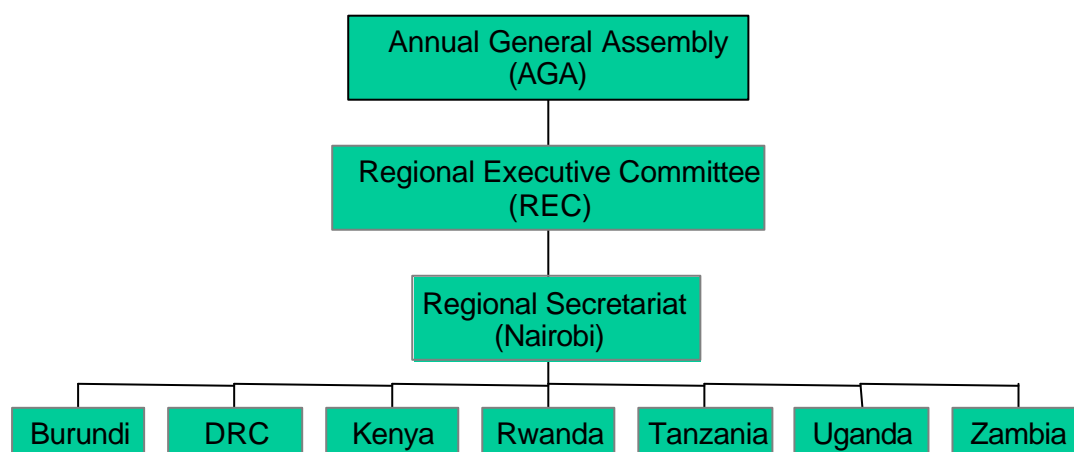
4.1.3 Amani Organization

The organization of Amani Forum consists of an Annual General Assembly, a Regional Executive Committee (REC), National Chapters in each member country and a Regional Secretariat based in Nairobi. These are shown in Figure 1 below:

The Annual General Assembly (AGA) is responsible for setting the general policy and direction of Amani and a) considers Amani report on programmes and activities; and b) considers the report and annual audit of Amani finances and operations and evaluations of the general political and peace situation in the region.

The Executive Secretary is directly responsible to the Regional Executive Committee (REC). The Executive Secretary and the members of the REC have established regular and frequent communication through the Internet and face to face, particularly with Nairobi-based members and infrequently with others.

Figure 1: Amani Organization



Source: Compiled by Evaluation Team from documents provided by Amani, June 2006

The REC is composed of 14 parliamentarians, 2 from each member country. It meets four times a year hosted by different Chapters. The REC considers and approves the Secretariat's work plan and budget and supervises the development and activities of Amani. It is charged with the general supervision and direction of Amani Chapters and the Regional Secretariat. There is no direct communication between the REC and the Chapters except through the Chapter Chairperson.

One major highlight of the By-Laws (April 2005) is the establishment of an Advisory Committee entrusted with promoting brainstorming and discussion by the Amani Forum on matters of long-term concern or on issues referred to the Committee by the REC. The Committee shall have no official powers beyond making recommendations to the REC and the Amani Forum as a whole. The Chair of the Advisory Committee is appointed by the Chairman of the Amani Forum, with the advice and consent of the Regional Executive Committee. In Lieu of the proposed Advisory Committee, it is stipulated that the REC appoints up-to seven persons of high standing to the Advisory Committee ensuring that the Committee is representative. Once established, the Advisory Committee shall serve for a period of two years and it shall be eligible for re-appointment and produce an annual report of its activities and to follow-up on previous recommendations of this Committee to the REC.

The National Chapters provide a space for Parliamentarians to analyse, debate and mobilize their efforts for conflict management, and generate peace initiatives at the national level. Each Chapter has an office, either within or close to parliament, and is staffed by a National Coordinator who facilitates in-country activities and liaises with the Regional Secretariat. The Secretariat maintains links with the Chapters primarily through their coordinators. The Secretariat maintains regular contact with all chapters through the telephone, fax and e-mail.

The Chapters are required to keep the Secretariat abreast of their activities through the submission of monthly reports, annual and quarterly plans. Those Chapters with full time coordinators meet this requirement more regularly and after less prompting than those with part time coordinators. So far, Rwanda, Burundi and Uganda have fully complied with these requirements.

Chapters with full time coordinators are also better able to plan and organize activities, maintain contacts with members, carry out research and maintain effective links with the Secretariat. Amani Chapters in Uganda, Rwanda and Burundi have full time coordinators operating the national offices. In Kenya, Tanzania and Zambia however parliamentary officers have been given the additional responsibility of coordinating national Amani activities. The Secretariat observes that the development and success of a Chapter largely depend on the effectiveness of both the Chair and the Coordinator.

The Amani Secretariat is charged with the co-ordination and planning all aspects of Amani's work at regional and inter-Chapter level. The Secretariat is also responsible for driving the programme work, originating ideas for approval by the REC, partner liaison including fulfilling reporting requirements, oversight of Amani standards and oversight of Chapter activities. With the Executive Secretary playing a lead role, the Secretariat staff comprises of two Regional Programme Officers¹⁴, one Finance and Administration Officer, one Programme Assistant and one Driver cum Office Assistant.

In terms of activities, Amani Regional Secretariat is responsible for planning, implementation and monitoring of Amani's programme work at regional level. Such monitoring is carried out through reporting and meetings (to the REC, Advisory Committee and donors/partners).

In addition to internal monitoring and evaluation, these activities are also carried out through external entities contracted the by REC or by the Secretariat to Amani National Chapters. The Secretariat plays a central coordinating role within Amani organization, serving as a contact

¹⁴ The post of Regional Programme Officer – Planning and Co-ordination is vacant

and focal point for the organization. The Secretariat also consults and collaborates with peace-related organizations in the region, and relates to donors and other international partners.

4.1.4 Amani Management

We made the distinction between organization and management as a matter of convenience and not a methodological imperative and meant to deal with Amani and its wider environment. REC is the policy making organ. There is a Management Committee consisting of the three officials of the REC, i.e. the Chairperson, Secretary General, the Treasurer. There is also a Finance Committee comprising REC members (the Treasurer and Secretary General plus two other members). The Executive Secretary and Finance and Administration Officer assist both committees. The Management Committee is charged with the role of overseeing the operations of the organisation.

The Executive Secretary together with the staff handles the day-to-day running of the secretariat. In total Amani Secretariat is operated by the following Staff:

1. Executive Secretary
2. Finance and Administration Officer
3. Communication Officer
4. Programme Assistant
5. Office Assistant/Driver

A sixth position of Administration and Finance Assistant is vacant. A senior position of an officer charged with regional co-ordination and planning is currently vacant. The Secretariat employs an optimal number of staff charged with coordinating and implementing Amani programmes and activities as described earlier. All are capable of discharging their responsibilities and competent in meeting the demands of their portfolio.

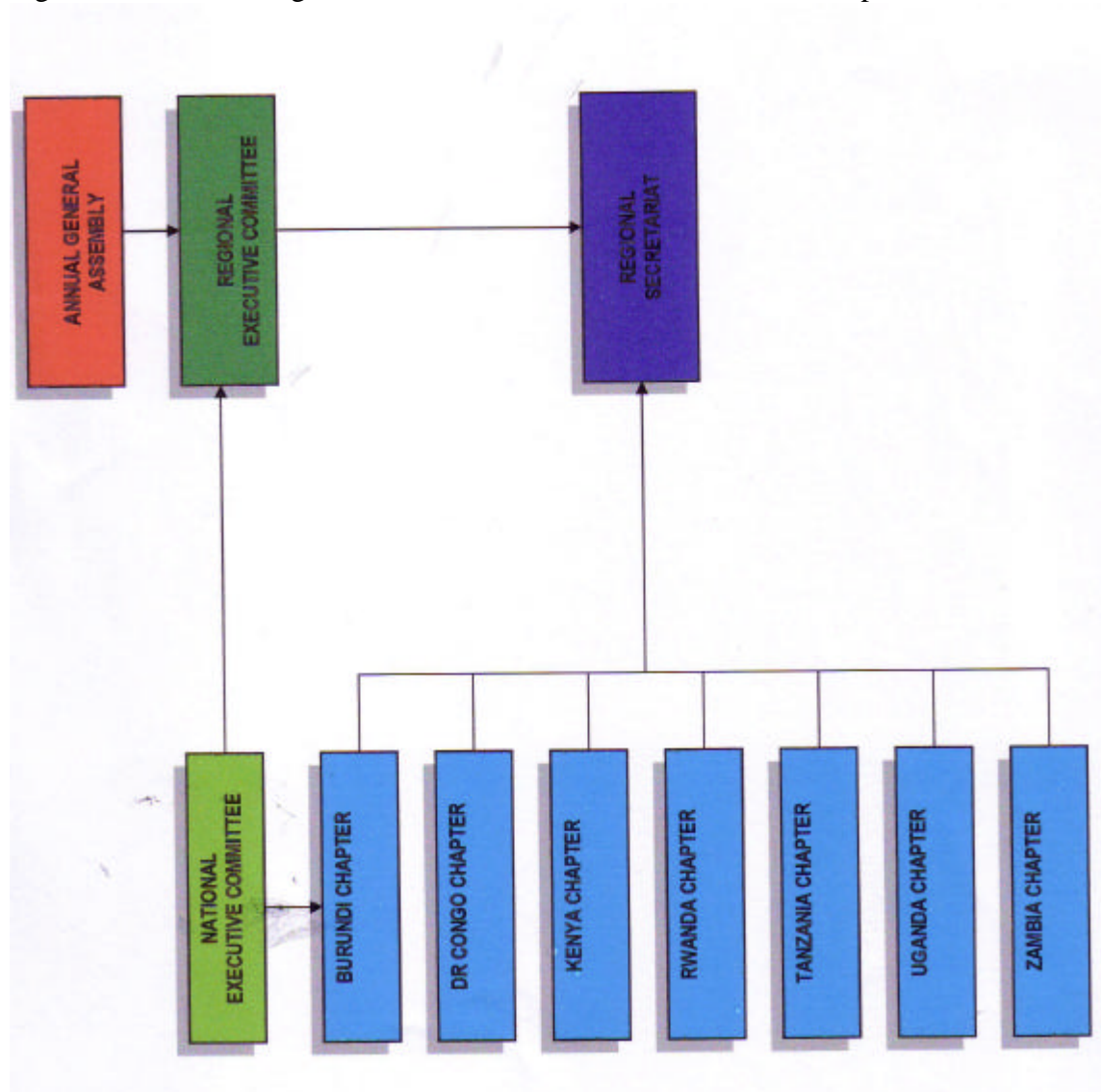
The overall management structure of the organization is shown in Figure 2 below. Although the structure is similar to the one in Figure 1 which we deduced from Amani documents, it shows clearly the relationship between the REC and the Secretariat and their respective relationship with the Chapters.

The Chart provided by Amani drew our attention to a potential conflict between the National Executive Committees and the Regional Secretariat as to who is responsible for monitoring and evaluating the performance of the Chapters' Offices, particularly in matters related to compliance with financial reporting (a matter alluded to in Sida 2005 Draft Audit Report).

The evaluation team is also astonished by the absence of any reference to the Advisory Council in this Chart, thus raising questions about whether it has actually been active or has consequently produced a positive impact on how Amani performs today relative to the years before the establishment of the Advisory Committee.

Another question is the division of labour between the Executive Secretary and the Chair of the Regional Executive Committee in terms of representation and voice vis-à-vis public and external relations, expanding the organizations affiliate members and the number of parliamentarians per country.

Figure 2: Amani Management Structure from Amani Secretariat Perspective



Source: *Amani 2006*

4.1.5 Amani Chapters

While the Secretariat coordinates activities under the guidance of the Regional Executive Committee and the Advisory Committee, Amani National Chapters are the most important pillars of its activities. The Chapters are inclusive comprised non-partisan, cross party, divided into Full Members and Associate Members.

The main objective of the Chapters is to mobilize parliamentarians at the national level to play a more active role in peace making. As such they are responsible for developing and implementing a programme of activities for their own countries.

The National Chapters develop their own Constitutions which subscribe to Amani mission and vision, register with the appropriate authorities the Chapter's Constitution with a copy deposited with the Regional Secretariat in a timely fashion. As democratic bodies, the National Chapters elect a National Executive Committee headed by a Chairperson. The

Member of the National Executive Committee serves for not more than two terms of two years each.

The Chairperson of the Executive National Chapter is supported by a National Coordinator, responsible for facilitating the national activities and liaises with the Regional Secretariat. Each National Chapter shall be entitled to nominate five (5) members as delegates to represent the Member Country at the General Assembly, and is entitled to nominate two (2) members to represent the Member Country at the Regional Executive Committee.

Chapter Annual General Assemblies meet once a year. In addition, the Chapter holds meetings, including planning meetings by the National Executive Committee, for planning purposes and programme activities (for an example of Amani Activities at the Chapter level see Annex 4). However, considering the importance of the National Chapters, the Evaluation Team is of the opinion that Amani is not making full use of its greatest asset (the MPs in the national context and polity). Given that according to its Financial Report (2006) Amani has under spent its Sida funds which should, in agreement with Sida, some resources should have been made available for the Chapters¹⁵.

Chapter-to-Chapter communication and activities are non-existent apart from meetings at the Amani Forum Level or the General Assembly. This also means that communication takes place through Amani Regional Secretariat, which does not make a good impression for future sustainability and the Chapters being pro-active in responding to matters that require a sense of urgency.

Amani leadership acknowledges, in the discussion with the Evaluation Team, that it is currently exerting some efforts to strengthen the role of the National Chapters in order to make them more active and visible. More decentralization and change of Amani approach towards national ownership of activities will yield better results both at the regional and national levels considering the organic nature of the Great Lake Conflicts.

The discussion on the role of former Members of Parliament, the fact that some of them insist in completing mandate as serving members in the National Chapters and Amani bodies has been given some serious thinking as we will explain in the following section.

4.1.6 The role of former Members of Parliaments

The Amani Forum is very well organized on the local level in the countries we have visited and has achieved much in terms of parliamentary diplomacy. The main weakness is that its members are supposed to be active MPs. Given the high rate of turnover of MPs following the general elections, there is chance that the Forum will always be composed of new members and this deprives it of continuity in terms of leadership as well as membership. It has been suggested that a second window should be established to enable those members who pull out of parliament or are not re-elected to continue being members if they wish and if they are accepted by others. The final decision on the discussion on former MPs resolved that:

Former MP's are invited to continue being part of Amani Forum. They are eligible to be part of the Advisory Committee, members of fact-finding and election observation

¹⁵ AMANI Forum clarified in its July 20th, 2006, 'Detailed Response to SIDA Audit Queries', the excess funds, as at 31st March 2006, were as a result of the late disbursement (December 2005) of UK Foreign Office funds. These funds were used in the implementation of activities that had been carried forward (beyond March 31st, 2006)

delegations. They can on occasion be contracted to carry out specific activities that may require expert skills which some may possess.

Members of Parliament are often too busy to attend to all public duties, including for example committing much time and effort to an organization such as Amani, despite their knowledge of its significance. It is for this reason that the Evaluation Team envisages a greater role for former Parliamentarians whose experience and knowledge is invaluable for the historical and institutional memory of Amani as well as the possibility that they could probably devote more time and effort than active parliamentarians – this is not to lessen the important role played by the latter.

4.1.7 Peace and Security

Amani activities are based on building the capacities of regional Parliamentarians to Peace and Security as primary components of the conflict resolution debate. In this regard, security should be seen in its totality. This implies not only state security and stability but also human security. State stability entails promotion of rule of law, good governance, respect for human rights and fundamental freedom and access to basic necessities for all people.

Amani Parliamentarians continue to encourage their governments to initiate and sustain processes that guarantee peace and security to all citizens.

4.1.8 Democracy and Governance

Amani work has recognized and hence supports the existence of a strong correlation between Peace and Security and; Democracy and Good Governance. The existence of free, fair and democratic elections is pivotal in legitimising political leaders, establishing and maintaining democratic principles and averting violence.

Similarly, transparency and openness in transacting national business by the state, particularly on matters of peace and security improves citizen's confidence in their government. Amani work advocates the need for opening of space for parliamentarians to effectively use their roles in parliament to scrutinize the defence budgets, allocation of resources and promotion of rule of law to guarantee peace and security and stimulate economic development.

Inter-parliamentary dialogue, inter-party dialogues and training of MPs on parliamentary theory and practice have been core areas that Amani Forum has engaged Parliamentarians in delineating key areas in which they can maximize their roles for promotion of peace, security and democratic governance.

4.1.9 The Humanitarian and Social Issues

Amani's Refugees/Returnees project between Zambia and Rwanda provides an angle for MPs to be engaged in advocating for safe repatriation of refugees. The challenge of repatriation of refugees has presented itself differently to all the three parties involved; the refugee host country, the UNHCR and the country of origin. Most Rwandan refugees have been reluctant to return to their countries even on voluntary basis. They have often cited among other issues, the existence of unfavourable conditions back home.

Members of Amani Zambia and Amani Rwanda have had initiatives including visiting the refugees and taking some of their representatives to Rwanda to carry out situational analysis

of their home country with a view to returning under the Voluntary Repatriation Programme. For examples of Amani activities at the Chapter level in Kenya, Uganda, DRC and Rwanda refer to various documents and narrative reports (Annex 2).

4.1.10 Training in Peacebuilding and Conflict Resolution

In order for Parliamentarians to contribute towards resolving conflicts, they need to understand the issues, the actors and the underlying causes. This entails developing their capacities to analyze conflicts in all different aspects. Such capacity building is achieved through training in relevant skills and methodologies and by learning about specific aspects of conflicts. The skills learned are used in Parliament, constituencies and in fact finding missions.

The trainings also focus on constituency representation. This is because a better understanding and more active practice of the constituency role of a MP will help increase the participation of the mass of people in the political process towards peace. All the Chapters except DRC have undergone thorough basic training in conflict resolution.

In the period up to December 2004, over three hundred parliamentarians have been equipped to assess and intervene under the project title: "*Conflict Transformation and Peace-Building Skills Training* ", with a focus on Understanding, Preventing, Resolving and Transforming Conflict (these are well documented, see Annex 2).

4.1.11 Fact-Finding Missions

Amani members undertake fact-finding missions to conflict-afflicted areas. During these missions, members observe the effects of conflict firsthand, engage in discussions with the affected populace and thereafter, prepare and present their findings and recommendations to parliament, other relevant actors and governments. The missions are not one-off activities, and in each case, financial provisions are made for follow-up activities. These may involve lobbying on recommendations arising from the Amani Mission or arranging for mediation between parties of the conflict.

During the missions, parliamentarians are able to relate the problems faced by the people in the local community with the policies propagated at the national level and pinpoint key roles that they can play in influencing the policies to reduce conflicts.

The fact-finding missions also provide an opportunity for the legislators to compare explanations provided by the Executive on the nature of the conflicts with those provided by the victims. As a repository and custodian of democratic ideals, parliament performs the task of holding the government and other public bodies accountable to it, and ultimately to the public. Through this, their oversight role in peace building will be more enhanced. The missions have been carried out regionally as well as at the Chapter levels.

4.1.12 Inter-Parliamentary Dialogue

Inter- parliamentary dialogue has been one of the ways through which Amani works to mitigate conflict and reduce tensions between neighbouring countries.

Amani strongly believes that Inter-parliamentary dialogue between Members of Parliament is a very useful strategy for dispelling misperceptions, reducing tensions and opening up

communication channels between parliamentarians and parliaments in the Great Lakes region.

The aim of such meetings is to create space for Members of Parliament, through Amani Forum to engage in dialogue and build relationships of solidarity and cooperation between parliamentarians on issues of peace and security in the region.

From the dialogue, Amani is able to build a critical mass of parliamentarians from the Great Lakes Region countries who understand the issues and are committed to effectively use their capacities as parliamentarians to work for peace.

During the dialogue, divisive issues are tabled and discussed with a view to achieving consensus. The MPs from these countries delineate key issues in the areas of peace and security where they can lobby their national governments for action and support (for samples on Inter-parliamentary dialogue refer to documents cited in Annex 2).

4.1.13 Cooperation with other organizations

Unlike other regional framework organizations (for example, Education Centre for Women in Democracy (ECWD) – “Women Direct”) which cooperate with already existing NGOs called partners, Amani has established National Chapters in all seven parliaments of the Great Lake. This arrangement makes Amani an all inclusive, yet collaborating with a number of partners outside its own network (for example, International Alert, Parliamentary Forum for Small Arms, Regional Centre for Small Arms, International Conference for the Great Lakes, Inter-Parliamentary Centre which gave Amani an observer status, Parliamentary Network on the World Bank, All Parliamentary Group, Africa Peace Forum, Saferworld, UNDP at all National Chapters level, AWEPA, East African Legislative Assembly). Cooperation with these organizations is pragmatic facilitating the Great Lake parliamentarians' participation on activity-based programmes of relevance to Amani mission and vision.

Given the fact that Amani and Education Centre for Women in Democracy (ECWD) – “Women Direct” interest in democracy and peace coincides, ECWD does not feature as a major partner and vice versa, although both are recipients of Sida financial support. There is great potential here for the two organizations to cooperate on issues pertaining to profiling the contribution of women parliamentarians to peace and democracy.

4.1.14 Follow up and reporting

The absence of Amani awareness and proactive usage of development aid management instruments and the absence of a written programme cycle methodology are amongst its weakest points. Amani narrative reporting of programmes and activities is rather descriptive, with particular absence of indicators of measurable results (output, outcome and impact, success or failure). The indicators of success are anecdotal and rather magnified, while failures are not mentioned. Amani monitoring and evaluation methodology leaves much to be desired and is grossly ill-informed of current development and donor requirements, in particular the need for effectively monitored and evaluated results-based programmes activities. This also applies to the need for proper follow-up of activities, correcting implementation mishaps and consolidating success with a clear view of sustainability of outcomes and impacts.

4.1.15 Amani consolidation and reform process

The Evaluation Team recognizes that as a relatively new organization, Amani has already begun what could be termed a “silent” consolidation and reform process. However, the leadership of Amani never took up the recommendations in the evaluation of International Alert (IA), because the evaluation was not carried out in a participatory way. The consolidation process, seen from the vantage point of the evaluation team consists of revisiting its establishment rules of the game. These include the following: 1) Amani Forum By-Laws (April 2005); 2) Amani Communication Strategy (2005); 3) Amani Constitution and MoU with Alert International; 4) “Strengthening Amani Forum Chapters” (April 2006); and 5) Amani Technical Strategic Plan 2006.

We comment in this section on only two of Amani consolidation strategies as the other three have been dealt with in various parts of the report: Amani Technical Strategic Plan and Amani Communication Strategy. We take these in turn:

First, After taking stock of Amani 1999-2005 work on “*Strengthening the Engagement of Parliamentarians in Peacebuilding and Conflict Mitigation in the Great Lakes Region*” the Strategy is to: (a) review Amani’s experiences in the peacebuilding and conflict field over the past seven years; (b) outline the rationale for the continued existence of Amani; and, (c) to discuss the strategic direction of Amani’s work for the 2006 – 2009 fiscal years.

The Strategy is good in detailing Amani’s background, context, objectives and strategies (probably meant inputs). However, there is glaring absence of chain of assumptions-objectives-input-indicators- sources of verification-output-results/impact; Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT). Absent yet still are indicators for measuring outputs, outcomes and impacts or identifiable programme-based results.

Amani Technical Strategic Plan (2006-2009) is in need of re-thinking so that it can respond to its mission, vision and objectives in a more professional manner. The use of some of the commonly used development aid management instruments will go long way to assure the reader of what outputs, outcomes and impacts the Strategy will leave behind after implementation. The three years time frame (2006-2009) is too short, given the fact that we are already past mid-2006 (for example, a five years Technical Strategic Plan seems more plausible) and that peacebuilding and conflict management are long processes.

Second, while commending Amani for having developed a Communication Strategy, the Evaluation Team envisages the need for the ensuring that it is implemented and the instruments mentioned therein put to practical use. This spacious endeavor could be attested only when the implementation of the Communication Strategy has become a prominent component of its Programme Proposal for Strengthening and Consolidating the Engagement of Parliamentarians in Peacebuilding and Conflict Mitigation (April 2006). Amani may also think creatively of cutting cost (for example its costly Newsletter USD 18,400; 19,320 and 20,286 for 2004, 2005 and 2006 budgets), while, of course utilizing more effective communication forms and delivery vehicles/carriers. Another priority area is to support Chapter-to-Chapter communication and increase the flow of information among Chapters so that they can follow each others activities and benefit from best practices.

4.1.16 Financial Management

The architecture of Amani financial management system consists of the following: Amani has a Finance and Administrative Officer (the highest ranking officer after the Secretary General) at the Secretariat level and a Treasurer at the Regional Executive Secretariat level, also member of the Regional Executive Committee. The Treasurer is also the chair of the Budget and Finance Committee.

The Treasurer is the custodian of the funds and financial records of the organization; prepare and present the budget and accounts of the organization; prepare and present the annual audit report of the organization; a mandatory co-signatory to the bank accounts of the organization and carry out any other duties delegated by the Regional Executive Committee or the General Assembly in overseeing Amani finances.

However, the Evaluation Team has observed that Amani Financial Statement and other budget related documents are signed by the Executive Secretary, leading to the question what the Treasurer actually does. Is it a ceremonial position or is it a position held by someone described by the Amani By-Laws as *“The Treasurer is the custodian of the funds and financial records of the organization; prepare and present the budget and accounts of the organization; prepare and present the annual audit report of the organization”*.

The Evaluation Team is impressed with Amani financial instruments and the elaborate By-Laws governing the work of the Budget and Finance Committee specifying budget approval procedures, direct and indirect sources of income, expenditure sections (organizational and administrative), description of the balance sheet content in terms of income, property, grants, expenditures, audit requirements etc.

However, Amani has not used these instruments to their full potential. For, example, Amani claims that *“in line with the Amani Constitution, the Amani financial year end remains at June”*. In contradiction to this, Amani By-Laws (Article 2, page 8) stipulates clearly that:

“The Annual budget shall be drawn in for the fiscal period of January 1 – December 31 of the respective year”.

If Amani is to follow its own By-Laws, it will not be difficult for it to meet the donors (Sida Draft Audit Report, 2005) requesting Amani to harmonise the organisation's and Programme financial year.

Another example of By-Laws not been fully utilized is Sida criticism of Amani for high costs for hotel accommodation, meals and per diem. The Swedish Embassy has continued to follow up on the audit findings (in meetings, telephone conversations and email correspondence) to ensure that the issues brought up by the auditors are being addressed¹⁶. At a meeting in November 2005 Sida made note of the need of keeping costs down and discussing the budget and prioritisations. However, costs are still too high in the new proposal submitted to Sida in June 2006. Sida suggested that Amani should note in its forthcoming Technical Strategic Plan its intension to decrease the current high levels of travel, lodging and per diem cost etc.

¹⁶ Audit Exercise for the Regional Democracy and Human Rights Programme by Ernst & Young Stockholm - 2005. (Embassy of Sweden: Management Response)

Table 3 below shows the type of requests Amani has received in Sida's Draft Audit Report, 2005 and the extent to which Amani has or has not complied with some of these requests. In our view, these are not issues of political principles or opinions that should be contradicted or refuted, but general common sense audit and account procedures which any organizations aware of the current donor derive towards development aid effectiveness should comply with.

Table 3: Amani Level of implementation of Sida request for improvement of Financial Management

No.	Sida request	Action taken by Amani
a)	End of Financial Year: The organisation's year-end is June, whereas the programme year-end is March. Thus there is a mismatch between the two audit reports. As a result the programme will have to be audited separately. The original programme proposal was for the period January - December. <i>The auditors recommended that the organisation's and Programme financial year be harmonised.</i>	Insisted on June as the end of the financial year, with donors carrying out Audits in March.
b)	Accounts of National Chapters: <i>The auditors recommended that National Chapters of Amani should submit their financial returns on a regular basis to allow for monitoring and auditing.</i>	Done: Amani has established standard reporting format. National Chapter file a quarterly financial return without receipts and a half-year financial report accompanied by expenditure receipts.
c)	Return of Excess income: <i>The auditors observed that there was a net excess income of \$ 33,784 which should be returned to the donors for re-budgeting or repayment.</i>	Amani claims that there was no excess income. ¹⁷ The Evaluation Team consulted with the Swedish Embassy on this, and apparently there is no further correspondence confirming that this money was refunded; equally there is no written decision to reallocate the money.
d)	Treatment of Salaries: <i>The auditors observed that while salaries have been allocated to each project in the budget, the same is not reflected in the accounts. As a result, they noted, it becomes difficult to compare budgets with actual expenditure. They therefore recommended that salaries be reflected separately in the budget</i>	Implemented in the 2005-2006 budget, presented to Sida under "Regional Secretariat Operation Cost".
e)	Cost of flight tickets: <i>The auditors recommended that flight tickets be attached to the accounts documentation to verify that they were not refunded.</i>	Amani confirmed that, Parliamentarians, Ministers etc. who travel on Amani cost use economy class tickets.
f)	Fuel claims: <i>The auditors recommended that the distance travelled be clearly stated in the documentation for fuel refunds</i>	Done
g)	Costs of laundry, telephone and drinks from the mini-bar:	Clarified. The final outcome

¹⁷ According to Amani, the actual excess income is \$ 5,522 which was as a result of the exchange gain from the Sida grant. The other balance represents an IDRC grant of \$ 14,602 for the Zambia/Rwanda refugee project which has not yet been utilised and a grant from International Alert of \$ 18,000 to meet its obligations.

	<i>The auditors recommended that the allowances paid to Amani MPs be reduced for costs such as laundry, telephone and drinks.</i>	depends on Sida final response in terms of acceptance or rejection of the explanations given therein.
h)	Per Diem: <i>Sida and the UK Foreign Office considered the out-of-pocket allowance of \$ 60 per day to MPs as excessive and they also said that the payment was discriminatory because MPs get \$60 while other participants get \$30.</i>	Not resolved, still under consideration
i)	Final Recommendations on Sida Audit: <i>The auditors recommended that several areas of internal control and routines within the organisation need to be improved. They also recommended that Sida may arrange a seminar for the organisations it funds to discuss these issues.</i>	An informal meeting has been held. Amani explained to Sida and showed readiness to optimise cost per unit.

Amani Executive Secretary informed the Evaluation Team that the participation cost of MPs was in accordance with the budget submitted which was difficult to change at the time, but will be changed in the next proposal submission. Because Amani is financially transparent, all members of its Regional Executive Council (and by default National Chapters) and Advisory Council know the exact amounts budgeted for each activity, including per diem rates etc. that makes it difficult for the Secretariat to reduce per diem without seeking the approval of the Executive Committee and by extension the National Chapters.

However, at the field trip in Rwanda we learned that UNDP solved this issue by direct payment for all costs (hotel, transport etc). NORAD uses the UNDP services.

Regrettably, while Sida and other donor agencies hail Amani as an innovative inter-parliamentary regional organization, which plays an important role in peacebuilding and conflict mitigation, it is these minor financial management problems that come to haunt the organization. Therefore, our recommendations will have to address this as a matter of urgency for the sake of the survival of an organization whose work is noted by UNDP and other organizations for the importance of its work.¹⁸

4.1.17 Reporting to Donors

International Alert (IA) still supports Amani and is working on building a new relationship through a MoU. An evaluation has taken place around the transition from support through IA directly to Amani.

DFID still supports Amani and there is nothing in writing to this effect. DFID differ from Sida in that it does not have an agreement with Amani and its arrangements are programme-based i.e. DFID supports the programme once it is convinced of its efficacy.

Sida has informed Amani that continued support from Sida after April 2006 will benefit from the evaluation. The last agreement is based on the first two years of Amani 2004-2007 proposal. According to Amani Secretary General its priorities have not changed and that they have expanded Amani activities to the Democratic Republic of Congo at the request of Sida and in agreement with its objectives.

¹⁸ See UNDP: Parliaments, Crisis Prevention and Recovery 2006, pp. 9 & 10.

Sida has also expressed the need for following up on getting more partners on board. The Evaluation Team discussed with Amani leadership (Regional Executive Council and Executive Secretary), whether Amani will expand from a sub-regional to a pan-African organization with the possibility of bringing on board larger number of parliamentarians.

It became obvious, after discussions within Amani executive and advisory bodies that Amani does not wish to expand its current activities before deepening its current work in the Great Lakes Region. However, Amani leadership has debated whether it should expand in war-stricken (Somalia) or post-conflict regions (South Sudan) so that the lessons learned from the Great Lakes could be adapted and applied there.

The Evaluation Team was also informed that Amani prefers to have a few and efficient partnerships instead of just increasing the number of partners. It has strong ties, participate or hold joint activities with partners in a regular and active manner (see sub-section on cooperation).

4.1.18 Donor Diversity

The table below shows that Amani donor base is thin. Amani acknowledges this anomaly and currently Amani has approached several donors such as the European Commission and the Dutch Government (apart from Sida and the UK Government) to support the 2006 – 2009 proposed Programmes. Additionally, with a view to securing organizational sustainability, the Regional Executive Committee during its May 2006 sitting mandated the Finance Committee to develop and concretise a Trust Fund Plan for Amani. The discussions and activities leading to the commencement of these processes are yet to be completed.

Table 4: Donor Support to Amani Forum for the period 2003 – 2006.

Donor	2003	2004	2005
International Alert	318,161.36	79,000.00	--
Sida	--	312,271.68	326,475.61
UK Foreign Office	--	400,000.00	400,000.00
IDRC	--	14,601.71	3,843.83
Totals	318,317.36	805,873.39	730,319.44

Notes on funding provided to Amani:

The Amani funding year is April to March; therefore some funds reflected in 2004 from International Alert were for the financial year 2003 – 2004. This applies to the funds from both Sida and UK Foreign office where the fund reflected as grants for 2004 and those for 2005 were to fund the programmes for 2004 – 2005 & 2005 – 2006, respectively.

Amani thin donor diversity base poses serious financial risk and will make it susceptible to any serious decline of donor funding, particularly from its current to major supporters - Sida and the UK Government. In short, Amani inadequate donor diversity undermines its long-term financial sustainability.

4.2 Evaluative Conclusions

The mission assessed the Amani Forum on five key issues according to the ToR: effectiveness (the extent to which it had managed to achieve its goals), efficiency (the extent

to which it had managed to achieve its goals within the available resources), results (the output, outcome and impact of the activities), relevance (the extent to which its activities relate to the expectations of its stakeholders) and sustainability (the extent to which its activities are viable).

4.2.1 Effectiveness

Sida complaints about financial management in general and especially on high costs incurred in the course of carrying out Amani activities and programmes should reflect within the remit of the ultimate goal of poverty reduction. Amani political and executive leadership (Regional Executive Committee and Advisory Committee and the Secretariat) should redress questions of cost effectiveness as a matter of urgency. Amani should intensify its efforts to decrease the unit costs for example by optimizing the size of delegations, getting lower prices for tickets, by better planning and, among other things, choose hotels also in cost effective manner etc. Amani explained the costs in terms of the special category and nature of its members (i.e. parliamentarians) whose positions require higher security level for venues and special treatment different from that of activists and other civil society organizations.

4.2.2 Efficiency

Amani Secretariat is relatively small and efficient. It is supported by active National Chapters. However, the National Chapters operate with less than full capacity considering their proximity to where conflicts and peacebuilding processes take place. There is need to strengthen Amani Secretariat and Chapters to realize their full potential and Amani objectives.

4.2.3 Results

It is hard to measure results of activities and effectiveness in the area of Human Rights and Democracy¹⁹. The narrative reporting is lacking information on outcomes and impacts. The absence of a workable methodology and developed instruments for measuring outputs, outcomes and impacts is part of the problem. For instance, Amani could have alluded to its achievements in terms of measurable results in its new proposal which is also lacking in references to results achieved during the last period.

The objective of Monitoring and Evaluation processes is to make visible an array of programme/project results at different levels. Assessment of results often includes four areas: output, outcome, impact and sustainability.

Output: the number of capacity building activities Amani has implemented, the level of participation, and the quality of content is adequate and commensurate with the norms associated with such interventions.

Outcome: At the absence of study on how and whether improvement in skills in dealing with the legislative process, budgets, hearings, debates, media and constituency work, it is difficult to verify this point. However, the increasing interest in Amani activities, the large number of

¹⁹ In 2005, Sida completed a mapping and evaluation exercise of all its assistance directed towards parliaments and parliamentary networks. The evaluation may be found on Sida's website: K. Scott Hubli and Martin Schmidt: Approaches to Parliamentary Strengthening: A Review of Sida's Support to Parliaments. Department for Democracy and Social Development. Sida Evaluation 05/27.November 2005.

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.

Impact: There is faint knowledge of what changes have actually taken place as a result of Amani and subsequent parliamentary action, in terms of legislating for peace, considering the proximity of MPs to government as well and their ability to influence policies as the various reports submitted by Amani illustrate. Impact assessments require among other things the use of monitoring and evaluation methods currently not available to Amani or rather lacking in the current Secretariat human resources structure and capacity.

Sustainability: There is no doubt that the skills imparted on MPs on issues emanating from Amani programmes/projects are relevant to peacebuilding and conflict prevention and 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.

Amani has not developed a methodology for result-based programme reporting, measurement of outputs, outcomes or impact. The methods used for reporting results are inadequate, anecdotal and require serious rethinking and further development.

4.2.4 Identity and Relevance

Amani Forum has, in a relatively short period, established clear mission, vision and objectives. Its work is relevant and consistent with the Sida democracy and social development objectives and current Parliamentary Strengthening Approaches.

4.2.5 Sustainability

It is difficult to ascertain Amani financial sustainability given its over dependence on two major donors who between them provide more than 90% of its total programme and administrative cost. Its other sources of income (membership fees, sales of publications, income generating activities, interest from banks and others, if any) are too meager to form any measure of financial sustainability.

However, the most important sustainability element in Amani work is sustainability of results (i.e. cementing and consolidating peace within its mandated regional space), which cannot be maintained without long-term donor support. Peace and conflict issues are often unpredictable and hardly manageable within a short time frame.

4.3 Lessons learned

By Amani's own reckoning, it has learnt the following lessons, on which we will comment in order to highlight this in respect to Sida approaches to parliamentary strengthening and regional approach:

1. Through its educative, empowerment and transformational capacity, training constitutes an invaluable instrument for peacebuilding and conflict mitigation.
2. Building sustainable peace requires leveraging of efforts and embracing of partnerships among dynamic individuals, institutions and structures at all levels.

3. All institutions and actors are important in peacebuilding and conflict management. Sustainable peace is founded on institutions and structures trusted by parties to the conflict.
4. Parliaments and parliamentarians have a pivotal role to play in peacebuilding and conflict mitigation.
5. Conflicts in the Great Lakes are inter-linked and constitute a system. Resolving them requires a regional approach and framework.
6. The Democratic Republic of Congo (DRC) is the geo-strategic epicenter of conflict, and, potentially, is also the geopolitical nucleus of peace in the Great Lakes region.
7. Peacebuilding is not a linear process. Flexibility, creativity and responsiveness in implementation of peacebuilding programmes are of essence.
8. Governance deficit is at the root of majority of conflicts in the Great Lakes region.

The Evaluation Team recognizes that these are pertinent lessons also applicable to Sida's Regional Democracy and Human Rights Programme in issues such as conflict management and peacebuilding. However, results-and/or evidence-based results should have given these lessons some context which would enable the reader to attest to their applicability and critical adoption in similar situations.

However, even in their nascent formulation, and without reference to Sida Regional Framework, the lessons Amani has learnt from its work on parliamentarians and peacebuilding are within that remit.

One unfortunate lesson learned is that Sida supported organizations within its Regional Framework arrangement do not cooperate or even interact with each other. On the one hand, this is understandable as these organizations compete for Sida funds, on the other hand it is not understandable at all given the fact that this is also apart of Sida regional cooperation framework priority. For example, organizations that are located in the same city (Amani and Women Direct) and which have undertaken activities for women parliamentarians could/should have collaborated for the sake of mutual benefits by creating partnerships, as both call for affiliate or associate partnerships. It could also contribute to efficient use of resources and effective ways to learn from each others programme implementation methods. The onus is also on Sida to be proactive in directing its funding policies to induce such collaborative behaviour amongst organizations operating under the regional framework dispensation.

4.4 Recommendations

Amani Secretariat: Amani Secretariat operates at a breaking point and need to be strengthened, particularly in respect to vacant positions (Administration and Finance Assistant) and a senior professional knowledgeable of the prevalent development aid management instruments, donor policies (Paris Declaration on Aid Effectiveness March 2005) and result based methodologies and approaches to assist the Secretary General to comply with donor requirements vis-à-vis reporting and proposal development (e.g. Programme development, implementation and monitoring and evaluation officer). Essentially, Amani Secretariat should strengthen its monitoring and evaluation capability, knowledge and practice of donor aid management instruments and reporting requirements.

Advisory Committee: The creation of an Advisory Committee is an important step taken in the By-Laws. However, there is no budget towards supporting the activities and reports of the

Advisory Committee. The Advisory Committee (although still at the establishment phase) also does not appear in Amani Organization Chart and is not mentioned in most documents and reports. If the Regional Executive Committee does not heed the advice given by the Advisory Committee, what effect does its activities have in respect to improving Amani performance and direct it to better ways to implement its vision. Amani should empower the Advisory Committee so that it has tangible impacts on its operations.

National Chapters: It is a matter of urgency that Amani should implement its Strengthening Amani Forum Chapters Strategy (April 2006), empower the Chapters for further ownership of the programmes, effective national monitoring and contribution to peacebuilding and conflict prevention.

National Coordinators: The issue of National Coordinators was discussed at length. A view has emerged that a twinning process could be developed whereby members of the Advisory Committee are appointed Convenors to support the Coordinators and mobilize Amani parliamentarians.

Financial Management: Amani should clarify who is responsible for the management of its finances: The Secretary General or the Treasurer. Amani should make full use of its financial instruments and abide by its By-Laws (Article 2, page 8) stipulates clearly that: *The Annual budget shall be drawn for the fiscal period of January 1 – December 31 of the respective year*". If Amani is to follow and implement its own By-Laws, it will not be difficult for it to meet the donors (Sida Draft Audit Report, 2005) requesting Amani to harmonise the organisation's and Programme financial year.

MPs Participation costs: Although it has been highlighted for a number of years, the issue of high parliamentarians' participation cost keeps coming back in almost every audit and evaluation mission. Amani should sort this issue out within its governance structures and in consultation with Sida once and for all because: a) it undermines its work which has been highly acclaimed and appreciated by Sida and the Evaluation Team; b) if not solved amicably, this trivial issue will put Amani in the wrong light vis-à-vis not only Sida, but also other donors; c) it gives an air of unease both for the MPs and Amani leadership as overseers of accountability and committed partners in the poverty reduction endeavour and d) Amani should shift the quality and orientation of the debate with Sida from procedural issues to content and objectives realization.

Membership: Full, associate and affiliate membership: Amani should clarify what it means by these categories of members as well as provide a full classification of its current membership both by membership type and gender. The function, duties and responsibilities of each should be further articulated and sorted out.

Programmatic planning and design, implementation, follow-up and reporting methods : Amani should develop a methodology informed by the prevalent development aid management instruments (chain of assumptions-objectives-input-indicators- sources of verification-output-results/impact; Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT) as well as indicators for measuring outputs, outcomes and impacts and identifiable programme-based results. In particular Amani should improve its monitoring and evaluation strategy and establish a proactive follow-up procedure.

Donor Diversity: Amani should work on earnest to diversify its donor base which kept almost constant since its establishment with the entry and exit of a few donors. Donor diversity is an important aspect of risk management and long-term financial sustainability in donor-dependent organizations and should therefore be improved as a matter of urgency.

Amani and like-minded Organizations, including Sida supported organizations : Amani should exert some effort to increase the number of its affiliate members as well as cooperation in areas of mutual interest with regional based Sida funded and other organizations. This recommendation does not apply only to Amani, but also to other Sida funded organizations such as ECWD/Women Direct.

5 East African Law Society (EALS)

5.1 Findings

5.1.1 Background

The East African Law Society (EALS) brings together six thousand-plus lawyers from Kenya, Uganda, Tanganyika and Zanzibar and also the four national Bar Associations in the region, including Zanzibar Law Society.

The East African Community Law Project (CLP) aims to catalyse a deeper understanding of and interaction with the organs of the EAC, in order to deepen and extend the just rule of law and respect for all human rights of all people by directly engaging with and monitoring the said EAC organs.

5.1.2 Organizational and management structure

The East African Law Society (hereafter referred to as the Society) has a relatively small establishment with a small secretariat. It has five members of the secretariat: the Executive Director, two Programme officers, an Administrative officer and a Finance officer. In addition it employs interns who come for periods of up to three months and may be sponsored by partner organizations from within or outside the region. Out of the five three are female and two male. Three of the team members are Tanzanians while the other two are from Kenya and Uganda.

Internal Organization

The secretariat is small and there are no divisions of departments as such. The Executive Director is the overall in charge of the secretariat and oversees the performance of all functions. One of the Programme officers is the direct administrative assistant to the Executive Director and oversees all the administrative matters of the Society. The other Programme officer is a lawyer who oversees the execution of the other programmes of the Society. The Administrative officer helps with administration and logistics. The Finance officer keeps the books and administers the Society's finance under the supervision of the Programme officer in charge of administration. The team though small is well organized and very competent.

Management Structure and Competencies

The organizational structure of the Society comprises of the Council, standing committees and the secretariat as described above. The Council is composed of twenty two members, seven persons from each of the three countries plus the Executive Director who is an ex-officio member. The representation on the council is still male dominated with 15 male and 7 female members. This may also be reflective of the proportion of gender ratios in the legal practice in the region.

The standing committees are programmatic and their members are drawn from the council. The four Committees are: Finance & Administration; Human Rights & Rule of Law; Professional Development & Regional Integration. They evaluate programme activities and outputs and recommend to the Council. The Council gives policy guideline on programmes and approves of plans, budgets and activities. There is no formal monitoring and evaluation

system but the function is exercised through internal controls and evaluation of activities carried out by the standing committees as mentioned earlier.

Financial Management System

The secretariat does not have many donors or many programmes. Sida is the main donor so far and the budget is not very big. The Executive Director is responsible for the proper management of funds and the Finance officer is responsible for the keeping of books and ensuring the funds are properly managed. The Programme officer in charge of administration supervises the management of funds by the Finance officer and other officers.

For a year or so the Society was caught up in a wrangle over a cheque that was said to have been lost due to the alleged negligence of one of the Council members. This led to the person alleged to have occasioned the loss going to court and opening a suit against the Society and its officials in order to clear his name. A mediator was appointed by the Society and it was found that the loss had occurred due to weaknesses in the financial management of the Society which have since been rectified. The mediator managed to secure an out of court arrangement under which the Society paid back the complainant the money he had paid to institute the proceedings and he agreed to withdraw the claim against the Society. The matter has been reported in the 2005 Annual Report of the Society (pages 13-14). However, the loss of the cheque was a 1999/ 2000 occurrence, well before the Secretariat was established. Since then a financial system has been introduced. The weaknesses identified in the case above have been rectified under the new management. The Secretariat has commissioned an expert financial firm to draw guidelines for it on how to manage its finances. Once these are in place, they will also improve further the financial management of the Society.

5.1.3 Mission, Vision and Strategic Plan

The Vision of EALS

The vision is *“Rule of law and justice for all in an integrated East African region”*.

Mission Statement

EALS mission is *“Upholding justice through advocacy for human rights, rule of law and social responsibility in political and social institutions of governance”*.

To achieve these aims, EALS shall actively lobby for enabling legislation in the EAC partner states, while insisting on the highest ethical standards in the professional practice of its members. EALS *“ shall seek further support of these efforts through strategic partnerships within civil society, in order to promote people’s growing choices and ability to access legal services throughout the East African region”*.

Strategic Plan

Members of EALS, including the Governing Council and its various committees met in Dar es Salaam, Tanzania, 22 – 30 August 2005, to finalize a strategic thinking process that started with an organizational survey in July 2005. The Dar es Salaam workshop included strategic planning for the next five years, i.e., 2006-2010.

Both the organizational survey and the strategic planning workshop were part of the organizational development process of EALS. The processes and structure of participation in these workshops were designed to enable members to gain deeper understanding of the questions or issues that were shaping the performance and potential of their Society.

Through an institutional relations mapping process, EALS assessed the extent to which it was working effectively with opportunities in its institutional environment. It emerged, for instance, that only 15% of organizations mapped fell within the circle reflecting strong and mutual relationships.

The strategic plan for five years (2006-2010) was the main output of the workshop. The core of the plan is a strategy map (see part 3), which includes prioritized *driving forces* in the environment of EALS, expected results from the strategic responses, functional areas of EALS, and indicators of results related to the total responses of EALS to each driving force.

Five strategic objectives were identified, to be pursued by EALS over the coming five years. The strategic objectives portray what EALS needs to accomplish in order to be relevant and effective in providing sustainable services or support to its stakeholders.

5.1.4 Programmes and Activities

EALS has had some major programmes on Community Law (CLP); Conflict Resolution (CRP); Human Rights and Rule of Law; and Lake Victoria & Professional Development (PDP).

Community Law Programme (CLP)

Under this programme the Society has been compiling, editing and publishing digests of laws applicable in the countries of the East African Community, quarterly newsletters and organizing regional symposia. The Society produces an East African Law Magazine, *The East African Lawyer*. The digests are of very high quality and the faculties of law at the University of Dar Es Salaam and Tumaini University in Iringa in Tanzania have found them very useful as reference materials.

The Professional Development Programme

This programme is devoted to training of lawyers on the law relating to the East African Court of Justice. Two courses have already been organized and two are planned for the year 2006. The programme also organizes campaigns and lobby activities for cross-border legal practice in the East African Community. As a result of these campaigns, Kenya has opened up its borders for cross-border legal practice. However for the whole campaign to be successful, more efforts have to be made to link the law schools that train lawyers for practice in the whole region and to harmonize accreditation procedures and requirements for the registration of law schools and accreditation of universities offering law courses.

Lake Victoria Initiatives

The Society working with other bodies dealing with Lake Victoria programmes has started initiating studies on the use of Lake Victoria waters and other resources. There are some fish and other, farms and town councils that in the use of Lake Victoria are causing pollution and resource degradation. The EALS is contemplating taking legal action to contribute to sustainable and environmentally friendly use of the water resources of the lake. In addition the EALS undertook some studies in collaboration with the East African community on the

regression of water levels of the lake. The report produced under this collaborative study led to the closure of the dam at Kila in Uganda.

Human Rights and Rule of Law

This programme seeks to promote democracy, good governance and the rule of law in East Africa. In pursuit of these goals the Society organized a symposium on electoral laws applicable in Uganda during the discussion of the transition process in 2005. It also participated in election monitoring in Uganda in February 2006 and submitted a report on the election process. While most observer teams said the elections had been free and fair, the Society report while remaining impartial brought out lots of features of what actually happened on the ground which never featured in other reports. The society also got involved in Zanzibar after the elections in 2005 and gave advice on the election process. The society has been publishing special issues of its magazine on issues pertinent to human rights. For example the next issue will be on gender and the law in East Africa.

These programmes aim at helping the legal community in the East African region to have inputs in the on-going process of regional integration. The Society has observer status on the East African Community top decision-making body, the Council. In that capacity it gives legal advice to the Community and attends all the meetings.

In its advisory capacity the Society wrote a memorandum to the Committee dealing with issues of the East African Federation giving advice on the legal perspectives of the proposed federation. It seems the memorandum was very well received and used by the committee in framing its recommendations to the Ministerial council of the East African Community.

In March 2005, the Society organized a mission to Kigali. The mission met the Rwanda Bar Association and discussed with the officials the possibility of Rwanda bar Association becoming a member of the East African Law Society. The admission of the Rwanda bar Association will be tabled at the next Annual conference of the Society.

Comparative Analysis

The programmes of the Society are developed by the executive with the help of the thematic committees and approved by the Council, The Society was formed in 1995 and seems to have gone through three major phases. The first one was that of formation and this took some time as membership was being gathered and the mission and vision being shaped. The second phase has been that of stabilization and this seems to have been achieved under the current leadership at both the Council and the management level. The coming phase will be that of consolidation and that is where the new proposal on the Community law project becomes very significant.

During the consolidation phase the Society will need to step back and examine its mission and vision and see whether some of the activities and programmes enhance these two. There are for example many issues such as human rights, governance and democracy that are being handled also by Kituo cha Katiba. The question the Society will need to ask itself is: what is the *niche* for the Society in these two areas. Where human rights are concerned the Society being member based will need to ask the difficult question of whether the legal profession is an instrument for the promotion and protection of all kinds of rights in the region including economic, social and cultural rights and how the legal profession could be encouraged to become an instrument of development with social justice.

The underlying assumption is that in the past two decades and with the processes of liberalization, privatisation and commercialisation, the legal profession may not have been very supportive of collective and cultural rights and the Society's challenge could be to look for ways of making it rights oriented in order to avert possible conflicts that may arise out of the current social injustices in the region as regards the way production, distribution and governance are being re-organized. In addition the Society is developing a programme on conflict resolution. Amani Forum has a very advanced programme on parliamentary diplomacy and conflicts in the region. Again the Society has to look for a niche that will enable it to make a value added contribution to conflict resolution initiatives and focusing on for example the legal issues that shape systems of power, production and distribution, access, availability and affordability of services and the impact of entitlement systems on social and economic citizenship in the region etc.

Finally there is a rising crisis of professionalism within the legal profession as ethics seem to have been eroded over time. In addition there is the crisis of declining standards in the law faculties and law schools in the region. Some of the new law graduates are not lawyers at all and all institutions involved including the judiciary have recognized this. New faculties of law are emerging that have not been accredited and are churning out 'lawyers', who are not acceptable by most of the established institutions. These issues are critical to the legal profession in the region and the Society needs a programme that links the legal profession with the law faculties and law schools to ensure the problem is controlled before it goes too far. Although the management at the EALS has initiated discussions with law schools, this is a matter that lies at the heart of the mission of the Society i.e. to enhance professional standards in the delivery of legal services and deserves a programme of its own

5.1.5 Network Partners' Mandate and Competencies

The Society is a membership based organization and not a network. However it carries out some networking activities at regional and international level. For example it works closely with the East African Human Rights Initiative, the Southern African Development Community Lawyers' Association, The Pan-African Lawyers Union and the African Regional Law Associations, the Canadian bar Association etc.

5.1.6 Performance Strategy

Research, monitoring, advocacy, lobbying, commenting and sometimes directly intervening are some of the strategies that the Society uses in the performance of its activities. Research is used in the compilation of digests and the compendium. Several members contribute articles to the East African Lawyer, the Society's journal. Fact-finding missions are sent to countries where the Society wants to contribute to resolution of existing problems, for example the mission that was sent to Zanzibar after the 2005 elections the results of which were being contested by the opposition parties. Lobbying and advocacy involve direct meetings with heads of state or heads of key organizations. In the year 2005 for example the Society sent highly powered delegations to meet President Museveni, the Chief Justice and Speaker of Parliament in Uganda on the political transition and the jurisdiction of the East African Court of Justice in Uganda. It sent another team to meet the Vice President, the Chief Justice and the Attorney General of Kenya to seek assurance that freedom of expression and the rights of the media will remain protected in the country.

5.1.7 Work methods

The biggest advantage enjoyed by the East Africa Law Society compared to other organizations is that it espouses the values it preaches. It is a membership-based organization, its members contribute to its funds, and it has an elected and accountable leadership and its leadership changes from time to time. Therefore when it talks about democracy, it has experience of what it is preaching to others. One issue that the Society needs to address however is the contribution it receives from its membership as fees. Most of the members are practicing lawyers and could easily contribute more than the current annual subscription of twenty US dollars a year. This issue was discussed at length with the management of the Society.

In principle there is nothing that prevents this from changing except that since the start the Society did not make the members meet most of their costs. There was a time the Society was paying all expenses including air travel and still giving the participants per diem. Changing this has been difficult because of this false start. Now some of the members pay for their tickets to come to annual meetings but the majority still expects the Society to meet most of the costs. The challenge to the Society's policy-making bodies is to look for creative ways of making members contribute to the Society's funds without de-motivating them. One encouraging development in this direction is the decision of the Society's Council in August 2006, to increase individual and institutional subscriptions by 100%. This will help increase the resource base of the society and the admission of Rwanda once completed, will also increase the subscription base.

Additional ways of mobilizing resources may include development of programmes that can be offered to members for a fee and these have to be so interesting and relevant to their activities that they will see the need to pay. How to negotiate natural resources utilization contracts, contracts on the transfer of genetic resources, community rights under new intellectual property regimes, the movement of toxic and hazardous wastes, international financial transactions and credit guarantees etc., remain serious issues not taught in law schools. Modern lawyers in the region ought to know about these issues which could be taught in collaboration with law schools thus contributing to capacity development and also to improve the Society financial status.

5.1.8 Donor Relations

Funding Patterns

For quite some time the Society has worked almost exclusively with Sida. The choice of almost exclusively working with Sida in the initial stages was not accidental. It was deliberate, in order to minimize burdens of donor reporting and relations and concentrate on institutionalizing the organization and building strong membership support. However, diversifying donors and partners was part of the 2006/ 2007 Strategy, and the Society have already commenced talks with a number of donors (e.g. CIDA, DfID, Ford Foundation, Open Society) and also partners (e.g. Canadian Bar Association, Commonwealth Human Rights Initiative, International Bar Association, etc). The Society is working towards an initial donor roundtable at which it will seek the support of other donors. Sida will be asked to help in the organization of this roundtable.

As mentioned in the previous section, the Society is now in the process of looking for ways of increasing sources of funds. A Council decision in August 2006 has doubled the individual

and institutional subscription rates and after the admission of Rwanda, the subscription base is likely to become wider. These measures are likely to improve the financial base of the Society and increase the number of its partners.

The Quality of Donor Reporting

The quality of the reports is good. However, the reports seem never to have been sent in time to Sida. Annual reports contain financial statements for the previous years.

Donor diversity reporting requirement

Notwithstanding the plans of the Society to involve other donors and until those intentions are translated into actual reality, the current situation is that there are no other donors apart from Sida. This reveals that the Society is Sida-dependent, which raises a number of questions: 1) Does this mean that the Society has failed to attract other donors and why? If other donors are not interested, should this be an issue in respect to donor harmonization and aid effectiveness policies? 2) A major implication of this is that the Society's long terms financial sustainability is in doubt; and 3) the need for donor diversity, fund-raising strategy, re-invention of identity and methods of work are paramount.

5.2 Evaluative Conclusions

The Society has developed good programmes during the earlier phases of its formative years. These programmes have served it in its struggle to develop a personality and identity of its own. The Evaluation Team assessed the EALS on five key issues according to the ToR: effectiveness (the extent to which it had managed to achieve its goals), efficiency (the extent to which it had managed to achieve its goals within the available resources), results (the output, outcome and impact of the activities), relevance (the extent to which its activities relate to the expectations of its stakeholders) and sustainability (the extent to which its activities are viable).

The Society has a good comparative advantage over other organizations in terms of being membership based and governed. The Society 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.

The Society has a very important mission in the region. If it identifies a special niche for itself, it is likely to attract more resources from more donors and with the support of the law schools and faculties, it can easily access funds within Sida or other organizations that are set aside for support of higher education. Therefore it needs to build links with the training institutions and to define its programme further to ensure it contributes to capacity building and knowledge creation on new issues that confront the legal profession in the region.

5.2.1 Effectiveness

The programmes and activities of the Society are very effective and have attracted and retained a significant number of lawyers from private and public practices, researchers and even policy makers. The lobbying activities have helped to provide leaders and policy makers with opportunity to discuss issues regarded as thorny in a very quiet atmosphere away from cameras or public scrutiny. Fact-finding missions in troubled areas such as Zanzibar have also provided opportunity to local lawyers in such areas to take up issues with the state officials away from the politicised scene in political parties, parliament or other public fora.

Litigation manuals, and training activities and dialogue sessions have been equally effective. On the whole it can be said the programme is very effective. The major suggestion repeated from section to section is that there is need to pay more attention to issues that affect the legal profession in the region. This will have a more lasting impact on the future of the region.

EALS has with only a few exceptions carried out the planned activities according to the time- and work plan and within the budget. However, EALS is not meeting the deadlines for reporting to Sida.

5.2.2 Efficiency

The Society is small and efficient in terms of Secretariat and management competencies. The funds have been efficiently used and as suggested if the members are provided with some services that are likely to enhance their performance in their delivery of services, they will be able to contribute more to the funds of the Society and this will increase the resources of the Society enabling it to provide more services.

5.2.3 Results

The objective of Monitoring and Evaluation processes is to make visible an array of project results at different levels. Assessment of results often includes four areas: output, outcome, impact and sustainability. The Society celebrated ten years of existence in the year 2005. Over this period it has managed to record some achievements although it has not systematically inventoried them over the whole period. However, in its submission of the new Community Law Project proposal it identified its major accomplishments for the last two years i.e. 2005-2006. These include achievements in the implementation of its programmes as will be indicated below.

Output: Two dialogue and training sessions were conducted; two litigation guides, a compendium of East African laws and a Guide to the East African Legislative Assembly were published. In addition two digests were published on constitutional and tax law. Four issues of the East Africa Lawyer the society's journal were also published. The society also organized symposia.

Outcome: The outcomes were difficult to ascertain but those interviewed especially in the Faculty of Law at Makerere University in Uganda and the Vice President of the Society based in Uganda were of the opinion that the publications had helped to create awareness about the community. In addition they were also of the opinion that joint activities between the law societies in the region had strengthened the legal community in the region in its acceptability to contribute to policy formulation if one compares with the period ten years ago when it was seen as a political nuisance by many leaders at top level

Impact: When one looks at the way the mission to Zanzibar after the contested election results in the year 2005 worked out and the fact that after that mission there has been internal reflection and inter-party dialogue in Zanzibar, one notices that the interventions of the Society and others regional bodies helped to provide parties in Zanzibar with opportunity for open dialogue. Another area where impact is obvious in way the East Community Secretariat has been involving the Society in its activities. Generally however, the issue of impact requires tracer studies that were beyond the scope of this evaluation exercise.

Sustainability: see 5.2.5 below

5.2.4 Relevance

The current programmes are very relevant and there are many issues that if taken up will still be very relevant to the organization. But to increase the relevance of its programmes, the Society as said earlier needs to identify a special niche that is very closely linked to its mission and vision. One of these relates to the issue of standards across the region. The Society will continue advocating for cross-border practice. But this will not be fully realized if the standards of the law schools are not the same and if the law faculties are turning out lawyers of differentiated standards. There is need to grab this issue by its horns and help law schools to adopt similar standards and law faculties to adopt similar teaching and research standards.

5.2.5 Sustainability

In 2005 the Society celebrated its tenth anniversary. This is an indicator that it is a sustainable organization. Within the organization there are three areas which the mission examined when looking at the issue of sustainability. The first was membership. The membership has been growing every year and will go on rising as new programmes emerge. Therefore the membership is sustainable. The second area was management. There was a period when management was relatively weak. But in the last two years, the new management has put the organizations on course and streamlined financial management and procurement procedures. Currently, the Society is developing a manual on financial and materials management. These measures give assurances that management capacity is sustainable. The third area of focus was financial sustainability. This is one of the areas in which the Society is vulnerable. It is dependent almost exclusively on one donor. This single donor dependency can be avoided if as planned the Society organizes a donor roundtable and uses it to get more development partners in addition to Sida. As regards non-donor sources of funds signs are encouraging. In August 2006, the Council approved a doubling of both individual and institutional subscriptions. The admission of Rwanda will also increase internally generated income.

5.3 Lessons learned

Evidently, there are at least five lessons the evaluation team has learned from EALS active engagement:

- The East African region is a very complex region with a high preponderance of minority ethnic groups, geographical demarcations that are very arbitrary in the sense that they divide communities between nations and common resources that spread across states. These are potential factors of conflict and integration requires a proper understanding of resource utilization laws and regimes to allay fears of those not sure about the consequences of integration and to avert conflicts based on resources and caused by cross-border movements of people, animals and goods.
- Democratization is still at its lowest stages in the region as most regimes are transforming themselves from one party to dominant party systems. The threat of slipping back to 'majoritarian' dictatorships with weak opposition groups and crippled oversight bodies is real. Hence efforts that seek to strengthen constitutionalism and rules of legitimate law need to be strengthened.

- The regional bodies such as the East Africa Law Society provide neutral space for state and non-state actors to sit together away from national pressures and prejudices and engage in constructive dialogue.
- Such bodies succeed because they build on African culture in which a visitor is always given ear and the privilege of becoming an arbiter in case there are problems. That is why the missions sent by the Society to Uganda and Zanzibar were able to succeed where locals had failed.
- Regional integration got stuck in the past in the region because it became more linked with the politics of affection between the East African heads of state. The regional bodies are changing all this and taking the initiative away from the leaders and giving it to the people and communities of the region. This has the potential of fast tracking the integration process.

5.4 Recommendations

The evaluation shall aim to recommend ways in which the projects/programmes can be improved, from an implementation perspective as well as a support perspective, and shall also aim to make recommendations on whether or not Sida should enter into (new) agreements with the organisations that have been evaluated.

East African Law Society is recommended to

- Focus the programmes and activities more towards its proclaimed mission and vision of the organization.
- Select a strategic niche that gives the Society a competitive edge over other networks.
- Seek the possibility of linking up with institutions of legal education to ensure common standards in curricula so as to fast track cross border legal service provision.
- Consider the possibility of creating a regional forum of CEOs with the aim of increasing programme synergies, reduce duplicity, facilitate resource sharing and joint resource mobilization and promote East African-ness of these programmes.
- Ensure sustainability by developing together with like minded organizations a regional programme that can attract more donors and ask Sida to take lead in getting more donors to join the regional programme as partners;
- Conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities; and
- Develop a fund raising strategy in order reduce dependence on Sida and become financially more sustainable.

6 Education Center for Women in Democracy (ECWD) – “Women Direct”

6.1 Findings

6.1.1 Background

The Education Center for Women in Democracy (ECWD) was founded as a society on July 22, 1993 by women who contested in Kenya's first multiparty General Elections in 1992, in response to the frustrations caused by women's absence and exclusion from decision-making positions, and by the lack of vehicular support structures for women seeking such positions.

Based in Nairobi-Kenya, ECWD operates in 23 districts spread across 7 provinces of Kenya.

It also operates regionally with like-minded organizations, institutions and individuals in six countries of the Greater East Africa region countries: Burundi, Ethiopia, Kenya, Rwanda, Tanzania and Uganda. ECWD HQ in Nairobi, coordinates and serves all its national and regional programmes.

Since August 22, 1999, ECWD has registered as a non-profit and non-partisan Non-Governmental Organization for women in politics, public life and decision-making. ECWD holds Consultative (Roster) Status with the United Nations Economic and Social Council (UN-ECOSOC).

6.1.2 ECWD mission, vision and objectives

As stated in its publications, ECWD mission is *“To increase the presence of women in leadership and decision-making positions, with a focus on quality and capacity and to work towards the creation of a more conducive social, political, economic and democratic and environment for the equal participation of women”*.

ECWD vision is that *“A well-structured society that is socially, politically and economically developed, with the full and equal participation of women and men in leadership and decision-making”*.

Priding itself of being different from other civil society organizations in Kenya and elsewhere that work at the grassroots level to improve the status and role of women and girls, ECWD claims that few such organizations have so far attempted to create the necessary link to women's leadership and their decision-making role in public life through human rights approaches. It is this link that will help to consolidate the results being achieved at the grassroots and policy level and ECWD has positioned itself as this link ECWD mission and vision inform its stated objectives which aims:

1. To enhance awareness about women as mainstream political players
2. To improve public perception and reception of women rights and issues
3. To identify and build capacity of potential women leaders
4. To promote unity among women leaders and build their capacity as effective leaders
5. To promote the participation of younger women in public life and leadership
6. To promote coordination and networking among like-minded organizations nationally and regionally

7. To intensify and strengthen women's human rights, civic and voter education initiatives for the masses

6.1.3 Strategies

ECWD mission, vision and objectives inform its strategies what aim at:

- Enhancing awareness about women as mainstream political players; building the self-esteem and confidence of women as leaders in society; de-mystifying politics for all women and providing support for women leaders at all levels.
- Strengthening civic education initiatives for purposes of encouraging communities to make informed choices
- Promoting the upholding and respect for women's human rights through human rights education and legal empowerment of communities
- Networking and strategic partnerships
- Advocating and lobbying for a conducive social, political, economic and democratic society for women's equal participation
- Supporting and lobbying for peace-building, conflict prevention and resolution as well as encouraging international cooperation and the abolition of all forms of oppression, racism, chauvinism, sexism, social bigotry, exploitation and discrimination.
- Promoting holistic approaches to civil, political rights & freedoms, social and economic rights

As will be elaborated in the sub-section on "Organization" below, ECWD has a small coordinating team at Nairobi HQs and a broad base of volunteers at the various sites where the programmes are being implemented. ECWD successful track record is associated with its firmly committed and capable partners, professionals and volunteers including interns from local and international universities and colleges.

6.1.4 Programmes and activities

Since its inception, ECWD designed and implemented several intervention programmes on the national and regional levels that work in symbiosis to ensure that women develop their leadership capacities and actually take up positions of leadership, decision-making and public life; as well as ensuring that the environment within which the same women operate does not limit their effective participation. The programmes and activities outlined below are carried out among rural and urban communities and at national and regional levels. The activities include, but are not limited to the following:

1. Capacity-building for women leaders and aspirants
2. Women's human rights education
3. Civic education at community level
4. Community mobilization
5. Training workshops and seminars (e.g. for community-based human rights educators and policy makers)
6. Development and publication of resource materials and awareness creation through the media
7. Research and information dissemination on women's human rights issues

ECWD objectives and strategy are actualized through three programmes which represent its core activities. These are as follows:

1. Preventive Human Rights Education (PHRE) Paralegal Programme

2. Civic Education for Societal Transformation (CEST) Programme
3. Women In Public Life (WIPL) Programme

6.1.5 ECWD Organization

ECWD organizational structure consists of a 9-member Council of National Directors (CND), elected every five years by its membership in an Annual General Meeting, governs ECWD. An Executive Director, appointed by the CND, oversees the day-to-day running of the secretariat and the organization and is an ex-officio member of the CND. There is Advisory Council of eight eminent professionals in different fields who advise the CND and the Executive Director on matters relating to the organization. ECWD secretariat is comprised of a team of 23 members of staff based at the Nairobi Office.

6.1.6 ECWD and Women Direct

Women Direct was born out of a series of regional capacity building and training workshops that occurred in the 1997 - 1999 period, known as the Horn of Africa Series (HAS) conducted under the auspices of ECWD. The HAS workshops were held for the Horn of African Women Parliamentarians and Policy Makers Caucus (HAWPPAC). The participants in the HAS workshops recommended the formalization of the network that they had created. In 2001 the first Women Direct start-up program was initiated. Women Direct is a relatively new network of like-minded organizations and individuals in Greater East Africa working to support the collective voice of women in leadership, policy and decision-making. Currently, Women Direct membership is drawn from Burundi, Ethiopia, Kenya, Rwanda, Tanzania and Uganda. However, its program interventions focus beyond National to Regional and International levels. Women Direct is an initiative of the Education Center for Women in Democracy (ECWD), which is the service center for the network.

Women Direct mandate is drawn from a number of realities:

1. The need for a collective voice of women in the region at intergovernmental level to advocate for the reform of policy, that is responsive to women and children;
2. The need to expand the space in which gender and women's rights organizations can engage with regional and international human rights, democracy and governance structures;
3. The need to understand how to reshape existing decision making structures that promote the exclusion of women in order to ensure women's involvement;
4. The need for mutual capacity building through the sharing of experiences and best practice;
5. The urgent need for the documentation of expertise and achievements of women' organizations, and the need for an avenue through which these organizations can access and influence regional and global discourse with this knowledge.

It consisted of women leaders and organizations from ten countries within the Horn of Africa and Greater Eastern African regions namely: Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, Rwanda, Tanzania and Uganda. Due to funding constraints (the then funding partner, cutback on funding to Kenya) the network's programs were stopped. In April 2003, Sida funded ECWD to initiate a start-up program for Women Direct in the six of the original start-up countries, that Sida has a presence. Thus Women Direct has been re-born in the countries of Burundi, Ethiopia, Kenya, Rwanda, Tanzania and Uganda. The objectives with the program are:

1. To shape national, regional and international policies and support the collective voice and equal participation of women in leadership and decision making towards shaping national, regional and international policies
2. To strengthen the capacities and raise the profile of partners working with Women Direct
3. To link partners with strategic national, regional and international bodies

In order to fulfil the objectives Women Direct will work with advocacy and lobbying, publicity and networking. The activities, as stated in the log frame for 2004-07, include developing advocacy material, capacity building of partner organizations, developing training modules, documenting partner's experiences, regional and international networking, conducting strategizing meetings for women leaders etc.

Most of Women Direct partner organizations have embarked on HIV/AIDS awareness, prevention and care programmes, including partners for whom it is not part of their main mission. Organizational visions that emphasize non-discrimination shall include women and men living with HIV/AIDS and their families. There are ongoing efforts by various actors to address policy questions around HIV/AIDS, and Women Direct will contribute by ensuring that such policies are quantitatively and qualitatively gender analysed.

Women Direct achieved most but not all of its objectives and intended activities in the start-up phase. The Sida 2004 Evaluation (contracted by ECWD) rated its achievements highly. The evaluation came up with several lessons learned, of which most were incorporated in the current phase. The evaluation team deals with this towards the end of our evaluation of Women Direct degree of compliance with the recommendations of that Evaluation Report (sub-section 6.1.10).

Sida supports ECWD in Kenya (a paralegal programme) and advocacy on Human Rights through the bilateral support, and Women Direct through the Regional Framework. ECWD has two sections; the National section, which administers the national programmes, and the Regional section, which administers the regional programme (Women Direct).

Women Direct emerged as a semi-autonomous entity within ECWD as a result of an Evaluation mission's recommendations (Sida Evaluation May 2004), which stipulated that Women Direct should detach itself from the Kenya National office to provide for autonomy. The idea was disentangle ECWD national (Kenya-specific) programme from its Women Direct (region-wide) focus. This was a commendable move: (1) it rid Women Direction from the then common perception that it was an arm of ECWD National programme, (2) created clarity in management structure and financial management and (3) created a semi-autonomous entity with several regionally desirable synergies both nationally as Kenya also has a Woman Direct Partner and regionally with its partners in greater Eastern Africa.

6.1.7 Women Direct Organizational Structure within ECWD

ECWD has made a clear distinction of the activities carried out at the national level by its national structure component operates only in Kenya (described above) and Women Direct which operates regionally, including a Kenya office that operates as partner and with equal legal status as other partners drawn from the region.

Administratively, a temporary Deputy Director (Ms. Mary Njeri) was appointed to deal wholly with ECWD Kenya-specific activities and release the Executive Director (Dr. Elizabeth Hutcheson) to oversee, steer, manage and direct the activities of both Women

Direct and ECWD. The evaluation team recognizes that this step is also in line with earlier recommendations (Sida Evaluation, May 2004) and worthwhile pursuing and strengthening.

The organizational structure of the service centre is shown in figure 3 on next page.

6.1.8 Women Direct Organizational Structure

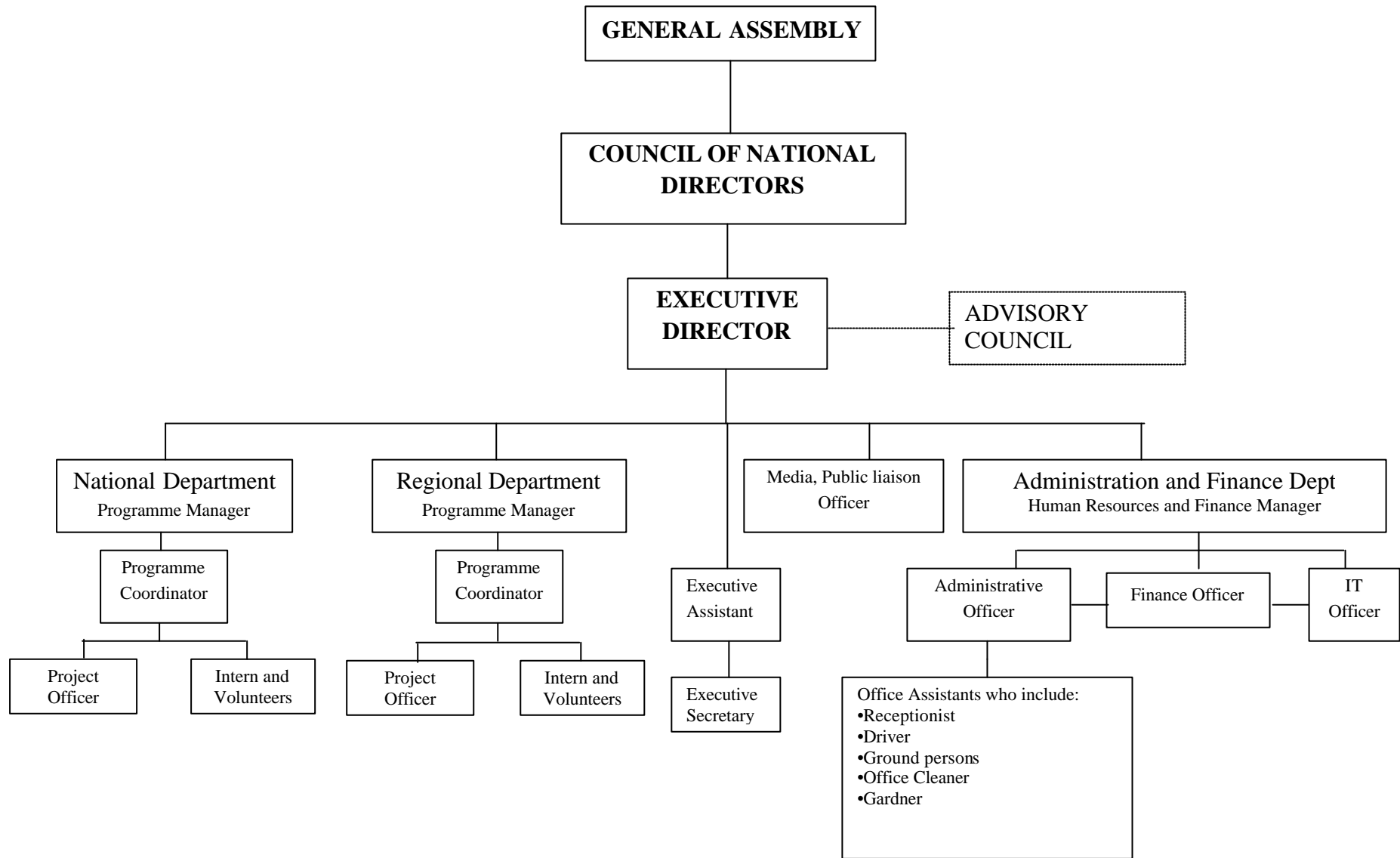
The description of the functions of the different layers and functions of the organizational structure is rather scanty. It is stated as follows (p. 2) of the document on Management Structure of Women Direct: 1) Women Direct General Assembly consists of all Women Direct partners; 2) the Country Representatives are one Direct Collaborating Partner (organization) chosen by partners in each country to represent them and 3) ECWD as the Service Centre is responsible for coordinating all network activities and is appropriately staffed to serve this purpose with 5 permanent Service Centre staff.

In the proposal for the current programme ECWD gives more details on how it will incorporate the participation of the Direct Collaborating Partners and utilize the expertise in the region. Thus, the recommendations in the evaluation that was incorporated in the new programme are followed up as a part of that.

6.1.9 Women Direct Programmes and Activities

The network is built on four pillars Democracy, Equality, Empowerment & Peace (acronym DEEP). Notable, Women Direct compliments and reinforces ECWD mission through its objectives and activities by extending ECWD mandate across national borders and increasing networking among like minded organizations and individuals towards promoting and facilitating and effective link and collective voice to enforce gender equality and human rights for good governance at all levels. Its major activities comprise the following:

- *Advocacy & Lobbying:* Women Direct provides a platform for advocacy to influence sound policy that will increase women participation in leadership at national, regional and international levels;
- *Capacity Building:* Women Direct works to build the organisational capacity of partners through various activities that include programme exchanges and leadership training;
- *Documentation & Information Sharing:* Women Direct provides resourceful information to its partners through continuous research, documentation and publication;
- *Deep Link Newsletter & Website:* Towards the objective information and documentation Women Direct developed a newsletter *deep link*;



- *Direct newsletter*: The objective of the newsletter is to provide a forum where women leaders and women organisations can share the experiences in their countries, strengthen their advocacy efforts through information sharing, and increase the profile and visibility of the network and its partners;
- *National Forums* organized by all partners in each country. It started in 2005 with the launching of women Direct in in each of the six Partner countries through the national forums:
 1. Burundi –Thursday 14th July 2005: National Forum Themed: Leadership For All: Men And Women
 2. Rwanda –Tuesday 9th August 2005: National Forum Themed: Women's Participation In Local Governance
 3. Kenya -Friday 22nd July 2005: National Forum Themed: Breaking Boundaries, Cultivating Women's Leadership:
 4. Ethiopia Friday 5th –Saturday 6th August 2005: National Forum Themed: Gender Based Violence
 5. Tanzania - Monday 25th July 2005: National Forum Themed: Effective Participation Of Women In Parliamentary Politics
 6. Uganda Friday 19th August 2005: National Forum Themed: Enhancing Capacities To Strengthen Democracies;
- *Regional Forum for Women Leaders* for cross-cutting number of women leaders nominated by the regional partners; *Regional and international networking* with women organizations to advance women issues within the frameworks of democracy and human rights, and *Regional Internship Programme*: With the main aim of sharing expertise between the Partners and the Service Centre, among other reasons, the partners agreed to send skilled interns to the Service Centre for the three-month regional internship programme. The network's first Intern was at Women Direct premises from mid March. On 3rd April 2005, Azmach Abera Teferra the Information Systems Officer from Progynist arrived. The second Intern Joseph Makanza arrived on 14th July 2005 from Envirocare in Dar es-Salaam where he is the organization's information expert. Makanza's term ended in October. *Women Direct Service Center*.

In concrete terms, Women Direct has been busy with the following activities outlined in correspondence with the achieving of its objectives establishing and strengthening itself as an organization. These are as follows:

I. Objective One : To support the Collective Voice and equal participation of women in leadership and decision-making toward shaping national, regional and international policies:

- Developing advocacy and lobbying materials
 1. *“Take Action Now! A Toolkit for Safeguarding Women's Gains in the Draft Constitution of Kenya”*
 2. *“African Women Say No to Poverty: A Toolkit on Women, Poverty and Policy”*
- Conducting advocacy and lobbying campaigns
- Conducting regional strategizing forums for women leaders
- Conducting national forums.

II. Objective Two : To strengthen the capacities and raise the profile of partners:

- Capacity building- needs audit
- Develop training modules

The Service Centre was created in order to facilitate the development of training modules for use and sharing among the network partners as part of the programme exchange process. This was to correspond with the capacity needs audit mentioned above, also relying on the contracting of a consultant, and therefore has not taken place in Year One.
- Collecting and compiling resource materials
- Documenting partners experiences
- Conducting a donor forum
- Compiling newsletter

III. Objective Three: To link partners with strategic, national, regional and international bodies:

- Regional and international networking
 1. *48th Session of the United Nations Commission on the Status of Women (UN-CSW) – February/March 2005, New York, USA*²⁰
 2. *Gender and GCAP Consultation, 21-23 June 2005, Johannesburg, Republic of South Africa*²¹
 3. *GCAP International Facilitation Group (IFG) Meeting, July 2005, Bangkok Thailand*²²
- Develop publicity materials
- Develop corporate identity

Service Center Internal Objective: To establish and strengthen Women Direct programme coordination and implementation structures:

- Developing staff, membership and internship guidelines
- Recruiting of Service Center staff
- Regional Internship Programme
- Developing website and upgrading
- Recruiting network members
- Developing membership database and upgrading
- Purchasing Service Center equipment and software
- Field Visits
- Conducting annual planning conference
- Conducting mid-year review meeting.

The documentation of activities demonstrates the commitment of Women Directs staff to lay the foundations and commence work in the shortest possible time, benefiting from the starter activities available to it a viable structure and pool of partner organizations to choose from. Setting up the office, staff recruitment, discussing with potential partners and selection of viable ones took, in view of the evaluation team, an adequate time and effort, least the

²⁰ Attended by ECWD Executive Director, Service Center Programme Coordinator (fully funded by Women Direct) and the Executive Director of Rwanda Women's Network (partially funded by Women Direct)

²¹ Attended by Executive Director of Women Direct DCP Kenya- CREAW, and Service Center Programme Coordinator, sponsored by Action Aid International; a full report on the Gender and GCAP consultation available at the Service Center

²² Attended by Service Center Programme Coordinator, sponsored by Action Aid International, with partial funding from Women Direct

activities undertaken would have otherwise been undermined. The result is a careful classification of partners (collaborating, associate and individual, with each bringing to Women Direct an array of useful characteristics). The range of activities undertaken so far is within Sida remit and regional framework programme.

6.1.10 Financial Management

Although Women Direct finances are managed by ECWD Financial Department, it maintains separate verifiable accounts. Two employees operate the Finance Department: The Finance Manager and the Finance Officer. The Finance Manager has worked for ECWD for the last 9 years. The Finance Officer has worked for ECWD for the last 4 years. Both are competent and proven capable of discharging of their responsibilities diligently.

The responsibilities and duties of the Finance Manager are clearly defined:

1. Ensures the Sound Financial Management of the Education Centre for Women in Democracy Secretariat and Programmes

- a) Leads the preparation of the annual budget in consultation with the Executive Director and Deputy Executive Director of Programme Manager, ensuring that sufficient financial resources are available to support the Centre's plans and activities.
- b) Manages the ECWD's cash flow by preparing an annual cash-flow projection and requesting transfers as necessary from contracting partners.
- c) Monitors expenditures against budget and ensures that Annual External Audits are carried as scheduled and ensures that the Management Letter is responded to in detail, advising the Executive Director of any issues that require CND attention and input.
- d) Draws the attention of the Executive Director and the deputy on budgetary variances quarterly for remedial action to be taken.
- e) Ensures that all cash, cheque books, contract documents and financial records are properly stored and safely secured at all times.

2. Manages the Centre's Payments and Procurements

- a) Receives, verifies and properly files all invoices for payment, prepares payment vouchers and cheques, and ensures timely payment.
- b) Administers the ECWD's petty cash float, verifies, prepares and records all payments and vouchers, and ensures the float is adequately funded at all times.
- c) Records all payments to ECWD Accounting software, and submits statements on a monthly, quarterly and annual basis to the Executive Director and CND.
- d) Administers the Project payroll and prepares salary cheques.
- e) Ensures correct payment of income tax and other statutory deductions.
- f) Manages the procurement of all capital items, ensuring correct procurement procedures are followed and that Tendering adheres to laid down procedures and approval system.
- g) Undertakes with Deputy Executive Director/Programme Manager project disbursement controls as approved by the CND from time to time.

The evaluation team checked and found that ECWD has commendable financial management instruments, including finance and administration manual, accounting and audit procedure manuals, which are subjected to meticulous routine and practice. Women Direct has recently heeded Sida (2004) request to reduce participation cost and assured the Evaluation Team that it will undertake proper planning of activities to optimise cost per unit.

6.1.11 Women Direct Partners

BURUNDI

Direct Collaborating Partner (DCP)

- Burundi Human Rights League "Iteka" - DCP

Associate Partners (AP's)

- Collectif Des Associations et ONGs Feminines Du Burundi (CAFOB) - AP
- Women Association of Dushirehamwe – Burundi

Individual Partners

- Ndeberi Pascasie, President, Network Mouvement Pour la Participation Politique de la Femme (MPPF)

ETHIOPIA

Direct Collaborating Partner (DCP)

- Progynist

Associate Partners (AP's)

- TILA - Association of Women Living with HIV
- Mary Joy Aid Through Development
- MAEDOT
- Addis Ababa Women Association

KENYA

Direct Collaborating Partner (DCP)

- Centre for Rights Education and Awareness – CREAW

Associate Partners (AP's)

- League of Kenya Women Voters – LKWV
- Education Centre For Women In Democracy – ECWD

RWANDA

Direct Collaborating Partner

- The Rwanda Women's Network

Associate Partners

- Profemmes / Twesehamwe

TANZANIA

Direct Collaborating Partner (DCP)

- Envirocare

Associate Partners (AP's)

- Women Legal Aid Centre - WLAC
- Tanzania Gender Networking Programme – TGNP
- Tanzania Women's Lawyers Association – TAWL

UGANDA

Direct Collaborating Partner (DCP)

- Forum for Women in Democracy - FOWODE

Associate Partners (AP's)

- Akina Mama wa Afrika - AMwA
- Action for Development - ACFODE

6.1.12 Women Direct Partnership Agreement

Women Direct divide its partners into three categories: Collaborating Partners, Associate Partners and Individual Partners. Through ECWD, Women Direct entered in formal partner agreement with six collaborating partners setting the terms and conditions of partnership with:

- Burundi Human Rights League "Iteka"
- Center for Rights Education and Awareness - CREAW
- Envirocare
- Forum for Women in Democracy - FOWODE
- Progynist
- Rwanda Women's Network-RWN

The aim of the partnership is to recognize the importance of and keen intent and practice to:

1. Ensure appreciation by citizens of the importance of women in leadership in Africa,
2. Increase transformative impact of women in leadership in Africa and beyond,
3. Increased understanding of women's participation in leadership in neighbouring countries,
4. Establish lasting relationships among partners.
5. Foster the growth of all partners on both personal and professional levels,
6. Increased networking skills between partners, and enhanced advocacy and lobbying skills of all partners; and
7. Create a vibrant network as a result of successfully networked campaigns.

The Partnership Agreement also outlines a common vision for all collaborating partners stipulating that: *“Women Direct shall promote and facilitate an effective link and collective voice to enforce gender equality and human rights for good governance at all levels. The Partnership Agreement also has a vision lamenting that, Women Direct with a vibrant democracy with women at the centre of decision-making and leadership”* with a view to increasing women's participation, and voice in leadership and decision-making in the region, with the overall objectives to support the collective voice and equal participation of women in leadership and decision-making towards shaping national, regional and international policies; strengthen the capacities and raise the profile of partners; and link partners with strategic national, regional and international bodies.

The Partnership Agreement defines the roles and responsibilities of Direct Collaborating Partners as follows:

1. Promote the Women Direct mission;
2. Act as a focal point between the Service Center and Associate Partners and Indirect Partners;
3. Provide information and reports to the Service Center on Women Direct activities in its country;

4. In conjunction with the Service Center fundraise to implement the activities of Women Direct;
5. Research and share;
6. Recruit Associate Partners and Indirect Partners;
7. Integrate Women Direct activities into its existing programmes
8. Be a primary implementing partner; and
9. Attend Women Direct meetings.

The Partnership Agreement also defines the functions and responsibilities of the Associate Partners and Individual Partners as follows: Promote the Women Direct mission; 2) participate in Women Direct activities; 3) participate in planning meetings for Women Direct activities in their countries; and provide information and/or reports to the Service Center.

The Governing Council shall consist of the Chief Executive Officer (or his or her duly authorized representative) of each of the Direct Collaborating Partners from six network countries as well as the Chief Executive Officer of the Service Center. The Governing Council is the decision-making body and shall direct the affairs of Women Direct. It meets at least once every year; gives strategic direction to Women Direct; plan and oversee implementation of Women Direct activities; and set out policies and makes decisions on behalf of Women Direct on a consensus basis. It also approves the annual budget and activity plans and receives, evaluates and approves reports including annual audit reports.

The Direct Collaborating Partners are the lead implementing partners of Women Direct in each of their respective countries and shall act as a link between all Associate and Individual partners in their said countries and the Service Center.

The Associate Partners and Individual Partners are partners in Women Direct and together with the Direct Collaborating Partners participate in Women Direct activities and served as the secretariat of Women Direct which provides administrative support to Women Direct and co-ordinate its regional activities. In particular, the Service Center is entrusted with the task to:

1. Coordinate the Women Direct regional activities;
2. Implement decisions made at Women Direct planning meetings;
3. Monitor national activities;
4. Collect, develop and disseminate information, education and communication material to partners;
5. Organize Women Direct meetings;
6. Fundraise for regional and international activities;
7. Coordinate partner capacity strengthening;
8. Attend Women Direct meetings
9. Administer Women Direct and manage its finances
10. Keep partners informed on Women Direct activities
11. Promote Women Direct nationally, regionally and internationally;
12. Research, share information and reports with the partners
13. Prepare and submit financial reports for review by the Governing Council
14. Prepare and submit activity reports for review by the Governing Council

The Partnership Agreement also specifies the rights of Direct Collaborating Partners, the Associate Partners and the Individual Partners as well as the Service Center together with articles on communication, reporting and accountability.

In conclusion: ECWD has complied with the Sida requirement that it should take steps to disentangle the activities of ECWD and those of Women Direct. Women Direct has been established as a semi-autonomous entity with its Programme Manager, Service Center, Partners and Partnership Agreement as well as a Constitution, which is currently under preparation.

6.1.13 An Illustrative Case of Partner Activities and Achievements - Rwanda Women's Network

Women Direct is to a large degree dependent on the partners for carrying out activities at the regional level and for implementing activities to follow up the regional objectives on the local level. One example from our field visit to Rwanda may illustrate what kind of activities that are carried out by individual organisations within the network.

The Rwanda Women's Network (RWN) has existed since 1997. It is a national humanitarian non-governmental organization dedicated to promotion and improvement of the socio-economic welfare of women in Rwanda. The Network caters for women survivors of sexual and gender-based violence and other vulnerable groups, including widows, children and people living with HIV/AIDS. This is in the recognition that while it is the community as a whole that is affected, women and children bore the brunt of the genocide and remain the most vulnerable and marginalized in society. Rwanda Women's Network recognizes the importance of empowering women and their families and implements the following core programs:

- Provision of health-care and support through the Polyclinic of Hope and the Village of Hope,
- Education and awareness programs on issues that affect women, including human rights and legal procedures, reproductive health and HIV/Aids,
- Socio-economic empowerment, and
- Community advocacy and networking.

Among the achievements listed in the Activity Report for 2004 – 2005, the following may serve as an illustration:

- Women and their families comprising of 1,726 cases of different ailments treated,
- Skills training on tailoring, greeting card-making, knitting and weaving carried out to empower women, children and youth in income generation,
- Assistance of released prisoners to re-integrate them into their communities,
- 154 women involved in the cultivation of vegetables, maize and soy bean to improve nutrition of their families,
- technical support in grassroots projects to mitigate the impact of HIV and Aids in the communities,
- formation of a network of thirty grassroots partner associations working in the HIV/Aids sector to promote cross-community exchange of experiences, consolidate and replicate best practices,
- 7 grassroots organisations and associations mapped and documented with the aim to strengthen information dissemination and exchanges on best practices and aid in the development of strategies towards achievement of women's equal rights to land, housing and property.

Women Direct has visited Rwanda only twice for workshops. The Rwanda Women's Network prefers cooperation with Sida on the national level. The need for capacity building is mainly in the field. The local level has to be strengthened in order to have an impact on people's lives and living conditions. Then a regional cooperation can be built upon the experience of each country.

6.1.14 Project Implementation Method

Women Direct operates within the methods developed by ECWD method is documented and explained in a document entitled ECWD Programme Implementation (not dated). It identifies four stages covering programme from identification (situation analysis/baseline survey through setting priorities, implementation and monitoring and evaluation. These four stages comprise the project cycle is as follows:

Stage 1: Situation Analysis/baseline survey

Education Center for Women in Democracy carries out a situation analysis as a way of making sure that programming will achieve the desired objectives. It involves collecting information to be able to make a sensible assessment of what needs to be done in order to improve the lives of women and eventually have them take up leadership positions. In undertaking this, the community views and opinions are respected especially on a realization that acceptability and ownership of a programme within a community is of the essence. The situation analysis provides ECWD with the basis for assessing progress and evaluating the long-term impact of an intervention.

“Understanding the situation of women's rights in our community”, commented ECWD Programme Officer, “is not a one-off process but one that is built up over time, and that the field workers e.g. the paralegals are instrumental as entry point in a community and give ECWD information advantage since they have first hand information of community need” .

ECWD uses a rights-based approach to situation analysis which involves mapping of the level of rights violations. It also includes an analysis of the underlying *causes* of the violations of rights. The legislation and its implementation as well as cultural practices and attitudes are analysed to inform on intervention points.

ECWD experience illustrate that an already existing programme may inform intervention by another programme etc, the larger PHRE programme informed and formed basis of WP&IR programme. It is also at this stage that duty bearers and other main actors are identified.

The analysis includes the situation of women's rights and women in leadership positions. An audit of what human rights are being violated:

1. The consequences of these rights being violated, and the impact
2. Analysis of relevant government policies and actions
3. Analysis of the general level of awareness
4. Public attitudes, behaviour and practice
5. Customary law.
6. Civil society organizations present in the target area

Besides analysis, ECWD programme inceptions are also informed and guided by other factors e.g. donor shift to a basket funding model, political dynamics within the country for instance where there are by elections issues and women's role in leadership has to be felt.

Stage 2: Setting Priorities

After an analysis has been made, ECWD sets priorities and specifies in which areas it plans to intervene. Priorities for interventions usual depend on:

- Communities demand
- Previous field work personnel situated in the area
- The policy of the organization as well as capacity, experience, logistics, and availability of funds
- Complementary role of other actors.

The organizational Strategic Plan document is the primary document that ECWD uses to identify priorities and design the programmes. A SWOT analysis (Strengths and Weaknesses of the organization as well as Opportunities and Threats of the external environment) is well articulated in this particular document but not in the narrative reports.

Stage 3: Implementation

The organization largely uses a rights-based implementation strategy as a plan to increase accountability and to advance the overall fulfilment of women's rights and women empowerment. All approaches are dependant on relevant situation analysis. The Practical actions that directly address violations and gaps are the responses, firstly to violations and secondly, to gaps in provision or participation of women within various governing structures in the community. The communities are empowered to hold leaders accountable and women are largely encouraged to fully participate in the development processes and more importantly take up leadership and decision-making roles at all levels.

The organization focuses on building support systems that ensure sustainability of the programme especially at the community level. The aim is to strengthen and entrench women rights and empowerment in the community by creating awareness, understanding and commitment among decision-makers, opinion formers and everyone who has day-to-day roles within the community. ECWD believes that by embedding support for women in leadership and decision making at all levels especially within government, key professionals, the media and the general public, there will be a stronger base of support for the long-term advancement of women's rights.

One of the key components that ECWD ensures that it informs its programme design and implementation, is the definition of indicators to track the success otherwise of a particular plan of action. Indicators are designed to track both the outcomes and the outputs of a programme. The organization uses outcomes to relate to the objectives, which the programme was designed to achieve, and outputs relate to the activities which where implemented. ECWD's programmes are designed with specific objectives to be achieved in particular time sequence, with indicators showing stages realized. A gender perspective is always integrated into all interventions.

Stage 4: Monitoring and Evaluation

According to ECWD, the primary purpose of monitoring and evaluation in ECWD is designed to inform, provide learning on what is essential in achieving its objectives, overall goals and realization of its vision.

To enhance effective, the M & E tool encompasses participation, use of the information to improve and correct, working and accommodating diverse views, and is adoptable to changes depending particular situations and demands of the people largely represented. The evaluation process is used as a process of reflecting on the implementation of a given programme in order to draw lessons for the future.

Depending on the goal of the intervention, the monitoring process usually includes measuring the following:

- Changes in awareness of women's human rights
- Changes in policies, strategies and institutional capacity to respect and fulfil women rights
- Support systems put in place to enable women take up leadership positions
- Changes in the actual situation of women in the community and especially their participation in the governing organs within the community.

Four comments deserve noting:

1. ECWD should be commended for developing a clear method to guide its programme/activity implementation process;
2. In conventional development aid management approaches, it is obvious that there is a missing stage between setting priorities and implementation that is an action plan to guide the implementation of the programme, but this is a minor omission which could subsequently be plugged in;
3. There is a glaring absence of any mention of the use of conventional development aid management instruments such as Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT); and
4. Absent yet still, like many other such relatively small organizations is the use of measurable indicators of outcomes, impacts and outputs or identifiable programme-based results.

Despite its importance, ECWD implementation methods have not been profiled in most of its programme implementation activities.

6.1.15 Women Direct Response to Sida recommendations

In short, ECWD should strengthen its methodology and strive to implement its spirit and content. However, table 5 shows that Women Direct has responded adequately to most of Sida Evaluation Recommendation (May 2004). Women Direct institutionalization has just begun with many new instruments, under discussion or ready for ratification. Table () also illustrates Women Direct high level of compliance with Sida recommendations noting that assessing Partners capacity building needs still remains a priority of its programmes and activities to be relevant, significant, effective and partner rather than Women Direct drive.

Table 5: Women Direct Response to Sida recommendations (May, 2004)

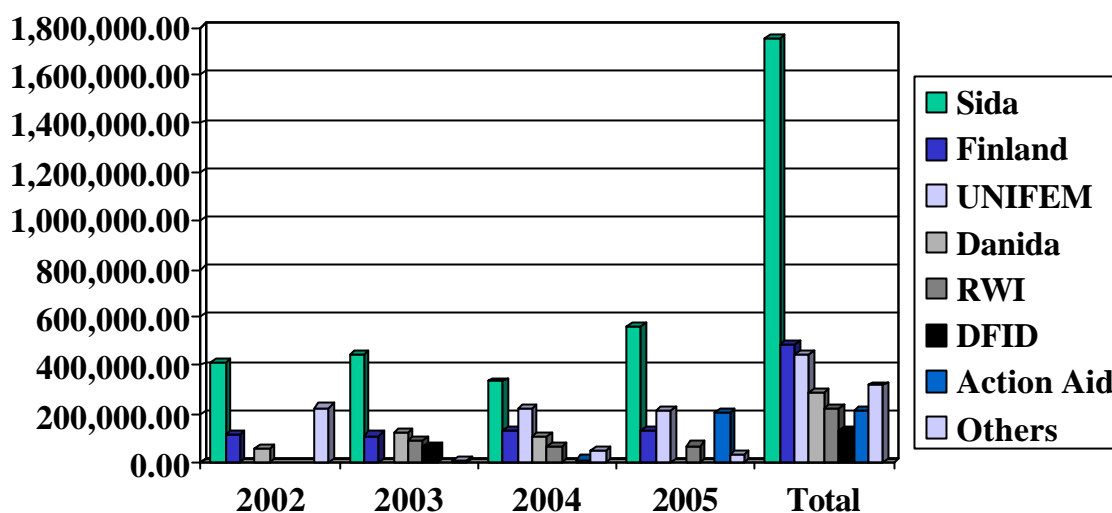
No	Recommendation	Women Direct Response
1	<i>Harmonisation of the vision, mission and objectives of Women Direct as developed in Mombasa with the original start-up objectives.</i>	Realised in Women Direct Constitution, awaiting enactment

2	<i>Development of a strategic plan for Women Direct</i>	The process is under way awaiting the ratification of Women Direct Constitution. There is a strategic plan for ECWD, including Women Direct. Et the meeting in Dar it was decided to develop a separate strategic plan for Women Direct in a participatory way.
3	<i>Development of a plan for the transition period</i>	Transition period has been successfully implemented
4	<i>That a needs assessment be conducted with member organisations to identify thematic areas of focus for the next three years.</i>	Outlined in the Partnership Agreement and the Draft Constitution, but more work is needed to be done, in terms of implementation.
5	<i>That a sound monitoring and evaluation plan be developed</i>	Women Direct implements ECWD method but more needed to be done in comprehending aid development management instruments.
6	<i>That an assessment of the capacity building needs of partners be conducted</i>	Continuous and cumulative process, urged to undertake deliberative action to assess partners capacity needs.
7	<i>That clear terms of reference be developed for the Women Direct Service Centre vis-à-vis the host organisation and its staff.</i>	Outlined in the Partnership Agreement, and Constitution, where Women Direct has developed an independent identity and activities.

6.1.16 Donor Diversity and Reporting to Donors

During 2002 – 2006 ECWD received over US\$ 3,949,504.48 from Sida, Danida, RWI, Embassy of Finland, Action Aid, DGSP, UNDP, USAID, UNIFEM, CIDA, DFID, GTZ, NCEP, DAI, The Westminster Foundation and the Royal Netherlands Embassy (Table:). The table shows that ECWD has lost six of its initial donors (Danida, GTZ, NCEP, DAI, League of Women Voters and the Royal Netherlands). With the exception of Danida which given three grants (2002, 2003, and 2004) all others paid only one grant. Only Sida and the Embassy of Finland supported ECWD without interruption. Sida is by far the largest donor, contributed an equivalent of over 44 percent of ECWD total donor contributions. Figure 4 below demonstrates this point clearly and also shows that the Embassy of Finland and UNIFEM are the second and third respectively after Sida. This fact makes ECWD vulnerable to any decline in the level of grants given by these three major donors and also calls for vigilance and taking donor diversity very seriously in the coming months and years.

Figure 4 ECWD Donor Diversity 2002-2006



Source: *Compiled by the evaluation team from ECWD documents, July 2006.*

Figure 4 also hints to the possibility that with its current level of achievement and recognition Women Direct and ECWD should exert extra efforts to revisit these donors, explain to them how their initial funding was worthwhile and explore whether they could re-engage ECWD.

EDUCATION CENTRE FOR WOMEN IN DEMOCRACY		2002	2003	2004	2005	TOTAL
DONOR	US\$	US\$	US\$	US\$	US\$	
Danish International Development Agency (DANIDA)	60,579.01	123,287.67	109,589.04	-	293,455.73	
Raoul Wallenberg Institute (RWI)	-	91,419.62	64,380.99	70,372.96	226,173.56	
Swedish International Development Agency (SIDA)	413,213.70	444,426.36	335,785.07	558,817.48	1,752,242.60	
Embassy of Finland	118,997.81	112,431.51	130,547.95	129,614.04	491,591.30	
Action Aid	-	-	13,698.63	204,632.71	218,331.34	
Democratic Governance Support Programme (DGSP)- European Union	-	-	47,108.63	23,415.51	70,524.14	
UNDP KENYA	-	-	-	6,216.44	6,216.44	
AWDF	-	-	-	1,001.74	1,001.74	
USAID	-	-	-	1,849.32	1,849.32	
UNIFEM	-	-	226,565.14	215,875.16	442,440.30	
CIDA/ GESP	34,246.58	17,260.27	21,382.88	-	72,889.73	
DFID	66,885.15	66,457.32	-	-	133,342.47	
GTZ	10,410.96	10,434.25	-	-	20,845.21	
NCEP	90,868.47	-	-	-	90,868.47	
DEVELOPMENT ALTERNATIVES Inc (DAI)	16,690.53	-	-	-	16,690.53	
LEAQUE OF WOMEN VOTERS -USA	910.38	-	-	-	910.38	
WESTMINISTER FOUNDATION FOR DEMOCRACY	30,846.56	-	-	-	30,846.56	
ROYAL NETHERLANDS EMBASSY	79,284.67	-	-	-	79,284.67	
TOTAL	922,933.82	865,716.99	949,058.32	1,211,795.36	3,949,504.48	

6.2 Evaluative Conclusions

The mission assessed the Women Direct on five key issues according to the ToR: effectiveness (the extent to which it had managed to achieve its goals), efficiency (the extent to which it had managed to achieve its goals within the available resources), results (the output, outcome and impact of the activities), relevance (the extent to which its activities relate to the expectations of its stakeholders) and sustainability (the extent to which its activities are viable).

6.2.1 Effectiveness

Women Direct is an effective organization. The first year of the current programme and implementation of activities was lagging behind. After the recruitment of new staff in the spring 2005 the organization has been catching up. In the beginning there was no a system for following up and updating work plans in place. Now, Women Direct has a planning system with quarterly updates. Given that Women Direct is really at the inception phase of establishing identity (vision, mission and objectives) and autonomy vis-à-vis ECWD, and has a Service Center, which has effectively consolidated its activities and undertaken the necessary groundwork. The work it has achieved during 2004-2005 is commendable.

6.2.2 Efficiency

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.

In order to reach out to new and not so well established organizations as the collaborating partners Women Direct is planning to diversify the membership by recruiting associate partners and partners in other sectors for example peace and security. However, Women Direct Collaborating Partners (six) are well-established and capable organizations with national and some are even with regional acclaim. A clear distinction between the Collaborating Partners, Associate and Individual Partners is poorly articulated in the Partnership Agreement and therefore requires consolidating.²³

Women Direct Financial Management complies with its internal directives, accounts, administrative and audit handbooks and manuals. Ernst and Young have subjected women Direct to an International Audit. However, the audit findings by Ernst & Young suggest that the costs are too high for per diem and consultants. Women Direct has already responded to this by reducing and in some cases optimising cost per unit.

Sida has in March 2005 suggested that ECWD considers strengthening the networking strategy by also extending networks to other organizations as NEPAD, UNIFEM, and OAU etc. Women Direct assured the evaluation team that it is currently pursuing various channels to establish these relations and that it has already been in contacts and even organized a number of joint activities with UNIFEM (see list of documents). Contact to establish partnerships with other regional and international organizations has been commenced.

²³ In its Dar es-Salam Planning meeting which took place (25 – 27 July 2006) It was decided to review the Partnership Agreement, including the membership categories.

6.2.3 Results

The evaluation team follows Sida objective of Monitoring and Evaluation processes to make visible an array of project results at different levels. Assessment of results often includes four areas: output, outcome, impact and sustainability:

- **Output:** Women Direct's number of capacity building activities implemented, the level of participation is adequate, and the quality of their content is commensurate with the period that it has been actively involved in programme implementation (2004-2005).
- **Outcome:** It is too soon for Women Direct to develop a methodology for measuring improvement in skills of the women beneficiaries from its programmes. However, outcomes such as sharing experiences, communication skills and carriers, networking and creating awareness among its programme participants is most likely to have happened than not. At the absence of methodologies for measuring outcomes and results, narrative reporting does not offer conclusive evidence.
- **Impact:** 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. At the absence of methodologies for measuring outcomes and results, narrative reporting does not offer conclusive evidence. Women Direct D instruments are sufficiently developed and applied assured the evaluation team in a few years time, the impacts will be measured as M&
- **Sustainability:** The educational and capacity building 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.

6.2.4 Relevance

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 but 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 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.

6.2.5 Sustainability

The evaluation team refers particularly to financial sustainability. The collaborating partners are all like-minded, well established in their respective countries with a good track record. The prerequisites for maintaining the established relations between individuals and organizations are thus good. However, the reality is that in East Africa all CSOs of this kind are donor reliant when it comes to activities with high costs for travelling and venue for networking face-to-face. Sida is the only donor supporting Women Direct. It should be considered to discuss with like-minded donors to assess the impact of having a basket funding of Women Direct for the next period of the programme with Sida as the lead agency. There is also a clear need for fund-raising strategy on which Women Direct is working.

6.3 Lessons learned

Evidently, there are at least five lessons the evaluation team has learned from Women Direct active engagement in a Greater East Africa-wide programme:

1. There is considerable improvement, capacity and willingness of African NGOs and CSOs to connect regionally, hold joint national meetings and strategizing forums at the regional and sub-regional levels on issues relevant to women livelihood and human rights struggles;
2. The evaluation team notes with satisfaction that Women Direct has established, in such relatively short period of time, a range of activities consistent with its mission, vision and objectives. The lesson learned here is that with determination and commitment, the implementation of regionally active organizations, not only for regional partners but also for Sida to achieve the objectives of its regional programme, is possible;
3. The development of a semi-autonomous Women Direct entity should be hailed as a major compliance with a sensible donor request. Complying with donor requests shows neither that nor all donor requests for improved programme activities and calling for autonomy of minor partners is contradictory with the recipient's interests. Some negotiated proactive role for Sida should be envisaged if its Women Direct consolidation by establishing two separate senior positions (Deputy Director for ECWD and Programme Manager for Women Direct) is a step in this direction. The lesson learned here is that institutional identity is an important aspect in the formation of Women Direct identity and values.
4. Women Direct programmes, methods and Partnership Agreement gives credence to the efficacy of Sida regional framework approach and has potential to contribute to it in an integrative and comprehensive manner;
5. One unfortunate lesson learned is that Sida supported organizations within its Regional Framework arrangements do not cooperate or even interact with each other. On the one hand, this is understandable as they compete for Sida funds; on the other hand it is not understandable at all given the fact that this is also a regional priority. For example, organizations that are located in the same city (Amani and Women Direct) and which have undertaken activities for women parliamentarians' could/should have collaborated both for the sake of mutual benefits by creating partnerships, as both call for affiliate or associate partnerships. It also contribute to efficient use of resources and effective way to learn from each other programme implementation methods;
6. Another lesson that needs serious addressing is that regional cooperation requires certain level of in-build programmatic support for coordination, first because regional programmes are network based and second because spatial proximity, regardless of the existence of ITC, requires resources, including for the maintenance and delivery of network outputs and monitoring and evaluation of outcomes and results. Operating such networks is in itself a lesson in democracy, in determining priorities and finding solutions to intricate problems through multiple scenarios for conflict management. Availing programmatic support for regional programmes coordination would also act as an incentive for regional organizations by assisting them to alley fears of resource competition amongst them.

6.4 Recommendations

Women Direct Organization within ECWD: Women Direct should continue its assertion of a semi-autonomous entity and further strengthen its identity by completing and fully implementing the organizational, legal and institutional instruments (Constitution, Strategic Plan, Communication Strategy) contributing to this endeavour.

Women Direct Organizational Structure: Women Direct should strengthen its current organizational structure and autonomy, with the possibility of it operating under the leadership of a Deputy Director empowered by its partners to devote 100 percent of her/his time to Women Direct programmes and activities.

Women Direct and partners: Women Direct should clarify the division of labour between Direct Collaborating Partners, Associate and Individual Partners and make clear classification of its current partners in respect to these categories. Currently only the six Direct Collaborating Partners are identified and designated as such. The rest of Women Direct Partners are lumped together and utilize the expertise in the region. The roles of different types of membership should be articulated further in order to respond to this critique;

Women Direct/ECWD should make serious efforts to create partnerships with other Sida supported organization in the region, with the possibility of creating an overarching collaborative scheme in matters of mutual interest. As charity begins at home, Women Direct/ECWD and Amani Forum should seek collaboration possibilities and even seek joint funding for activities of mutual interest to their constituencies.

Women Direct partnerships: (1) Women Direct should deliberately encourage partner-to-partner collaboration and make partner-to-partner visits, exchange of experiences and best practices possible. This requires that Women Direct leadership find creative ways of energizing its partners' efforts to own the agenda and become more proactive than reactive to "centralized communication system". (2) Conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities.

Implementation Method: Despite its importance, ECWD implementation methods have not been profiled in most of its programme implementation activities. Women Direct should improve and strengthen its implementation method and make more use of conventional development aid management instruments such as Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT); and use measurable indicators of outputs, outcomes and impacts in identifiable programme-based results. We acknowledge that it has already commenced using a fraction of conventional methodologies

Donor Reporting: Although the Evaluation Team acknowledges Women Direct improved reporting capabilities, there is need to benefit from improvements gained by adherence to the need to use more effectively the prevalent development aid management instruments.

Donor Diversity: Women Direct should develop a Fund-raising Strategy, and exert extra efforts to diversify its financial resource base by attracting new donors and also revisit some ECWD's earlier donors for support.

Donors should support Women Direct (as well as ECWD and all other evaluated organizations) to hold joint strategy meetings, training programmes for their staff on donor

aid management instruments, donor harmonization and aid effectiveness policies and initiate debates on its regional framework programmes and their efficacy.

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7 Kituo Cha Katiba (KCK)

7.1 Findings

7.1.1 Background

Kituo Cha Katiba (KCK), thereafter referred to as the Centre, is a regional NGO based in Kampala and formed in 1997. It emerged as a response to the increasing space created for holding governments accountable. Kituo Cha Katiba (Eastern African Centre for Constitutional Development) mission is to promote multi and inter-disciplinary communication and dialogue on constitutional making and democratic governance in the East African region. KCK was granted EAC Observer status on 13th September 2004. It has also observer status at the African Commission for Human and Peoples Rights.

Sida is supporting the project “*Towards a People Driven East Africanness*”. 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.²⁴ It is a one year project (2005-09-19—2006-10-31) 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*”.

7.1.2 Organizational and management structure

Internal organization

The overall responsibility for oversight and policy development and monitoring is vested in the board of directors comprised of ten members. Three member countries is represented by three members each and Zanzibar has one representative on the board. The day-to-day activities and functions are executed by a secretariat of six people, the Executive director, two Programme Officers, an Accountant, an Information Officer and an Office Assistant.

Management structure and competencies

The board draws its membership from a wide multi-disciplinary base and it has a good number of experienced researchers and civil society leaders some of whom are international figures especially in the areas of governance and human rights. A competent team with experience in the management of networks and civil society organizations operates the secretariat.

Financial Management System

The Centre has a system of reporting to donors and other stakeholders on a regular basis. It also publishes its accounts in the Annual Reports. According to the 2005 Annual Report, the Centre has managed to reduce its current liabilities by 4% compared to the year before and it

²⁴ For more information, see www.kituoachakatiba.co.ug.

has also balanced its income and expenditure. The funds are properly managed. In March 2005, Sida asked for an audited financial statement on Grant No.31000133 for the ten months period that had ended in December 2004. The report was submitted in May 2005. The Evaluation Team found the report adequate and because Sida has not raised queries on it since its submission, assumed to have been accepted.

Comparative Analysis

The Centre has benefited from working with professionals closely linked in the region either due to their professional affiliations or their commitment to human rights, constitutionalism and good governance. This has given the board of directors the necessary cohesion and coherence required for such a body dealing with issues that are not necessarily pleasant to the majority of leaders in the region. In addition the board and secretariat have managed to steer the Centre carefully so that while addressing core issues of human rights and democracy, it has remained above the regional and national politics by not taking sides openly. This has strengthened the legitimacy of the Centre in playing the role of brokerage between various contending forces in the region.

7.1.3 Mission, vision and objectives

Mission

The primary mission of Kituo Cha Katiba is to promote a culture of constitutionalism, to protect and promote constitutionalism, good governance and democratic development in East Africa through multi-disciplinary research, including comparative research, information dissemination, networking, advocacy, debates and public dialogue on constitutionalism and political accountability in the Great Lakes Region. The target is to ensure that by the year 2011 when the East African Federation starts, KCK will have expanded the understanding and appreciation of constitutionalism in the region.

Vision

The vision of KCK 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”*.

Initial Objectives

The following were the initial objectives of KCK:

- To advance the science, processes and art of constitution making, constitutionalism and democratic governance through basic, comparative and applied research.
- To commission state-of-the-art studies on various dimensions of constitution making, constitutionalism and democratic governance in the region.
- To promote the values and an ethos of constitutionalism and gender equality and equity throughout the East African region.
- To highlight and address the plight of disadvantaged social, cultural, economic and political groups in the region, including minorities, refugees and people with disabilities.
- To collect and compile the testimonies of prominent East Africans intricately involved in the processes of constitutional evolution and development in the region and to foster the contribution of grassroots operatives to these processes.

- To host an annual lecture by a prominent East African on constitutionalism and constitutional development in East Africa, and to widely disseminate the text of the lecture though out the region and beyond.
- To undertake information collection, data banking, archiving, publication and dissemination through the mechanism of seminars, workshops and conferences, and to promote the use of new forms of media and electronic technology in fostering public debate and dialogue.
- To create and maintain a directory of individuals and institutions committed to the ideals of constitutionalism and democratic governance.
- To encourage, support and facilitate the reform of school and university curricula incorporating aspects relating to constitution making, constitutionalism and democratic governance.
- To act as a regional watchdog for the protection, promotion and enhancement of constitution making, constitutionalism and democratic governance.

Strategic Objectives - 1999

At a Strategic Planning Workshop of KCK held in November 1999, it was agreed that KCK should identify key objectives to focus on in order to generate maximum impact:

- To educate various sections of the public in good governance and constitutionalism by strengthening civil society and social capital, through information collection, dissemination and supporting the teaching of constitutionalism in institutions of learning.
- To network with civil society organizations and governments to strengthen good governance and constitutionalism and to maintain a data bank on the activities of the stakeholders.
- To monitor the process and progress of Constitutional development in the region
- To empower the people of East Africa to lobby and advocate for good governance, constitutional development and constitutionalism, and to use KCK's expertise and placement to access the policy makers and offer a neutral forum for dialogue.

Strategic Goals (2006 – 2011)

The strategic goals of KCK as contained in the Strategic Plan 2006-2011 are:

- To provide information in order to activate Eastern Africans to make constitutions and laws for constitutional development relevant to their life experiences.
- To network and advocate around constitutionalism, good governance and democratic development to empower Eastern Africans to hold governments, national and regional institutions accountable and responsive to their needs and rights.
- To strengthen the organisational development of KCK in order to enable it to implement its multi-disciplinary programmes on constitutionalism, good governance and democratic development.

Core Values

The core values of KCK as contained in the Strategic Plan 2006-2011 are:

- Inclusive participation aimed at facilitating inclusive engagement and policy dialogue between the people and their governments.
- Respect for human rights and rule of law based on fair treatment for all and constitutional protection of human rights.
- Equality and non-discrimination based on the belief that equality and non-discrimination is essential for the protection of human rights.

- Accountability aimed at facilitating the development of a culture of transparency and national integrity.

The Problems KCK Seeks to Address and Strategies Used

Kituo Cha Katiba is a regional organisation that networks with researchers, policy makers and civil society organizations. The main problems KCK identified during a strategic thinking process in which the pertaining political environment was scanned and critical issues identified that need to be addressed identified in the region include:

- Violation of rights of the media
- Politicization of the public service.
- Weakening of oversight institutions and dominance of the executive arms of the state in the region.
- The failure to change constitutions to allow more democracy.
- Abrogation of transitional justice
- Rise in militarism and escalation of conflicts. Distortion of politics and political organization.
- The rise of new forms of ethnicity.
- Increases in political corruption, vote buying and poverty as a core problem that allows these things to happen.
- Increasing religious fundamentalism and religious divisions.
- Intolerance to diversities.
- Increase in economic growth accompanied by widening gap between the poor and the rich.
- The rise of corporate power with policies that are biased towards the powerful groups.
- Globalization and its impact on rights of communities.

To address these issues KCK has adopted three main strategies:

- Strengthening a culture of constitutionalism by strengthening adherence to rules and citizen participation in decision-making.
- Promoting good governance to ensure the conduct of public affairs encompasses accountability, transparency and inclusiveness.
- Promoting democratic development based on inclusive democracy.

7.1.4 Programmes and activities

The centre has four programmes: (i) research, documentation and dissemination of information, (ii) networking, advocacy and activism, (iii) capacity building and training, and (iii) institutional strengthening.

7.1.5 Research and Dissemination Activities and Outputs

The research programme of KCK aims at increasing awareness and influencing policy and democratisation processes in the region. The research activities focus on constitutionalism and democracy. Most of the research outputs are based on comparative studies of constitutional processes and progress in the countries of the region. The keys research activities include:

- Production of the annual state of constitutionalism covering constitutional developments and democratisation issues in Kenya, Tanzania, Uganda and Zanzibar. It also covers developments related to regional integration at the EAC.
- Audits of court decisions in the four countries.
- Summaries and audits of deliberations of parliaments, decisions of ministries, developments on the rights of the media and the human rights situation in the region.
- Analyses and review of literature related to constitutional developments and human rights.

KCK has produced a good number of publications between 1999 and 2005. These include:

a) Research Activities and Outputs

- *The Annual State of Constitutionalism 1999, 2000, 2001, 2002, & 2003 (five volumes)*
- *Constitutionalism and Transition: African and Eastern Europe Perspectives*
- *Law and Access to Justice in East Africa*
- *Constitutional Review Process in Kenya*
- *Constitutionalism and Political Stability in Zanzibar*
- *Towards Political Liberalisation in Uganda*
- *Simplified Version of the Treaty for the Establishment of the East African Community*
- *Toleo la lugha Rahisi la Mkataba wa Kitabu cha Maswali na Majibu*
- *Jamil ya Kiraia Na Jumuiya ya Afrika ya Mashariki*
- *Civil Society and the East African Community: A Question & Answer Book*
- *Searching for Sense and Humanity: Civil Society and the Struggle for a Better Rwanda*
- *The Role of Political Parties in Transition*
- *Political Succession in East Africa: A Regional Discussion*
- *The Search for a National Consensus: The Making of the 1995 Uganda Constitution.*
- *The Independence of the Judiciary and the Rule of Law: Strengthening Constitutional activism in East Africa.*
- *Dialogue on the constitutional Review Process in Uganda*
- *Revisiting the Goldenberg Affair in Kenya: The Peoples Opinion*
- *Citizens, Communities and Constitutionalism in East Africa. (A Compendium of Conference Proceedings)*

In the year 2005 KCK commissioned research on *Citizenship and Identity Struggles in Eastern Africa* covering Kenya, Tanzania, Uganda and Zanzibar supported by Trust Africa /the Ford Foundation, with the objective of raising issues of how the constitutional frameworks of these countries cater for various identities and how ethnicity, minorities, gender, refugees, youths and other social group interests and rights are handled. The results together with the findings of the fact finding mission to the East African Community aimed at raising issues with the Secretariat of the Community on the need for harmonization of legislation related to the citizenship rights of the targeted groups were presented at a workshop held in Arusha in 2005.

Another research project was on the East African Customs Union Protocol and border communities, supported by the Friedrich Ebert Stiftung, Kampala. It started in November 2005. It covered communities at the borders of Kenya and Uganda and Uganda and Tanzania.

It covered issues of cross-border trade, migration and administration. The results were presented at a workshop in Kampala in December 2005.

b) Dissemination Activities

In addition to dissemination of publications KCK has organized dissemination seminars and workshops. The seminars and workshops which help networking will be covered in the next section. The major means of dissemination however has been through electronic media. The website of KCK posts papers and reports of a comparative and country specific nature. The website is regularly updated. The materials published on the website include:

- The annual reports on the state of constitutionalism in the region.
- Reports submitted by fact-finding missions.
- Conference and workshop reports.
- Facts and figures on constitutional developments.
- Laws in Kenya, Uganda, Tanzania, Zanzibar and since 2005 Rwanda.
- Information on training programmes on human rights, governance and law available in various training institutions.
- Historical profiles of eminent African leaders, rights activists, development thinkers and scholars and other relevant personalities who have made significant contributions to Africa's struggles.

7.1.6 Research and Dissemination Outcomes

The outputs of the KCK have been accomplished through seminars and workshops following the completion of the research outputs indicated above. In addition materials have been distributed to stakeholders. Furthermore, the KCK website posts all research papers, reports and national laws relevant to its mission and activities. KCK has also simplified and translated into Kiswahili the East African Treaty and has produced fact sheets on the Customs Union Protocol in Swahili, English and the four main languages in Uganda. The documentation centre in Kampala also serves to disseminate information arising out of research and networking activities.

We measured outcomes by interviewing the KCK staff, their collaborating partners on what they perceived the activities had stimulated within the East African communities. Among the twelve human rights researchers, activists and lawyers interviewed in Uganda and Tanzania, there is great appreciation of the contribution made by the KCK to their understanding of the legal issues and human rights concerns in the region. The outcomes and achievements arising out of the research activities of KCK include:

- Increasing reliance of staff and students in learning institutions on the materials produced by the Centre especially the annual state of constitutionalism reports and the issue specific publications.
- In Uganda some lecturers and researchers indicated they used the KCK resource centre regularly for their research. Dissemination seminars seem to give room for cross-departmental government officials to interact outside their departmental confines and share ideas of mutual interest.
- Access by policy makers to research and unbiased research reports that they use in their policy deliberations, research and analyses.
- The increasing awareness of non-lawyers of legal issues pertaining to the constitutions of their countries and the East African Community Treaty.

- The availability of a publishing subsidy allows the publishers to get the best editors in the region.
- Comparative analyses of issues have shown to the people in the region that they have common problems and some can only be solved through regional efforts. The main examples are constitutional stalling in Kenya, Uganda and Zanzibar, the advent of executive presidentialism in the five countries including Rwanda and its impact on parliaments, separation of powers and governance in general.
- Courts have come to understand their roles in the new dispensation of multi-party politics.
- KCK has inspired public officials to contribute to the debates on democracy, good governance and human rights. The best example is the initiative taken by the former Chief Justice of Uganda who with the support of KCK has authored his experiences in the making of the 1995 Constitution of Uganda
- The publication – *The Independence of the Judiciary and the Rule of Law: Strengthening Constitutional Activism in East Africa* has given the opportunity to the judiciary to get a feel of what the public feels about the services it provides.
- The work of KCK has opened up the minds of legislators and showed where legal reforms are required. In Uganda for example there were a series of amendments of laws, which were reflective of the need on the part of the state to accommodate new ideas. The same has been the case in Tanzania between 2002 and 2005 and the amendment of laws and promulgation of new ones is continuing.

7.1.7 Networking, Advocacy and Activism

One of the strategic objectives of KCK is to develop capacity for various stakeholders to influence policy and processes of change in the areas of democracy, governance and human rights. The main strategies on how to achieve this include engagement of civil society in issues of constitutionalism and regional integration, initiating and supporting policy dialogue and performing what one can call the role of brokerage between various intra state, state and non-state actors. The guiding principle for KCK activities is that regional integration is not an issue of linking leaders or state institutions of the various countries but linking the people of these countries and helping them to shape the destiny of their region. It therefore provides forum for civil society actors, and state actors. In this context it has provided forum for leaders of the law reform commissions, political party leaders and human rights commissions in the region. Below are briefs on these networking activities:

a) *Meeting with Zanzibar House of Representatives (2004)*

The meeting with these representatives was meant to disseminate information about the East African Treaty. In addition it was used to provide opportunity for the representatives to comment on the status of Zanzibar in the East African Community. Most of the issues raised could not be discussed within the legislative circles of Tanzania. Such issues included what benefits accrued to Zanzibar from the East African Cooperation; equitable division of proceeds of such cooperation, comparative cooperation arrangements outside and within the African continent and the expectations of the people of Zanzibar about the East African Community. The meeting came out with good ideas including the need to carry out more studies on these issues, the usefulness of exchange visits between members of parliament of the member counties and wider dissemination of research results.

b) *Workshop on Legal Sector Reform Processes in East Africa (December 2004)*

The workshop was aimed at enabling those involved in law and legal sector reforms to come together and share their experiences. It was attended by 41 participants from governments, research and training institutions and civil society organizations in the region. The workshop was used to identify the best practices on legal sector reforms such as a sector wide approach and participatory approaches through which most stakeholders were involved in the process. It also identified the challenges facing the sector in various countries, made recommendations to government and civil society on how to go about resolving them and identified the role that the East African Community could play in supporting the reforms.²⁵

c) *Workshop on Human Rights Commissions and Accountability in Eastern Africa*

This workshop was organized in November 2004 with the support from Sida. It was aimed at providing a forum for human rights commissioners in the region to exchange experiences and ideas on their work. The workshop noted among other things that the implementation of economic, social and cultural rights was at its weakest in the region and mechanisms were agreed upon for accelerating the promotion and protection of these rights.

d) *Workshop on Constitutional Review Commissions in East Africa*

This workshop was supported by Austrian Development Cooperation and held in September 2004. It reviewed the constitutional reform process in the region. It was attended by leaders of political parties, members of the constitutional reform commissions, members of the judiciary, researchers and representatives of civil society. It emphasized the need for continuing to search for solutions to stalemates in the reform process in various countries especially Kenya and called for regular workshops of this kind.

e) *The Role of Political Parties in Transition*

The workshop was held in Kampala with the support of the Friedrich Ebert Stiftung (FES). It was attended by 181 participants. It recommended that political parties in Uganda should learn from the experiences of their counterparts in Kenya and Tanzania, personal agendas should be kept out of politics and civic education courses should be given for leaders and the general populations of the countries in the region.

f) *Searching for Sense and Humanity: Civil Society and the Struggle for a better Rwanda*

With the support of Sida, KCK launched a programme aimed at promoting good governance and the involvement of civil society in the democratisation process in Rwanda. Under this programme, a fact-finding mission went to Rwanda in June 2004. According to the Secretariat the mission succeeded in building bridges between Rwanda and the other East African countries. The mission's findings were disseminated for purposes of validation and fine-tuning of the final report. It is hoped that the report will help bring out information on Rwanda that was not yet available to other citizens of the region. However, in Rwanda it was hard to find any evidence at the entire outcome of the programme. The reason is that the outcomes could not be visible at the time of the evaluation because the final publication for wider dissemination was only launched on 4 August 2006 and the evaluation visit to Rwanda took place prior to this event.

g) *Collaborative Meeting with CODESRIA and the Centre for Policy Studies (CPS) of South Africa.*

This meeting helped to initiate collaborative activities between KCK, CODESRIA and CPS. It was supported by Trust Africa and held in Nairobi in November 2004. It focused on the

²⁵ For details see the KCK Annual Report 2004, pp. 11-18

theme of 'citizenship and identity' in Africa and how this issue was impacting on democracy and human rights in Africa.

h) *East African Community – Extending the Jurisdiction of the East African Court of Justice*

This workshop was held in Arusha in October 2005 to elicit views on the jurisdiction of the East African Court of Justice. It considered a Zero Draft Protocol to Operationalise the Extended Jurisdiction of the East African Court of Justice. Only twenty two (22) participants from Tanzania, Kenya, Uganda, the East African Court of Justice, the EAC Secretariat and Civil Society attended and only three concrete recommendations were made.

i) *1st Regional Workshop for Civil Society Organisations in East Africa*

Convened by the Secretary General of the East African Community, the workshop took place in Arusha in July 2005. It discussed the roles of civil society in regional integration and other issues underlined the need to build synergies and networks and chart out plans to establish an East African NGO Forum. It was agreed that an East African CSO/NGO Steering Committee and a forum for NGOs and CBOs should be established with a secretariat and an Economic and Social Committee of the East African Community also be put in place.

7.1.8 Outcomes of the Networking Activities

The majority of those interviewed were of the opinion that KCK provided space and opportunity for many state and non-state actors in the region to meet outside the confines of their offices, political parties, academia and civil society organizations to speak freely without being constrained by the limits imposed on them by the offices, jobs or statues. In some of the countries in the region, freedom of expression is still controlled even where it is not openly restricted. In Uganda for example reprisals are common for civil servants who speak out against the state while in Tanzania and Zanzibar; there are issues that are assumed to be 'sensitive' such as the relations between the two countries, violation of rights during elections and the legitimacy of the union. The networking and advocacy activities provide neutral space of a regional nature at which independent views can be aired with immunity from reprisals or possible stigmatisation. On the whole the interviewed people felt that the activities had the following outcomes:

- Regional consciousness has been stimulated and many people in the region feel that their national problems are common to other countries and could best be handled through regional efforts.
- The activities on the independence of the judiciary have exposed the public and the judiciary itself to deficiencies in the justice system. The Acting Registrar of the High Court in Uganda said, '*KCK provides opportunity to the judiciary to mirror itself and see how "dressed or undressed" it is*'.
- The activities provide governments with a window to assess their institutions because they have no mechanism for doing this and initiating change.
- CSOs come as disinterested parties in the partisan politics of the three countries and play a role of brokerage between contending political forces.
- Seminars provide a forum for internal debates within government institutions. For example although the three arms of the state are supposed to be independent, the executive arm has the instruments of coercion. Parliament has the power of the purse and the judiciary has only moral authority. There is no balance of power because moral authority can be violated or restricted by lack of funds. The workshops provide

bargaining space between the three arms of the state. The governments cannot provide such space.

- While democracy and good governance evolve and can deteriorate without the state institutions noting the direction of the evolution process, KCK provides instruments and space for measuring, evaluating and discussing the direction of change.
- KCK provides room for neutral dialogue. It is non-partisan and therefore all stakeholders use networking and advocacy activities to make their point because at other forums their voices may be submerged.
- Country teams and fact-finding missions have helped to bring people closer.
- The Rwanda initiative has helped to remove stereotypes of the people of Kenya, Tanzania and Uganda about the Rwandan people and societies.

7.1.9 Training and Capacity Building Activities

The KCK has organized capacity building activities in the region. Training workshops have been organized on various issues. The most significant of these have been:

- Workshops on constitutionalism
- Training workshop on democratic governance for the non-profit sector aimed at instituting democratic values in the governance of NGOs and CBOs.
- Workshop on the role of women in democratic transition mainly organized for Ugandan women in preparation for the first multiparty elections in 2005.
- Training for legal aid providers on public interest litigation and human rights.
- Workshops for civil society organizations in Zanzibar (2005) on the East African Treaty and the role of civil society in regional integration.
- Workshop for the Zanzibar House of Representatives on the Treaty and the Customs Union Protocol.
- Workshops on civil society and the private sectors in Kenya and Uganda on the rights of various groups in the regional integration process.

7.1.10 Outcomes of the Capacity Building Activities

These activities have contributed to many participants' knowledge of the instruments of the East African Community. They have helped to calm down tensions and fears of those who felt they would be left further behind if integration succeeds. They have also increased mutual recognition and respect between state and non-state actors.

7.1.11 Work methods, membership dynamics and networks

Network Partners, Mandate and Competencies

KCK operates in collaboration with a network of civil society organizations, academics, individual political leaders and researchers. These partners are not in any way institutionally or formally linked with the Centre but when opportunity for collaboration arises formal arrangements are made to facilitate this collaboration. The majority of these are human rights and other civil society organizations, judicial bodies and other key partners.

Network Strategy

The networking strategy used is to organize thematic seminars, workshops and conferences and get as many stakeholders interested or working on the thematic area involved. The seminars, workshops and conferences are used mainly to enable participants to share experiences and best practices, establish frameworks for cooperation across borders and chart out plans on how to institutionalize these frameworks. Details on network activities and their outcomes have been covered in section 7.1.7 and 7.1.8.

Network Performance

The networking activities are planned by the Secretariat and approved by the Board of Directors. As indicated in section 7.1.7 and 7.1.8 the network is activity based and not determined by members as such. There is no membership. The networking activities as discussed above have managed to bring together key actors of both state and non-state background together and fostered dialogue between them on issues of a regional nature. The Centre is one of the few organizations in the region that facilitate such dialogue. Most important also is that the networking has provided opportunity to various actors to compare notes and experiences on issues proving difficult for all countries in the region such as constitutional reforms, legal sector reforms and economic, social and cultural rights.

Comparative Analysis

KCK applies a think tank rather than a network approach. A network has a membership that shapes and determines its structures of governance. A think tank does not necessarily have to have a membership. The think tank approach has its advantages and disadvantages. Some of the advantages are that it is insulated from politics of membership and it can pull together like-minded people and such people are more likely to be output oriented. Think tanks attract the best competencies on research and analysis and tend to produce more tangible results in terms of knowledge generation and intellectual production. A think tank approach has helped the Centre to attract some of the best researchers and thinkers on constitutionalism, human rights and good governance in the region and together they have managed to maintain a very high rate and level of publications on a regular basis.

The disadvantages of think tanks are that for example they can easily be dominated by the same group of like minded people and become closed institutions or clubs; they can become exclusive institutions though catering for broader sections of society and they can easily become undemocratic in the way leadership and leadership succession issues are determined. There is need therefore, for KCK to re-examine its structures and look for ways of opening up further in order to shake off the image of an exclusive club which some interviewees met by the evaluation mission seemed to believe about it.

7.1.12 Donor relations

Analysis of Funding Patterns

Most of the core funding is provided by Sida and the Ford Foundation through grants. Out of the total amount of US\$ 480,794.82 received in the year 2004, US 350,000 i.e. almost 50% i.e. came from the Ford Foundation, US\$ 76,612.82 from Sida and the remaining amount from Austria Development Corporation, Amnesty International and the Irish Embassy. The activities of the Centre have therefore attracted support from a good number of donors.

Donor Reporting Quality

The Centre has maintained a system of regular financial reports. It also publishes its financial statements in the Annual reports.

Donor Diversity Reporting Requirement

The Centre reports to each donor separately on the basis of grant agreements signed with each of them.

Multi-donor Programme Synergies

There is not yet a systematic multi-donor programme funding. This can best be achieved if the five East African Programmes (Amani Forum KCK, EALS, EWEPA and Women Direct) develop a regional programme and strategy and ask one of the donors, Sida or the Ford Foundation to organize a joint donor forum at which the regional programme would be discussed and modalities for funding it agreed. Such a framework would create room for synergies between the regional networks on the one hand and donors of the other. It would reduce duplication and overlap of activities, reduce costs of the programmes and promote efficiency.

7.2 Evaluative Conclusions

The Centre is making a significant contribution to the region. It has managed to produce a good number of outputs and within its budget. It is the view of the mission that the resources are properly managed. One element that the Centre and its board have to re-examine is the need for a membership, which will have a Council and the Council will in turn elect board members. In the absence of a Council emanating from a broad based membership, the Centre may in future fail to give a good example of good governance and democracy, values at the core of its mission and functions.

KCK programmes are novel, focused and have helped build foundations for a people and citizen focused and led regional integration process in the Eastern African region.

KCK has a big network of civil society organizations and professionals. There is a need to look for more creative ways of utilizing such a network. One of the best ways would be to create an institutional framework in which the collaborating partners have an organic relationship with the Centre and get involved in shaping its agenda and programmes in their own rights and not through unstructured consultative mechanisms. This may help not only to create a critical mass of experts on constitutionalism, governance and human rights, but it may also increase the legitimacy of the Centre by improving its governance image and structures.

The Centre seems to have managed its resources well and delivered results that reflect value of the money put into its activities. However, in Rwanda KCK seems to be weak. KCK has visited Rwanda only three times – in 2004 to collect information on a new publication on Rwanda and held a dissemination of the draft report. It also held an experts meeting in 2006 to review – page by page the draft report prior to the production of the publication. The publication was officially launched on the 4th of August 2006.

As mentioned above, it would be more efficient if the five networks established a joint forum at which they could discuss ways of collaborating and which they could use to launch a regional programme. This would help enhance synergies, reduce programme overlaps,

provide room for coordinated resource mobilization and strengthen the East African-ness which each of the programmes, seeks to promote.

7.2.1 Effectiveness

The research, dissemination, advocacy, networking and capacity building programmes have been very effective. They have created awareness among many East Africans about the intertwined and regional nature of most of the human rights, constitutional and governance problems that some thought were only of a national character. They have provided opportunity to state and non-state actors to share common platforms and exchange ideas on how to improve governance and fast track regional integration. They have also provided opportunity for intra-state dialogue between various arms of the state. It is felt however, that these gains could be strengthened if foundations for future work were laid among the youth. It is therefore recommended that resources allowing, the Centre should start targeting university students in various disciplines and through involving them in workshops and research activities, train them to carry forward the objectives and mission of the Centre.

7.2.2 Efficiency

Efficiency is addressed from four angles in this report. First is the issue of technical/professional efficiency measured by the degree to which the technical capabilities available in the region were tapped and used in the implementation of the programmes of the Centre. It has been pointed out earlier that the Centre has managed to mobilize some of the best researchers and advocacy experts in the areas relevant to the programme. Some of these are people with international reputation who are respected at all levels in the region and have played a big role in shaping the profiles and outputs of various programmes. It is however important to note that the majority of these experts are in their late forties and early fifties. In order to ensure that the good work they have done is not lost after they get out of the scene, there is a need to start addressing the problem of the 'missing middle'. Capacity is at the top and potential capacity is at the bottom. KCK needs to develop a programme in collaboration with other partners to build capacity for research, analysis, advocacy and leadership in the middle.

The second element of efficiency is allocative efficiency, measured by the amount of resources allocated to various themes and activities in comparative terms. It will be noted that more resources have been invested in research and dissemination on constitutionalism, independence of the judiciary and issues of citizenship. These are core issues that affect rights and entitlements in the region. In that sense therefore one can rightly say the allocation of resources has been efficient. It is important to note however, that in the area of human rights the emphasis has been more on civil and political rights and very little have been invested in the study of economic, social and cultural rights and poverty in general although at the workshop of human rights commissions this omission was acknowledged. It may help to link issues of human rights and governance on the one hand with poverty, entitlement systems and systems of social exclusion on the other.

Third is the issue of value for money or cost efficiency. There has been on-going dialogue between Sida and KCK on the rationale of paying honoraria to experts who perform key roles as resource persons or participants in workshops or consultative meetings. The argument in favour of paying such honoraria as put by the Centre has been that in most cases these workshops and meetings provide an opportunity to KCK to consult experts and get lots of

information at a very low cost compared to what would be paid if they were hired as consultants. On the other hand Sida has been of the opinion that such contributions should be made voluntarily as a show of commitment by these professionals to the development cause of the region and as their contribution to the enhancement of the Centre's mission. The culture of sitting allowances that is used to top up the meagre salaries of public servants in the region has also created expectation problems for the Centre when it organizes meetings and workshops. More often than not, when such allowances are not paid, it is difficult for participants to believe that they were not budgeted for. There is need for the Centre to continue dialogue with Sida on the issue of honoraria and sometimes when there is membership it becomes easier for an organization to convince its members of its policies and to use members who understand such policies in its activities.

Fourth, the Secretariat is small and efficient. However, it is in practice to a large extent depending on the Executive Director. KCK could come out of this unsustainable situation by developing a fund-raising strategy in order to diversify its narrow donor base.

7.2.3 Results

The objective of Monitoring and Evaluation processes is to make visible an array of project results at different levels. Assessment of results often includes four areas: output, outcome, impact and sustainability.

Kituo cha Katiba has contributed substantially to raising awareness about constitutionalism and good governance in the region. Its website and resource centre are useful information sources for researchers in the region. Its publications have filled a big gap created by decline of resources in teaching institutions and the stagnation in library acquisitions in the region. It has also provided a rare forum for government officials to break out of the departmental confines and consciousness and address issues together in an open atmosphere. As noted in the outcomes this has helped them to address imbalances in terms of power and resources between the three major arms of the state. However, the Centre operates more as a think tank than a network. Although it collaborates and involves many partners from civil society, it does not have institutional mechanisms for making these partners members in their own right so that they can have a role in shaping the core agenda of the programmes and evaluating them. It may be useful in the long run that KCK develops a membership structure that will allow it to benefit from a wider variety of constituencies than it covers at the moment. In addition it may be useful for the Centre to start targeting younger intellectuals and lower levels of the regional actors. In this vein it may want to look into the possibilities of building capacity for advocacy and research among university students who are the future researchers and leaders in government and civil society. Such a shift may help the Centre to develop leadership capacity for research and advocacy on human rights and constitutionalism among the youth.

While the Centre did not have clear indicators on how to measure outputs, it has a clear record of its outputs every year and through interviews it was possible to get a feeling of what the Centre's partners felt were the main outcomes of its work.

Output: A total of 52,710 visits were made to the KCK website during 2005. The number has more than doubled compared with 2004, when there were 20,105 visits. In addition to this the Centre produced a good number of publications including five volumes on the Annual State

of Constitutionalism in the region, one volume on Law and Access to Justice, three published papers on the independence of the judiciary in three countries of the region and seven other books.

Outcome: Improvement in skills in dealing with the legislative process, budgets, hearings, debates, media and constituency work, illustrated by concrete examples of how the beneficiaries applied their skills. KCK networking and advocacy activities provide neutral space of a regional nature at which independent views can be aired with immunity from reprisals or possible stigma. On the whole the interviewed people felt that the activities had the following outcomes:

- Regional consciousness has been stimulated and many people in the region feel that their national problems are common to other countries and could best be handled through regional efforts.
- The activities on the independence of the judiciary have exposed the public and the judiciary itself to deficiencies in the justice system. The Acting Registrar of the High Court in Uganda said, 'KCK provides opportunity to the judiciary to mirror itself and see how "dressed or undressed" it is'.
- The activities provide governments with a window to assess their institutions because they have no mechanism for doing this and initiating change.
- CSOs come as disinterested parties in the partisan politics of the three countries and play a role of brokerage between contending political forces.
- Seminars provide a forum for internal debates within government institutions. For example although the three arms of the state are supposed to be independent. The executive arm has the instruments of coercion. Parliament has the power of the purse and the judiciary has only moral authority. There is no balance of power because moral authority can be violated or restricted by lack of funds. The workshops provide bargaining space between the three arms of the state, which cannot be provided by governments.
- While democracy and good governance evolve and can deteriorate without the state institutions noting the direction of the evolution process, KCK provides instruments and space for measuring, evaluating and discussing the direction of change.
- KCK provides room for neutral dialogue. It is non-partisan and therefore all stakeholders use networking and advocacy activities to make their point because at other forums their voices may be submerged.
- Country teams/Fact-Finding Missions have helped to bring people closer.
- The Rwanda initiative has helped to remove stereotypes of the people of Kenya, Tanzania and Uganda about the Rwandan people and societies.

7.2.4 Relevance

The programmes and activities of the Centre are relevant and have managed to attract support from various institutions at state and civil society level. As mentioned earlier, it would increase the relevance of the programmes if the issue of human rights was broadened into issues of poverty and the human rights deficit; entitlement systems and citizenship and if in the discussion of citizenship issues, systemic and institutional mechanisms of social exclusion from power, production, distribution and governance were incorporated. In addition it would be useful for the Centre to adopt creative and innovative ways of measuring relevance by conducting on-line needs surveys and tracer studies of participants in their activities to find out the use to which the skills gained were put.

7.2.5 Sustainability

Sustainability is viewed from three angles. First is the sustainability of the constituencies on which the Centre depends. These are mainly civil society organizations, state institutions and regional partners with which the Centre collaborates. These are stable constituencies and as long as the Centre maintains upward and horizontal linkages with them and incorporates their interests in its various activities they will remain supportive of its programmes and activities. One way of maintaining their interest is to develop follow-up activities.

At the moment the end of one seminar does not guarantee that the same participants will be asked a year later to meet and discuss the extent to which they managed to implement their own decisions and with what success or difficulties. Lack of follow up denies the Centre of the opportunity to measure the impact of its activities while at the same time it does not create room for the development of a critical mass of expertise in a given area. Therefore efforts should be made to ensure follow-up activities and having members may help in attaining these twin objectives- impact assessment and tracer studies to measure impact.

The second factor examined in the measurement of sustainability is the human resources capacity. Again here it is noted that there is skill gap in terms of leadership and research capacity between the young generation of intellectuals and the older generation that is taking lead in these two areas at the moment. This skill deficit is caused by the problems of knowledge/skill creation in the institutions of higher learning because they have gone through financial crises for three decades and now as they struggle to get out of them, they are being forced to take in more students that staff – student ratios and equipment and infrastructure can allow. This adds to the problem that universities for example had an employment freeze for decades and are now experiencing a demographic crisis of a greying professorate, a high concentration of ill-paid junior staff and a missing cadre of intermediate staff. This problem will not be solved by universities alone and those regional bodies undertaking research need to develop programmes to contribute to capacity enhancement among young intellectuals while they are still in the institutions of higher learning. The Centre for Basic Research in Uganda and the Research in Poverty Alleviation and Economic and Social Research Foundation in Tanzania has started programmes for training young researchers in policy research and policy analysis. The KCK could team up with such organizations in building capacity for research in order to avert the demographic and knowledge crisis that may face it in the near future.

Finally, is the issue of financial sustainability: As noted the Centre enjoys the support of five major donor agencies including Sida. Hence the potential for retaining support are there. The only problem is that it is the same donors that are funding other networks and with changes in donor policies and a rise in the number of networks involved in similar initiatives, it will become necessary at one point for these networks to sit together and develop a common programme under which each will identify activities that form its niche so that each of them can optimise on activities for which they are best equipped and overlaps and duplicity can be avoided. In a broader framework report, it is suggested that a forum of the CEOs of all these networks should be formed through which a regional programme can be developed and donors can be asked to respond to it as a group. This may help joint resource mobilization, may form basis for joint tendering for bigger resources and may strengthen the objectives of regional integration of research and other programmes.

7.3 Lessons learned

Evidently, there are at least five lessons the evaluation team has learned from Kituo Cha Katiba active engagement:

- Kituo cha Katiba as a regional network has no national chapters but works in collaboration with existing bodies and civil society organizations. This reduces costs for the Centre because it contracts out most of its work without having to pay fixed costs for administration.
- Although not having national chapters may be cost effective, it has the disadvantage of making a network such as KCK feel it does not require membership.
- Kituo cha Katiba operates as a think tank without a membership. The danger of such a structure is that it may become an exclusive club of like-minded intellectuals insulated from the pressures of democratic governance as long as it delivers tangible results. In the long term such a body could lose legitimacy to talk about democracy if it inherently has a democracy deficit within its own structures.
- KCK performs roles that EALS also decided to perform albeit from a different angle or platform. Both would benefit from working closely together in the development of their programmes to avoid duplication of efforts and to help each other to carve out a niche that will strengthen both as complementary members of the region.
- Networks that have become respectable in the region such as KCK have managed to achieve this through performing non-partisan roles, keeping themselves above local politics, performing a role of brokerage between contending political forces and using respected and seasoned researchers who can write objectively and convincingly.

7.4 Recommendations

The programmes and activities of the Centre are novel, focused and touch on critical issues relevant to building foundations for regional integration in East Africa. The research, dissemination, networking and capacity building outputs and outcomes are substantial and have contributed to raising awareness on constitutionalism, governance and human rights in the region. On the whole the resources have been efficiently used and the programmes are effective on the ground. The sustainability of the programmes will depend on the increased focus of the programmes and the resource acquisition strategies the Centre will adopt.

Kituo cha Katiba is recommended to:

- Transform the Centre from a think tank to a network based on institutional and individual membership;
- Create categories of membership and use members for core activities.
- Adopt systems of leadership elected by a broad based membership.
- Empower partners to have a say and voice in the design of programmes and activities;
- Broaden activities to lower levels of society especially young people in institutions of higher learning who are the future leaders and researchers;
- Establish a forum for CEOs of all regional programmes under the Framework supported by Sida and use the forum to design a regional programme, maximize synergies and minimize duplication of activities;
- Develop a capacity development programme to strengthen research and inter and intra-generational leadership skills;

- Continue dialogue with Sida on the issue of payment of honoraria, create a membership-based organization and use members in Centre's activities to reduce misunderstandings over issues of honoraria and other emoluments.
- Integrate economic, social and cultural rights and issues of entitlement systems and poverty in activities on human rights and governance;
- Conduct needs surveys and tracer studies to strengthen the demand orientation of the programmes and activities; and
- Develop a fund raising strategy in order to reduce dependence on Sida and become financially more sustainable.