

Swedish NGO Cooperation with Belarus

**Evaluation of a programme
implemented by Forum Syd**

Peter Winai

**Department for Central and
Easter Europe**

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Sida Evaluation 01/08

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Table of Contents

Summary	1
Introduction	4
Background	4
Purpose and scope of the evaluation	4
Method	4
1. Overview: General results of co-operation	5
Picture of funding to different areas	5
General remarks regarding the profile	6
Results so far:.....	6
2. Objectives of NGO-projects	8
Are projects well formulated and reasonable?	8
How are the projects formulated?	9
Correlation between problems, objectives and expected results	9
3. Project implementation and monitoring	10
Implementation	10
Interaction	10
Monitoring and follow-up procedures	11
4. Effects on Belarusian organisations	12
Relevance in a Belarusian context	12
Relevance in an NGO context	13
Relevance of Swedish competence	13
5. Capacity building of Belarusian NGO:s	14
Risks of increasing dependency on foreign support	16
<i>Competence dependency</i>	16
<i>Financial dependence</i>	16
Risks of sub-optimising	17
6. Co-ordination of support	18
7. Cost-effectiveness	18
8. Gender equality	21
9. Dilemmas	22
10. Recommendations	23
 Appendix 1: Terms of Reference	 25
Appendix 2: Organisations contacted in Belarus	27

Summary

The purpose of this evaluation has been to assess the results attained through the programme “NGO-co-operation with Belarus”, implemented by Forum Syd, and to provide a basis for planning and further decisions on NGO-cooperation with Belarus.

During the period of co-operation, visible results have been achieved, corresponding to the objectives of the programme. Funds appear to be channelled to areas, in line with the overall objectives of the Swedish development co-operation with Belarus. In general, objectives definitely reflect identified problems. There is a correspondence between objectives and activities and the activities for which money is applied are in most cases carried out. Project objectives, implementation and results are in line with general objectives.

Project objectives of the different NGO-projects are generally well formulated and reasonable. An overall impression is that objectives have become more structured and realistic during the programme/project period. The structure of project applications has gradually come closer to the Logical Framework Approach. However, in the project documents, project objectives are normally not formulated in terms of follow-up.

All varieties exist when it comes to the initiation and formulation of projects: Initiative from the Belarus side, from a Swedish organisation or from an intermediate. In the majority of cases, both the Belarusian and Swedish partners report of an open relationship where the Belarusian partners tell about their needs and the Swedish partner contributes with formulations and technical aspects of the application.

The great number of projects are actually implemented according to objectives, but sometimes delayed in relation to plans. A typical pattern is that the Swedish partner takes part in the early stages, and that the Belarus partner gradually takes over the running of the project.

Normally the projects contain a travel component with exchange between the Belarus and Swedish parties. The experiences of this exchange are very positive. Specifically, the Belarus partner appreciates the references from the Swedish organisation and its context in terms of a democratic society. However, travel to Sweden is more expensive than to Belarus, and there is a tendency to give priority to the latter. Despite the rational reasons for this formula, there are also good reasons to establish contacts through Belarusians coming to Sweden.

Certain cautious criticism concerning the Swedish input has been put forward, regarding misfit between Belarusian needs and Swedish input. However, this seems to be an imperfection at the early stages of the co-operation; when the parties get to know each other, the exchange will also become more fine-tuned. The two-stage method – preparatory project and main project – is a good way to avoid inefficiency related to competence transfer.

There is no doubt that the co-operation projects have had a number of effects on the development of the Belarus NGO:s. The organisations themselves often emphasise the transfer of professional skills and the building of organisations. Main effects are

- *The realisation of visions through the establishment and running of an organisation;*
- *The adoption of professional methods in work to enable implementation of goals.*

These effects are crucial contributions to the sustainability of the organisations.

The projects definitely appear to be relevant in the Belarusian society.

More specifically, the outputs from the projects are all geared towards giving relevant contributions to the development of a democratic society, through support of different target groups and/or support to NGOs. Thus, in the Belarusian society, where it is today, it appears more important than ever to be very conscious and cautious about methods for both organisation building and the carrying out of objectives related to the strengthening of civil society, protection of human rights and introduction of democracy. Most of the organisations have young members and youth as target groups, which make them very relevant counterparts under the present circumstances of the country, and also for many years to come.

No doubt Swedish competence has been relevant, especially in the early stages of organisation building. Also, projects on the Belarus and Swedish side respectively, have been similar to each other, and made the exchange even more relevant. Generally, *the Belarus NGOs have capacity to build on experiences of the Swedish organisations*. Many of the organisations have built sufficient capacity to be able to absorb and take advantage of Swedish experience. Furthermore, there seems to be an eagerness to acquire know-how in all ways: Not only to be exposed to thinking and demonstration, but also to acquire self-confidence and actual skills to carry out activities by the organisation itself. Many express an interest to get even more know-how, through seminars and exchange etc. Many of the organisations are strong in identity terms, medium-level when it comes to structure, and developing in terms of competence and leadership. But they are still weak financially and in terms of system resources. This weakness is in some of the cases balanced by a skill and awareness of needs to get access to funding sources. The risks of financial dependence are greater than those of competence dependence. Indeed, it is not presently realistic to demand that the organisations stand on their own financially. They will remain dependent on external funds for many years. In practice donors appear not to co-operate systematically in any observable degree, at an operative level. Donors have different co-operation profiles, and in that way they cover different areas and aspects of civil society and democratic development.

Forum Syd has fulfilled its obligations in terms of selecting, administrating and following up the projects. However, the question as to whether administrative costs have been kept at an acceptable level is delicate. Looking at what is referred to as administrative services in the Forum Syd reports, costs are fairly modest, in relation to the transfer of funds or as part of the total support costs. But when summing up the posts which all concern the administration of the support, from applications to evaluation, the administrative overhead amounts to close to 20%. Then costs for other activities in what is referred to as project support, have not been included. There is definitely an increased awareness of the importance of gender equality, which can be related to Sida objectives. But in the interface between the general policy statements and the monitoring of implementation, it could be useful to develop more practical and comprehensible indicators for follow-up.

To conclude, the programme and its components are assessed to be working towards the objectives stated. The programme has now been running for more than three years, which is still a short period, but long enough to have given valuable experience to build on. *The programme should be continued*. A realistic time span is five to ten years, with reservations for the turn of societal development. The organisations are still vulnerable and will be financially highly dependent for many years to come. Thus it is realistic to keep the 100% cost coverage. The attitude and signal to stakeholders must be that the building of democracy will and must be allowed to take time, but that the objective will never be given up. What should be considered is whether the programme now should enter a new phase, implying more focus on certain areas and aspects. Such changes will in turn affect application procedures.

Also, methods for implementation, monitoring and follow-up should be reconsidered. Improved monitoring methods will facilitate an eventual phasing out of the support through better information for decisions. The recommendations are in summary as follows:

1. *Bring regulations closer to reality:* Many of the organisations are highly dependent on project funding in order to finance administration and continuous activities. Changes in the regulations should be investigated to provide for limited and conditional core funding.
2. *Shift from recruitment of new organisations to consolidation:* The limited funds should be used to protect that what has been achieved.
3. *Introduce mechanisms to stimulate lateral co-operation:* There is a potential for greater impact of the programme, if organisations could co-operate more.
4. *Shift from trickling down to broader involvement:* Support to individual organisations to increase competence and introduce methods is an important means to build NGO capacity and indirectly to fulfil objectives of Swedish support. A further step would be to increase the capacity of organisations to include even more people and new parts of society, including the regional level.
5. *Involve government conditionally:* Co-operation with regional and central government authorities should continue and develop, e.g. in the areas of employment, environment protection or drug prevention. Support could be conditional, i.e. be given to NGO/government co-operation with the specific purpose to backstop or develop methods in e.g. social or employment work.
6. *Encourage regionalisation:* Implementation of co-operation at the regional level could be carried out jointly, expose the organisations to new groups and make co-operation with governmental bodies possible at a technical level.
7. *Shorten the distance to implementation:* The procedure with several parties involved in the application procedure functions to secure quality, but is tedious. Two alternatives which should be looked into further, in order to shorten the distance are either a) that Sida delegates the application procedure fully to Forum Syd or b) that Sida takes back the delegation, and organisations apply directly to Sida.
8. *From scrutinising applications to follow-up:* The thrust should be on result assessment rather than assessment of applications. This, in turn will require more developed methods for assessment. A good start is the efforts made by Forum Syd, regarding organisation capacity evaluation. To smooth the progress of a shift to result-based management, more efforts should be made to specify expected project results in terms that are possible to follow up. Also, to facilitate follow-up of gender issues, it would be useful to develop more practical and comprehensible indicators.
9. *Transfer of funds:* It should be further investigated if normal bank transfers can be utilised to a greater extent.
10. *Cost comparisons:* The relation between the amount of Sida funding and the achieved results should be subject to concern. As a separate activity it is recommended that more systematic cost comparisons be made with other Sida funded programmes.

Introduction

Background

In 1998 a new Sida-financed programme aimed at developing the co-operation between Swedish and Belarusian NGO's was launched with Forum Syd as co-ordinator. When the first phase was concluded in 1999, Sida decided to continue the programme during two more years. In total, an amount of SEK 21,6 million has been set aside for the programme out of which SEK 15 million for NGO's and SEK 6,1 million for administration and information activities. During the course of the project, Forum Syd and Sida have approved approximately one hundred NGO-projects (including the decisions taken in 2000).

Purpose and scope of the evaluation

The purpose of the evaluation is to assess the results attained through the programme to Sida and provide a basis for planning and further decisions on NGO-cooperation with Belarus. The evaluation should focus on the programme's results in Belarus as well as its cost-effectiveness and relevance considering the prevailing situation in Belarus. The evaluation should complement Sida's existing information on the programme and result in recommendations for a possible continuation of the programme.

The issues to be covered and discussed in the evaluation are listed in the Terms of Reference, included in Annex 1.

Method

The study has focussed on the qualitative aspects of the programme. The consultant has collected information from participating organisations, Forum Syd, UNDP in Minsk and Sida through interviews and written documentation. The study included a field trip with visits to a sample of Belarusian organisations (see Annex 2). Peter Winai, InterManage Gränsorganisationer AB, has conducted the study.

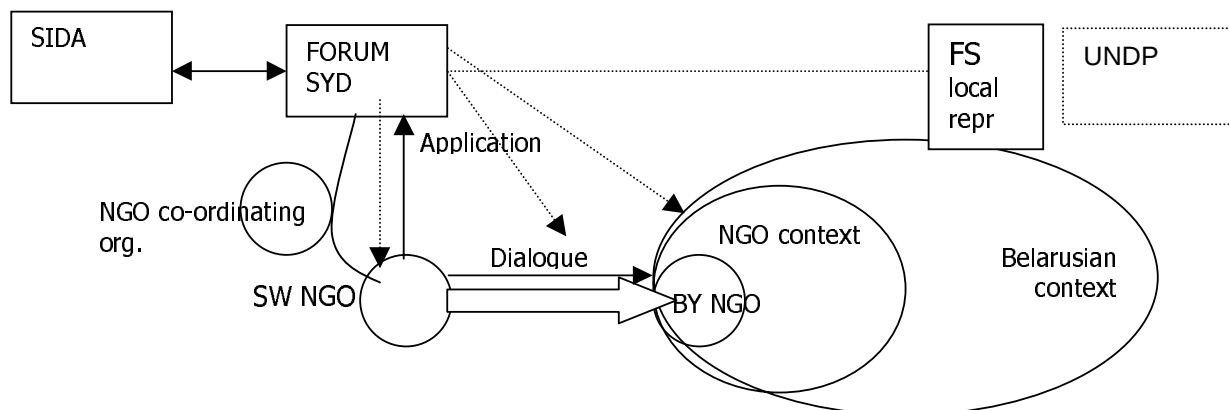


Figure 1. Principal picture of NGO Co-operation programme

1. Overview: General results of co-operation

Picture of funding to different areas

One way of looking at the profile of projects is to analyse how funds have been allocated to different areas. In the analysis below, ten different categories have been used for classification.

Certainly, many of the projects fall into several categories simultaneously. A guiding principle applied is that a project has been classified as a youth project if the articulated objective e.g. is to support a youth organisation, whereas outspoken support to democracy in society through a youth organisation has been put in the democracy category. These difficulties can be handled if categories related to each other are looked at together.

Thus, the details in the classification can definitely be questioned. However, used with certain reservations, it can be used to study a) distribution between areas within a certain period and b) tendencies of change from time to time.

In the analysis three broad time spans have been looked at:

1. The first period, covered by Sida decisions 1998 and spring 1999 – no 1 to no 4.
2. The period covered by Sida decisions autumn 1999 and spring 2000 – no 5 to 6.
3. The period covered by Sida decision autumn 2000 – no 7.

These are some of the interesting observations in the material:

Democracy and human rights

Projects dealing with the strengthening of democracy, including support to youth and women organisations, represent a large share – about half or even more – of the total support. Youth projects and support of youth organisations stand for almost a third of the total funding (30-22-27%). Projects specifically oriented towards human rights take about 10% of the total funds. If women's movements are included the share will increase to around 15%.

Environment

Environmental projects stand for about 10% of the total. There is a tendency of decrease, since environmental projects catered for 15% in the first four decisions. (In this case the error factor due to ambiguous classification is small – environmental projects are fairly clear-cut.)

Social and medical health, including drugs prevention

This category includes social work, support to unemployed and activities for disabled. Drug prevention has been treated as a separate category. It is however small, and basically embraces only one or two projects. It is only visible as a separate category in the first four decisions. The category shows a tendency to increase – from about one tenth to one fourth (Actually the series is 11-31-21%).

Professional association and workers union support

Co-operation concerning the building and development of unions and professional associations is on the increase from about 10 to 15%. This co-operation and support actually contains both capacity building and the development of democratic movements.

Cultural/civil society/contact activities

This may be a miscellaneous category – it includes all activities that aim at strengthening communities and cultural identity. The category has decreased, but this may be due to reformulation of projects, to more specified objects and target groups.

General remarks regarding the profile

If there are any general tendencies, democracy and human rights projects keep a substantial share of the funds. Youth projects dominate. Professional and union projects show an increase, whereas environmental projects show a decrease. Health and social projects are distinctly increasing. It can then be established that the funding profile coincides with the general objectives of the support. In very broad terms funds are channelled to the “right” areas.

However, when looking at the tendencies, it should be remembered that

- a) the amount of funds is not directly proportional to the quality of activities;
- b) the projects are demand driven, in the respect that funds are applied for, within a regulation framework;
- c) the classification is affected by the fact that applications are formulated in an attractive way, i.e. it is an advantage to express democratic objectives whatever the actual activities (which is not to say that applications are devious; many activities of NGO:s by nature have a democratic dimension).

Results so far:

To summarize again, funds appear to be channelled to the right areas. The following analysis will show that

- There is a correspondence between objectives and activities;
- The activities for which money is applied are generally carried out;
- Project objectives, project implementation and results are in line with general objectives.

These statements will be motivated further in the subsequent chapters.

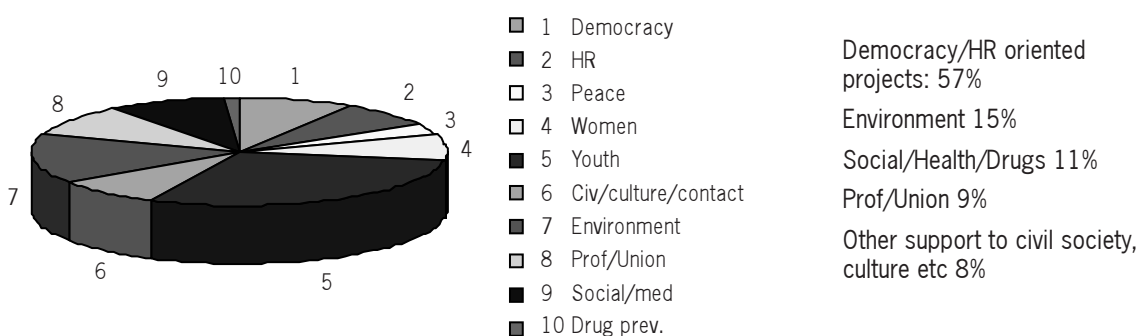


Figure 2. Decisions 1–4

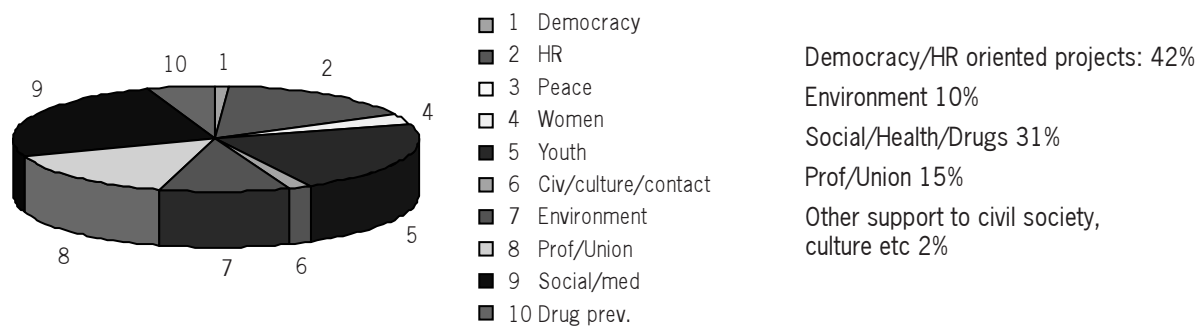


Figure 3. Decisions 5–6

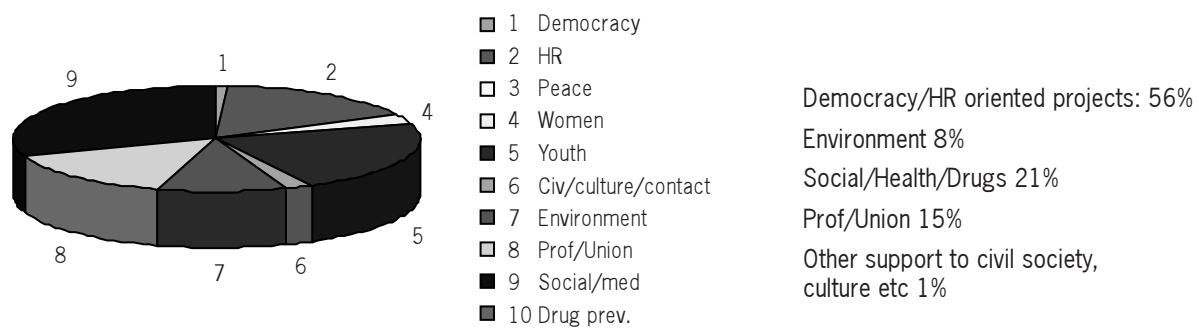


Figure 4. Decision 7.

2. Objectives of NGO-projects

Are projects well formulated and reasonable?

Project objectives are naturally formulated in different ways. However, a general impression is that objectives have become more structured and realistic during the programme/project period.

Now projects are formulated at two levels:

- Development/general objective;
- Immediate/project objective;

followed by a plan of activities. Target groups for the project are also specified. Thus, the structure in project applications has gradually come closer to the Logical Framework Approach.

The table below summarizes typical profiles of objectives:

Target group	a) Groups in society that are vulnerable or threatened b) Professional groups, e.g. teachers, social workers.
Development/general objective	a) Societal oriented: Support and strengthen society in different respects b) Organisation oriented: Build organisation
Immediate/project objective	1. Develop or promote network; 2. Organisation development 3. Introduction of professional methods
Activities	• Education/training • Seminars to invoke interest • Contact travel/exchange

Table 1. Project objective structures

Thus target groups may either be groups that are ultimate “clients” of the project *or* intermediate functionaries when carrying out the objectives. The long-term development objectives are typically either oriented towards improvement in society, or oriented towards the development of NGOs.

Immediate objectives are often geared towards the development of either networks and organisations, or the transfer and introduction of new methods in work, both administrative and task oriented. Activities very often consist of training, and then training of trainers. Seminars are arranged to attract new actors and investigate common interests and exchange trips are planned not only at the pilot stage of a project but also at later stages.

To concur with LFA, expected results should be specified in terms that are possible to apply. Indicators that define desired performance states should be defined. Normally, however, in the project documents, project objectives are not formulated in terms of follow-up – expected results are not accompanied by means of verification.

There are also rational reasons for not giving specific promises of results; in a number of instances project efforts have been redirected to new immediate objectives: An example is when it was impossible for Lambda to carry out a manifestation in Minsk for homosexual rights – the project was then channelled to other activities.

How are the projects formulated?

All varieties exist when it comes to the initiation and formulation of projects: Initiative from the Belarus side, from a Swedish organisation or from an intermediary. Examples are:

- A Swedish organisation gets information of the opportunities to start a co-operation project with funds from Sida;
- The Belarusian partner searches for a partner and finds one at an international seminar;
- The needs of the Belarusian organisation are observed by the Forum Syd representative, and the organisation is encouraged to get in touch with a Swedish partner.

Pilot study – main study

A pattern that has become normal is that a project is first prepared through a pilot study. The Swedish organisation applies for funding for a planning trip to Belarus and an NGO partner. As a result of the planning trip, an application for a bigger project is formulated.

Dialogue between partners

Looking at the dialogue at the project planning and objective formulation stage there are examples of both constructive exchange and the opposite. In the majority of cases, both the Belarusian and Swedish partners report of an open relationship where the Belarusian partners tell about their needs and the Swedish partner contributes with formulations and technical aspects of the application.

Correlation between problems, objectives and expected results

Generally, objectives definitely reflect identified problems. Problems in society are of such magnitude that objectives inter-link, and different objectives/expected results contribute to solving a common problem in society. E.g. social problems of unemployment show in increased use of drugs, thus both youth drug prevention and job clubs to support unemployed are relevant.

Expected results are normally in line with overall objectives but sometimes deviate from immediate objectives. As has been stated above, the normal case is that no result indicators and means of verification are formulated for the projects.

3. Project implementation and monitoring

Implementation

The overwhelming number of projects are actually implemented, generally according to objectives, but sometimes delayed in relation to plans. Projects sometimes deviate in their content in relation to planned activities, and in a few cases also to immediate objectives. However, since the general objectives are broadly formulated, the projects will be in accordance with plans.

A typical pattern is that the Swedish partner takes part in the early stages of the project, and that the Belarusian partner gradually takes over the running. The Swedish partner may provide methods and tools, like Ecologic or Drug Box accompanied by training of trainers. Then the Belarus partner acquires the skills and reproduces the training to others.

According to information from Forum Syd, more than 75% of the pilot projects have been continued in form of a bigger project. This figure will most likely increase, since some preparatory projects have not yet been finalized.

Interaction

Normally the projects contain a travel component: Members of both the Belarusian and Swedish party visit each other to plan and implement projects. The experiences of this exchange are very positive; the Belarusian partner appreciates the references from the Swedish organisation and its context in terms of a democratic society; often the Belarusian partner also takes part in the Swedish projects. Furthermore, there are several examples of Belarusian representatives taking part in information about the Belarusian society, in e.g. schools.

In these respects, the implementation corresponds to intentions and objectives of the support: The Belarusian partner learns about the Swedish society and Swedes become aware of Belarus.

Communication problems are registered both at semantic and pragmatic level.

At a *semantic* level, problems are

- a) language – limited knowledge in English on the Belarus side and Russian/Belarus on the Swedish side – as well as
- b) limited access to electronic communication tools.

At a *pragmatic* level, things are understood differently, depending on perspective. Belarusian representatives are on one hand very focused on use of professional methods and techniques in implementation, and on the other on long-term international relationships. Swedes may be focused on delivery, but not necessarily on long term involvement. It has been observed that the Swedish party has difficulties in becoming a genuine partner in the project and in coming close to the Belarus context.

Another point related to communications, where both partners are critical is *the volume of travel from Belarus to Sweden*. There are examples of when travel plans have been turned down, due to high costs; generally a trip to Belarus is much cheaper than to Sweden. However, such an interpretation of the objectives may appear to be sub-optimal, and should in any case be subject to a discussion of principles, since a basic idea is to establish contacts also by letting Belarusians come to Sweden.

Apart from the obvious problems regarding customs, visas etc there is the specific problem regarding the transfer of funds. This problem will now be further aggravated by the new decree imposing restrictions on support to movements which are classified as political by the Belarusian government. There is a narrow space between what authorities accept and what is practically feasible, when transferring money from other countries to Belarus. Different methods have been developed and will be developed.

Monitoring and follow-up procedures

Monitoring and follow-up of projects, meaning continuous checking and interest in the project, as well as learning from experiences for the future takes place at several levels:

The organisation itself

Monitoring takes place on a day-to-day level. In fact, since in many cases the project is -or is part of- the organisation, projects are given great attention.

The Swedish partner

The partner follows the project through the occasional visits, e-mail and telecommunication and also through the reporting procedures. Several projects have been extended. This implies that a final report from one project will de facto work as an input and instrument of learning for a new project.

It should be pointed out that there are great differences in the different projects when it comes to intensity in the contacts. In some of the projects contacts are intense and cordial. In others, as has been pointed out earlier; there are shortcomings both at technical level and in terms of direct contacts.

Forum Syd locally

The local representation is not equipped nor intended to work with follow up. Basically the idea is to network and encourage new initiatives and contacts with Swedish partners. In this respect it appears to have worked well. Many contacts have been facilitated through the local Forum Syd representative.

With the function to give advice and information to Belarusian NGOs and to provide information of local NGOs to Swedish NGOs, it follows that the Forum Syd representative will have to take an active interest in the work of Belarusian NGOs, something which probably has an indirect function as informal monitoring.

Forum Syd Sweden

Forum Syd's monitoring activities take place at three levels:

1. The review and audit function, according to agreement with all organisations in the programme. This review includes financial audit of actual and budgeted expenditure. Two factors contribute to good reporting a) The Swedish organisation itself has the responsibility to report and b) projects are fairly small and easy to grasp. Requirements of reporting regarding effects for target groups have been relaxed and compensated through an increased focus on organisational development (See 2 below). Normally, reports are accepted.
2. Results – fulfilment of objectives: An aim is to strengthen the organisation, and transmit the idea to the participating NGOs by paying attention to organisation analysis. Methods and tools based on Sida/SEKA material are now being applied on a number of projects.
3. Shared feedback to the organisations themselves. This part may consist of different subcomponents: a) the implementation of an umbrella project is studied thoroughly (this has not so far been done in the Belarus co-operation); b) interviews and seminars with both parties.

4. Effects on Belarusian organisations

There is no doubt that the co-operation projects have had a number of effects on the development of the Belarus NGO:s. The organisations themselves often emphasize the transfer of professional skills and the building of organisations. Specifically, a number of effects are traceable in a number of areas:

- The actual forming of an organisation;
- Articulation and communication of visions;
- Tactics and procedures for applications to donors;
- Leadership ideas and methods;
- Organisation development and methods;
- Administrative procedures, budgeting and book-keeping;
- General educational/pedagogical methods and techniques;
- Methods for “reaching out” and mobilising opinion;
- Promoting of democratic ideas and processes;
- Promoting of gender issues;
- Methods and techniques in different professional fields, e.g. EcoLogic.

In some cases the co-operation has contributed and even triggered off the development of a new organisation. Then the organisation has been formed during contacts between a Swedish organisation and the Belarus interest group.

To summarize, main effects are

- *The realization of visions through the establishment and running of an organisation;*
- *The adoption of professional methods in work to enable implementation of goals.*

These effects are crucial contributions to the sustainability of the organisations.

Relevance in a Belarusian context

The projects definitely appear to be relevant in the Belarusian society. In chapter 2 above, the general profile of support related to project objectives is shown. More specifically, as illustrated in the analysis of objectives, the outputs from the projects are all geared towards giving relevant contributions to the development of a democratic society, through support of different target groups and/or support to NGOs. With small variations, the Belarusian partners themselves find the project relevant in their context. They get what they need; which may be everything from references, pictures of how democratic well-functioning societies actually look like and function, networks abroad and methods to reach out effectively to methods to develop internally.

The governmental decree regarding registration has now been followed by a new decree regarding support to political movements.

The registration decree stipulates that all NGO:s have to be registered by the authorities to be legal. With the registration follow several conditions like the requirement of offices.

Another decree, recently signed by Lukashenka, bans the use of foreign financial assistance “for the seizure or overthrow of the state power” in Belarus. Under the decree, foreign aid also is banned from

being used for preparing and holding the elections, referenda, for recalling the deputies and members of the Council of Republic, for staging assemblies, gatherings, street rallies, demonstrations, pickets, for production and dissemination of the campaigning material. Political parties also are banned from receiving foreign support. The violation of the decree is subject to closure of any public association. In cases where the foreign humanitarian aid is designed for operations, which contradict this decree, the operation of such an organization may be suspended and its staff deported from Belarus.

Thus, in today's Belarusian society it appears more important than ever to be very conscious and cautious about methods for both organisational building and the carrying out of objectives related to the strengthening of civil society, protection of human rights and introduction of democracy. Most of the organisations have young members and youth as target groups, which make them very relevant counterparts under the present circumstances, and also for many years to come.

Specifically, projects geared at strengthening youth identity and prevention of drugs appear appropriate – the drug prevention project in Pinsk definitely belongs to the success stories.

When it comes to employment issues, even the authorities are positive to some of the work carried out by NGO's. An example is the job clubs being established in three cities, including Minsk, by the Centre for Social Innovations. This initiative is clearly the result of the co-operation with Swedish partners (Humlorna), seconded by and intertwined with other international co-operation.

Relevance in an NGO context

The support also appears relevant in the NGO working context. Efforts to stimulate co-operation are made. Groups of the organisations have very similar objectives and some of them, but not all realize that there is a need to co-operate. There are signs of both competition and strategic alliances.

A very good example of alliances, is the Association of Civil Education. Here, the co-operation between Forum Syd and the Assembly of Belarusian NGOs, which started in 1999, can be clearly traced.

Another example of alliance and network building is the Belarusian National Youth Council (RADA). Although not formed on the basis of Swedish-Belarus co-operation, this organisation has made good use of LSU references when building its own network of organisations nationally and internationally.

Examples of the opposite may be found in the areas of Human Rights and environmental issues. There are legitimate or rational reasons for not co-operating, at least not in the open – tactics of survival, autonomy, competition of funds etc. Also, organisations are not used to co-operation, having lived in a culture characterized by the opposite. However, it should be seriously considered, both by the organisations themselves and their partners, how network co-operation could be improved.

Another aspect of the NGO working context is the building of regional networks. Here the support and co-operation has been successful to a varying degree. Some of the organisations are not reaching out in the regions and appear to apply a centralist approach, perhaps by tradition, whereas others deliberately have a strategy of regionalization.

Relevance of Swedish competence

There is no doubt that the Swedish competence has been relevant, especially in the early stages of organisation building. Also, ongoing projects on the Belarus and Swedish side respectively have been related, and made the exchange even more relevant.

An example is the Next Stop New Life/Peace Quest partnership. In this case the solid experience of Peace Quest regarding democracy training has contributed greatly in the carrying out of seminars. Furthermore, seminars have been developed together and the experiences have been used on both sides.

A certain amount of cautious criticism concerning the Swedish input has been put forward:

1. The Swedish input has not always been calibrated to the needs of the “recipient” – it has happened that the Swedish input has been perceived to be at a too elementary level (the opposite has also occurred). However, this seems to be an imperfection at the early stages of the co-operation; when the parties get to know each other, the exchange will also become more fine-tuned. The two-stage method – preparatory project and main project – is a good way to avoid inefficiency related to competence transfer.
2. The needs at later stages of the co-operation are not necessarily “more of the same”, i.e. not necessarily more input of Swedish competence in terms of Swedes coming to Belarus. Rather, there is an interest to co-operate in genuine ways, by mutual exchange and an on-going dialogue.

5. Capacity building of Belarusian NGO:s

Do Belarusian NGO:s have the capacity to build on experiences of Swedish organisations?

Generally, the answer is yes. Many of the organisations have built sufficient capacity to be able to absorb and take advantage of Swedish experience. Furthermore, there seems to be an eagerness to acquire know-how in all ways: Not only to be exposed to thinking and demonstration, but also to acquire self-confidence and actual skills to carry out activities by the organisation itself.

Many express an interest to get even more know-how, through seminars and exchange etc. Indeed there are already several examples, illustrating how experience and know-how from Swedish NGO:s has been channelled through co-operation projects and utilised in new projects. Examples are Eco-Logic of the Eco Home projects and the Drug Box of the Kalegium projects.

Thus, in respect of competence, many of the Belarus organisations have a good possibility to develop into sustainable organisations. In general the organisations are developing on their own, but they are still anything but fully dependent on external funds.

Looking at the mechanisms of capacity building, many of the organisations point out that *the organisation is equal to its projects*. Without the projects, there is not much of a core administration. An implication is that no capacity building takes place outside the project. If the project is not carried on in a new phase or followed by another project, the organisation will shrink down. Thus, the organisations have also developed a skill to match projects in order to secure continuation.

Most organisations, if not all, complain that donors do not give grants or support for the building of administration; rather the typical design gives provision for e.g. 10% administrative costs in the project.

There are various ways to neutralise this problem. One, of course, is to use the administrative resources built up within the framework of one project, for other projects and for the general administration. When applying for new projects, there will be a possibility to overestimate the administrative costs for that specific project. Another way is to, in mutual understanding with the donor or its agent, actually

allow for some “core funding” through the project. This is a practice that is said to have developed in the co-operation projects handled by Forum Syd.

A typical capacity profile

Many of the organisations are

- strong in identity terms,
- medium-level when it comes to structure
- developing in terms of competence and leadership
- weak financially and in terms of system resources
- strong in the capacity – or at least awareness of needs – to get access to funding sources.

The figure below illustrates a fictive organisation with a typical profile. It may be a Human Rights or a drug prevention organisation. Many of the supported organisations are new, with a core of strong persons, either professionally or ideologically or both. They may have good relations to other actors in the environment, but not the state. They are also developing their relations to the target groups. Output is still weak – there are risks involved when trying to get some continuity in the output: Financial resources are tied to the project currently running, and new activities are conditional on whether new funds will be made available. Thus the organisation puts an effort on relationships to donors and partners in order to get funds for new projects. The structure is often “organic” i.e. not directly ad-hoc but arranged around the project(s) with special resources for bookkeeping and financial management.

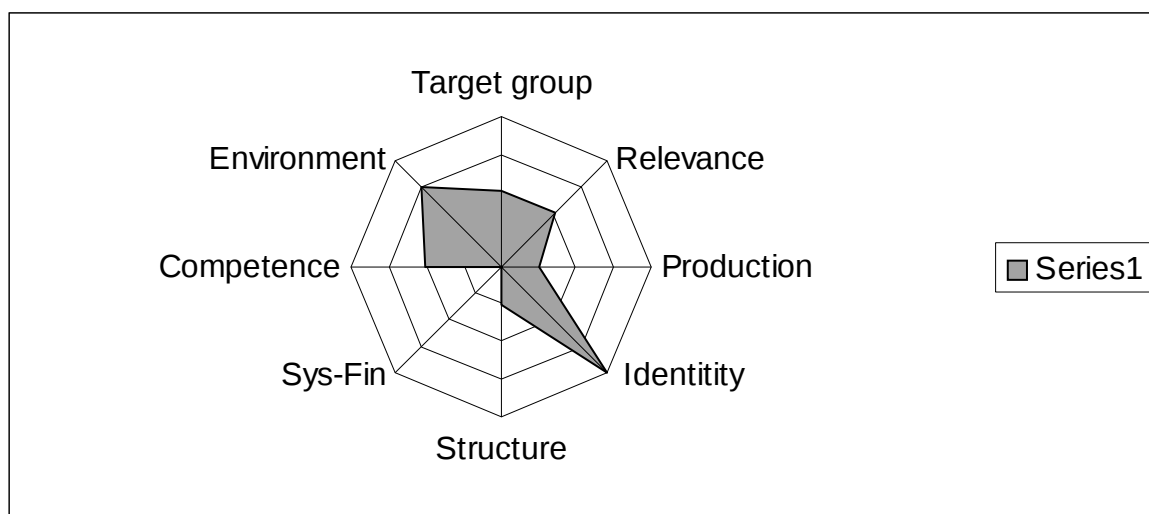


Figure 5: Belarusian NGO capacity profile

The figure above uses the Octagon framework, in which the dimensions are:

A. Organisational base:

A.1 Structure

A.2 Identity

B. Output

B.1 Production and follow-up

B.2 Relevance; Match output-objectives

C. Internal capacity

C.1 Human resources and leadership

C.2 Systems and financial resources

D. External relations

D.1 Target groups

D.2 Interaction with other actors

The dotted lines in the Systems/Finance dimension illustrate that some of the organisations may be financially weak – in the short run, but simultaneously strong in their financial strategies – in the long run (Appendix 3 gives a brief of the model dimensions and indicators in Swedish).

Risks of increasing dependency on foreign support

There are two main aspects of dependency: The dependency on external competence and the dependency on financial and other resources.

Competence dependency

In *day-to-day operations* dependency is low. The organisations are generally fully capable of running their own business.

At an *administrative level*, dependency is also low. When administrative capacity is lacking, it is not the human resources that are problematic, but the absence of basics like office space, computers and stationery (see below).

In the *development of activities and organisation*, dependency is greater. There is still a dependence on ideas, methods and experiences from other organisations. It is for certain that this dependence will remain for some time to come.

However, the very essence of the co-operation is to exchange ideas and know-how around projects and organisation development. Thus, a certain degree of “dependence” is in fact a good sign. The determining factor is to what extent the organisation is able to handle its dependence on external competence and other resources, and whether there is a tendency that the organisation gradually becomes more capable of handling input from external sources. I.e. are there signs that the organisations are getting in charge of their own development? Actually, there are such signs. The degree of dependency of Swedish partners in respect of competence appears generally to become lower. There may even be a predisposition to exaggerate the need for external competence.

Again, notwithstanding what has just been stated, the overall impression is that an exchange on more equal terms between the partners is developing. In this exchange there are rather risks of the opposite – that the exchange becomes businesslike instead of genuine and idea based. There have been complaints from Belarusian partners that the Swedish partners are more action oriented and less interested in the long term bonds.

Financial dependence

In *day-to-day operations* are high. There is definitely a scarcity situation and the organisations have to prioritize hard in their daily activities. At the same time, the staff finds the way through, by improvisation. But the general impression is not that operations have to stop immediately due to a sudden scarcity of money.

Dependency is also high at an *administrative level*. Money is needed, for computers etc. and especially for communications, including Internet facilities. There is generally little money for maintenance.

Also, scarcity is shown when it comes to travel. Since travel to Sweden and other western countries is expensive, it has to be suspended, even though it may have high priority.

In the *development* of the organisations dependency is generally extremely high. Most of the funding is tied to individual projects, and the only realistic way to finance development – and operations – is to apply for new funds to new projects, again tied to certain activities.

General need of capital

Organisations show a strive to become financially less dependent, but it is difficult and controversial to try to raise own funds.

- State funding is very small, in those cases where this is an option at all;
- Commercial activities are problematic – if they give money, they are also subject to taxation;
- Sponsoring involves the same dangers – some of the organisations get small contributions in kind, more to be characterized as gifts;
- Membership fees are considered to be a less realistic funding option, since most people are prepared and capable of paying a very low fee;
- Core funding, or donor contributions, which are not project bound, are difficult to get. Some donors give one-time grants for setting up a new organisation etc.

Thus the only realistic option that remains appears to be project funding.

Also, the necessity of “double bookkeeping” has to be considered, in the sense that informal, not registered transactions actually represent a great part of the economy, not only in the NGO sector. It is common that salaries are paid in two parts, both black and white. The official bookkeeping does not and cannot reveal the total state of the arts in the organisation. This has several implications: One is that the state may be better (probably) or worse than in the books official papers. Another is that there are immanent risks of temptations and corruption.

Conclusion

The risks of financial dependence are greater than those of competence dependence. Indeed, it is not realistic to demand that the organisations stand on their own financially. They will remain dependent on external funds for many years to come. Sida and other donors have to pay attention to the financial side of the co-operation. There should be an open discussion of the options, taking into account that there is will be a long-term engagement from the donor side.

Risks of sub-optimising

There is a risk that projects of different kinds are formulated in such a way that they become aligned to the overall Sida objectives for project support. In this respect there are risks of sub-optimising: I.e. projects are started because they fit the Sida overall objectives, rather than because they fit the NGO mission and objectives. This kind of sub-optimisation may be considered benign and, from the perspective of the participants, a rational behaviour. However, since it may tie the organisation closer to Sida support, there is the obvious risk of increasing dependency. A countervailing power is the opportunity that most organisations have, to carry out projects with other donors.

6. Co-ordination of support

Potentially, co-ordination of NGO support could take place at different levels, in broad terms:

- Strategically at international level – between donor agencies,
- Strategically and operative at country level – between agencies in the country
- Operationally at local level, e.g. by co-ordination of support from different agencies to a specific NGO or project.

At international level there is the established system of donor conferences. Conferences have taken place in Brussels and Washington and a conference in Stockholm is scheduled for May 2001. The general impression is that donors so far have informed each other about their projects and their progress, but that no more substantial co-ordination takes place. At least there has been no articulated co-ordination strategy. However, for the future there are ambitions to co-ordinate development assistance in general.

In practice donors appear not to co-operate systematically, in any observable degree, at an operative level. Donors have different co-operation profiles, and in that way they cover different areas and aspects of civil society and democratic development. However, contacts between clusters of donor agencies in Minsk appear to be good at an informal level.

It should be kept in mind that co-ordination of NGO support is a sensitive issue. Certain organisations support the opposition and for a paranoid government any support to a democratic society may be considered as hostile. The decrees regarding registration and foreign financial support are illustrations of how the government looks upon NGO activity.

7. Cost-effectiveness

How has Forum Syd fulfilled its obligations?

Forum Syd carries out information activities in order to evoke interest both in Sweden and Belarus of the opportunities to get support for co-operation projects. Furthermore, Forum Syd and its representative in Belarus accumulate and offer information regarding potential co-operation partners. This could be seen as an important step before the actual application and selection procedure.

The selection appears to be carried out with stable formalized procedures. Applications are submitted according to a specified format. Questions concern the problem context, objectives, and activities of the project, target groups, plans for local take-over, budget and information regarding the applicant. The questions follow the Logical Framework Approach.

The application format largely has the function to separate the well functioning from the disorganised applicants. It also encourages organisations to go through the planning stages necessary for a new project.

Applications are then compiled by Forum Syd to a decision material, with condensed project descriptions, also with a specified format. Forum Syd submits its recommendations to Sida for perusal. In the normal case Sida concurs with the recommendation by Forum Syd.

Certain criticism regarding bureaucratic procedures has earlier been reported from applying organisations. At present, however it seems that procedures work smoothly. Efforts have been made, in terms of information and LFA training provided for the organisations, and this investment has probably paid off in terms of more comprehensive applications.

It could be queried whether all organisations, also those who have established relations and shown ability to carry out projects, should have to follow the same procedures as any new applicant. On the other hand, with a simplified procedure for some “certified” organisations, the wall for new applicants would then be comparatively higher.

To sum up, the selection procedures seem to work very properly; what could be discussed are rather more streamlined procedures than the opposite. Something could also be done regarding how the material is presented, also to facilitate comparisons over time and connection between new and old projects of the same organisation.

Administrating and follow-up have been described in Chapter 3. Contacts with the projects include

- Regular trips to Belarus, meeting with a sample of the co-operating organisations and the local representative based at UNDP.
- The regular reports from the Swedish organisations.
- Implementation of a new method for organisation analysis and assessment, based on material developed at Sida/SEKA. The method is focused on the capacity development of – in this case – the Belarusian organisation, and not the co-operation project.

In fact, the organisation analysis/follow-up has recently been introduced. An impression, however, is that much effort is actually put into how the Belarusian organisations develop; the philosophy behind being that organisational development is as important as the progress of the individual project.

Have administrative costs been kept at an acceptable level?

Administrative cost is a broad term that needs its definition in each context. High administrative costs may not be a priori bad, if they produce good results in terms of better decisions. And contrarily, low administrative costs may not be a priori good if decisions are unwise and counter-effective in comparison with objectives.

A principal question is whether the overall design of the “support organisation” for fulfilling the objectives (please refer to picture) is worth the costs. An intermediate agent like Forum Syd by definition incurs transaction costs for project management.

As a broad concept, administrative costs for the intermediate could include:

- Information regarding opportunities of support for co-operation in Sweden and Belarus;
- The selection procedure, including handling of applications, dialogue for clarifications, compilation of summaries etc.
- Monitoring and follow-up in terms of travel and assessment of reports.

There is a risk of increasing quality and administrative procedures “for the sake of it”. Higher quality in decision-making and follow up can always be motivated, but there are no built in brakes against new initiatives.

Forum Syd reports

Looking at the plan and budget for 2001, regarding co-operation between NGOs from Sweden and Belarus (2000-11-15), data are the following:

	Budget 2000	Prognosis 2	Percentage of prognosed project support	Relation to total support to Sw NGO activities in Belarus
Handling of applications etc.	660	660	35	13
Follow-up	100	100	5	2
Evaluations	100	100	5	2
Administrative services at FS	115	125	7	2,5
Total of the above	975	985	52	19.7
Other activities in project support	950	900		
Total FS project support	1925	1885		
Total support to Swedish NGO activities in Belarus	5000	5000		

Table 2. *Forum Syd project support Belarus 2000.*

Handling of applications includes provision of information and counselling to Swedish NGOs regarding conditions for applications, active dialogue and the actual correct handling of all incoming applications.

Follow-up includes scrutinising reported activities and assessment of both direction and financial data.

Evaluations include special research and development of methods; A general strive is to integrate follow-up and evaluations in the quality development work of Forum Syd.

Administrative services refer to administrative costs incurred locally within Forum Syd. Thus, looking at what is referred to as Administrative services in the report, costs are fairly modest, in relation to the transfer of funds (2.5%) or as part of the total support costs (7%).

However, summing up the posts above, which all concern the administration of the support, from applications to evaluation, the administrative overhead amounts to close to 20%. It could be argued that some of these costs actually concern activities, which are necessary to at all run the assistance.

On the other hand, costs for other activities in what is referred to as project support, have not been included above. These, which concern networking, seminars, program-connected information in Sweden and information programs, together make up for the difference between the total project support costs and the administration related costs. Some of these activities also contain items related to administration, e.g. information seminars regarding applications.

Again it can be argued, and rightly so, that such information activities actually contribute to more efficient handling of applications, as follow-up activities contribute to a more cost effective program. Notwithstanding, it is very difficult to assess if this is fair level of administrative and management costs, and it is even more difficult to argue that this is the correct level. There is no built-in motivation to be restrictive or stay within certain cost limits.

In any case, there are great transaction costs for the support, which should be taken into account when the forms for co-ordination and handling of the programme are considered. Is it really necessary with the double or even treble filters for applications? Different scenarios for the organisation of channelling of support should be further investigated, where the alternatives are:

- The present state;
- Full delegation from Sida to organisations, during a specified period of time;
- Full centralisation to Sida;
- Full centralisation to Forum Syd.

To conclude, the relation between the amount of funding from Sida and the achieved results, cannot be considered unreasonable, but should be subject to concern in the future and looked into further.

8. Gender equality

In formulating the projects, the tendency is that gender issues are increasingly taken into account. Now the application format requires that effects for both women and men be described. Also, some of the organisations take the opportunity to bring up gender issues when informing about the composition of target groups, members and participation in the projects.

In practise, in conducting the projects, the question of gender equality becomes more multi-dimensional. All co-operating organisations in Belarus provide some kind of answer to the question regarding how gender equality is handled. It varies from general remarks of awareness to specific examples as to how the issue is tackled.

Thus one organisation – it could be a youth organisation -answers that male and female board members are equally represented;

Another organisation, consisting of teachers who have mobilised themselves around an import social issue, answers that most teachers are female, and that they are using their network;

Yet for another organisation, working for the rights of homosexuals and lesbians, the answer may to the question will have another meaning: There is a general tendency that male homosexuals are more organised than lesbians, which is reflected in the board representation. The organisation in question is aware of this. Another problem is that other Belarusian NGO:s themselves have a negative attitude to this organisation.

In summary, there is definitely an increased awareness of the importance of gender equality, which can be related to Sida objectives. But in the interface between the general policy statements and the monitoring of implementation, it could be useful to develop more practical and comprehensible indicators.

9. Dilemmas

There are a number of dilemmas that protrude in the implementation of the co-operation programme.

Structure – values

The programme in itself is based on the ideas that democratic values in a broad sense should be developed and supported, through co-operation and exchange in different areas. It is recognized that the building of structure, specifically in terms of NGO:s, is an important means to promote values, in several ways. The development of values and building of structure are inter-related.

The more or less outspoken strategy is to build structure in terms of sustainable organisations. What could be considered is whether more emphasis could be put on the promotion of values – through organisations, seminar arrangements, campaigns and other means.

Working through the elite – mobilising more people

It is a well-known fact, commented by several observers, that there is a fairly small group of well-educated people, knowing each other well, that are active in the Belarusian NGO:s. The building of structures and values, is carried out through these people.

The strategy chosen is to work through the elite. A shift should be considered in order to promote organisations that work for broadened membership and involvement.

Impact – sustainability

The dilemma between impact in the short run and sustainability in the long run is eternal. In practise, it seems that the Swedish partner gives priority to impact, whereas the Belarusian partner prioritizes long-term development and relationships.

For most NGOs financial sustainability is not realistic in the foreseeable future. Thus, the sustainability of an organisation is directly related to long-term relationships with foreign organisations and donors. What could be queried here is whether more attention should be given to long-term financial planning for the organisations.

Promoting new co-operation – consolidating ongoing co-operation

Each new co-operation incurs new transaction costs. The idea of the programme is to involve new parties and reach new people. However, it could be considered whether it may be more effective to concentrate on the ongoing co-operation.

From	To
Building of structures	Promotion of values
Elite	Grassroots
Impact	Sustainability
New co-operation	Ongoing co-operation

Table 3. Possible shifts in the co-operation

10. Recommendations

The programme and its components are assessed to be working towards the objectives stated. The programme has now been running for more than three years, which is still a short period, but long enough to have given experiences to build on. *The programme should be continued.* A realistic time span is five to ten years, with reservations for the turn of societal development. As has been shown in the analysis, the organisations are still vulnerable and will be financially highly dependent for a long time. Thus it is realistic to keep the 100% cost coverage. Phasing out of the programme is not feasible in the foreseeable future. The most important feature of the support is that of endurance: The attitude and signal to stakeholders must be that the building of democracy will and must be allowed to take time, but the objective will never be given up. What should be considered is whether the programme now should enter a new phase, implying more focus on certain areas and aspects. Such changes will in turn affect application procedures. Also, methods for implementation, monitoring and follow-up should be reconsidered. Improved monitoring methods will facilitate an eventual phasing out of the support through better information for decisions.

1. Bring regulations closer to reality.

Many of the organisations are said to be “identical with the projects”, i.e. they are highly if not totally dependent on project funding in order to finance administration and continuous activities. Furthermore, other funding sources – membership fees, commercial activities etc – give little revenue. Normally, donors only support projects and not core administration. Thus more or less inventive methods have been used to channel funds for projects to administration.

Changes in the regulations should be further investigated. There are indeed reasons not to provide “core funding”, which have to be handled. One possibility to consider is limited core funding, accompanied by close monitoring of organisational development. A possible format for such support is funding for internal development projects, explicitly geared towards management and systems etc.

2. Shift from recruitment of new organisations to consolidation.

Theoretically many more co-operation projects and organisations could be taken on board in the programme. However, it is recommended that a shift be made towards consolidation of the organisations developed as a result of the co-operation so far. This does not mean that new co-operation projects with new organisations cannot be initiated. Rather it means that the limited funds be used to protect that what has been achieved. A shift in strategy is in line with limited core funding (Point 1 above) and other recommendations given below.

3. Introduce mechanisms to stimulate lateral co-operation.

Organisations in Belarus co-operate in varying degree, within the same area and in the NGO community. There are signs of rivalry. There is a potential for greater value, if organisations could co-operate more. Possible mechanisms are special support to joint projects e.g. in the environmental area and support directed towards associations of NGO:s.

4. Shift from trickling down to broader involvement.

Support to individual organisations to increase competence and introduce methods is an important means to build NGO capacity and indirectly to fulfil objectives of Swedish support. A further step would be to increase the capacity of organisations to include more people and other parts of society. Approaches are to involve more/other NGO:s and also other parts of society, including the regional level.

5. Involve government.

Co-operation with regional and central government authorities can be developed, e.g. in the areas of employment, environment protection or drug prevention. Government institutions are suspicious of NGO:s “interfering” in their business, but the co-operation could take place at a methods level. There are already good examples of such co-operation, one is the job club approach. Support could be conditional i.e. be given to NGO co-operation with the specific purpose to backstop or develop methods in e.g. social or employment work.

6. Encourage regionalisation

This point is related to the points of lateral co-operation, broader participation and governmental involvement. Implementation of co-operation at the regional level could be carried out jointly, expose the organisations to new groups and make co-operation with governmental bodies possible at a technical level.

7. Shorten distance to implementation.

The procedure with several parties and agents involved to examine applications is intended to secure quality in the performance and certainly works that way. However, it is cumbersome. It can be questioned whether the line could be shortened (see Figure 1). Two alternatives, which both need to be looked into more thoroughly, are:

- Sida delegates the application procedure fully to Forum Syd, which does not report to Sida at the present level of detail. Forum Syd would then get the role of actual decision maker. Such a design may be in conflict with the present policy and would necessitate policy changes.
- Sida withdraws the delegation, and organisations apply directly to Sida. This second option would have to be combined with “management by follow-up” along the following lines:

8. From scrutinising applications to follow-up.

The thrust should be on result assessment rather than assessment of applications. This, in turn will require more developed methods for assessment. A good start is the efforts made by Forum Syd, regarding organisation capacity evaluation.

Project objectives are normally not formulated in terms of follow-up. To smooth the progress of result-based management, more efforts should be made to specify expected project results in terms that are possible to follow up. Indicators that define desired performance should be defined.

To facilitate follow-up of gender issues, it would be useful to develop more practical and comprehensible indicators.

9. Transfer of funds

It should be further investigated if normal bank transfers can be utilised to a greater extent. Naturally, the costs and losses for such transfers have to be estimated and put in relation to the gains in terms of security etc.

10. Cost comparisons

As stated in Chapter 7, the relation between the Sida and the achieved results should be subject to concern. As a separate activity it is recommended that more systematic cost comparisons be made with other Sida funded programmes.

Appendix 1

Terms of Reference

Terms of Reference for the evaluation of the programme “NGO-cooperation with Belarus” implemented by Forum Syd

1 BACKGROUND

In 1998 a new Sida-financed programme aimed at developing the co-operation between Swedish and Belarusian NGO:s was launched with Forum Syd as co-ordinator. When the first phase was concluded in 1999, Sida decided to continue the programme during two more years. In total, an amount of SEK 21,6 million has been set aside for the programme out of which SEK 15 million for NGO:s and SEK 6,1 million for administration and information activities. During the course of the project, Forum Syd and Sida have approved approximately one hundred NGO-projects (including the decisions taken in 2000).

Usually, the NGO-cooperation projects in other parts of Central and Eastern Europe are financed up to 80% by Sida. In the case of Belarus, Sida covers 100% of the project costs. There were two reasons for the 100% cost coverage:

1. In 1998 very few contacts had been established between Swedish and Belarusian NGO:s
2. NGO-development was seen as a very important component in the strengthening of civil society and democracy in Belarus.

2 PURPOSE AND SCOPE OF THE EVALUATION

The purpose of the evaluation is to assess the results attained through the programme to Sida and provide a basis for planning and further decisions on NGO-cooperation with Belarus.

The evaluation should focus on the programme's results in Belarus as well as its cost-effectiveness and relevance considering the prevailing situation in Belarus. The evaluation should complement Sida's existing information on the programme and result in recommendations for a possible continuation of the programme.

3 THE ASSIGNMENT

The issues to be covered and discussed in the evaluation are the following:

- *An overview of the co-operation:* What results have been achieved? To what extent have the objectives of the programme as a whole been fulfilled considering the overall objectives for the Swedish development co-operation with Belarus?
- *Objectives:* Are the objectives of the different NGO-projects well formulated and reasonable? What are the main obstacles encountered in the co-operation? How have the projects been formulated, executed and followed-up? Is there a clear correlation between problems, objectives and expected results?
- *Effects:* What are the main effects of the projects on the Belarusian organizations? Are the projects relevant in the Belarusian context? How relevant is the Swedish competence from the Belarusian organizations' point of view? Do the Belarusian NGO:s have the capacity to build on the experiences of the Swedish organizations and develop into sustainable organizations in the long run? Is there a risk that they might become increasingly dependent on foreign support? How is the Swedish support co-ordinated with support from other donors?

- *Cost-effectiveness*: Have the administrative costs been kept at an acceptable level? Is the relation between the amount of funding from Sida and the achieved results reasonable? How has Forum Syd fulfilled its obligations in terms of selecting, administrating and following up the projects?
- *Gender equality*: How has the co-operation been related to gender equality? Have gender issues been taken into consideration when formulating and conducting the projects?

The consultants should, based on the findings of the evaluation, give recommendations on how the Swedish support ought to be continued and/ or phased out. Special attention should be paid to the prospects of increased cost-sharing by the participating organizations in the future.

4 METHODOLOGY AND TIME SCHEDULE

The study should focus on the qualitative aspects of the programme. The consultants should gather information from e.g Forum Syd and its representatives in Minsk, the UNDP, the participating Belarusian organizations and Sida through written documentation (project proposals, Sida decisions, contracts, reports, internal evaluations etc), questionnaires and interviews.

It is estimated that the assignment will require a total of 20 working days and one additional day for travelling to and from Belarus.

5 REPORTING

The evaluation report shall be written in English and not exceed 15 pages, excluding annexes. Two copies of the draft report shall be submitted to Sida no later than 30 April 2001. Within four weeks after receiving Sida's comments on the draft report, a final version in two copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The consultant shall, in connection with the report, submit a manuscript to Sida Evaluations Newsletter and complete Sida's Evaluations Data Work Sheet

Appendix 2

Organisations contacted in Belarus

NGO:s

- Belarus Social Democratic Youth (Partner: SSU),
- Next Stop New Life (Partner: PeaceQuest)
- Association for Civic Education
- Center for Social Innovations (Partner: Humlorna),
- Kalegium, (Partner: RNS)
- RADA (Partner: LSU)
- EcoHome (Partner: Svensk Polska Miljöföreningen),
- Viasna 96 (Partner: Svenska Freds),
- Lambda (Partner: RFSL).

Undp

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- 01/03 Tackling Turmoil of Transition. An Evaluation of Lessons from Vietnam-Sweden Health Cooperation 1994 to 2000.** Alf Morten Jerve, Gunilla Krantz, Pham Bich San, Paul Spivey, Tran Tuan, Claes Örtendahl.
Department for Democracy and Social Development
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- 01/04:1 Learning from Experience. Evaluation of UNICEF's Water and Environmental Sanitation Programme in India, 1996–1998. Annexes.** Pete Kolsky, Erich Bauman, Ramesh Bhatia, John Chilton, Christine van Wijk.
Department for Natural Resources and the Environment
- 01/05 Resource Centre for Panchayat Training and Democratic Processes.** Nirmala Buch, Rukmini Rao.
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- 01/06 Sida's Contribution to Humanitarian Mine Action. Final report.** Göran Andersson, Kristian Berg Harpviken, Ananda S. Millard, Kjell Erling Kjellman, Arne Strand
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