

Swedish NGO Foundation for Human Rights

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Sida Evaluation 98/37

**Department for Democracy and
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Executive Summary

The Swedish NGO Foundation for Human Rights was established in 1991 by six Swedish NGOs. The object of the Foundation is to supplement the work of the founder organisations and that of Sida in support of democracy and human rights. Sida has since 1992 financed approximately 90 per cent of the Foundation's activities.

The greater part of the Foundation's activities is development co-operation with human rights organisations in developing countries. Part of the activities is directed towards the Swedish society. These activities comprise information, education and influencing of public opinion.

The overall objective of this evaluation, commissioned by Sida, is to give Sida and the Foundation a more profound and analytical understanding of the role and tasks of the Foundation and to give Sida a basis for its consideration of possible future support to the Foundation.

The evaluation is based on the study of documentation, interviews with former and present staff and board members and a field study in Kenya and Uganda.

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The evaluators conclude that the Foundation, on the whole, has done an excellent job in identifying useful NGO partners for development co-operation. It has monitored the projects adequately, often in an exemplary fashion, both in relation to accounting and in relation to content.

The Foundation and its partners have close relations, based on a shared vision, mutual confidence and an on-going dialogue. This dialogue has i.a. given the Foundation new and increased knowledge on the activities of human rights organisations at the grass root level. It has also helped to establish an important network of new human rights organisations and to facilitate contacts and exchange between them.

However, due to the replacement of several staff members in a short period of time, the Foundation at present lacks the capacity and competence to do much more than administer the projects already receiving support.

The Foundation must, in consultation with its founder organisations, decide on what it wants to concentrate its limited resources. There has already occurred, with the support of the founder organisations, a considerable shift in resources to activities in Sweden, rather than to monitoring development co-operation projects.

According to its plan for the next three years the Foundation will adopt a more thematic approach, concentrating on women's rights and the interface between civil and political rights and social, economic and cultural rights.

If this shift in emphasis entails it support to projects in countries other than those it is already involved in, the evaluators do not consider that it should be encouraged.

The Foundation has adopted a very good gender policy including guidelines for its implementation, but the evaluators have seen hardly any evidence that the policy or the guidelines are pursued. The available documentation and the interviews do not form a sufficient basis for an analysis of the projects and programmes supported from a gender perspective.

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The evaluation includes a discussion on possible future models for work and their implications for the capacity and competence of the Foundation.

It is up to the Board to decide on the future tasks of the Foundation, and it is up to Sida to decide which of the Foundation's activities it will finance.

The evaluation stresses, however, that development co-operation and activities in Sweden complement one another. Through involvement in concrete development co-operation projects, the Foundation gathers and maintains its knowledge of practical aid problems in the human rights area and the human rights concerns and priorities of different countries/regions and develops its networks. This in turn gives it the competence - and so the legitimacy - to inform and influence the Swedish debate on development co-operation and human rights.

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The specific conclusions and recommendations of the evaluation can be found in section C, Conclusions and Recommendations, at the end of this report.

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Background

The Swedish NGO Foundation for Human Rights was established in 1991 by the Swedish section of Amnesty International, Diakonia, Church of Sweden Aid, Church of Sweden Mission, the Swedish Red Cross and Swedish Save the Children.

The Foundation is a politically and religiously independent, non-profit organisation. The object of the organisation is to supplement the work of the founder organisations and that of Sida in support of democracy and human rights.

The greater part of the Foundation's activities is development co-operation with human rights organisations in developing countries. It concentrates on grass roots activist organisations and supports a wide range of human rights projects and programmes, i.a. information on human rights violations, legal advice, training of paralegals, women's rights projects. Up to now the Foundation has had a geographical concentration on Africa, the Caribbean and Latin America. According to its plan for the next three years the Foundation will adopt a more thematic approach, concentrating on women's rights and the interface between civil and political rights and social, economic and cultural rights.

Part of the activities are directed towards the Swedish society. These activities comprise information, education and influencing of public opinion.

Sida has since 1992 financed approximately 90 per cent of the Foundation's activities.

The co-operation between Sida and the Foundation is based on mutual respect and a continuous dialogue on the contents and orientation of the activities financed by Sida and on the use of funds, reports and results.

Considering the increased political focus on democracy and human rights, Sida finds it increasingly important to identify suitable organisations for supporting projects and programmes in this area. In order to deepen its knowledge of the activities of these organisations Sida needs to evaluate their achievements.

In the light of these facts Sida has decided to make an evaluation of the activities of the Foundation.

The Mission

The overall objective of the evaluation is to give Sida and the Foundation a more profound and analytical understanding of the role and tasks of the Foundation and to give Sida a basis for its consideration of possible future support to the Foundation.

Primarily, the evaluation shall assess the Foundation's relations to its partner organisations in the developing countries as regards the relevance of the programmes, the impact of the support, costs and sustainability.

Secondly, the evaluation shall assess the competence, capacity and costs of the Foundation to plan, implement and monitor such programmes and projects in the developing countries.

The evaluation shall include a gender analysis and as far as possible assess the relevance and impact of the programmes from a gender perspective.

A field study in two African countries shall be included in the evaluation, and the evaluators shall interview representatives of the Foundation's partner organisations in these countries.

Sida has commissioned a team of four consultants to make this evaluation. The members of the team are: Eva Åhlström, generalist and team leader, Iain Cameron, reader in international law, Kristina Flodman Becker, economist, and Anna-Karin Lindblom, research student in international law.

(Annex 1: Terms of Reference)

Methods

The evaluation has been made in two stages. An Inception Report was presented to Sida and the Foundation in June 1998, after preliminary studies of available documents and interviews with some staff members of the Foundation and the responsible programme officer at Sida.

In the Inception Report the team presented a more detailed plan for the main study and a more definite time schedule. The report also included a proposal for countries and organisations to be visited in the field study.

After the approval of the Inception Report by Sida and the Foundation, the main study was made in September-October 1998.

The evaluation is based on studies of relevant documents, interviews and a field study in Kenya and Uganda.

Documentation

The team has studied i.a.

- annual reports,
- agreements with Sida,
- agreements with partner organisations,
- all available project documentation on Kenya and Uganda, and a sample of project documentation from other countries – applications, memoranda and reports, correspondence with the partners, travel reports,
- minutes from meetings with the Board,
- minutes from meetings with the International Council,
- minutes from meetings with the Working Group on Women,
- financial reports, income statements, balance sheets and accounts
- MR Info and other information material published by the Foundation.

Interviews

Interviews have been made with seven former and present members of the Board, all the present staff and most of the former staff, two members of the International Council and several programme officers and former programme officers at Sida.

(Annex 2: Persons interviewed in/from Sweden)

Field Study

A field study was made in Kenya and Uganda. The countries were chosen in consultation with the Foundation.

One reason for this choice was that in Kenya and Uganda the evaluators could meet with organisations supported by the Foundation for a long time, in two countries with very different political contexts. In addition, in Kenya the Foundation supports organisations in different stages of institutional development and projects within a wide range of human rights activities. And in Uganda one of the organisations has managed better than most to spread its activities to various parts of the country.

In the limited time available for the field study it would have been difficult to study in any other African country as many relevant aspects of the activities of the Foundation as in Kenya and Uganda. It is also relatively easy to travel between the two countries.

(Annex 3: Organisations visited and persons interviewed in Kenya and Uganda)

The team has, as far as possible, worked in accordance with generally accepted evaluation methods, as presented in several Sida documents, and more specifically with the methods for evaluation of democracy and human rights projects as described in the memorandum "Metodik för utvärdering och lärande i Utvecklingssamarbetet inom demokrati och mänskliga rättigheter" 18 March 1998.

We should note that we have been careful to take into account the fact that the LFA approach in its refined form is relatively new. It is not, therefore, appropriate to use it as a basis for criticising the Foundation's consideration of projects in the past. On the other hand, the basic approach to the process of project approval, i.e. a determination of relevance, conditions and risks, feasibility and sustainability may be applied, as this has been standard development co-operation policy for a number of years.

A. Description

The Swedish NGO Foundation for Human Rights 1992-1998

A 1. Who founded it, when and why?

The initiative to create a new Swedish NGO in the field of human rights came from some of the leading persons in three of the founder organisations – the Swedish Red Cross, the Swedish Section of Amnesty International and the Swedish Save the Children.

At first they wanted to create an Institute for Human Rights, similar to the institutes in Denmark, Finland and Norway. However, the existence of the Raoul Wallenberg Institute made it natural to seek another form of organisation. The RWI was mainly working with education and research in humanitarian law, and the intention was not to compete in this field but to increase the general interest in human rights in Sweden.

Although Sida supported a limited number of human rights activities implemented by NGOs, at the time there was no government or Sida policy for supporting democracy and human rights. Sida was therefore interested in the co-ordination of organisations which were active in the field of human rights.

A working group was formed. Diakonia, Church of Sweden Aid and Church of Sweden Mission were invited to take part in the further discussions, and Lars Ronnås was commissioned by the group to suggest regulations for the new organisation and to write an application to Sida for support.

The result was the creation of the Swedish NGO Foundation for Human Rights in 1991, with the six organisations as founders – the Swedish Section of Amnesty International, the Swedish Red Cross and the Swedish Save the Children, Diakonia, Church of Sweden Aid and Church of Sweden Mission.

The first secretary general, Birgitta Berggren, was recruited, and she participated in the recruitment of three staff members.

A 2. Objectives and aims

It was agreed that the Foundation should have a double objective, using the internationally agreed standards contained in the international conventions on civil and political rights and on economic, social and cultural rights as starting points.

The Foundation should

- (a) support human rights groups / organisations in developing countries and
- (b) promote the interest in human rights in the Swedish society by education, information and influencing of public opinion.

The Guidelines for the Foundation, adopted by the Board 28 April 1993, stipulate (our translation):

"In the third world the Foundation shall co-operate with organisations and individuals who work for human rights. This can mainly be achieved by institutional or programme support. Support from the Foundation can also include scholarships and contributions to seminars, studies and documentation."

"The Foundation shall support co-ordination and exchange of experience between organisations in the South, nationally as well as regionally and globally."

"In Sweden the Foundation shall work with information and influencing of public opinion related to concrete activities for human rights. The Foundation shall strive to make human rights education obtainable."

In the first discussions between the founders the two objectives had received more or less the same emphasis. However, the bulk of the finances were provided by Sida, since the founders were not prepared to contribute more than a minor share of the Foundation's budget. This, and the fact that the staff was mainly experienced in development co-operation, resulted in a strong predominance for development co-operation and less emphasis on activities in Sweden.

The founders all regarded the Foundation as a complement to their own activities. Since these activities differ, they needed somewhat different complements. This has lead to a continuous discussion on the priorities of the Foundation (see below, B1, Relations to the Founders).

A 3. Agreement with Sida

The first agreement with Sida was signed 26 September 1991. According to this Sida contributed SEK 7 million to the activities of the Foundation, with the restriction that

the grants "shall be used in developing countries, not in Eastern Europe, the Soviet Union or the Baltic countries".

After that co-operation between Sida and the Foundation has been regulated in yearly agreements, which have been more or less identical. The later agreements have been somewhat shorter, referring to the former agreements, and the paragraph restricting Sida funding to developing countries has been omitted (see below, B2, Relations to Sida).

A 4. Activities

4. 1 Development Co-operation in the field of human rights

According to the Guidelines for the activities of the Foundation

" The Foundation's development co-operation shall primarily aim at supporting organisations and individuals working with human rights issues in their own society. The idealistic popular movement character of an organisation should be encouraged, and so should popular participation in the programme activities of the partner organisation. Priority should be given to organisations which play, or can be expected to play, a leading and co-ordinating role.

The Foundation shall try to obtain a long-term co-operation. The co-operation shall have a strong element of dialogue. The Foundation shall support organisations which can complement each other nationally.

Support can also be given to studies and inquiries with the aim of making the development of human rights progress. The Foundation shall encourage new approaches and can support unconventional initiatives.

During the first years of activity the Foundation shall concentrate its support to Africa and the Caribbean, where it should give basic support to organisations which are in the process of establishing, and which can be expected to be able to play an important part in the development of human rights in their own societies.

In Asia and Latin America the Foundation shall concentrate its efforts to a few countries. The Foundation should use the competence of existing organisations in these parts of the world and support co-ordination and exchange of experience between organisations in the South, nationally as well as regionally and globally." (from the Guidelines adopted by the Board 28 April 1993, our translation),

The host countries chosen were not selected at random, but on the basis of the expertise and interests of the staff. This contributed to the geographical concentration to Africa. Over the years 66.5 % of the funds for development co-operation have been used in Africa, 3.1 % in Asia, 9.6 % in the Caribbean, 12.6 % in Latin America and 8.2 % for other projects.

(Table III, Geographical distribution of supported projects and contributions 1991/92-1998, and Table IV, Geographical distribution of supported projects 1991/92-1998)

Up to 13 August 1998 the Foundation has supported projects and organisations in 27 different countries, 18 in Africa, 1 in Asia (Burma), 4 in the Caribbean and 4 in

Latin America. The total funding paid out up to 31 December 1997 is slightly over 28 MSEK.

The organisations supported all work with human rights in one form or another. Most of the organisations supported have human rights as their main or only activity. Within the field of human rights, the majority of organisations supported appear to cover a wide spectrum of different rights, whereas a few specialise in a particular group e.g. women's rights or indigenous peoples' rights.

We have attempted to identify the Foundation's expenditure on different types of projects and organisations. We stress that our comments here are of a general nature. Although the Foundation has produced summaries of project contributions at least annually that note whether the item is organisational support or a project, several items involve both general organisational support and support for a specific project.

Checking the exact breakdown of expenditure for all project contributions would involve looking at all the individual project files, which would take time. Similarly, it is not possible to identify the exact breakdown of expenditure on the different types of project identified without studying all the individual files, as certain types of project can involve overlapping areas, e.g. human rights educational activities directed at a professional group and paralegal training. We also consider such a detailed investigation to be unnecessary in the present evaluation, as certain basic conclusions can be drawn relatively easily. All the figures below are up to 31 December 1997.

The first basic conclusion is that general organisational support is the largest single item of expenditure, amounting to in excess of 8 MSEK. As for the types of project supported, these can be systematised in the following way:

- (1) distribution and production of documents and legal bulletins
- (2) legal aid
- (3) human rights monitoring
- (4) organisation of conferences on human rights
- (5) other human rights educational and informational activities
- (6) paralegal training
- (7) national campaigns on human rights issues
- (8) travel costs and study visits
- (9) human rights studies
- (10) international campaigns
- (11) purchase of vehicles

In terms of numbers, the largest number of expenditure items is grants made for travel to conferences, meetings and study visits (21 projects emanating from African countries, 1 from Burma, 2 from Latin American countries and 2 from Caribbean countries). The total sum spent on travel grants amounts to ca 2.5 MSEK.

In terms of total expenditure, the largest item is (5), human rights educational and informational activities other than the organisation of conferences which amounts to nearly 8 MSEK.

There can also be overlap between this item and, e.g., items 1 (ca 1.5M), 4 (ca 1.6M), 6 (ca 800,000) and 7 (ca 160,000). Thus, a very large part of the Foundation's expenditure goes to human rights education and information directed towards both particular groups in project countries and to the public in project countries as a whole. (Item 9, human rights studies, ca 600,000, usually appears to be directed at an international public). Another large single item is 2, legal aid (3.5M).

Every project application, whether approved or rejected, is identified by a project number, and every project, regardless of size or amount of support, is analysed in a project memorandum. Some projects are also discussed informally with members of the International Council or other authorities, before they are presented for decision by the Board or the Secretary General.

Lists of on-going, completed and rejected projects are compiled and periodically updated.

4.2. Activities in Sweden

According to its Guidelines the Foundation works in Sweden with "information and influencing of public opinion related to concrete activities for human rights. The Foundation shall strive to make human rights education obtainable."

It should be noted that an assessment of the Foundation's activities in Sweden is not included in the terms of reference of this evaluation. They are described here mainly to complete the overall picture of the Foundation's work.

The costs for the activities in Sweden amount to only a few per cent of the total budget. The exact figures cannot easily be derived from the present accounts, but from 1999 the cost centres will be modified and further specified in order to provide a clearer picture of the operations of the Foundation (see below, Financial analysis).

As will be seen from the following, there has been a continuous discussion in the Board as to the relations between development co-operation and activities in Sweden. There have also been discussions on what these activities should include and how they should be organised.

4.2.1 Education

There has been a general agreement, however, on the need for human rights education. Because of its limited resources the Foundation has aimed at providing such education in collaboration with other educational institutions.

After investigating various possibilities, the Foundation has found a partner in the Theological High School in Stockholm. The first regular course (40 points) started in 1997, and when the latest course started in the autumn of 1998, the number of applicants had risen considerably.

A number of seminars for journalists were arranged during the first years. They were well attended, but for various reasons they were not continued.

The Foundation regularly arranges shorter courses (4 days) in human rights for staff of the founder organisations and, latterly, also from other Swedish NGOs. The demand for these courses is expected to rise with the increased interest for human rights in Swedish development co-operation. Recently the Foundation has also been commissioned by Sida to arrange basic human rights courses for Sida officers.

Some lectures at these courses are given by the Foundation's staff, but most of the lecturers are called in from a network of human rights lecturers which has been established by the Foundation.

4.2.2 Information

The Foundation edits a newsletter, MR-Info (Human Rights Information), on current events in the field of human rights. The newsletter is published "when there is enough material for a new issue", which so far has been approximately every second month.

MR Info is distributed, free of charge, to the founder organisations and other organisations engaged in development co-operation and/or human rights, members of parliament, journalists, teachers and individuals who ask for it. The circulation increases slowly but steadily, and it is at present 1 300 copies.

Other information material has been published on an ad hoc basis.

Participation in meetings, courses, seminars etc arranged by other organisations is another part of the Foundation's activities, and a part which has grown rapidly over the last year.

One reason for the growing interest in human rights information from the Foundation is the increasing stress on human rights in Swedish development co-operation. Another reason is that 1998 is the 50th anniversary of the Universal Declaration of the Human Rights and various activities are organised in connection with this anniversary. But the main reason seems to be the new secretary general, who is a well-known debater, and who is also very interested in information and discussions in the field of human rights. The demands on her participation in various activities all over the country also put new demands on the rest of the staff.

4.2.3 Influencing public opinion

All the activities of the Foundation can be said to form part of its efforts to influence public opinion. There are, however, few examples of more specific lobbying or campaigns.

The Foundation has taken action in some refugee matters, and one successful example has been mentioned in several interviews. When the Swedish government decided to send back refugees to Peru, the Foundation protested and commissioned the lawyer Christian Åhlund to investigate what happened to these refugees when they returned to Peru. His report attracted much attention and contributed, together with other protests, to the government's decision to stop sending refugees back to Peru. Considerable efforts have also been made to influence the government's actions in the UN, especially as regards human rights in Colombia.

4.3 Gender perspective

Right from the start the Foundation stressed the gender perspective. In the Guidelines, adopted by the board 28 April 1993, it was stated that all activities supported by the Foundation should include a gender perspective. At this time, two years before the UN Women's Conference in Beijing, there was no general discussion on gender equality as a condition for development. It is obvious that at that time the staff and/or the board of the Foundation demonstrated greater gender awareness than most other NGOs receiving funds from Sida.

Some of the early projects supported by the Foundation were women's projects, e.g. in South Africa and Zimbabwe. Even if we have not studied them in detail we assume that these projects have contributed in the long process of promoting women's rights.

However, there are no, or very limited, records of any systematic gender analysis or stream-lining of the regular projects and programmes (see below, section B 3.2)

4.3.1 Working Group on Women

In 1993 the Board set up a special Working Group on Women with representatives from all the member organisations. Margareta Wadstein has been the chairperson from the start.

We have found minutes from six meetings with the working group 1993-1995. At the first meeting the member organisations presented their work on gender issues, and the group decided to develop a double gender strategy, i.e. support women's organisations and make sure that all the partner organisations have a gender perspective.

At the other five meetings most of the time was devoted to preparations for the participation in the United Nations Women's Conference in Beijing. Members of the group participated in the official Swedish preparations for the Conference and also in the Swedish NGO coalition participating in the NGO Forum in Beijing. One member of the Foundation's International Council participated in one of the regional preparatory meetings in Dakar November 1994.

As part of the preparations for the Conference the Foundation, in co-operation with three of the member organisations – Amnesty, Save the Children and the Swedish Red Cross, arranged a seminar for journalists where some of the group members participated. They also wrote a number of articles about their expectations on the Conference.

The Foundation sponsored the participation in the Beijing NGO Forum of six African women from women's organisations supported by the Foundation. They also held a workshop on women's rights at the Forum.

The participation in the Women's Conference was very much appreciated by the organisations as well as by the working group.

However, the work entailed in this project seems to have been a little too much for the working group, which has had very few meetings since then and hardly any other activities.

The evaluation, however, already has had an impact on the work of the Foundation. When the evaluators started asking questions about the gender policy and the working group on women, the new secretary general decided to call a meeting with the group in October 1998.

4.3.2 Gender policy

The working group prepared a gender policy, which was adopted by the board 2 February 1995. It is a comprehensive policy, including guidelines for the Foundation's work in the short run and the long run.

According to the policy the main strategy of the Foundation should be to mainstream a gender perspective into all projects and programmes supported by the Foundation. As a complement to the main strategy special women's projects should be supported if and when they are needed in order to correct imbalances between women and men. The policy also makes women's and girls' rights a priority in the work of the Foundation.

The guidelines stress the importance of identifying the target group and formulating the expected effects on the target group.

(Annex 5, Gender Policy: Strategi för MR-fondens arbete med inriktning på kvinnors rättigheter).

We have, however, seen very little evidence that the gender policy has actually been used (see below, section B 3.2).

A 5. Funding

Between 1990/91 and 1998, the Foundation has been financed by Sida and its six founder organisations, the Swedish Red Cross, the Swedish Save the Children Fund, the Church of Sweden Aid, the Church of Sweden Mission, Diakonia and Swedish Amnesty International.

The total contribution on a budget year basis is presented in Table I. Between 1990/91 and 1998 Sida and the founder organisations have contributed a total of 83.3 MSEK. The yearly contribution increased from 7.3 MSEK in 1991/92 to almost 12 MSEK in 1993/94, and since then remained at approximately the same level.

Sida and the Church of Sweden Mission were the first contributors in 1990/91. The initial Sida contribution of 400 000 SEK was used for the establishment of the offices of the Foundation. Thereafter, Sida has been by far the largest financier with almost 72 MSEK between 1991/92 and 1998, being almost 92 % of the total contributions.

Swedish Amnesty International only contributed to the budget of 1991/92 with the amount of 50 000 SEK. The remaining founders have made contributions on a yearly basis.

Taking into account additional as well as reimbursed funds, Sida and all the founder organisations have in total contributed 78.174 MSEK between 1991/92 and 1998. The total allocations between 1991/92 and 1998 are presented in Table II.

(Table I, Total financial contributions on a budget year basis 1990/91 – 1998)

(Table II, Total financial contributions 1991/92 - 1998)

Recently the Board has decided to gradually increase the founder organisations' share of the Foundation's budget to 20 %, in order to be less dependent on Sida and to be able to increase the Foundation's activities in Sweden

A 6. The Board

The Board of the Foundation consists of representatives of the founder organisations. Each organisation elects one representative and one deputy. The Board member from Amnesty International, however, is not seen as a representative of the organisation but elected in his/her own capacity.

Since 1997 the Church of Sweden elects one member of the Board and one deputy. Before that the Church of Sweden Aid and the Church of Sweden Mission were two separate organisations, and they each had one Board member and one deputy.

In 1993 Margareta Wadstein, at present serving as Discrimination Ombudsman, was elected member of the Board, in her personal capacity. She is a jurist who has i.a. been a member of the United Nations committee monitoring the Convention on the Elimination of all forms of Discrimination Against Women. In the Board she has mainly been working with gender issues, and she has led the special Working Group on Women.

The periods of service of the Board members have varied from one to five years, according to the decisions of their organisations.

The founder organisations take turns in chairing the Board, which means that for a certain period one of the founder organisations takes on a greater responsibility for the activities of the Foundation. The periods of service of the chairpersons have also varied, from six months to two years.

Since the establishment of the Foundation the chairpersons have been:

Thomas Hammarberg	Save the Children	920101 – 920630
Margaretha Ringström	Church of Sweden Aid	920701 – 930922
Karl-Axel Elmquist	Diakonia	930923 – 941024
Jesús Alcalá	Amnesty International	941025 – 960313
Alfhild Petré	Save the Children	960314 – 980309
Bo Forsberg	Diakonia	980310 –

The number of meetings has varied over time. During the first years there was more need for frequent meetings than later, when the main policies and guidelines had been decided. Today the Board normally meets 6-8 times a year.

The frequency of Board meetings during 1997 and 1998 can be explained by the discussions between the Board and the secretariat on the role and functions of the Board

followed by the period of instability caused by the resignations of the secretary general and the senior programme officer.

The Board decides mainly on policy and other matters of principle, and of course on the yearly budgets and work plans. As to decisions on support for projects and programmes there is a financial limit: projects with a total cost of less than 200 000 SEK can be approved by the secretary general, while more expensive projects must be approved (or rejected) by the Board. The Board has recently decided to raise the limit to 300 000 SEK.

Matters of principle are normally discussed by the Board, even though the total cost may be less than the agreed limit.

As a consequence of the discussion on the possibilities of increasing the financial contributions of the founders there has also been some discussion on the possibilities of increasing the number of founders by one or two organisations. But so far no contacts have been taken with other organisations.

The role of the Board and its members in relation to their organisations and to the secretariat of the Foundation is discussed below (section B 1.3).

A 7. The Secretariat

7.1 Staff

When the Foundation was established, it had a staff of four persons. 1998 the Foundation has seven employees sharing six full time positions and one project position (for the Human Rights Year 1998). One of the employees works part time, and this has made it possible to add a consultant with the task of improving the routines for accounting for development co-operation projects.

The first secretary general was recruited in 1991, and then she participated in the recruitment of three colleagues – one for development co-operation, one for education and information, and one for personnel and economy administration.

This staff had considerable experience from handling development projects and programmes in Sida and NGOs engaged in development co-operation, and there was a concentration on development co-operation in the activities of the Foundation. This concentration was accentuated by the fact that the secretary general and the education/information officer also were responsible for development co-operation with some partner organisations.

In 1995 an administrative assistant was employed, and soon she started working part time as a programme officer and part time as an assistant.

The personnel and economy administrator has been on leave of absence twice during the period 1993-96, and has been temporarily replaced. The education/information officer has leave of absence for three years from August 1996 and has also had temporary replacements.

As a result of the internal evaluation of the Foundation (see below, section A 9), the Board decided to create a new post for a jurist, and in October 1996 a legal and programme officer was employed. She kept her post until December 1997 but was on leave of absence for the last year. After two temporary replacements the present legal and programme officer was employed in May 1998.

Despite these, more or less temporary, changes the staff situation seemed very stable until the summer 1997, when the secretary general and the senior programme officer gave in their notice more or less simultaneously. They are both highly qualified and experienced programme officers, they had served in the Secretariat from the establishment of the Foundation, and they are responsible for much of the identification of the organisations and projects/programmes supported by the Foundation.

The new secretary general Anita Klum is also highly qualified and experienced, but mainly in the field of human rights. Both she and the new programme officer will need time to gain the necessary experience of development co-operation.

In September 1998, ca 2.55 posts were on paper devoted to development co-operation. All former and present staff members, their tasks and periods of service are listed in Annex 4. The diagram gives a clear picture of the stability over the first five years and the many more or less simultaneous changes of staff in 1997 and 1998.

(Annex 4, List of staff members 1992-98 and periods of employment)

The competence and capacity of the Secretariat is discussed below (section B 4)

7.2 Administration

The secretary general was used to the administrative routines of Sida and made a point of creating well functioning and transparent systems for archives, accounts etc.

Project documentation, minutes from Board and other meetings, correspondence etc can easily be found in the archives. Every staff member has a file, where policy papers, guidelines and checklists for project management have been compiled (with the exception of the gender policy, see below section B 7).

The Board meetings are well prepared, and the members of the Board receive the agenda and the relevant documentation well in advance. The Board and the International Council (see below) regularly receive information on current issues.

The staff has more or less regular meetings for planning and follow-up of activities. Much information has been passed on informally between staff members. In a time of change it has become increasingly important to find routines for the spreading of information, in order to ensure the participation of the whole staff.

A 8. The International Council

The International Council is an advisory group, at present made up of six experienced and well-known human rights experts from various countries and backgrounds.

The International Council is a reflection of the partnership ideology. At least some other organisations have similar bodies (e.g. there is an advisory council to the Canadian International Centre for Human Rights and Democratic Development).

The Council gives advice on the human rights situation and interesting trends in different regions, and it is consulted by the Foundation especially in connection with the selection of new partners.

The members of the International Council are elected by the Board, after suggestions from the Secretariat. The members were selected on the basis of their personal

competence, not as representatives of any groups or organisations. The term of appointment is expected to be six years.

The International Council meets every 18 months. Every second meeting is held in Stockholm and every second meeting in one of the countries where the Foundation is engaged in development co-operation. Some members of the Board usually participate in the meetings of the Council.

Between the meetings the members of the Council are informed more or less regularly by the Secretary General of the activities of the Foundation. Some of them have regular personal contacts with the Foundation's partner organisations in their countries and/or regions. And they are consulted on an ad hoc basis by the Secretariat about specific projects. On at least one occasion a member of the Council has accompanied a programme officer from the Foundation in a field visit.

They are also occasionally asked to present papers on current issues. The new secretary general has e.g. asked each member of the Council to present a paper on the human rights situation and trends in his or her region. These papers will then form one part of departure for the coming discussions on the Foundation's strategies for the future. (The papers were being finished at the time of the evaluation, but they have not been available to the team.)

Members of the Foundation's Board, however, hardly ever contact members of the International Council between the regular meetings. Nor do the staff of the founder organisations.

The present members of the International Council and a table of the costs are presented in Annex 5. It may be questioned whether the advice of the Council justifies the relatively high costs for its meetings. However, for a small Swedish organisation it is valuable to have some international references, and especially in the identification of new partners the Council has played an important role. The importance in this respect is likely to decrease as the Foundation itself becomes better known and acquires other contacts. On the other hand, the intended increase in focus on economic, social and cultural (ESC) rights will probably entail an increased demand for advice from the International Council (see below, section B 4.2).

A 9. Internal evaluation 1995

In 1995 the Secretariat initiated an evaluation of the Foundation's activities. The evaluation was made by the consultant Kjell Kampe, and his report "MR-fonden – Quo Vadis?" was presented at the yearly conference of the Foundation in December 1995.

The evaluation was based on a workshop with the Board of the Foundation, two inquiries, one directed to programme officers in the founder organisations and one directed to the founder organisations as such, and a field visit to Egypt.

One of the main conclusions of Kampe's evaluation was that the role and functions of the Board in relation to the Secretariat as well as the founder organisations must be discussed and clarified. Whereas the Board and the Secretary General

now appear to have reached a *modus vivendi*, the members of the Board have still not fully agreed on the role and functions of the Foundation in relation to their own organisations (see below, section B.1).

Kampe suggested that a new post be created at the Secretariat in order to facilitate an increase of the Foundation's activities in Sweden, which had been decided by the Board. This recommendation resulted in the creation of a new post as legal and programme officer.

As regards development co-operation the evaluator did not suggest any changes. He recommended, however, a closer co-operation between the Foundation and the founder organisation, especially in Africa. So far there has been little response to this recommendation.

At the time of the evaluation Sida had been instructed by the government to suggest a new policy and a new organisation for future development co-operation in the field of democracy and human rights. The evaluator recommended the Board of the Foundation and the founder organisations to discuss how their actions towards Sida could be co-ordinated. The new official policy has since then been adopted, and the present evaluation, commissioned by Sida, may be seen as an instrument to co-ordinate the activities of Sida and the Foundation. But it has hardly led to more co-ordinated actions from the Foundation and the founder organisations in their relations to Sida.

Kampe also discusses the financial dependence on Sida. As one means of increasing self-financing he recommends the Foundation to discuss the possibility of inviting some more Swedish NGOs to join as founders. The idea was rejected at the workshop with the Board, but, as noted above in section A 6, it has arisen again.

A 10. New strategies decided by the Board

Up to now the Foundation has had a geographical concentration on Africa, the Caribbean and Latin America. According to its plan for the years 1998-2000, the Foundation will adopt a more thematic approach, concentrating on women's rights and the interface between civil and political rights and social, economic and cultural rights.

A draft strategy has been presented to the Board, but there has, so far, been little discussion on how this new approach should be achieved. According to some of the persons interviewed the thematic approach will make it easier for the Foundation to extend its activities to new countries, while others mean that this wider approach makes it even more necessary to concentrate the activities geographically.

The implications of the thematic approach for the capacity and competence of the Foundation are discussed below, section B 4.

B. Analysis

B 1. Relations to the founders

1.1 Discussion on priorities

Since the establishment of the Foundation there has been an on-going discussion among the board members and their organisations on the priorities of the Foundation in relation to the activities of their organisations.

In all our interviews with former and present members of the Board we have asked the same questions about the prioritisation between development co-operation and the Foundation's activities in Sweden (education, information and lobbying). Their answers have varied considerably.

It seems that all the organisations have wanted the Foundation to be complementary to their own activities. There are two categories of organisations, with different expectations.

Diakonia, Save the Children and Church of Sweden Mission wanted more activities in Sweden, while Church of Sweden Aid, Swedish Red Cross and Amnesty International were more positive to the development co-operation activities of the Foundation.

Simply put, the founder organisations all lacked competence in either the field of development co-operation or the field of human rights.

Amnesty is only engaged peripherally in development co-operation and regarded the Foundation as a complement in this field. Church of Sweden Aid and Swedish Red Cross work mainly with disaster relief, which means that the development co-operation given by the Foundation could be seen as a complement. Church of Sweden Mission, Diakonia and Save the Children on the other hand, are mainly engaged in development co-operation (gradually becoming more focussed on human rights) and did not have the same enthusiasm for the Foundation to be active in the same field. They wanted the Foundation to supplement their activities in Sweden, by human rights education, information and lobbying. Or rather, they wanted the Foundation to supply human rights education and information which they needed as a basis for their own work. At the time when the Foundation started its work there was little or no human rights education in Sweden.

Even though nobody wants to talk about competition, it is obvious that the founders have not wanted the Foundation to be too active and attract too much attention at their expense. The risk that the Foundation is seen as a competitor increases with increasing competence in the founder organisations in the field of human rights. The changing focus of Save the Children from social welfare to advocacy of children's rights and the human rights education course started by the Swedish Red Cross are examples of this trend.

It should also be noted in this connection that if /when the board does not agree on the priorities, this naturally gives the staff, and especially the secretary general, greater freedom of action.

In the internal evaluation, made by Kjell Kampe in 1995, he recommends that the founder organisations discuss and clarify their level of ambition in relation to the work of the Foundation.

The Board has had several such discussions, and now there seems to be some consensus in the Board not to decrease the development co-operation from the Foundation but to increase activities in Sweden based on the experiences from this co-operation with partners in Africa, Latin America and the Caribbean. However, more generally the lack of agreement persists today, and it is likely to continue.

1.2 Financial contributions from the founders

Closely linked to the discussion on priorities is the discussion on the financial contributions from the founder organisations. As can be seen from the previous chapter, over the years slightly more than 90 per cent of the Foundation's budget has come from Sida and a little less than 10 per cent from the founders. This 10 per cent contribution is an average. Swedish Amnesty International does not contribute financially to the work of the Foundation, and Diakonia contributes less than the Church of Sweden organisations, Swedish Red Cross and Save the Children (see Tables I and II).

Despite the fact that Sida provided the bulk of the finances and intended it to be used mainly for development co-operation (see below, relations to Sida), there have been continuous demands from some of the founder organisations to increase the Foundation's activities in Sweden. Some of the Board members have not considered it necessary to use the Sida funds exclusively for development co-operation.

The present and former staff of the Foundation has stressed the restrictions implied in the agreement with Sida. In our interviews they have also pointed out that increased activities in Sweden, including the influencing of public opinion, will also at times mean criticising the Swedish government. In order to be trustworthy they find it necessary that these activities are financed by the founders and not by the government.

Recently the Board has decided to increase the founder organisations' share of the Foundation's budget to 20 per cent "in the long term" in order to be less dependent on Sida and to be able to increase the Foundation's activities in Sweden

They have, however, not decided how soon this long-term target should be reached. And they have not decided how the increased funding should be shared between the organisations. The Church of Sweden Aid/Church of Sweden Mission have already increased their share (or rather not decreased it after the merger of the two organisations).

1.3 The role of the Board

All the founder organisations are represented in the Board of the Foundation. The Board should be a link between the Foundation and the founders, and it should decide mainly on policy and other principal matters.

When the Foundation began its work the organisations were represented by their secretary generals or their equivalents. Some of them were those who had taken the initiative to the establishment of the Foundation. They were gradually replaced by representatives who had a less central position in their respective organisations and who did not always have the same strong support for their actions in the Board.

Some of the present and former members of the staff considered that the Board should function as a two-way channel of communication. The representative should explain to the staff of the Foundation the views of the founder organisation he or she represents. When the policy of the Foundation has been agreed, it is his or her job to explain and justify the activities of the Foundation to the founder organisation. When the representative does not have a central and important position in the founder organisation, he or she has difficulties in performing adequately either function. It is

particularly important that, once guidelines and priorities have been agreed in the Board, the staff of the Foundation are able to rely on these being in place for a reasonable period of time.

At times it has been difficult for the Foundation to get the necessary guidelines from the Board, and some members of the staff have described their frustration while waiting for decisions by the founder organisations. One of them said that it felt like being an orphan deserted by its parents.

On the other hand, some present and former members of the Board stressed the formal independence of the Foundation from the founder organisation and the fact that the Board is to govern the organisation, not the Secretary General. While the Board members are representatives of their organisations (except for Amnesty) it is they who have the formal legal responsibility for the Foundation. According to this view, the staff cannot demand from the representatives of the Board, information on how the founder organisations are working and their policies.

These problems have been discussed with the founder organisations and at least partly solved. The present members of the Board seem to be able to speak for their organisations. Here, however, one should note the reverse, albeit less serious, problem; that the representative in question has such a leading position in the founder organisation that he or she has insufficient time to devote to the work of the Foundation.

1.4 Co-operation in practice

From the start there has been an agreement between the Foundation and the founder organisations to co-ordinate their work in order to avoid competition and/or double-work, e.g. not co-operate with the same partners. This also seems to have functioned in practice. We have, however, heard of only one example of a partner being taken over by one of the founder organisations and no example of the reverse situation.

Despite this "division of labour" one could expect the staff of the Foundation and the staff of the founder organisations to have close contacts with each other. Even though they do not have the same partners, they work in the same countries and could be expected to share information and experiences. This, however, has not often been the case. There are some contacts and some meetings between programme officers working with Latin America, but there are no regular contacts between persons working with Africa. The main reason seems to be lack of time, but it would nevertheless be interesting to discuss the possibilities of improving co-operation arrangements.

We would also have expected representatives of the founder organisations to visit some of the Foundation's partner organisations in connection with visits to their own partners in the same countries, and vice versa. But as far as we have been able to find out, there have been no such visits.

The International Council is a resource which is highly appreciated by the staff of the Foundation, but apparently not by the founder organisations. The members of the council are consulted now and then by the staff, not only at the regular meetings, but also in relation to planned and on-going projects. When the International Council was established, it was also believed to be a resource for the founder organisations. But so far, with the exception of a few people, they have not consulted the International Council at all.

1.5 Conclusions:

* The Board (the founder organisations) must agree on what the Foundation should and should not do for at least three years at a time, in order to make the Foundation concentrate its limited resources to the prioritised tasks.

* This agreement must have the support of the staff of the Foundation and also of the founder organisations.

* The staff of the Foundation and the founder organisations should discuss the possibilities of increasing their contacts, practical co-operation and exchange of information and experience at all levels, in order to make the best use of the resources of all the organisations.

B 2. Relations to Sida

2.1 A welcome complement

When the idea of a Swedish Human Rights NGO was first discussed, and when the Foundation was established, Sida had no policy or guidelines for its own support to human rights activities. A few NGOs received Sida grants for humanitarian aid, which also could include some human rights activities, on an ad hoc basis, but there was very little co-ordination between these grants and Sida's own programmes or with the regular Sida grants to NGOs for development co-operation.

The first policy for Sida's work in the field of democracy and human rights was adopted in 1993. It was not very comprehensive, and it was mainly aimed at supporting the formal democratic structure. At the time Sida was reluctant to support civil society, since this could be seen as a politically sensitive interference in the internal affairs of other countries.

Sida therefore welcomed the initiative from six respected Swedish NGOs of creating a new organisation, specialised in human rights, which could identify and support human rights groups and organisations in developing countries. In addition to its special field of competence the Foundation had, in the eyes of Sida, the same advantage as other Sida-funded NGOs: it had other possibilities than a government agency to work at the grass root level.

There is no doubt that Sida regarded the Foundation as an extension of its own work, a valuable complement in a field where Sida at the time lacked competence.

Today the situation is somewhat different. Democracy and human rights is one of four priority areas in Swedish development co-operation. There is a government policy on democracy and human rights, Sida has elaborated its guidelines and will employ regional human rights officers for implementing them. Therefore, it is not obvious that Sida would welcome a similar initiative with the same open arms today as it did in 1991-92.

The question could be posed: What can the Foundation do now which Sida cannot, or will not, do?

We think there are, in fact, a number of things.

a) Follow-up/expertise - this will depend upon the geographical spread of the Foundation's projects.

b) The Foundation can fund NGOs closely connected to the political opposition in a donor country. Embassies work largely with government (who alone can deal with big development co-operation projects). It can be difficult for them also to support civil society, which can often be synonymous with the political opposition. But as the Director of Kenya Human Rights Commission (KHRC) Willy Mutunga, said "Democracy is investing in discordant voices".

A good example of an organisation which Sida may find difficult to support directly is RPP in Kenya. The risk is that the embassy wishes to avoid causing trouble.

Some NGOs see the embassy as the representative of Sweden, but there is a value for the NGO to reach other parts of the Swedish State, parliament, the universities, as well as to have direct contacts with Swedish NGOs. The Foundation will often be in a better position than Sida to do this.

c) The Foundation can be a "workshop for experimentation" on a small scale.

d) The Foundation can give support to an NGO at the start of its organisational life.

e) The Foundation can give funds quickly, more flexibly. The Foundation responded e.g. speedily to the funding difficulties of the Citizens' Coalition for Constitutional Change (4 Cs), and it was able to give travel funds at short notice to the request from the Foundation for Human Rights Initiative (FHRI) for funding of a regional preparatory seminar to the Beijing conference on Women,

f) It can give institutional support, rather than tying it to a particular project

g) most important, the Foundation and the partner organisation can/should have a "shared vision", which can have positive effects in a number of ways, e.g. greater commitment to one another, better communication etc.

The Foundation knows the problems of a small NGO. This is relevant when it comes to transferring knowledge. The secretary general e.g. persuaded a Swedish accountant working on an aid project for a Ugandan government ministry to help FHRI establish a management/accounting system.

The Foundation has, on occasion, passed on information from its partner organisations to other important North NGOs, e.g. Amnesty International or Human Rights Watch (Release Political Prisoners Pressure Group, FHRI). This is important for the South NGO, not least psychologically.

For these reasons we conclude that Sida will still be interested in financing a well functioning Swedish NGO which supports grass root organisations in Africa and Latin America.

2.2 Good relations

It should be emphasised that the relations between Sida and the Foundation have always been good and open. One of the Sida officers interviewed said that the Foundation was by far the best organisation to co-operate with. Sida was confident that the staff of the Foundation had the capacity and the competence to implement the projects and programmes agreed. It had (and has) excellent administrative routines, and it was transparent.

2.3 Sida grant for what?

According to the first agreement between Sida and the Foundation, signed 26 September 1991, the Sida grant "should be used in developing countries" (and not in Eastern Europe, the Soviet Union or the Baltic countries). Activities in Sweden are not mentioned in the agreement.

Later agreements, however, do not include this stipulation. They simply state that Sida supports "the work of the Foundation" with a certain amount of money, but they do not say anything about what kind of work.

It is therefore understandable that we have received varying answers to our question whether the Sida grant was intended exclusively for development co-operation or not. The secretary general, who signed the first agreement, and her colleagues from the first years are convinced that the Sida grant could not be used for activities in Sweden, except possibly, activities with a direct connection to development co-operation.

The Foundation began very quickly, also as a result of the expertise and interests of the staff, to place its main emphasis on operational aid. But this emphasis was not in line with the priorities of all the founder organisations, and it is not in line with their priorities today. Nor is it in line with the priorities of all of the present staff.

The Sida officers interviewed say that Sida intended the bulk of its financing to be used on development co-operation, but it is not entirely clear whether this could not include education and information in relation to the projects and programmes supported.

2.4 Conclusions

One obvious conclusion of the above is that once the Board of the Foundation has agreed on the priorities for the future,

- * Sida must decide which of the Foundation's activities it will support.

- * There must also be a new discussion – and an on-going discussion – on how Sida, the Foundation and its founder organisations could best co-operate in order to promote human rights.

B 3. Relations to the partner organisations

3.1 Relevance of programmes

It must be made clear that the objective of this evaluation is to evaluate the Foundation, not to evaluate its partner organisations. Furthermore, without detailed country specific knowledge, it would be impossible to assess the relevance and impact of the projects implemented by these partners.

So what we have evaluated is not the partners and their activities but the capacity of the Foundation to assess the relevance, the impact and the administration of the programmes which it has agreed to support.

Nevertheless, in order to assess the capacity of the Foundation, it has been inevitable to form at least some preliminary ideas of the relevance of these programmes. Our comments in this sector are mainly based on information and impressions from the field study in Kenya and Uganda.

The approximate breakdown of the projects supported has been set out above (section A.4.1). As regards the relevance of these projects in general, we have not studied all of the individual projects, so we will confine ourselves to making a few general remarks, and make more specific remarks concerning the projects which were examined in the field study. With all development co-operation projects in the field of human rights there can be difficulties in evaluation because of inadequately specified project goals, or by confusing activities with goals. Three examples can be given, as regards determining relevance; support for books/periodicals, travel/study grants and legal aid/test case strategies.

The long term goal of giving a grant for the production and distribution of a book on human rights may, if it is specified at all, be specified as raising public awareness of human rights issues, or the activity, the production/distribution, may be itself seen as the "goal".

It is obviously extremely difficult to measure to what extent, if at all, production/distribution of a book on human rights contributes towards raising public awareness. Human rights abuses are naturally not simply, or even mainly, the result of a lack of information. On the other hand, publication of human rights abuses is usually the first step in focusing public attention upon them and hopefully securing changes. (A similar point can be made incidentally, as regards the Foundation's support for certain exile organisations.)

The Foundation has, on occasion given funding for the production and distribution of a book on describing human rights in general. This presupposes that a simple lack of information is the problem. Exceptionally this can be the case, as was so for the Foundation's valuable survey of African Human Rights NGOs.

A lack of information can also be the problem in relation to human rights abuses, e.g. the support given to the KHRC Quarterly Repression Reports. These reports are used, and quoted, regularly, by foreign donors, official actors (e.g. the US Department of State) and other national and international NGOs. As such, they operate not simply as a source of information, but also as a mechanism for putting pressure on Kenyan authorities to clear up rights abuses.

As already noted, the Foundation has given many travel/study grants, particularly to the yearly sessions of the UN Human Rights Commission in Geneva and the African Human Rights Commission. If one were to evaluate these grants on the basis of the impact they had in publicising, let alone correcting, abuses, they would usually be adjudged to have minimal impact. But the relevance of these travel grants can also be determined on the basis of the individual increase they entail in competence on the UN system and its potential, and, above all, in the opportunities these sessions offer for NGO human rights networking.

As regards legal aid/test case strategies, support to such projects requires a good understanding of the host state's legal culture. A test case strategy should obviously only be tried where there is a reasonable prospect of success, but, more generally, it assumes a system in which the courts have the significance and stature to regulate certain areas of the law authoritatively and effectively. This entails i.a. obtaining a judgement within a reasonable time and the judgement being complied with in practice by the national and local authorities (e.g. not repealed/overruled by parliament) and also by powerful private or quasi public interests (e.g. tribal authorities). Where any of these factors is missing, test case strategies are unlikely to be successful in terms of securing improvements in human rights (though they may have incidental educational benefits for the lawyers involved or the group of litigants or potential litigants).

As regards the relevance of the projects/organisations supported in Kenya and Uganda, today the only real grassroots organisation is RPP. The others have developed

into grassroots support organisations. The type of activities the partner organisations support are as follows:

RPP - prisoners rights, fair trial, human rights education of the public generally, mobilisation of opinion against repressive laws.

KHRC - a general human rights organisation, monitoring of human rights abuses, occasional campaigns.

4Cs - organisation of seminars on constitutional reform, mobilisation and informing public opinion in constitutional reform.

Kituo Cha Sheria - legal aid, land rights, and training of paralegals.

FHRI - general human rights organisation, legal aid, human rights education of professional groups, human rights monitoring.

HURIPEC - internships related to human rights issues for university students.

We consider that the Foundation has good grounds for considering the work of all of these organisations as being worthy of support.

We have found that in general the Foundation has satisfactory routines for assessing the relevance of projects and programmes (except in relation to gender, see below gender analysis).

As described above (section A 4) there are agreed criteria for the selection of countries, partners and projects/ programmes. These criteria are, however, rather broad, and they have often been applied on an ad hoc basis.

As there are many organisations and projects which are capable of falling within the Foundation's guidelines, a choice must obviously be made between applicants. The Foundation appears to have applied a number of criteria here, inter alia

(a) As regards organisational support, the partner should have a clear decision-making structure and a degree of organisational stability.

Having said this, the desire of the Foundation to support new organisations at the start of their activities means that this criterion has been applied, at least on occasion, very flexibly. E.g. it is fair to say that the two Ugandan organisations supported by the Foundation had little or no activities at the time the Foundation started its financing.

(b) Up to 1997 projects and organisations in Asia would not be supported. There is one exception here, which appears to be the result either of chance, or a clear directive from the Board, namely the support given to a Burmese exile organisation.

(c) Projects and organisations which are, or are similar to, those supported by founder organisations in the same country would not be supported. One exception which we have noted is the Foundation's support to an indigenous peoples' NGO in Paraguay, which was started notwithstanding the existence of a similar project supported by Diakonia, and which the Foundation is now planning to withdraw from.

(d) The personal views of the staff of the needs and potential of the target country and region. This obviously depended heavily upon the country specific knowledge of the project officer.

As already mentioned, the personal experience of the original staff of the Foundation has meant a concentration to Latin America, the Caribbean and, particularly, Africa.

Assuming that the organisation is to engage in support to operational aid projects we certainly do not question the wisdom of confining support to those countries and regions where the Foundation's staff possess most competence

(e) The personal views of the staff regarding the relevance, competence, capacity and reliability of the potential partner. This criterion is in practice the most important. The view of the staff can be formed on the basis of personal experience, contacts with the International Council, contacts with other donor organisations and contacts with other knowledgeable NGO actors (e.g. Amnesty International or the Human Rights Internship programme in Washington).

Personal experience is crucial here: in choosing a new partner, at least one which is to receive organisational support, it will usually be necessary to visit the partner and study its activities. There is obviously a large element of subjectivity in choosing partners, but this would appear unavoidable.

One concrete recommendation here which would improve transparency is that, where opinions have been sought from other actors (NGOs, other donor organisations etc.), this, and a summary of the content of these opinions should always be noted in the project file.

When the Foundation's criteria were drawn up, Sida had not elaborated LFA, the Logical Framework Approach, for the planning, implementation and monitoring of projects. Therefore, although the criteria have a general correspondence with LFA, we recommend that the Foundation makes a review of its project management in order to bring it more into line with the Logical Framework Approach. This is particularly important for projects with diffuse and/or long-term aims (e.g. improving public awareness) such as support to books, films, lobbying campaigns or (some) test case strategies. With such projects, there are greater risks of "causal gaps" between activities and goals.

This does not imply that LFA needs to be used by the co-operating partners or even that the Foundation has to make written LFA analyses of all their projects, but that an enhanced awareness of the long and short term objectives of each project and the means appropriate for the achievement of these objectives would be useful. We also think that it would be useful if this "LFA thinking" could be discussed with the partners and expressed in the project memoranda.

We understand that there is a discussion within the Foundation on developing country specific strategies. We welcome this and think that such strategies could be a valuable basis for decisions on which partners and which programmes to support, at least as regards countries where the Foundation is involved in several projects.

This section is also a suitable place to mention that the Foundation appears to have adequate routines for avoidance of double financing of projects.

The circle of potential donors is relatively small, and contacts, although informal, are sufficient. It should also be noted here that the Foundation has on one occasion also taken a useful initiative to formalise such contacts.

This discussion on the relevance of the programmes and projects supported by the Foundation leads to the following **recommendations**:

- * The Foundation should work out country specific strategies as a basis for its decisions on what partners and which programmes to support.

- * The Foundation should make a review of its project management in order to bring it more into line with the Logical Framework Approach.

3.2 Impact of support

In this section we discuss the impact of the Foundation's support on the partner organisations and vice versa, not of the projects/programmes themselves, which we have not been asked to study in any detail.

The quantity of applications received by the Foundation indicates how well it has become known in a short period of time. We also received on several occasions anecdotal evidence of how well the Foundation is regarded among the other donors, e.g. when the Foundation refused to fund in advance Kituo's three year plan, without satisfactory reporting of how the Foundation's money had been spent, the other donors were doubtful about continuing.

The fact that several of the organisations supported by the Foundation have developed into major national human rights "players" cannot, naturally, be attributed wholly to the Foundation's support, but is nonetheless evidence of how far-sighted the Foundation was.

As regards the Foundation's influence at the early stage of the project cycle, from our discussions with project officers and our study of the documentation, it would appear that the initiative invariably comes from the potential partner, although the element of dialogue present in the Foundation's work is present even at the application stage, e.g. a potential partner might be encouraged to submit an application concerning a particular project.

It may be that the greater emphasis to be placed on a thematic approach in the future (see below section B.4.2) will lead to the Foundation exerting more influence on the formation of projects to be supported.

We have found that, on the whole, the Foundation has very successfully managed to identify human rights groups and/or organisations which have had the capacity to grow and become established enough to make other donors interested in supporting them.

On the other hand, it was implied in this strategy that once these organisations had found other donors, the Foundation could move out and use its competence and contacts for identifying new groups with the same requirements for development. So far this has not been the case in Kenya and Uganda. The Foundation has continued supporting organisations which are by now well established and also supported by other (and larger) donors, e.g. the Kenya Human Rights Commission and the Foundation for Human Rights in Uganda.

As described before, the Foundation and its partners in Kenya and Uganda, as well as in other countries, have close relations, based on a shared vision, mutual confidence and an on-going dialogue. This dialogue has i.a. given the Foundation new and increased knowledge on the activities of human rights organisations at the grass root level. It has also helped to establish an important network of new human rights organisations and to facilitate contacts and exchange between them.

The view was expressed on a number of occasions in Kenya and Uganda that the Foundation could do more to facilitate regional networking, in particular, regional exchanges of information on projects, e.g. that a certain method has been tried in state A, and not succeeded because of factors x, y and z. On the other hand, one NGO (FHRI) mentioned this expressly as something which the Foundation was good at.

The Foundation has also been flexible enough to adapt some of its routines to the needs of its partners. This has not meant fewer demands on reports and accounting (see

below, monitoring and reports), but it has made it easier for the partners to comply with such demands.

The view was expressed to us several times by the organisations in Kenya and Uganda, that some funding agencies demand so much in the way of reporting that it is more trouble than it is worth, whereas other cause cash-flow problems by requiring partner organisations to perform the agreed activity before receiving funds. The Foundation, on the other hand, was praised in these respects.

3.2.1 Impact on men and women

According to the terms of reference the evaluation should include a gender analysis and as far as possible assess the relevance and impact of the programmes from a gender perspective.

As described above, the Foundation decided at an early stage to include a gender perspective in all its activities, and we have noted that it has adopted a very good gender policy including guidelines for its implementation. However, there are no, or very limited, records of any systematic gender analysis or stream-lining of the regular projects and programmes.

We have studied all available documentation on the projects in Kenya and Uganda, and we have studied the documentation on a dozen projects in South Africa, Nigeria and Cuba without finding any reference to the gender policy or guidelines.

We have seen documentation on some women's projects (and women's rights projects) which are generally well described and well motivated from a gender perspective, e.g. the Women Prisoners Welfare Project and the Women Development Education Centre, both implemented by the Society for the Welfare of Women Prisoners SWEWP in Nigeria.

However, this perspective is only documented in the special women's projects. And not even the women's projects have a clear identification of the target groups and the expected effects on these groups, which would be the basis for a gender analysis.

The Foundation's project memoranda don't include any gender analysis. Neither do the applications and reports from the organisations supported by the Foundation. We have only found some sentences in a few applications referring to the different needs of women and men. There is no trace of the guidelines' recommendation to encourage the partner organisations to make a gender analysis, referring to both adults and children, where they consider the following questions:

"Does the project aim at – or can it be expected to result in direct or indirect effects for promoting human rights also for women and children? If so, what effects?

How is the distribution according to sex among the members and among those who are active in the work of the organisation at various levels? To what extent do women participate in the decision making process?

To what extent does the project target women and men respectively, and to what extent can it be expected to favour women or men?

How does the organisation disseminate information on on-going projects to women and men respectively?

What was the result of the project for women compared to the result for men?"

During the field visit we asked representatives of all the six organisations visited whether the staff of the Foundation had asked them about their gender policy and/or how they try to include a gender perspective in their work. Four organisations said that they had never been asked any questions about gender.

In one organisation the director said that he had had a discussion with the secretary general, at the start of the partnership, on how to include both women and men in the activities of the organisation. In the sixth organisation we met two representatives on different occasions. One of them said that there had been no discussion whatsoever about gender, while the other said that the secretary general had asked the organisation to include more women in the project supported by the Foundation.

The available documentation and our interviews therefore do not form a sufficient basis for an assessment of the relevance or impact of the projects and programmes supported from a gender perspective.

3.3 Sustainability

3.3.1 Sustainability in general

We take as a starting point, the approach that sustainability should be seen in terms of its financial components, its institutional components, its human resource components

(transfer of expertise) and its impact on the environment (what influence the partner organisation/project has had) (cf. Promoting Development by Proxy, Sida evaluation report 1995/2, p. 58).

As with our comments on relevance, the object of our evaluation is not the partner organisations but the Foundation. The question then is the Foundation's influence and approach to sustainability, not whether the partner organisations as such are sustainable, so we will not examine in detail the issue of impact on environment.

Three points should, however, be made in connection to this. The first is that a true grassroots organisation may, on occasion, have greater potential for securing real changes in policy and practice, but it can also require more in the way of guidance from the Foundation.

RPP's important work would appear to us to benefit from more guidance and support in the form of the Foundation facilitating more training and regional networking.

The second point relates to extreme political conditions in the host country. The Foundation took a deliberate decision to give support to a number of organisations in Zaire (now DR Congo) at a time when the country was on the brink of civil war. This was undoubtedly a high-risk strategy, but the Foundation did so with its eyes open.

On the one hand, one can argue that it is at this point that civil society needs most support, on the other one can say that a minimum degree of law and order is a precondition for the success of almost any development aid to civil society.

Naturally, this is a question of degrees, and development aid to civil society can obviously be very successful even where the government is repressive. But where the government is in the process of disintegration and the police and military do not exercise effective control over the major part of the territory, there are few prospects for, e.g. effectively monitoring human rights abuses (even though this is the period when most are occurring), and little purpose in, e.g., publishing periodicals informing the public of their human rights. What is necessary here are peace-keeping or peace enforcement forces, not something the Foundation has at its disposal.

It is, however, important not to be wise after the event, and we would not question the experienced staff's assessment of the seriousness of the "killing factors" at the time. Still, the fact remains that the Foundation has a relatively large number of projects in the country which are still receiving aid, where it is extremely difficult to monitor implementation and follow up of these projects and where it would probably be morally wrong in most cases to cut off support.

The third point is that, in contrast to most other areas of development co-operation, one cannot automatically assume that it is always desirable that a human rights organisation receiving aid is "sustainable". By this we mean that there can be situations in which an organisation can have served its purpose and should be allowed to wither away".

3.3.2 Institutional sustainability

Like other NGOs the Foundation wants its partner organisations and their projects/programmes to be sustainable. However, the strategy adopted by the Foundation for the selection of these partners includes a deliberate element of risk as to organisational stability.

As described above, the Foundation has chosen to support new initiatives by persons and/or groups which in their opinion have the capacity to develop into efficient – and sustainable – human rights organisations. This strategy naturally is more risky than the strategy of most larger donors to co-operate with established NGOs. The Foundation has also tried to reduce the risk by starting co-operation on a small scale and increasing it gradually with the development of the partner and its activities.

On the other hand, the Foundation has clearly demanded that the organisation's constitution and decision-making structure be established quickly. The lack of this was part of the reason for the Foundation withdrawing funding from Kituo (Kenya).

In practice the selection of partners has proved quite successful. The Foundation has, in most cases, been able to identify the "right" partners. Some of them are by now established and highly respected organisations. And the Foundation itself has met increasing respect from other donors who sometimes select their partners after consultations with the Foundation.

It should be added that this strategy, and the flexibility demonstrated by the Foundation, is much appreciated by the partners. Without the organisational support from the Foundation some of them would hardly have survived long enough to attract other donors, nor to implement most of their human rights projects.

In order to be sustainable an organisation must not stand and fall on one or two people. This is difficult. The "wear and tear" is large in human rights NGOs for a number of reasons. The work is badly paid. There are poor career opportunities. In some states it involves frequent confrontation with the government or powerful private interests, something which can often be not only psychologically wearing, but also physically dangerous. This makes it more important that the staff, and also the board, is relatively large and can take defections.

Three of the organisations in Kenya, KHRC, Citizens' Coalition for Constitutional Change and Kituo Cha Sheria, have recently had to replace their directors. It is too early to say how much this will affect the stability of the organisations, but it is likely to have some effect on their present activities. And it emphasizes the importance of sharing the responsibilities of an organisation between a number of persons.

3.3.3 Financial sustainability

How does the Foundation define financial sustainability? We have not been able to find a clear-cut answer to that question, but the general idea seems to be that a partner organisation is sustainable if it can survive if/when the Foundation withdraws its support.

But is an organisation sustainable if it begins receiving funds adequate to cover its activities from other, larger donors? We do not think so. And the partner organisations themselves do not think so. On the other hand, how can such an organisation be self-financing? Membership fees can never give more than a minor contribution to the finances – 0,01 per cent of the budget of one of the organisations in Uganda.

A legal NGO engaged in human rights work might

- * engage in private consultancy work.

This is something which Sida could support, although there are problems here, e.g. corruption, irritating governments etc.

- * sell courses

- * sell more commercially oriented publications

- * obtain corporate financing

This last point is difficult or impossible in a country with a hostile political climate.

From our discussions with the organisations in Kenya and Uganda it is obvious that some of them regarded funding from other donors as the only alternative to continued support from the Foundation, while others had started discussing the possibilities of corporate financing and/or commercial activities. FHRI in Uganda is the only organisation (among the ones we have studied) which has a plan for self-financing and independence. The organisation has started fund-raising for its "Human Rights Centre Project" and also asked its donors to contribute to a special deposit for this project. The idea is to buy a strategically situated property and build a new centre, including a guest house. FHRI will have its office, library, documentation centre etc in the building and at the same time let out localities and facilities to other organisations.

The need for a degree of self-sufficiency in the form of owning one's own premises is particularly pressing in a repressive political climate, where landlords may be less willing to rent premises to "politically troublesome" guests, or demand higher "risk" rents.

The FHRI approach is obviously sensible from their perspective. But it has the obvious drawback from the perspective of the donors that they have no insight into how the partner organisation uses the capital it has been given. The Foundation was not positive to giving a larger sum to the FHRI, but has accepted that a small percentage of the money given is paid into the FHRI's trust fund for building premises. We have no cause to criticise the Foundation here.

As to projects and programmes the need for sustainability of course varies with the type of project. Projects like a seminar, a book or a study visit to the Human Rights Commission in Geneva are isolated phenomena and could be assessed only in terms of relevance and impact. However, most human rights projects and programmes are meant to be recurrent and/or permanent, e.g. legal consultancy, training of paralegals, reports on human rights abuse, internship programmes. It is vital that the sustainability of such

projects is discussed from the outset. Most of them are not likely to continue on their own.

It is also vital that the Foundation makes it clear to the partners that its support is not permanent. They must know that the funding is temporary and given on an annual basis.

This policy is very clear. So far, however, it has seldom been put into practice, i.e. most organisations have received funding for several years. There is an obvious conflict between the desire of the Foundation to build up an organisation and then withdraw, with the desire for an NGO to have a small group of donors on which they could rely for organisational support. This provides continuity and stability in funding arrangements and minimises reporting. Several organisations we spoke to in Kenya and Uganda expressed the desire that the Foundation act as a core funding agency.

The partner organisations are not always aware of the temporary character of the funding. We have seen one example of this in Uganda, where HURIPEC has counted on continued funding from the Foundation for its internship programme. The interns for the next year had already been selected when the organisation was informed of the Foundation's intention to reduce its support and eventually stop funding the programme. This of course has caused serious problems for the Foundation.

We are convinced that the partners, including HURIPEC, have been informed of the policy of the Foundation. It is obvious, however, that the present staff of the organisations is not always aware of the restrictions. The information needs to be repeated with every agreement on new funding.

3.3.4 Conclusions

The Foundation has been rather successful in identifying partners with a capacity to develop institutional sustainability, but it has so far not always followed its own policy of phasing out its funding to organisations once they have attracted other donors.

The Board and staff of the Foundation must agree on a definition of financial sustainability of human rights projects and programmes, and they must discuss with the partners how such sustainability could be attained in their projects and programmes.

The Foundation must make it clear to its partners that funding from the Foundation is temporary and given on an annual or bi-annual basis. This information must be repeated with every new agreement.

3.4 Monitoring and reports

3.4.1 Reports

The guidelines adopted by the Foundation stipulate, in accordance with Sida's requirements, that the partner organisations shall submit a report on each project or programme funded by The Foundation, as soon as it is finished. The reports shall have two parts, a narrative report and a financial report.

The Foundation has made it clear to the partners that they cannot obtain any new funding until the previous projects have been properly reported. This rule has been rather strictly observed.

The quality of the reports has varied. Many reports have been late, some organisations have reported on the wrong period, and some have not accounted for all their activities. The Foundation has made great efforts to improve the reporting. As has

been described above, in 1996 they recruited an economic consultant as a part time adviser to the staff and to the partners.

He has elaborated the guidelines for applications and reports, he has accompanied the staff members at their visits to some of the partners, and he has helped them to solve various problems in relation to the reports. His advice and his practical assistance have been very much appreciated by the staff as well as by the partners. And it has contributed favourably to the quality of the financial reports.

He has also contributed to a discussion on donor co-ordination among some of the donors, an initiative which is welcomed by most NGOs with various donors who all have their own financial systems and requirements on reports.

This of course does not mean that all reports from all partners are by now perfect and on time, but there have been considerable improvements and this process is likely to continue.

The competence of the economist is crucial to the functioning of the system. Assuming that the Foundation continues with operational aid, it must ensure that an equally qualified replacement is found for him, when he retires, and there is a sufficiently long changeover period, so that he can transfer his expertise.

The narrative reports, however, have not improved correspondingly. It is obvious that the organisations find it more important to account for the finances of a project than to analyse its results. The quality of the narrative reports we have seen varies considerably. Few reports are modelled in such a way that they can form a basis for conclusions on the impact and/or the sustainability of the project or programme.

As indicated above, the reports from the organisations do not include any gender analysis. Nor do the applications include any clear identification of the target groups and the expected effects on these groups, which would be the basis for a gender analysis.

- We find that the Foundation must stress the importance of the narrative reports and explain in detail to their partners what these reports should include.

3.4.2 Monitoring

The Foundation has decided not to establish any field offices, nor to have any staff in the field. This makes it extremely important to have regular contacts with the partners and to visit them regularly for discussions and monitoring of their activities.

The risk with not having a field office is that one becomes dependent for one's information on a few people. The more changing the political and human rights position is in a country, the more the risk that one's partner organisation changes directions, or even begins to lose its relevance entirely. This was apparent regarding the 4Cs and the constitutional debate in Kenya.

Our interviews and our study of project documents have convinced us that there has been a continuous dialogue between the staff of the Foundation and the partners – by mail, fax, telephone and e-mail. A personal, interested dialogue, and at the same time formal reminders of applications, reports and other documents.

It is difficult to balance the role of concerned partner with the role of donor/funder, but in our opinion, the Foundation has managed this balance admirably.

How often have the programme officers visited "their" countries and organisations, and how often should they visit them? The number and frequency of visits have varied,

but after the initial phase, when the first partners were identified, the average partner has been visited approximately every 18 months.

Most of the staff members find this enough, but some of them have expressed a wish to visit the organisations more often. Most of the partners would also appreciate more visits.

This lack of capacity to follow up can be exacerbated by an - in itself laudable - effort to economise on travel and accommodation expenses by keeping visits as short as possible, and trying to meet as many partner organisations as possible in a short period of time. Visits may also, in a politically sensitive situation, create unwelcome attention to an organisation,

It may be theoretically possible to follow up effectively the work of, e.g. four organisations in Kenya and two in Uganda in the space of two weeks. But when, as is the case, the organisations supported have both periodic activities and continuous activities then the effectiveness of the follow up will obviously depend upon whether any of these periodic activities are going on at the time of the visit. Even the follow-up of continuous activities is more difficult when the period of time is limited. Obviously, where part of these activities occur some distance from the capital this adds to the period of time which has to be spent in the country.

A visit of two weeks is too short for a thorough follow-up, especially where an attempt is made to fit in meetings with other donors (for general orientation and co-ordination of present and future funding) and meetings with potential partner organisations

In our opinion, it would be desirable to visit the partners more frequently. Frequent visits are of course particularly important for new programme officers who need to improve their capacity and competence.

During the last year, when there have been several changes of staff at the Foundation, there have been fewer field visits than before. This is understandable but nevertheless an obstacle to the dialogue with the partners and the monitoring of their projects.

Our discussions with the organisations in Kenya and Uganda also gave us the impression that the visits by the Foundation are generally considered to be too short, and that more visits to the projects, e.g. seminars and workshops, would be welcome.

The need for such on-the-spot-visits of course varies with the type of activity, but we find it essential that most visits to the partners also include visits to the projects funded by the Foundation.

One of the organisations in Kenya expressed an interest in trainees/interns from the Foundation working some months with the staff of the organisation. If such a programme could be arranged, it would of course increase the competence of the Foundation and also improve the dialogue between the partners. Considering the limited capacity of the Foundation we realise, however, that at present it is not feasible.

3.4.3 Conclusions:

- * The Foundation should continue its efforts to improve the reports from the partners and emphasise the importance of the narrative reports.

- * The reports must refer to the objectives and aims described in the applications and project memoranda, and they must include an assessment of the relevance and impact of

the project/programme for the target group/s. If possible, they should also include an assessment of the sustainability of the project/programme.

* The Foundation should aim at increasing the frequency and/or duration of visits to the partners and including, where possible, on site visits to the periodic projects.

B 4. Capacity and Competence

4.1 Present Capacity and Competence

The necessary competence and capacity of the Foundation obviously depends upon what it does now and what it intends to do in the future. So far, the Foundation has concentrated upon development co-operation. In order to continue doing so, it needs five different types of competence:

1. Inside experience of the work of NGOs, and knowledge of their potential and problems (financial, institutional, personnel etc.) both at the national and international level.
2. Legal competence. The framework for the Foundation's work is the UN covenants on human rights. All members of staff need basic knowledge on the content of these treaties, and how to concretise and update this knowledge with reference to the work of the relevant UN expert bodies, doctrine and case law. As a majority of the Foundation's projects have a substantial legal input or relevance, there is also a need for specialist legal knowledge in the field of comparative legal methodology, i.e. how to go about understanding a foreign legal culture.
3. Development co-operation competence, experience and knowledge of what can, and cannot be achieved with an aid project, in particular knowledge of the risks and pitfalls in projects (the "killing factors"). Competence is also obviously necessary in the specific area of human rights: what sort of projects "do most good" and should be supported - there are obvious links here with points 1 and 2.
4. Country/region specific competence regarding the programme countries and regions, in particular the political culture, human rights networks and actors.
5. Competence in education and information/publicity.

It is obviously extremely difficult to combine in an applicant the necessary expertise and experience, in language (fluency in English is not a problem, but Spanish and French can be) development co-operation and human rights. As the necessary expertise is rarely, if ever, found (cheaply) in a single person, it must be found in several different people who can complement one another.

Any organisation's competence and capacity on paper are naturally not necessarily the same as its competence and capacity in practice.

To begin with, we will make some comments on point 3, development co-operation competence. The number of posts formally devoted to development co-operation has fluctuated during different periods. During one short period, July-October 1997, resources equivalent to only 1.3 staff members were devoted to development co-operation, and 0.5 of this consisted of a law student, with no aid experience, working on a temporary contract. This, we should stress, is not meant as criticism of the person in question.

As already noted, as of September 1998, there were 2.55 posts formally devoted to development co-operation. But the staff involved had difficulties in estimating if they were in fact able to devote the intended amount of their time to this work. Activities in Sweden took up probably more than 50% of their time, especially in view of the fact that the Secretary General during 1997 and 1998 has undertaken many speaking engagements and therefore needs more information and support. The competence of the present staff in development co-operation is also less, as the present staff have, on the whole (we stress that we are not speaking about individuals) less experience of this area as compared to the staff in early 1997.

The recruitments that were made during 1997 and the early part of 1998 have emphasised competence in information/education and international law/human rights at the expense of expertise in development co-operation.

Naturally, experience and expertise in development co-operation, and any other area, does not come overnight. Also important here (and in relation to point 4) is the need for adequate training of new staff. When replacing staff, adequate periods must be set aside for the old staff to train their successors and transfer their expertise, particularly as regards the history etc of co-operation with the partner organisations and as regards the Foundation's networks in general. We consider that, in at least one case, the changeover from old to new staff was not handled well, and insufficient time was set aside for transfer of expertise.

Here one can note that it is naturally more difficult to attract and retain qualified candidates to the Foundation when all that can be offered is a temporary contract. A short-term replacement, unless he or she already possesses this, cannot usually be expected to either have the necessary expertise in the area of operational aid, or to have the time to develop this. Nor can a short-term replacement develop satisfactorily the necessary dialogue with the Foundation's partner organisations and come to grips with the special problems of development co-operation in legal/human rights areas.

One can also note here that the salary level is not particularly high for persons with aid experience, even if they compare favourably to salaries paid in human rights NGOs. Money is naturally not everything, as such employment obviously has its own rewards for a person with a strong human rights commitment. Still, with a relatively low salary level, one cannot expect qualified development co-operation experts or lawyers to remain in the Foundation for any length of time.

4.1.1 Need for increased competence and capacity

The Foundation now has more than adequate competence and capacity for its education/information work, even if its legal capacity (if it remains at one staff member) is rather stretched. Nonetheless, the main gap is in development co-operation competence.

During part of 1997 and all of 1998, the Foundation has been obliged to devote what resources it has largely to administering existing development co-operation projects than to both doing this and seeking out, actively, new projects for support.

Admittedly, this takes less in the way of competence and capacity. But we still believe that the amount of existing projects supported by the Foundation is too many for present capacity and competence. Besides, simply supporting existing projects and/or existing partner organisations would mean the Foundation diverging from its own principles, and, in time, inevitably losing relevance.

The International Council cannot replace this lack of both competence and capacity. As indicated above, the shortfall in competence/capacity, appears to have been partially

filled for the present time, but this is only a temporary solution. As already mentioned, as of 13 August 1998, the Foundation is supporting projects or organisations in eleven different African states. In almost all of these states, there is an element of organisational support.

While this geographical spread was part of a deliberate policy, it was, and is, very difficult to maintain for any length of time. As noted earlier, the Foundation never intended its support for any organisation or project to be long-term. It is on this basis that the wide spread of projects initiated should be assessed. But, as is well known, it is easier to start giving money to a project than to stop doing so.

One suggestion we heard for improving the Foundation's competence/capacity in development co-operation matters was to replace the existing staff structure with a small nucleus of expertise, combined with short term (project) periods of employment for experts. The Foundation would thus become a series of "constellations of expertise". We consider that this would work if the Foundation became in the future more of a think tank, or forum for debate on human rights/development co-operation, but not if the focus remains on operational aid.

The main value of the Foundation in operational aid, its shared vision, feeling of responsibility for the projects, personal contacts, continuity, would be diminished or lost. For dialogue (and transfer of knowledge) to work properly, it obviously has to be stretched out over time, and not concentrated, as would almost certainly be the case for ad hoc arrangements with external consultants.

Our conclusion is that if the Foundation is to continue working as effectively as it has done so far in the field of development co-operation, it must take quick steps to employ and retain one or more persons with substantial experience in development co-operation and/or wind down several projects (bearing in mind what was said above on sustainability) allowing it to concentrate its development activities geographically. It should also take steps to increase the competence of existing staff members in development co-operation.

4.1.2 Activities in Sweden, based on practical experience

As mentioned above, lately more of the Foundation's resources have been devoted to activities in Sweden. This is a product both of the Board's wishes and the interests of the present Secretary General. But it is important for both Sida and the Foundation that there be clear guidelines for the activities which the Foundation can be involved in.

Naturally, what the Foundation chooses to do is for it to decide, but equally naturally, Sida does not have to support the Foundation. Development co-operation and activities in Sweden complement one another. Through involvement in concrete aid projects, the Foundation gathers and maintains its knowledge of practical aid problems in the human rights area and the human rights concerns and priorities of different countries/regions and develops its North-South (and North-North, South-South) networks. This in turn gives it the competence - and so the legitimacy - to inform and influence the Swedish debate on aid and human rights.

This is naturally an increasingly important role, when both Sweden and the EU intend to integrate human rights in all development co-operation, in particular to condition aid more firmly on respect for human rights.

It is primarily within the development co-operation /human rights area, that the Foundation has a role to play. It only has a subsidiary role to play in the area of human rights generally. Naturally, the founder organisations have better knowledge of the

human rights concerns in their own specialist areas, and their own networks, as well as the political and moral interests in promoting these particular areas.

Conclusion: The Board and the staff should work out clear guidelines for the activities in Sweden in which the Foundation should be involved.

4.2 Capacity and competence for a more thematic approach

As already mentioned, we consider that the capacity and competence of the Foundation is insufficient for its present development co-operation activities. The question thus is whether the Foundation's increased emphasis on a thematic approach will require more capacity/competence than less.

We make most of our remarks on the intended increase in focus on economic, social and cultural (ESC) rights. The other themes mentioned in the Foundation's three year plan, women's rights and the interface between humanitarian law/human rights law are, for a number of reasons, less problematic. It should, however, be noted that the Red Cross has both the main competence, and the main interest, in the latter area.

To begin with, it can be said that increased emphasis on these themes is fully in line with developments in the international law of human rights, and as such desirable.

Having said this, if the view is taken that the Foundation's main job is to find "young" NGOs with good, efficient staff and the potential to develop, then it could be seen as unnecessary formalism to reject help to a deserving organisation, which is achieving results, simply because the NGO in question does not fit into a theme. Still if the emphasis on themes is applied flexibly, this need not be a problem.

As regards the ESC rights theme in particular, opinions varied among present and former staff members as to whether this would require more capacity and competence or less. On the one hand, the Foundation has had, and continues to have, partner organisations, and contacts with other organisations, which are heavily engaged in ESC rights (e.g. Kituo's programme relating to land rights in Kenya). It would thus not entail too much work on the Foundation's part to find new partners or projects to support.

On the other hand, the category of ESC rights involves several problems. Whereas CP aid mainly concerns the electoral/governmental and legal system (in the case of the Foundation, civil society functions related to these), ESC rights aid involves the entire area of economic activity of the country. It is thus a very diffuse category in comparison to civil and political (CP) rights projects, the majority of development co-operation projects can be fitted into a framework of "ESC rights", e.g. health aid as a form of promoting the right to health. Thus, the scope for overlaps with established aid agencies such as Diakonia is greater.

ESC rights, even more so than CP rights, have to be "concretised" before they become meaningful. ESC rights at the international level are less concretized, and so less "self-contained" than the CP rights, thus making them more dependent on their implementation at national law. Adequate "indicators" for measuring progress have to be developed. The state commitment to promote/protect ESC rights is also (usually) framed in a less clear way (to promote "to the best of available resources" etc), involving much more in the way of balancing.

Moreover, ESC rights have a "horizontal" dimension, i.e. they are not simply exercisable against the state, but also involve restricting/regulating other individual's interests. This conceptual dividing line should not be exaggerated, as even CP rights can have this horizontal dimension. Still, it means that the area is controversial in quite another way. And this in turn means that there is often a greater need for understanding

of the political, economic and cultural conditions for a successful project in the field of ESC rights.

To take Kenyan land rights as an example, land law is a very complicated area and there are powerful private interests, and cultural/ethnic interests, that must be taken into account. Our view is that, in general, initiating successful projects in the field of ESC rights requires more competence, not less.

As mentioned above, the increase in focus on ESC rights will probably entail an increased demand for discussions with, and advice from, the International Council. Even if the Council becomes more active, there is, however, still a need of more competence within the Foundation itself.

Where a thematic approach would involve the Foundation going into new countries or regions where there is a lack of familiarity with the language, economic, political cultural or ethnic background, or the legal system, then we do not consider that it should be encouraged.

B 5. Financial analysis

5.1 Description and management of costs

In the following analysis, we will use the income statements of the Foundation as a starting point to describe the categories of cost that are of particular interest for the evaluation.

In the income statements between 1991/92 and 1998, the costs of the Foundation are grouped into four cost centres:

- * Costs for international aid projects: direct project costs and all international travel expenses for staff (and of the Board) as well as consultancy costs or other staff expenses directly related to the projects;

- * Other operational costs: information on Human Rights in Sweden and courses in Sweden; costs of the International Council; domestic travel expenses of the Board and of the staff;

- * Administration costs: rent and office costs, travel expenses of the Board for attending Board meetings;

- * Personnel costs; salaries, health care, recruitment costs and training (institutional development).

5.1.1 Cost categories

The following cost categories will be described in particular:

- * Programme and project costs
- * Personnel costs (including institutional development costs, i.e. training)
- * Administration costs

5.1.1 1 Programme and project costs

The approved project funds are disbursed to the projects on a yearly basis. The projects as well as the disbursed amounts are compiled in project lists. The actual costs of the projects are indicated in the project financial reports that are submitted at least annually.

The programme officers are responsible for reviewing the financial reports of their projects.

The actual costs of the projects are not compiled in the project lists.

The proportions of the actual project costs in relation to the total financing for the last four budget years are as follows:

	1993/94	1994/95	1995/96	1997
% of Sida contributions	82.7%	79.4%	79.5%	77.8%
% of total contributions	75.7%	71.8%	72.2%	70.8%

Over this period, there is a small tendency of a proportional decrease of project costs in relation to total funds.

5.1.1.2 Personnel costs

Personnel costs are divided into two major categories:

- * salaries and all costs related thereto;
- * staff training, health care and costs for recruiting personnel.

The proportions of personnel costs in relation to the total funds are as follows:

	1993/94	1994/95	1995/96	1997
% of Sida contributions	13.2%	16.8%	18.3%	19.4%
% of total contributions	12.1%	15.2%	16.6%	17.6%

This shows a small but clear tendency that personnel costs have proportionally increased over the last four years.

Nevertheless, the general salary level of the personnel is relatively moderate, which contributes in keeping down the costs.

Personnel costs are presented as general administrative costs, and not allocated specifically to individual projects.

The costs related to staff training are costs that can be referred to as institutional development costs. These have mainly been costs pertaining to the university course in Human Rights that should in principle be attended by all staff.

The budget and actual costs for three years regarding staff training are as follows:

	1995/96	1997	1998
Budget	50 000	50 000	100 000
Actual costs	43 228	13 863	1 822 (first half year)

These figures indicate that there is a willingness to allocate funds to institutional development, but that funds have increasingly been left unused. For 1998, the intention was to train staff in view of the change of the computer system.

However, funds have so far been used very sparingly. This seems to indicate that there is insufficient time or/and capacity available for the training of personnel.

5.1.1.3 Administration costs

The administration costs comprise the costs for the localities and office costs. As these costs are accounted for within one cost centre, administration costs are not allocated to any other operations. Also included in the administration costs are the travel expenses of the Board for attending Board meetings.

The proportions of administration costs in relation to Sida contributions are as follows:

	1993/94	1994/95	1995/96	1997
% of Sida contributions	6.5%	8.4%	7.8%	7.4%

The proportion has remained fairly constant, although with a slightly decreasing tendency over the last three years.

5.1.2 Cost management

5.1.2.1 Reimbursable costs

The following costs are referred to as reimbursable costs:

- travel costs of staff, of the Board, of the International Council
- entertainment expenses
- daily allowances
- vaccinations
- other costs, such as airport tax

According to the agreement with Sida for 1995/96, the Foundation should strive to use the lowest fares as possible, a principle that has been applied throughout the period of support. All tickets should be economy class. Daily allowances are paid according to Swedish regulations. Vaccination costs and all other expenses incurred directly relevant to travelling, are reimbursed. The use of credit cards is strictly limited to professional use. Entertainment costs, both internal and external, are kept at a low level (budget 4000 SEK and 2000 SEK for 1997).

The Foundation has consequently applied the principle to keep all reimbursable costs as low as possible. Instructions regarding the principles and specific rules for reimbursable costs are presently being elaborated by the Foundation and will be distributed to the staff.

5.1.2.2 Cost centres

The cost centres have been modified and further specified for the 1999 budget. The new structure is meant to provide a clearer picture of the operations of the Foundation.

The operations are from now on divided into the following four cost centres:

* international co-operation, including, as previously, direct and indirect project costs, but also including, among others, costs for the International Council, costs for seminars and courses in Sweden related to international operations, costs for publications in foreign languages and translations, costs for foreign guests and journalist scholarships.

* activities in Sweden, including seminars and courses related to the Swedish context and publications on human rights in Sweden.

* Personnel costs (80% allocated to international co-operation, 20% to operations in Sweden)

* Administration costs (80% allocated to international co-operation, 20% to activities in Sweden).

Sida requested that, as from 1999, personnel and administration costs for Sida financed activities should be specified and distributed according to an index for overhead distribution. The Board of the Foundation has therefore decided that these costs should be allocated through an 80-20 index. Consequently, 80% of the costs will be allocated for international co-operation and 20% for activities in Sweden.

The main reason for using the 80-20 index is that the Board of the Foundation has decided that the proportion of founder funds will gradually increase to 20%. The activities financed through these funds should accordingly bear 20% of personnel and administration costs. The contribution of the founders should basically fund the Sweden activities, but could also be used to cover international co-operation. This structure makes it possible for the Foundation to prepare budgets where allocations are related to the sources of funding.

It could be argued that overhead costs should be allocated to each specific project. Nevertheless, the administration of the Foundation has chosen not to do so. The main reason is that it is difficult to establish how much time programme officers actually devote to specific projects. The Foundation is not an implementing agency and furthermore, much time is also devoted to the handling of project applications that become rejected. In addition, the support from the Foundation often comprises an element of institutional development, not necessarily budgeted for but nevertheless time-consuming.

Should the Foundation be granted specific project funding, it would be necessary to specify the administration and personnel costs connected thereto. However, with the present set up, the allocation of overhead costs to specific projects would be complex and would probably not provide a correct picture of the operations of the Foundation.

5.1.3 The general distribution of costs of other NGOs

Administrative costs are defined differently within all NGOs. In the report "Solidaritét med statsbidrag", written in 1991, a thorough review of several NGOs was made.

Among other things, a comparison was made between the proportion of administrative costs in various organisations. The conclusions were that these administrative costs had been calculated very differently for each organisation. This made a comparison very difficult and seldom relevant.

As an example, some organisations may include some administrative costs as project costs while others see project costs only as direct disbursements to projects.

The proportion of different costs is accordingly very much dependent of what is included in the various costs categories. The definitions vary substantially between organisations, and relevant comparisons therefore cannot be made without going into great detail.

5.2. Financial administration

5.2.1 Budget procedures

Budgets for the operations of the Foundation have been prepared on an annual basis, and submitted as a basis for the request of funds from Sida. There have been inquiries from Sida regarding the possibility to prepare three-year budgets. No changes have, however, been decided upon so far.

When preparing the budget, the principle of core funding has been applied. Costs have been estimated on the basis of the total funds available, regardless of their source of origin. It has therefore not been possible to see which funds that would be used for what purpose. Sida has requested that it should be possible to identify the specific use of Sida funds in the budgets.

The improved system of cost allocations described above will render this identification possible, i.e. using the cost centres international co-operation and Swedish activities, as well as using a 80-20 index for overhead distribution. This index is derived from the distribution of the actual costs for 1997 and 1998 between international and "Swedish" activities.

In addition, the project budget for 1999 is based on estimates of funding provided by each programme officer for each of the supported projects. This will certainly further improve upon the performance against the budget.

Budget follow-ups are made within each annual report presented to Sida. Budgets are followed up at least quarterly and, when considered necessary, even monthly.

5.2.2 Accounting

The accounting is made according to the principle of cost centres. Therefore, the same element of costs can appear within several cost centres. As an example, travel costs for the Board can be accounted for within International Co-operation when Board members travel to visit projects, within Activities in Sweden and within administration costs when travelling to attend Board meetings.

5.2.3 Reporting

5.2.3.1 Reporting to Sida

In the first agreement with Sida, dated 910926, it is indicated that the Foundation should submit an annual financial report signed by a chartered accountant and specifying the use of Sida funds. The interest on allocated funds as well as non-utilised funds should be reimbursed to Sida, unless otherwise agreed. This principle has been kept during the total support period.

The annual financial report includes a balance sheet and an income statement, and a detailed description of all costs. Budget follow-ups are also provided. The statements are clear and accessible.

5.2.3.2 Project reports

All funded projects are presented in aggregated project lists, where the projects and their main objectives and achievements as well as disbursed amounts, are indicated.

According to the general agreement, the supported organisations should:

* Keep proper financial records pertaining to the project and hold them available for inspection by the Foundation;

* Present a written financial report on the use of the contribution for each financial year. The report shall specify the total income and expenditure of the organisation, including the contribution from the Foundation. It shall indicate, and also comment on, deviations from the original budget.

In order to improve on the quality of reports, in 1996 the Foundation recruited a part time consultant specialised in financial matters and with considerable experience of development projects. The main objective of the consultancy was, by a continuous dialogue, to improve on the quality of the financial reports submitted by the organisations. The function thus created would serve as support and counselling to the organisations to improve upon their financial management systems. This would have positive implications for the quality of the financial administrations.

The consultant has worked very closely with the programme officers and with the organisations through frequent correspondence and occasional visits. Discussions e.g. regarding the need for improved financial reports and for budget follow-ups have taken place. The need for donor co-ordination has also been a subject of interest. There has been a considerable element of transfer of knowledge in the dialogue with the partner organisations. Improvements have been made regarding the quality of financial reports and follow-up, which has facilitated the work of the programme managers.

The follow-up of project costs remains with the programme managers only and is not presented in any aggregate form. It should be feasible to account for the final project costs in the aggregated project lists, at least upon project completion.

This information would be of great interest, in particular if there are deviations of costs vis à vis disbursements, or if projects are prematurely terminated. In any case, it would be useful to provide a summarised picture of costs in relation to disbursements.

5.3 Conclusions

The Foundation strives to keep the costs at the lowest possible level. This is particularly obvious when looking at the policies involved with reimbursable costs. The relatively modest salary level is also in line with the low cost principle.

The above analysis shows that the proportion of project costs in relation to total funding has decreased, whilst personnel costs have slightly increased. Nevertheless, one has to bear in mind that the yearly funding in absolute terms has been fairly constant during the last three years. It is to be expected that personnel costs increase in absolute terms, thereby altering the relative proportion allocated to projects.

The low use of funds for training despite fairly large budget allocations shows that the Foundation has not been able to train its staff as was intended. It is then evidently not a question of available resources but rather of time and capacity.

Our assessment of the costs of the Foundation indicates that it would not be possible to reduce administration and personnel unless the project volume is diminished. Our view is that the costs of the Foundation are reasonable considering the current volume of activities. The administrative function in particular is very strained. The need of reinforcement of this function is imminent.

Our main impression of the financial administration system is that it is clear and structured. In addition, the books are very much in order and it is easy to retrieve information. There is a continuous ambition to improve the system and thus the

adequacy of the financial reports. The main objective is that costs should be accounted for in a manner that best describes the actual activities. The financial reports are compiled with the purpose of conveying a picture of how the Foundation actually operates. The use of an index for the distribution of overhead costs is a further step in this direction.

The commitment to address the problem of the quality of financial reports submitted by the funded organisations is commendable. This is a problem that faces virtually all funding agencies but that is not always tackled in such a consequent fashion. However, we suggest that final project costs should be accounted for in the aggregated project lists, in order to provide a summarised picture of costs in relation to disbursements.

C. Conclusions and Recommendations

General conclusions

On the basis of our study of the documentation, our interviews and our field studies in Kenya and Uganda, we find that the Foundation appears, on the whole, to have done an excellent job in identifying useful NGO partners for development co-operation. It has monitored the projects adequately, often in an exemplary fashion.

The Foundation has been flexible enough to adapt some of its routines to the needs of its partners. This has not meant fewer demands on reports and accounting, but it has made it easier for the partners to comply with such demands.

The Foundation and its partners have close relations, based on a shared vision, mutual confidence and an on-going dialogue. This dialogue has i.a. given the Foundation new and increased knowledge on the activities of human rights organisations at the grass root level. It has also helped to establish an important network of new human rights organisations and to facilitate contacts and exchange between them. The Foundation has also helped to facilitate regional networking between human rights organisations in various countries.

Due to the replacement of several staff members in a short period of time, the Foundation at present lacks the capacity and competence to do much more than administer the projects already receiving support.

Lately more of the Foundation's resources have been devoted to activities in Sweden. This is a product both of the Board's wishes and the interests of the present Secretary General. The Foundation now has more than adequate competence and capacity for its education/information work. Those of its staff who are inexperienced in development co-operation ought also, in time, to develop experience.

But it is important for both Sida and the Foundation that there be clear guidelines for the activities which the Foundation can be involved in.

Models for future work

It would be useful to sketch out different types of activity in which the Foundation could engage in the future. It is not suggested that these are mutually exclusive. On the other hand, bearing in mind the small size of the organisation, the more such different activities the Foundation engages in, the more thinly it spreads itself.

a) Development co-operation model.

This is what the Foundation placed its main emphasis on up to 1997, and where it has been most successful. There are a number of points here.

First, there is an overlap with what Diakonia and the Church of Sweden are engaged in. Neither of these two organisations have a strong human rights profile today, but this can and probably will change with the increasing emphasis being placed on human rights in development co-operation contexts.

Second, as indicated above, the present staff of the Foundation has limited aid competence and experience.

Third, there is a potential overlap with Sida's own activities. But as we have discussed (section B.2.1) there are a number of things which the Foundation can do and which Sida cannot or will not do.

b) Think tank model for development co-operation issues.

The term "think tank" is usually employed to denote an academic research institution. The Foundation lacks the competence and capacity for this. To perform this function properly, the Foundation would have to employ at least two people with considerable development co-operation and human rights experience.

c) Clearing house / networking in Sweden for human rights issues generally and/or a human rights documentation centre.

The Foundation lacks the capacity for performing clearing house functions on more than an ad hoc basis. There is no need for another documentation centre. There is scope for more human rights networking, but there is no need for the Foundation to be more than one actor of many in this field.

d) Education in Sweden on human rights generally or development co-operation / human rights interface in particular.

As regards human rights in general, the Foundation is already involved on an organisational level with the Teologiska Högskolan course. There is also a course run by the Red Cross. There is a need for more education in this area (see Ds 1998:46) but while the Foundation has a network of lecturers with different competencies, it has only limited competence/capacity to lecture on human rights issues generally. As regards the interface between human rights and development co-operation, more could be done in this field, and the Foundation could be the body to do so, but it would have to develop this competence.

e) Networking between South NGOs and Swedish NGOs, parliament, government and administration.

The Foundation could continue to provide its' network of contacts (including the International Council) as a means of assisting in communication between South NGO's and Northern NGOs and decision-makers generally. This two-way communication has been much appreciated by the partners and should be intensified.

f) Forum for public debate on human rights issues generally or on development co-operation / human rights in particular.

It may be that several of the founder organisations would be/are less enthusiastic at the Foundation "stealing the human rights limelight" as it were. In the views of some of the people we interviewed, the Foundation should primarily have a "behind the scenes" role in Sweden, giving the founder organisations information and support in development co-operation / human rights matters. In their view, the Foundation is not a membership organisation, it receives no public contributions and thus has no "legitimacy" to act in other than a support role.

As regards public education/promoting debate on human rights generally, there is the risk that the organisation is unfocussed. Such a small organisation cannot hope to cover this field, but must concentrate.

This naturally does not exclude specific campaigns in human rights issues (including campaigns which are a combination of investigation and improving public awareness, such as the campaign on Colombia). However, the Foundation in general lacks the capacity to mount campaigns by itself. It could serve as a channel of communication

and co-ordination of a campaign, if it received from the founder organisations the encouragement and, above all, temporary personnel support, to do so.

In our opinion, the main focus of the Foundation as regards public opinion should concern the interface between development co-operation and human rights. Through involvement in concrete aid projects, the Foundation gathers and maintains its knowledge of practical aid problems in the human rights area and the human rights concerns and priorities of different countries/regions and develops its' networks. This in turn gives it the competence - and so the legitimacy - to inform and influence the Swedish debate on development co-operation and human rights.

Thus, we think that the Foundation can serve a very useful role in this particular field. The same points could be made *mutatis mutandis* for models d) and e).

In any event, as regards which of these models the Foundation chooses, it is naturally up to the Board to decide on the future tasks of the Foundation, and it is up to Sida to decide which of the Foundation's activities it will finance. But it must be stressed that the Foundation lacks both the competence and the capacity to do all of these different things at the same time, and it should not attempt to do so.

Specific conclusions and recommendations

Priorities

- * The Board (the founder organisations) must agree on what the Foundation should and should not do for at least three years at a time, in order to make the Foundation concentrate its limited resources to the prioritised tasks.

- * This agreement must have the support of the staff of the Foundation and also of the founder organisations.

- * The staff of the Foundation and the founder organisations should discuss the possibilities of increasing their contacts, practical co-operation and exchange of information and experience, in order to make the best use of the resources of all the organisations.

- * Once the board of the Foundation has decided on the priorities for the future, Sida must decide which of the Foundation's activities it will support.

- * There must also be a new discussion – and an on-going discussion – on how Sida, the Foundation and its founder organisations could best co-operate in order to promote human rights.

Project management

- * The Foundation should work out country specific strategies as a basis for its decisions on what partners and which programmes to support.

- * The Foundation should make a review of its project management in order to bring it more into line with the Logical Framework Approach.

- * The Foundation should continue its efforts to improve the reports from the partners and emphasise the importance of the narrative reports.

- * The reports must refer to the objectives and aims described in the applications and project memoranda, and they must include an assessment of the relevance and impact of

the project/programme for the target group/s. If possible, they should also include an assessment of the sustainability of the project/programme.

* The Foundation should aim at increasing the frequency and/or duration of visits to the partners and including, where possible, on site visits to the periodic projects.

Gender

* The Foundation decided at an early stage to include a gender perspective in all its activities, and it has adopted a very good gender policy including guidelines for its implementation, but we have seen hardly any evidence that the policy or the guidelines are pursued.

* The available documentation and our interviews do not form a sufficient basis for an assessment of the relevance or impact of the projects and programmes supported from a gender perspective.

* We welcome the decision to activate the Working Group on Women again, and we recommend the group to suggest methods for putting the gender policy and guidelines into practice.

Sustainability

* The Foundation has been rather successful in identifying partners with a capacity to develop institutional sustainability, but it has so far not always followed its own policy of phasing out its funding to organisations once they have attracted other donors.

* The Board and staff of the Foundation should agree on a definition of financial sustainability of human rights projects and programmes, and they should discuss with the partners if there are possibilities for the project or programme to be sustainable when this is considered desirable.

* The Foundation must make it clear to its partners that funding from the Foundation is temporary and given on an annual basis. This information must be repeated with every new agreement.

Competence/capacity

* If the Foundation is to continue working as effectively as it has done in the past in the field of development co-operation, it must take quick steps to employ and retain one or more persons with substantial experience in development co-operation and/or wind down several aid projects, allowing it to concentrate its development activities geographically.

* In general, initiating successful projects in the field of economic, social and cultural rights requires more competence, not less.

* Where a thematic approach would involve the Foundation going into new countries or regions where there is a lack of familiarity with either the language, culture or economic, political or ethnic background, or the legal system, then we do not consider that it should be encouraged.

Finances and administration

* The Foundation strives to keep the costs at the lowest possible level. This is particularly obvious when looking at the policies involved with reimbursable costs.

* Our assessment of the costs of the Foundation indicates that it would be not be possible to reduce administration and personnel unless the project volume is diminished.

* In our view the costs of the Foundation are reasonable considering the current volume of activities.

* The administrative function in particular is very strained. The need of a reinforcement of this function is imminent.

* The financial management system is clear and structured. The financial reports are compiled with the purpose of conveying a picture of how the Foundation actually operates.

* The commitment to address the problem of the quality of financial reports submitted by the funded organisations is commendable. This is a problem that faces virtually all funding agencies but that is not always tackled in such a consequent fashion.

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Department for Democracy
and Social Development
Division for Democratic Governance
R Folkesson

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DRAFT TERMS OF REFERENCE

Evaluation of the Swedish NGO Foundation for Human Rights

1. Background

1.1 General

The Swedish NGO Foundation for Human Rights (hereinafter referred to as the Foundation) was created in 1991 by the Swedish section of Amnesty International, Diakonia, Church of Sweden Aid, Church of Sweden Mission, the Swedish Red Cross and Swedish Save the Children. The Foundation is a politically and religiously independent, non profit organization with the purpose to supplement the work of the mentioned six organizations and that of Sida in support of democracy and human rights.

The Foundation cooperates with human rights organizations on regional and national levels in developing countries. It concentrates on grass-root activist organizations and supports projects in a range of human rights related areas, such as monitoring and information on human rights violations, legal assistance, campaigns, seminars, and women's rights. Up till now the Foundation has had a geographical concentration on Africa, the Carribbean and Latin-America, but the Foundation intends during the forthcoming years to switch to a thematic approach, particular with regard to women's rights and social, economic and cultural rights.

A part of the Foundation's activities are directed towards Sweden. These activities comprise information, education, training, and awareness. The Foundation also participate in a number of networks and working groups in which generally have specific purposes and exists over a limited period of time.

1.2 Budget

Sida has given substantial contributions to the Foundation since 1992. The contribution of the member organizations has not exceeded 10 percent of the Foundation's yearly budgets. The Foundation has so far no

other income. The following résumé shows the sources of budget allocations over the years in Swedish Kronor (SEK).

Year	Sida	Member	Total
1992/93	10 000 000	300 000	10 300 000
1993/94	11 000 000	1 000 000	12 000 000
1994/95	10 000 000	1 000 000	11 000 000
1995/96 *)	16 500 000	1 650 000	18 150 000
1997	11 000 000	1 100 000	12 100 000
1998	11 000 000	1 100 000	12 100 000
1992 - 98	69 500 000	6 150 000	75 650 000

*) Budget year 18 months.

1.3 Justifications

A relation between a financing agency and an organization such as the Foundation must be based on respect for the mandate of the organization. But at the same time there should be space for a profound dialogue between these two on the content and orientation of programmes and projects, hopefully to the mutual interests of all involved. The financing agencies are also compelled to take into account their overall policies, guidelines and country specific strategies when considering allocations and contributions to various organizations. In the case of Sida, consideration must also be given to the instructions given by the Government regarding the use of funds, reporting, and result analysis.

A support to an organization during several years should, therefore, intermittently, be reviewed in the light of these overall policies, guidelines and strategies. Such a review should take into account the effectiveness and impact of the programmes in order to up-date information on how the contributions given are related to the policies etc of the agency and simultaneously constitute a basis for a more profound dialogue between the agency and the organization. Such dialogues may vary from case to case, but would generally always comprise exchanges of experience and methodological issues.

Considering the increased political focus on issues related to peace, democracy and human rights, it is an overriding interest for Sida to identify suitable organizations for channelling funds and resources to programmes and projects in this area. It is important for Sida to have as

good knowledge as possible of the activities of these organizations. Consequently, it is also of importance to evaluate the performances by major organizations such as the Foundation.

Children's rights is of crucial importance. As this area is of particular interest for the Swedish Save the Children and the Foundation in principle acts as a complementary body to its member organizations, children's rights have not been a central theme for the Foundation. For this reason, this study should not specifically address the work of the Foundation regarding children's rights.

2. Objectives

The overall objective of the evaluation is to give Sida and the Foundation a more profound and analytical understanding of the role and tasks of the Foundation and to give a basis to Sida for consideration of possible future support to the Foundation.

The immediate objective are firstly to assess how the Foundation deals with its relations with the recipient organizations in the developing countries with regard to relevance of programmes, impact of support, costs and sustainability.

Secondly, the evaluation shall assess the competence, capacity and costs of the Foundation to plan, implement and follow-up such programmes and projects in the developing countries.

3. Scope of work

Consultant shall describe and analyse the areas indicated below, to the extent possible with regard to men and women. In addition the Consultant shall feel free to raise any issue he or she judges of relevance and interest for Sida and the Foundation. If such an issue should constitute a major deviation from the scope of work according to these Terms of Reference, Sida Shall, after consultation with the Foundation, give its prior approval of such alterations.

3.1 Relevance

The study will especially look, with emphasis on men and women, at the relevance of a) the policies and strategies of the Foundation regarding the promotion of human rights and b) the programmes and projects in light of the present political and economic situation in the countries concerned.

The study shall also assess the present orientation of the Foundation to work in geographical areas and the Foundation's capacity to focus on a more thematic approach, e g gender issues and the economic, social and cultural rights and the interdependence between, on the one hand, the civil and political rights, and, on the other, the economic, social and cultural rights.

3.2 Impact

The evaluation study will describe, to the extent possible with regard to men and women, how the contribution given by the Foundation has been conducive to the development of the recipient organizations. The study shall also analyse how and to what extent the recipient organizations have had an influence on the policy of the Foundation and its practical work.

3.3 Cost analysis

It is not the intention to make a thorough analysis of the costs of the programmes and projects. The objective in this part is to make an overall assessment whether the costs are reasonable - in comparison with other similar organizations, which deal with aid contributions - with regard to administration costs, personnel costs, reimbursables and programme and project costs. How much of the support in terms of financial and human resources have been allocated to core funding and how much for project activities? How much of these resources has the Foundation allocated for capacity and institutional development?

Special attention shall be paid to an assessment of the personnel and administration costs for the Foundation in relation to the contributions to the recipient organizations.

3.4 Sustainability

The study shall analyse and describe, especially during the field study, what has happened or likely to happen after the external assistance from the Foundation will come to an end. This analysis shall be made with regard to men and women.

The study will also, with due regard to men and women, analyse to which extent and how the Foundation has contributed to capacity and institutional development of organizations and institutions receiving support. In which way can the participation of the Foundation personnel be of importance for these organizations?

The study will especially assess the role of the Foundation in promoting networks.

3.5 Organization and finances

The study will assess the overall organization and financial situation with particular emphasis on the Foundation's mobilization of own resources, the contributions from the member organizations and other income.

An essential part of the study will be to assess the capacity of the Foundation to plan, implement and monitor projects and programmes. Issues related to the manning, the capacity of secretariat to handle the programmes and projects as well as the accounting should be addressed.

The Consultant shall assess to which extent the Foundation has set measurable goals and how performances have been reported in relation to such goals.

4. Methods

The assignment shall be carried out by studies of available documents, reports and budgets at Sida and at the Foundation headquarters. A field study to Kenya and Uganda should be done.

Further, the Consultant shall interview former and present employees of the Foundation, the members of the Board and other persons involved in the Foundation activities at the member organizations, recipient organizations as well as Sida and other concerned organizations.

During the field study, the Consultant shall endeavour to interview representatives of the recipient organizations and civil society.

A more deep analysis should be made of some of the recipient organizations. The objective of this is twofold, namely to constitute an input for the more general evaluation of the performance of the Foundation, but also to bring information to the possible gaps which have been identified in the course of the study.

5. Manning and time schedule

The study shall be carried out in June - October 1998 by a Consultant Team consisting of two senior consultants, one generalist and one jurist, an economist and a junior professional. The generalist shall be Team Leader, responsible for the gender analysis and write the final report. The senior jurist will provide the Team Leader with human rights information and human rights expertise concerning the Foundation's policies and strategies regarding the promotion of human rights and its cooperation

with recipient organisations. The economist will provide economic expertise concerning the Foundation's overall financial situation, a cost analysis of the Foundation's allocation of resources for its various purposes and a capacity study. The junior jurist will assist the Team Leader in the study. The total time for the study should not exceed 17 man weeks.

The study will mainly be carried out in August - October 1998

6. Reporting

Prior to the field study the Consultant shall present an Inception report to Sida with a copy to the Foundation. This report should be concise and contain a declaration whether the Consultant considers it possible to carry out the study in accordance with the Terms of Reference and what changes, if any, the Consultant would like to have with regard to the scope, orientation and content of the study. Further the Consultant, shall indicate what methodology to be used and what countries and organization he/her wants to visit. Sida shall approve the Inception without delay.

The consultants shall present a draft written report in 4 copies to Sida in Stockholm, the Division for Democratic Governance together with a diskett in Microsoft word, version 6.0. This draft report shall be presented not later than 31 October 1998.

The Draft report shall be presented at a seminar in November, at a date to be decided by Sida after consultation with the Foundation. The seminar will be arranged by Sida and with participation of the Foundation and its founding organizations. Based on the comments received the Consultant shall elaborate a Final report within two weeks from the date of the seminar.

The report shall be written in the English language. It shall be brief and concise, in principle not more than 40 pages. Additional material should be presented in annexes or appendices. The report shall contain an executive summary, main findings, conclusions and recommendations, and lessons learned. Further instructions are found in Annex "Sida Evaluation Report - A Standardized Format".

Annex 2

Persons interviewed in / from Sweden

Swedish NGO Foundation for Human Rights

Board members

Jesús Alcalá, Amnesty International	board member 1992 - 1998, chairperson 920101-920630
Bo Forsberg, Diakonia	board member 1994 – chairperson 980310 –
Kristina Hedlund Thulin, Swedish Red Cross	board member 1993 – 1998
Stina Karlton, Svenska Kyrkan	board member 1997 -
Alfhild Petrén, Rädda Barnen	board member 1992 – 1998 chairperson 960314 – 980309
Margaretha Ringström, Lutherhjälpen	board member 1992 – 1994 chairperson 920701 – 930922
Margareta Wadstein (personal capacity)	board member 1993 –

Staff

Birgitta Berggren
Anita Klum
Suzanne Bergman
Jesper Hansén
Eva Hellström
Stina Karlton
Camilla Lundgren
Jocke Nyberg
Helena Rojas
Karin Rohlin (in Nicaragua, interview by e-mail)
Bengt Troedsson
Sia S Åkermark

(the tasks and periods of employment are listed in annex 4)

Members of the International Council

Hanny Megally

Amy Tsanga

Sida

Anette Dahlström (in Sri Lanka, interview by e-mail and telephone)

Finn Forsberg

Others

Erik Lysén, Diakonia

Håkan Falk (retired from Sida)

Annex 3

Organisations visited and persons interviewed in Kenya and Uganda

KENYA

Kenya Human Rights Commission (KHRC)

Willy Mutunga, Director

Citizens' Coalition for Constitutional Change (4 Cs)

Erastus Wamugo, Director

Release Political Prisoners Pressure Group (RPP)

Muthoni Kamau, Chairperson

Kangethe Mungai, Programme Officer

Gitau Wanguthi, Programme Officer

Kituo Cha Sheria

Mr. Kibara, Deputy Director

Alice Kwendo, Head of Finance and Administration

Eric Ogwang, Head of Legal Services

(and one more staff member who arrived later and was not introduced)

UGANDA

Foundation for Human Rights Initiative (FHRI)

Livingstone Sewanyana, Executive Director

Human Rights and Peace Centre

Samuel B Tindifa, Director

Joanne Kayaga, Senior Administrative Officer

Joe Oloka Onyang, Dean of Law, Makerere University,
former director of HURIPEC

Personal på MR-fonden 1992-98

'92 apr juli okt '93 apr juli okt '94 apr juli okt '95 apr juli okt '96

■ = heltid
 ■ = halvtid / deltid

SG

Birgitta Berggren
 Anita Klum

Adm / ek

Suzanne Bergman
 Laila Stenberg
 Maj Bergsten
 Helena Rojas
 Cecilia Fjällström
 Bengt Troedsson

Bistånd Afr

Birgitta Berggren
 Stina Karlun
 Sia Åkermark
 Camilla Abrahams.
 Eva Hellström
 Jesper Hansén
 Camilla Lundgren

Bistånd LA

Karin Rohlin
 Jocke Nyberg
 Helena Rojas
 Rose-Marie Asker

Sverigeverks-

Karin Rohlin
 Jocke Nyberg
 Sia Åkermark
 Camilla Abrahams.
 Jesper Hansén
 Camilla Lundgren
 Rose-Marie Asker

B. 0027

■ = heltid
 ■ = halvtid / deltid

'99

okt

juli

apr

'98

okt

juli

apr

'97

okt

juli

apr

'96

SG

Birgitta Berggren
 Anita Klum

Adm/ek

Suzanne Bergman
 Laila Stenberg
 Maj Bergsten
 Helena Rojas
 Cecilia Fjällström
 Bengt Troedsson

Bistånd Afr

Birgitta Berggren
 Stina Karlun
 Sia Åkermark
 Camilla Abrahams.
 Eva Hellström
 Jesper Hansén
 Camilla Lundgren

Bistånd LA

Karin Rohlin
 Jocke Nyberg
 Helena Rojas
 Rose-Marie Asker

Sverigeverks-

Karin Rohlin
 Jocke Nyberg
 Sia Åkermark
 Camilla Abrahams.
 Jesper Hansén
 Camilla Lundgren
 Rose-Marie Asker

Annex 5

The International Council

Members of the International Council December 1998:

Sunila Abeysekera, Sri Lanka
Hanny Megally, Egypt
Cecilia Millán, Chile/Canada
Peter Rosenblum, USA
Ebrima Sall, Senegal
Ms. Amy Shupikai Tsanga, Zimbabwe

Costs for the last two meetings of the International Council, in Nairobi 1996 and in Sweden (Tällberg) 1998:

	1996 Nairobi	1998 Sweden
Foundation Staff	75 118	40 311
Lecturers	54 745	
Board Members	76 741	5 417
International Council Members	104 751	124 143
Interpreter	14 476	
Translations	8 253	17 638
Donor Meeting (in conjunction)	25 859	
Miscellaneous	10 441	19 503
TOTAL	370 384	207 012

Gender Policy, adopted by the Board 2 February 1995

**STRATEGI FÖR MR-FONDENS ARBETE MED INRIKTNING
PÅ KVINNORS RÄTTIGHETER**

Fonden skall enligt sina riktlinjer i sitt arbete beakta könsperspektivet. Detta bör komma till uttryck på följande sätt:

A. Stöd till arbete med mänskliga rättigheter i allmänhet

Förutom överväganden enligt de stadgar och riktlinjer som i övrigt gäller för fondens verksamhet bär varje insats så långt möjligt analyseras i ett könsperspektiv.

Fonden skall alltid uppmärksamma vilka könsmässiga konsekvenser stöd får som ges till de organisationer som fonden samarbetar med och eftersträva / uppmuntra att dessa anlägger ett könsperspektiv i sitt arbete. Fonden bör i möjligaste mån uppmana / uppmuntra den stödsökande organisationen att belysa de aspekter som anges i det följande.

Analysen i ett könsperspektiv skall avse både vuxna och barn.

För varje insats bör övervägas

– Syftar projektet till eller kan det förväntas medföra direkta eller indirekta effekter för främjandet av mänskliga rättigheter även för kvinnor och flickor? Om så är fallet – vilka?

– Vilken är könsfördelningen bland dem som är aktiva i organisationens arbete på olika nivåer, särskilt i vad mån deltar kvinnor i organisationens beslutsprocess? Vilken är könsfördelningen i medlemskaden?

– I vad mån vänder sig organisationen med sitt projekt företrädesvis till eller kan den förväntas nå kvinnor eller män?

– Hur sprider organisationen information om pågående projekt till kvinnor respektive till män?

– Vad blir resultatet av projektet för kvinnor jämfört med män? För att få underlag för en sådan bedömning bör organisationerna uppmuntras att redogöra för resultatet i ett könsperspektiv.

B. Stöd till särskilda aktiviteter rörande kvinnors rättigheter

Allmänt

Utgångspunkt för fondens långsiktiga arbete med stöd till särskilda aktiviteter rörande kvinnors rättigheter bör – förutom fondens stadgar och allmänna riktlinjer – vara internationella konventioner och deklarationer, i synnerhet FNs kvinnodiskrimineringskonvention, FN-deklarationen om våld mot kvinnor samt – med särskilt beaktande av kvinnoperspektivet – FNs barnkonvention och slutdokumentet från FN-konferensen i Wien i juni 1993.

Arbete på kort sikt kan – likaledes med utgångspunkt i övrigt i fondens stadgar och allmänna riktlinjer – avse stöd till aktiviteter inför FN-konferenser om mänskliga rättigheter, såsom inför FNs kvinnokonferens i Beijing år 1995.

Fonden bör i sin budget avsätta en viss andel av sina medel för särskilda aktiviteter rörande kvinnors rättigheter.

Långsiktigt arbete

Organisationer som fonden bör stödja

Fonden kan direkt stödja organisationer och nätverk vars verksamhet är särskilt inriktad på att främja och utveckla mänskliga rättigheter för kvinnor och flickor.

Stöd kan ges även till andra MR-organisationer än renodlade kvinnoorganisationer för arbete som är särskilt inriktat på kvinnors rättigheter på ett sätt som prioriteras av fonden.

Stöd kan även ges till renodlade kvinnoorganisationer för allmänt MR-arbete.

Vad stödet bör avse

Stöd bör avse utåtriktat arbete, som vänder sig direkt till kvinnor eller avser åtgärder som direkt eller indirekt kan väntas medföra att mänskliga rättigheter för kvinnor i alla faser av livscykeln främjas och stärks i praktiken.

Stödet bör i första hand avse kollektivt inriktade åtgärder. Det bör också avse hjälp att få tillgång till regionala och internationella konventioner om kvinnor och mänskliga rättigheter.

Stöd kan ges till samordning och erfarenhetsutbyte, nationellt, regionalt och internationellt.

Via fonden bör även stöd till kvinnoinriktade åtgärder kunna kanaliseras, som stiftarorganisationerna finner angelägna men anser sig inte kunna stödja på egen hand.

Stöd till etablerade organisationer kan även avse organisation och administration, t ex lokaler och utrustning och stöd i praktiska frågor.

Inriktning på arbete som bör prioriteras

Arbete för att medvetandegöra kvinnor och flickor om deras rättigheter.

Informations- och opinionsbildning om mänskliga rättigheter för kvinnor riktad till makthavare.

Arbete som är inriktat på att avskaffa formell direkt och indirekt könsdiskriminering av kvinnor särskilt i nationell lagstiftning.

Arbete som syftar till att avskaffa formell och faktisk könsdiskriminering på olika samhällsområden, varvid arbete med inriktning på familjeaspekter, socialt-juridiskt arbete och socialt-ekonomiskt arbete bör prioriteras.

Arbete föranlett av de särskilda konsekvenser AIDS får för kvinnor, bl a frågor om kvinnors arvsrätt.

Arbete med att jämka ihop skriven rätt och sedvanerätt så att kvinnors rättigheter främjas.

Arbete som rör konsekvenser för kvinnor av religiös lagstiftning.

Arbete kring våld mot kvinnor och flickor som kan förväntas få spridningseffekter när det gäller att bevaka och främja andra rättigheter för kvinnor.

Särskild arbetsgrupp för mänskliga rättigheter för kvinnor

Fonden bör ha en särskild arbetsgrupp för kvinnors och flickors rättigheter. Varje stiftarorganisation utser en företrädare i arbetsgruppen. Ordförande skall vara ledamot av fondens styrelse.

En huvuduppgift för arbetsgruppen bör vara att förse styrelsen med underlag för att analysera fondens stöd i ett könsperspektiv.

Arbetsgruppen bör vara en referensgrupp för fondens styrelse i frågor som rör kvinnors mänskliga rättigheter.

Gruppens roll bör vara rådgivande. Den bör också kunna utnyttjas som remissinstans till styrelsen.

Gruppen bör för kännedom få alla föredragnings-pm om projektansökningar och beslut rörande dessa som rör kvinnoinriktade åtgärder.

Arbetsgruppen bör också tas i anspråk för att planera insatser.

Gruppen bör kunna fungera som forum för uppslag och idéer för särskilda aktiviteter för att främja mänskliga rättigheter för kvinnor.

Gruppens arbete bör relateras till stiftarorganisationernas egen verksamhet med kvinnoinriktade åtgärder.

TABLE I

THE SWEDISH NGO FOUNDATION FOR HUMAN RIGHTS

Total financial contributions (000 SEK)

	1990/91	1991/92	1992/93	1993/94	1994/95	1995/96 ¹	1997	1998
<i>Sida</i>	400	7 000	10 000 (95.5%)	11 000 ² (91.8%)	10 000 (89.7%)	16 500 (91.7%)	11 496 ³ (92.7%)	11 621 ⁴ (91.3%)
<i>Swedish Red Cross</i>	-	50	60	220	220	360	265	265
<i>Swedish Save the Children</i>	-	50	60	220	220	360	265	265
<i>Church of Sweden Mission-</i>		50	60	220	220	360	200	400
<i>Church of Sweden Aid</i>	-	50	60	220	220	360	200	
<i>Diakonia</i>	-	50	60	100	120	210	170	170
<i>Swedish Amnesty International</i>	-	50	0	0		0	0	0
Total	400	7 300	10 300	11 980	11 000	18 150	12 596	12 721
TOTAL: all funds								84 447
Unused funds								6 273
<i>GRAND TOTAL</i>								<u>78 174</u>

¹ Equivalent to 18 months. Contribution for 1 calendar year: 12 100 SEK

² Including 1MSEK additional contribution

³ Including 496 000 SEK additional contribution

⁴ Including 621 000 additional contribution

TABLE II

THE SWEDISH NGO FOUNDATION FOR HUMAN RIGHTS

	1991/92 - 1998		
<i>Total financial contributions (000 SEK)</i>	<i>Disbursed Funds</i>	<i>Additional Contributions</i>	<i>Unused Funds</i>
			<i>Balance</i>
<i>Sida</i>	75 900	2 117	71 744
<i>Swedish Red Cross</i>	1 440		
<i>Swedish Save the Children</i>	1 440		
<i>Church of Sweden Mission</i>	1 110	400	
<i>Church of Sweden Aid</i>	1 110		
<i>Diakonia</i>	880		
<i>Swedish Amnesty International</i>	50		
<i>Total</i>	82 330	2 117	6 273
			<u>78 174</u>

TABLE III

THE SWEDISH NGO FOUNDATION FOR HUMAN RIGHTS, Supported projects 1991/92-1998-09-10 (000 SEK)

	1991/92	1992/93	1993/94	1994/95	1995/96	1997	1998	Total number
<i>AFRICA</i>								
Number of Projects	7	21	36	36	50	28	17	195 (66.5%)
Contribution	430.4	3 924	5 752	5 252	8 452	5 977.5	3 303.3	
<i>ASIA</i>								
Number of Projects	1	1	2	2	2	0	1	9 (3.1%)
Contribution	145.5	15.7	362	239.4	423.5	0	257.5	
<i>CARRIBEAN</i>								
Number of Projects	1	3	4	5	7	4	4	28 (9.6%)
Contribution	145.5	637	635	767	968.5	855.9	756.2	
<i>LATIN AMERICA</i>								
Number of Projects	1	6	8	5	10	3	4	37 (12.6%)
Contribution	145.5	1 096	904.5	855.7	1 764	473.6	1 093.2	
<i>OTHER</i>								
Number of Projects	0	7	3	3	7	3	1	24 (8.2%)
Contributions	0	1 244.6	870.5	463.5	999.1	843.2	99.7	
Total number	10	38	53	51	76	38	27 ¹	<u>293</u>
Total contribution	867	6 917	8 524	7 577	12 607	8 150	5 510	<u>50 152</u>

¹ Supported projects until 980813

TABLE IV

THE SWEDISH NGO FOUNDATION FOR HUMAN RIGHTS

Geographical Distribution of Supported Projects

	1991/92	1992/93	1993/94	1994/95	1995/96	1997	1998	Average
<i>AFRICA</i>								
Distribution of Projects	70%	55%	68%	70.5%	66%	74%	63%	66.5% (195 ¹)
<i>ASIA</i>								
Distribution of Projects	10%	2.5%	4%	4%	3%	0	3.5%	3.1% (9)
<i>CARRIBEAN</i>								
Distribution of Projects	10%	8%	7.5%	10%	9%	10%	15%	9.6% (28)
<i>LATIN AMERICA</i>								
Distribution of Projects	10%	16%	15%	10%	13%	8%	15%	12.6% (37)
<i>OTHER</i>								
Distribution of Projects	0	18.5%	5.5%	5.5%	9%	8%	3.5%	8.2% (24)
	100%	100%	100%	100%	100%	100%	100%	100%

¹ Number of projects

TABLE V

The Swedish NGO Foundation for Human Rights

Number of project applications and accepted projects, 1992 – 1997

	<i>Project applications</i>	<i>Accepted projects</i>	<i>%</i>
1992	124	36	29%
1993	182	39	21%
1994	200	51	25.5%
1995	190	44	23%
1996	176	42	24%
1997	152	27	18%

Recent Sida Evaluations

- 98/25 Sustainable Dry Forest Management. Sida-supported collaborative research project between Burkina Faso and Sweden. Karin Gerhardt, Kerstin Jonsson, Eva Evers Rosander
Department for Natural Resources and the Environment
- 98/26 International Centre for Research in Agroforestry, ICRAF 1990-1997. Bo Tengnäs, Arne Eriksson, Terry Kantai, Alice Kaudia, Jeff Odera
Department for Natural Resources and the Environment
- 98/27 Cooperative Reform and Development Programme, CRDP in Uganda. Mick Moore Lindah Mangali, Z Ojoo
Department for Natural Resources and the Environment
- 98/28 Water and Environmental Sanitation Programme, WES in Uganda. Clifford Wang, Eva Poluha, Jerker Thorvaldsson, Sam Mutono
Department for Natural Resources and the Environment
- 98/29 The Nordic Funded Rural Employment Sector Programme in Bangladesh. Claes Lindahl, Julie Catterson, Robert Andersen, Inge-Merete Hirshholmen, Shamima Nasrin, Petra Stark
Department for Natural Resources and the Environment
- 98/30 The Swedish Cooperative Centre's Environment Project in Sri Lanka. David Gibbon, Ananda A Kodituwakku, A Lecamwssam, S C Girihagama
Department for Natural Resources and the Environment
- 98/31 The Impact of the Sida Financed International Training Programme. A case study of the Philippines. Kim Forss, Lars Bjern, Benjamin Milano
Department for Infrastructure and Economic Cooperation
- 98/32 The Bank of Zambia - Way Forward. Olof Hesselmark, Peter Winai
Department for Democracy and Social development
- 98/33 Centre for Legal Education and Aid Networks in Kenya. Fran Biggs
Department for Africa
- 98/34 Support to Building an Institutional Capacity for Arbitration in Sri Lanka. Claes Lindahl, Gustaf Möller, Sundeep Waslekar
Department for Infrastructure and Economic Cooperation
- 98/35 Three Human Rights Organisations Based in Banjul, Africa. The African Commission on Human and peoples' Rights, The African Centre for Democracy and Human Rights Studies, The African Society of International and Comparative Law. Lennart Wohlgemuth, Jonas Ewald, Bill Yates
Department for Democracy and Social development
- 98/36 The Training of Journalists in Central and Eastern Europe. Tiina Meri, Börje Wallberg
Department for Central and Eastern Europe

Sida Evaluations may be ordered from:

Infocenter, Sida
S-105 25 Stockholm
Phone: (+46) 8 795 23 44
Fax: (+46) 8 760 58 95
info@sida.se

A complete backlist of earlier evaluation reports may be ordered from:

Sida, UTV, S-105 25 Stockholm
Phone: (+46) 8 698 5133
Fax: (+46) 8 698 5610
Homepage: <http://www.sida.se>



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