

Women's Empowerment Projects: “Kvinna till Kvinna”

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Department for Europe

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Main Conclusions and Recommendations

This report presents the findings and conclusions of an evaluation of Kvinna till Kvinna foundation (KtK). It looks at the objectives and strategies of KtK, the organisation as such and the services that KtK provides. It also discusses the work of KtK in relation to the Swedish government objective to reduce poverty. The evaluation was based on interviews in Sweden, Bosnia-Herzegovina and Kosovo, as well as on relevant documents.

The overall impression from the study is that KtK is operating in a professional way and has developed an effective working concept to promote women's empowerment in areas of conflict or post-conflict. The approach is characterised by a strong field presence, close collaboration with a selected number of organisations over a longer period of time, active networking. KtK also draws on practical experiences from the field for studies and advocacy work.

Over the last five years, the operations of KtK have almost doubled, in terms of projects, finance and staff. The organisation is currently in a consolidation phase. It has recently introduced a new organisation and is currently revising strategies, formalising routines etc. It is still too early to assess this work.

To its partner organisations, KtK provides financial as well as other support, including dialogue, information, contacts and moral support. NGOs describe the close presence of KtK as valuable. There is a strong sense of local ownership over projects.

Interviews indicate that the support has often had an important impact, both on the situation of women in society and on the organisations themselves. However, due to the lack of indicators it is difficult to specify or measure this impact.

KtK's support for "women's empowerment" is relevant for reduction of poverty both at a conceptual level and in practical terms. Many projects are also relevant in a peace and reconciliation perspective.

There is a general problem of financial sustainability, which should be seen in relation to the environments in which the organisations work and the type of activities they operate. There is a need to work more systematically to strengthen partner NGO's as organisations in order to achieve the objective of sustainable women's organisations.

Maintaining a focus on its mandate, there are a number of things that KtK is not doing, including work at municipal and government level, interventions targeting men etc. KtK's way of working also implies that it can not, in the short term perspective, easily shift to new countries and new partner organisations. Sida should therefore not necessarily see KtK as the only channel for support to improve the situation of women/gender equality in the region and elsewhere.

Relations between Sida and KtK have been of mutual benefit. However, the mutual dependence could also become a problem, would the agenda of the Swedish government and that of KtK come to differ.

The recommendations to Sida are to:

- Continue the funding of KtK.
- Consider financing commitments that extend over more than one year also for the Balkan region.
- Follow the on-going consolidation process within KtK.
- Be explicit regarding its overall objectives for the financing of KtK but refrain from detailed steering.
- Not try to make use of KtK for purposes which lie outside of its mandate or working concept.

- consider complementing the KtK support with support through other channels in areas where KtK is not working (e.g. interventions with similar purposes but at municipal and government level, projects targeting both men and women, “gender mainstreaming” etc.), as well as through organisations working other approaches than KtK.
- Draw on the experiences of KtK not only as a “women’s organisation” but also as a peace organisation.

The recommendations to KtK are to:

- Continue focussing on its mandate and work according to the approach that it has developed.
- Continue its consolidation efforts, including implementation of the new organisation, revision of the five year plan, formalisation of routines etc.
- Clarify the organisation’s own interpretation of “women’s empowerment” and specify activities eligible for KtK support.
- Review its routines for financing decisions, both in terms of criteria for such decisions and the level of decision making.
- Look over the organisation’s “institutional memory” and routines for how information is collected, stored and retrieved.
- Introduce conflict analyses in respect to the various projects, not only looking at risks but also on how the project may have a positive effect on the conflict situation.
- Continue its work to establish a coherent approach for organisational development, including progress indicators that can also be used by the organisations themselves to determine their own strengths and weaknesses.
- With consideration to the local preconditions, give increased attention to the issue of sustainability as an integral part of the organisational development. As many organisations share similar problems, existing networks may be used for an exchange of experiences.
- Review its exit criteria, both at country and organisational level and, elaborate exit strategies with a long term vision.
- Intensify evaluation efforts, giving priority to strengthening the partner organisation’s own evaluation capacities and to making some impact assessments. Evaluation may be seen as a bridge between KtKs programme activities and its mandate to support studies and research.
- Be more clear and explicit in applications to Sida how and to what extent KtK contributes to poverty reduction.
- Pursue its objective to broaden its funding base, by strengthening the fundraising function.

Acronyms

BiH	Bosnia and Herzegovina
FRII	Frivilligorganisationernas insamlingsråd
IKFF	Internationella kvinnoförbundet för fred och frihet
KtK	Kvinna till Kvinna Foundation
MSEK	Million Swedish Crowns
NGO	Non Governmental Organisation
OHR	Office of High Representative
PRSP	Poverty Reduction Strategy
SAP	Stabilisation and Association Process
SFSF	Svenska Freds och Skiljedomsföreningen
Sida	Swedish International Development Co-operation Agency
Sida/SEE	Sida's department for Eastern Europe
SRSG	Special Representative of the Secretary General
UNMIK	UN Mission in Kosovo

1 Introduction

The Kvinna till Kvinna Foundation (KtK) has been working for the empowerment of women since the mid-1990s. In a decade, it has grown into a sizable organisation with a broad range of projects in the Western Balkan, Caucasus and the Middle East. It has also become a voice in the international debate on women, conflict and peace building.

KtK and its programmes are mainly financed by Sida. The bulk of Sida's targeted support to women and gender equality in the Balkan region is channelled through KtK.

A new framework agreement is soon to be signed between KtK and Sida. Sida is also in the process of elaborating a social sector strategy for the western Balkan, as well as country strategies for some of the countries in which KtK is working. It is in this context that Sida's department for Europe (Sida/SEE) has decided to carry out an evaluation of KtK.

1.1 Purpose and Limitations

The evaluation is intended "to give Sida/SEE a solid basis for future long-term framework support to KtK and for a discussion of key questions in KtK's development co-operation in south Eastern Europe including aspects of poverty". It is also intended to serve as an input into Sida's strategy work. The Terms of Reference for the study are attached as Appendix 1.

The focus and limitations of the study were discussed and agreed upon with Sida and KtK at the start of the evaluation.¹ The evaluation consists of three main parts: (i) the overall strategies and objectives guiding KtK, (ii) KtK's internal organisation, including resources, structures and routines, and (iii) the activities and output of KtK. Questions in relation to (iv) poverty are considered in various parts of the report.

It is thus primarily an organisational evaluation, similar to what is sometimes referred to as a capacity study. To a certain degree, it also looks at results but it is not an impact evaluation. Nor does the evaluation look at cost-effectiveness or relate the benefits of this support to the benefits of alternative uses of funds.

Having been commissioned by Sida/SEE the evaluation focuses on the Western Balkan, and in particular the countries visited: Bosnia and Herzegovina (BiH) and Kosovo².

1.2 Implementation

In January 2005, Boman & Peck Konsult AB was contracted for the evaluation. The team has consisted of Lennart Peck (M.Sc. Business Administration and Economics) and Annette Lyth (LL M).

The evaluation work started late January 2005 with introductory interviews, review of documents and preparation of the inception paper, which was discussed with KtK and Sida jointly.

During one week, the team made interviews in Stockholm at the KtK head office and at Sida. The visits to BiH and Kosovo were of one week each. The team met with KtK's field co-ordinators, KtK partner organisations, representatives of Sida and others. The choice of organisations was done with the purpose of getting as broad and multi-faceted picture of KtK's work as possible. Practical considerations, such as travel distance, had also to be considered.

¹ See Inception Paper, January 2005.

² It shall be pointed out that Kosovo is still formerly part of Serbia-Montenegro and not a country in itself.

Interviews in both Sweden and in the field were semi-structured, following a checklist of questions, reflecting the topics to be covered in the evaluation. A list of persons and organisations met is attached as Appendix 2.

The team has had the opportunity to visit two countries out of 10 and met with 15 organisations out of some 80 with which KtK is working. This is not sufficient for any generalisations about KtK's activities as a whole but may still give some understanding of KtK's way of working at different levels, as well as concrete examples of different kinds of support, achievements and problems.

Let us take the opportunity to thank everybody that has contributed to this report by providing information, opinions, ideas and practical support. In particular we would like to thank the organisations in Kosovo and BiH for the excellent reception they all gave us and their willingness to meet with us also outside of office hours, sometimes late in evenings and during weekends.

1.3 KtK's Mandate and Overall Objectives

The *mandate* of KtK is to:

- Empower women in areas affected by war and conflict by enhancing their self-esteem, psychological and physical health and participation in the construction of a democratic society
- Promote study and research into how war and armed conflict affect women
- Provide information about the effects of war and generate a public opinion about how conflicts can be resolved using non-violent methods

The mandate hence sets the focus on *women* and *war and conflict*. It motivates humanitarian action (direct support to suffering women) as well as action of long-term developmental nature (construction of a democratic society, advocacy etc.). It is therefore difficult to label KtK as being either a “peace organisation”, “women's organisation”, “humanitarian organisation” or “development organisation”; it incorporates aspects of all these areas.

KtK strives to empower women to become actors of change in their own society, in the belief that this is crucial for ensuring democratic societies and sustainable peace. It presents itself as an organisation working for “*Women's Empowerment*”. However, although “women's empowerment” is such a central notion for KtK there is currently no document specifying and explaining how KtK actually interprets this rather complex concept.

The *objectives for the Balkan region* are to support the development of

- Democratic and sustainable women's organisations
- Strong and independent women's movements in each country
- Increased co-operation between organisations (nationally and regionally)
- Equal opportunities for women and men to participate in the political decision-making process
- Improved contacts and co-operation between women organisations and politicians, institutions and local authorities
- Effective monitoring of gender legislation and mechanisms for gender equality

What KtK wants to achieve can also be said to be reflected in its (country) *exit criteria*:

- The organisations have capacity, including financial, to stand on their own
- There is diversity of organisations. There are several that have a possibility to survive and that work

within different areas of work

- There are gender equality plans and emerging institutions working with gender issues
- There are emerging laws for gender equality work (working rights, family rights, sex trade, domestic violence etc)
- There is a substantial number of women in politics
- A functioning health care and work for reproductive health is being built up.

It may be noted that these objectives/criteria relate both to the situation in *society* and of *organisations*. Given the overall mandate of KtK it is surprising that there is no reference to the conflict aspects in either the objectives of the exit criteria. Also, it may be noted that there are some differences between the Balkan objectives and the exit criteria. Poverty reduction is not mentioned as an objective of KtK.

Based on the principle that the local organisations are the ones most capable to identify their own needs and define their own work, the thematic focus of KtK can be said to be an aggregate of the themes of the different projects. This does not mean that KtK does not have an agenda on its own or supports anything.

The main criterion is that a project should involve aspects of empowerment of women in one way or another. KtK does not support just “welfare”, “gender mainstreaming” or gender training of men. In the absence of a definition of “women’s empowerment” there appears to be somewhat of a tradition within KtK of what to support and not to support. In view of KtK’s growth, staff rotation and decentralised decision making, it would seem essential to explain/define KtK’s notion of “women’s empowerment” and to establish clearer criteria’s for which activities KtK is in a position to support.

On the whole, while the mandate of KtK is rather clear, the *objectives*, i.e. what KtK aims to *achieve*, and *priorities* are not as clear. This is currently being reviewed by KtK in connection with the new five-year strategic plan. The Team strongly supports this.

KtK does not work with an explicit poverty focus. However, gender equality, empowerment (of both women and men), peace etc. have been identified by Sida as crucial factors for poverty reduction. The connection between “Women’s Empowerment” and “Poverty Reduction” is further discussed under section 6.1.

1.4 The “KtK Model”

Over the years, KtK has established its own model of working, characterised by the following:

KtK stresses *local capacity*. It assumes that the local population, represented by the partner NGOs, has the best knowledge and understanding of its own problems and is in the best position to propose and implement solutions. KtK’s role is therefore to listen to the organisations and support them financially and in other ways. KtK does not run projects in its own name but supports those of its partner organisations.

KtK works with a *long-term perspective*. It selects new organisations (and countries) carefully and stays with the ones that it has started to support, stressing that it takes time to develop good working relations and achieve results. The long-term approach should also be seen in relation to the environments in which KtK works, which are unstable and marked by conflict.

KtK has a *strong field presence*, through field co-ordinators in each country and relatively frequent visits from Sweden. This enables a close relation with the partner organisation and a role beyond merely a funding agency. During interviews, both partner organisations and KtK staff often used the word “trust”.

KtK, which started as a network itself, is actively promoting *networking* between partner organisations as a means of exchanging experiences and obtaining a greater impact in advocacy work. KtK is also networking extensively in Sweden and internationally.

While KtK is *field and action oriented*, it draws on its practical experiences for studies and advocacy in Sweden and internationally.

The core strategy of KtK, as outlined above, has not changed over the years but rather evolved and become increasingly established. The strategies for particular countries and issues have come to vary depending on the current situation.

Interviews show that the mandate and working principles of KtK are well rooted within the organisation. However, particularly more recently employed staff seems to welcome clearer structures and more guidance. For example, what do we mean by Women's Empowerment? To what extent may we influence organisations, and if so, how and in what direction?

2 The Organisation

KtK was started in 1993 as a network and its activities were then organised as a project. The KtK Foundation was established in 1995 by Internationella Kvinnoförbundet för Fred och Frihet (IKFF) and Svenska Freds och Skiljedomsföreningen (SFSF). Since then, there has been a steady expansion. Table 1 shows recent year's development.

Table 1: Expansion 2000–2004

	2000	2001	2002	2003	2004 ³
Number of countries	6	8	8	8	10
Number of partner organisations	55	65	70	77	80–85
Number of employees ⁴	15	18	25	25	31
Of which in Sweden	10	9	13	12	16
Of which in the field	5	9	12	13	15
Total income (MSEK)	29,3	32,0	40,3	55,5	60
Of which Sida	25,7	30,0	37,4	52,0	57
Of which other sources	3,6	2,0	2,9	3,5	3,0
Total expenses (MSEK)	28,1	32,3	37,8	46,1	60
Of which disbursements to organisations	19,3	21,3	23,0	30,7	40
Of which KtK expenses in Sweden	4,2	6,1	7,8	8,1	8,5
Of which KtK expenses in the field	4,6	4,9	7,0	7,3	11,5

³ Some figures for 2004 are preliminary.

⁴ Excluding staff on permanent leave.

2.1 Resources

2.1.1 Human Resources

KtK currently employs 37 persons, all women. Adjusted for persons on leave and adding consultancy services, the number of full time services is 33. The number of people working in Sweden and abroad is approximately equal. Table 1 shows that the staff increase has been more or less proportionate to the increase of countries⁵ and partners. KtK does not have any local staff on a permanent basis, but sometimes purchases services, mainly of administrative nature, locally.

As a result of the rapid expansion, as well as a fairly high staff turn-over⁶, most people in KtK are rather new in the organisation. 14 persons have worked for KtK 0–1 year, 7 persons 1–2 year, 6 persons 2–4 years and only 9 persons more than four years.

A high proportion of the staff is rather young: 21 persons are 27–35 years of age, 8 persons 36–46 years and 8 persons 46–63 years, giving an average of 38 years (median 34). Most of them have an academic degree (often in the field of political science) and have undertaken some form of gender studies. Their professional backgrounds vary. Most of them have some previous experience of working abroad but not necessarily in developing countries. Many also have some background of work within NGO's. The founders of the KtK did not come from the development co-operation sphere but mainly from the peace, women's and democracy movements. Later years' recruitment has largely followed this tradition.

It has been outside the scope of this evaluation to make a systematic analysis of each person's competence in relation to tasks. However, the Team was generally impressed with the persons met.

Meanwhile, there appears to be some areas in which competence needs to be strengthened, for example in organisational development, evaluation techniques and possibly also conflict analysis.

As a general reflection, particularly field co-ordinators need to combine competencies in several areas: women's issues, organisation building, peace and conflict issues, administration etc. It is probably not realistic to assume *expert* skills in all of these areas in one and the same person. Naturally, the expert skills of each person vary and some system that permits sharing of these therefore seem important.

Some NGOs pointed out that they had benefited from the different expert skills that different field co-ordinators brought with them. This could be seen as an added value to other regular support that they got from KtK.

2.1.2 Financial Resources

As seen in table 1, KtKs budget has doubled from approximately 30 MSEK to 60 MSEK in the last five years. The approved Sida budget for 2005 for the Western Balkans was 42 MSEK⁷, Caucasus 6.7 MSEK, and the Middle East 5.9 MSEK. KtK also received an information grant (informationsbidrag) from Sida of 1.5 MSEK. For Caucasus and the Middle East, financing is provided on a three year basis. For the Western Balkans, there is a three year framework agreement between KtK and Sida but financing is provided on a one-year basis. Reasons for this are to be found within Sida's decision making structure. However, it is contradictory that the region in which KtK has worked for the longest period of time and where work is most "stable", financing is provided on a shorter term than in new areas involving greater risk. The short financing perspective creates a certain planning problem for both KtK and partner organisations.

⁵ In 2001 activities were extended to Georgia and Israel, and in 2004 to Armenia and Azerbadjan.

⁶ For field staff due to the character of work. In Stockholm, several staff members are on maternity leave.

⁷ KtK had requested MSEK 46,5 million.

Sida finance has increased steadily in recent years while other financing (private donations, remuneration for lectures etc.) has remained at about 3 MSEK. Non-Sida funds are used to finance activities that do not fall within the agreement between Sida and KtK, such as certain meetings.

KtK has a fund of own resources amounting approximately 1 MSEK which is mainly used as a cash management “buffer”. The ambition is to increase this fund so that the surplus from it can finance basic administration.

In 2003, an objective was set to increase the non-Sida financing to 20% over a five-year period. Occasionally KtK has run fundraising campaigns but there is no continuous fundraising activity, apart from the newsletter, prepared by the communications department. There are plans to employ a persons working specifically with fundraising, but this in turn requires finance.

There is also the dilemma that while KtK is positive to Sida spending more funds on assisting local women’s NGO’s, increased Sida financing also makes it increasingly difficult to achieve the 20% objective. The risks involved and the consequences of the dependency of financial support from Sida are discussed under 6.7. Table 2 shows the expenditures of KtK.

Table 2: Expenditures

Project Costs	2004	2003
Western Balkan	33 422 638	31 889 967
Caucasus	5 477 014	2 698 512
Middle East	5 091 693	3 844 678
Networking, Study visits, conferences etc.	103743	1 609 171
Studies, reports, information and advocacy etc.	2 998 633	2 860 694
Total	48 027 413	42 903 021
Administration Costs		
Staff costs	1 384 254	915 871
Rent	1 078 883	899 437
Other administrative costs	1 055 162	1 106 064
Depreciations	168 968	97 097
Total	3 687 267	3 018 469
Fundraising Costs	171 805	180 178
Grand Total	51 886 485	46 101 668

All costs incurred in the field, as well as those of home co-ordinators, are considered project costs by definition.⁸ Work of administrative nature (report writing, financial control etc.) carried out by the co-ordinators are thus reflected in project costs.

Table 1 showed that out of total funds, approximately two thirds were disbursed to partner organisations while the remaining third was fairly equally divided on KtK costs in Sweden and abroad. At first

⁸ In accordance the guidelines of FRII (Frivilligorganisationernas insamlingsråd)

sight, and in comparisons with many other Swedish NGOs, the organisation's own costs in relation to what is disbursed to partner organisations may seem high. However, it must be recalled that KtK is not merely a funding agency but that, e.g. the field team, especially the field co-ordinators, play an important role in the capacity building of partner NGO's and therefore have a role that go far beyond a merely administrative one. Furthermore, finance is used also for studies and advocacy.

2.1.3 Other Resources

Physical assets are rather limited, primarily consisting of office equipment. Offices in Sweden and abroad are rented. The value of inventories at the end of 2004 was 498 731 SEK.

An important, intangible, asset of KtK is the *goodwill* and the *recognition* that organisation enjoys. This is evidenced by the fact that KtK is frequently invited to speak at meetings in Sweden as well as internationally, that it is being consulted and has received the Rights Livelihood award. The goodwill also extends to the countries and partner organisations.

Another important asset is KtK's *network* of people and organisations, in Sweden as well as abroad.

2.2 Systems and Routines

2.2.1 Governing Structure

KtK is a foundation ("stiftelse"), governed by a Board appointed by IKFF and SFSE.⁹ In earlier years, the Board was largely operative, taking decisions about individual projects. It has now become mainly a policy making body. A new working order for the Board and Management is currently under preparation. The Board regularly reports to IKFF and SFSE, but being a foundation and not a membership organisation, there is no general assembly or similar and hence no regular process by which the Board is formally being held accountable ("ansvarsfrihet").

The fact that KtK is a foundation implies that the mandate cannot be changed. This is important to recall in the discussion between KtK and Sida.

As a foundation, KtK does not represent anybody but itself. However, in its work KtK has often acted as the voice of its partner organisations. Also, even though there are no members, there is an informal network of persons attached to KtK.

2.2.2 Organisation Structure

In September 2004, KtK introduced a new organisation structure. The old one was considered too flat to suit the growing KtK and had too many informal structures. The new organisation structure was the result of a two year process involving both internal discussions and external consultancy input. It has been accompanied by a comprehensive work to formalise routines. Individual job descriptions have also been established.

The new organisation structure is shown in Appendix 3 and is characterised by:

- a clearer division between the (policy making) Board and (executive) Management. All Board members now work on a voluntary basis¹⁰
- a dual leadership between a Secretary General and a Managing Director (kanslichef).
- the creation of an information and communications department
- the introduction of a middle management level, one manager with responsibility for field activities and one for information and communication

⁹ There is also a Council of prominent people that have an advisory role in relation to the Board.

¹⁰ Previously the Chairman was full time employed.

- field teams, usually consisting of one or two field co-ordinators in each country working together with a home co-ordinator in Stockholm (as before).

It is still too early to assess the new organisation. What can be said at this point is that KtK has responded to the need to adjust its organisation to current requirements and that there seems to be a general acceptance and approval of the new structure among the staff. The new organisation structure can be maintained, with some adjustments, irrespective of a future expansion or reduction of activities.

As a general reflection, the organisation is very field oriented and, in certain respects, extremely decentralised.

The decisions regarding support to new organisations, or termination, are taken by the field team (2–3 persons) alone. The argument is that the team is in the best position to make a judgement about the project. However, the field team also has a tight and sometimes personal relation to the partner organisation, and in a way participates in the elaboration of projects through its dialogue with the organisation. In this situation there is always a risk that the field team becomes partial or makes decisions that would not be fully in line with the organisation's priorities. A way of avoiding this is to let the (largely operative) field team present the projects to some form of (non-operative) project committee, with the responsibility of scrutinising the project proposals and making the formal decision. This would appear particularly important for decisions about new organisations, considering that such decisions imply long term commitments for KtK and are not taken very often.

Another reflection concerns the home co-ordinators who appear to have a somewhat ungrateful position in the new organisation, and perhaps also a difficult one, if they have not worked previously in the field. As most of the operative work is done in the field, and the information and communication is handled by the newly formed department for these purposes, there is a risk that the home co-ordinators will become something of over-qualified project assistants. This depends partly on how experienced the home co-ordinators and field co-ordinators are. An "older" home co-ordinator may have a stronger voice when a field co-ordinator is "new", or the other way around. KtK notes that it requires flexibility and understanding within the team for the members of the team to find their roles. The head of field operation is there to facilitate this.

Finally, it is noted that the thematic areas in which KtK works is not reflected in the new organisation. This dimension is to be handled in other ways, through working groups etc.

2.2.3 Strategic Management

Working within the structures described above, the steering of KtK takes place through an interplay between the Board, management, and the KtK staff. There are e.g. working groups, which include both Board members and staff. Partner organisations, even though they determine the content of activities, are not part of the strategic management process of KtK.

KtK has been working with strategic five-year plans. The current one is under revision, both in terms of structure and content. When ready, the strategic plan can be expected to be a useful tool for the strategic management of KtK. At the country level, the field team presents a yearly country plan including a contextual analysis as well as the priorities of the partner organisations.

Regular meetings include the staff development days ("fält- och utvecklingsdagar") that takes place in April and November of each year. The purpose of these is to have an opportunity to discuss any question of importance and to keep the organisation together. There is also the summer meeting, which is a working meeting for the Board, with the participation of the Stockholm staff. At the summer meeting, the country plans are presented and discussed and other strategic issues are lifted. There is a similar meeting in September, regarding the communication work. At the head office there is a bi-weekly Monday meeting. The home co-ordinator visits each field country 2–3 times per year to meet with the partner organisations and field co-ordinators.

2.2.4 Programme Management

Programme management involves decisions at country, organisation and project level. Expansion to *new countries* requires a Board decision and is based on the following criteria:

- The area should be, or have been, affected by conflict.
- Countries where KtK has established contacts with women's organisations
- Realistic preconditions for achieving results
- A direct request from Sida or other organisation
- Work must fall within the mandate of KtK

As can be seen, poverty is not mentioned in the criteria, implying that KtK could in principle also work in non-poor countries affected by conflict.

The criteria for granting of support to a *new organisation* are the following:

- The capacity and potential for development of the organisation
- The organisation must not be against co-operation with other ethnic groups
- The project should be clearly defined, and be relevant to improve the situation of the target group.
- The project should be in line with KtKs priorities for the region and fit with KtKs "mix of projects" (e.g. geographical spread and spread in terms of organisational development) ¹¹
- A risk analysis, showing that there are no negative effects from the project

KtK is generally quite cautious before it enters into co-operation with new organisations. It first spends some time to get to know the organisation and once a decision has been made to start co-operation, it often starts with a smaller "test" project before proceeding with co-operation on a greater scale.

Possible reasons for ending the support to an organisation are

- The organisation is functioning well and KtK can no longer contribute to its development
- The organisation is not progressing
- The co-operation between KtK and the organisation is not functioning properly
- The organisation does not handle the financial matters in an acceptable way

The first criterion expresses KtK's ambition to support development of sustainable organisations while the three other must be seen as undesirable.

The annual *project cycle* is largely guided by Sida's one-year financing periods.¹²

Needs assessment and *project design* is the responsibility of the partner organisation. However, there is a continuous dialogue between the field team and the partner organisation on this as well as an internal discussion within the field team.

All organisations met emphasised (!) that the field co-ordinators had not exercised any control over their work in any way. The sense of local ownership was absolute, despite the financial dependency on KtK. They described their dialogue with the field team as helpful and useful, saying that they had learned

¹¹ This increases the potential for networking and for organisations learning from each other

¹² The following description is based on BiH and Kosovo but is likely to reflect also how KtK works elsewhere.

from it and that it had raised the quality of their projects. In other words: there has been an influence of KtK but not an imposition. The presence and constant dialogue with the KtK field co-ordinators was pointed out as a major, and maybe most significant, difference to other donors.

A new format for *project applications* was introduced in 2004. It is largely based on a “Logical Framework Approach” (LFA). The quality of the applications varies from very good to very poor.¹³ In general, organisations that had received support from KtK for a longer period wrote better applications than organisations which have been supported for a shorter time, notwithstanding the time of existence of the organisation.

It is the field team that makes the *decision* whether a project should be supported or not. Based on its knowledge about the country and the organisations, the Team makes an assessment of whether an application is reasonable/relevant. A condition is also that projects should contribute to “women’s empowerment”.

There are, however, no formal systems or criteria for the assessment of project proposals (such as relevance, feasibility, past performance, importance in a conflict perspective, impact in terms of women’s empowerment etc.). This is questionable, considering the present size of KtK’s operations. It opens up for subjectivity and is not positive for transparency.

In practice, no organisation met said that KtK had ever turned down something that they had proposed.¹⁴

The Team strongly supports KtK’s policy to depart from local requests. However, that something is requested locally does not *automatically* mean that it is a good or a feasible proposal.¹⁵ KtK also has to make its own assessment. The main tool for this is its dialogue with the organisation. However, dialogue does not make clear assessment criteria less important.

Field co-ordinators discuss the proposed projects with the home co-ordinator. The applications from the field then form the basis for KtK’s application to Sida.

After confirmation of financing, an *agreement* is signed between KtK and the organisation according to a fixed format. *Project implementation* is the full responsibility of the local partner organisation.

The local presence of the field co-ordinators permits a close and relatively frequent *monitoring*, through visits, telephone and mail. However, as there are rarely any clear indicators, the monitoring is often of rather general nature, with a follow-up of general progress, problems encountered etc.

Donor co-ordination is a responsibility the local field co-ordinators. It has mainly been limited to follow-up of what other financing the KtK partner organisations may have. The team has not seen any evidence of KtK working strategically with other donors to support the organisations. This appears to be an untapped opportunity, considering the challenge that most organisations face to seek financing other than that for KtK.

Organisations usually present two narrative *interim reports* and a *final report*. The quality of these varies considerably. These reports are analysed by the field team used to prepare country narrative reports

¹³ KtK notes that the applications are not always a good indicator of the quality of work.

¹⁴ It appears that KtK already in the choice of organisations has made sure that they have a similar agenda as KtK. Therefore, there is seldom a problem when projects are presented.

¹⁵ Letting the organisations themselves determine the content of projects means that projects will be directly relevant to their priorities. This is of course not a guarantee that a project is appropriate or relevant in a wider perspective. E.g. even though a woman herself may ask for computer training, computer courses may not necessarily be the most effective way of helping women getting jobs when job opportunities are simply not there.

and final reports which are forwarded to the Board and Sida.¹⁶ Information from the field is also forwarded through the field co-ordinators' *weekly reporting*.

KtK has made evaluations of its work in Bosnia and Croatia, using consultants from the region. However, there is no continuous evaluation activity within KtK.

2.2.5 Financial Management

Project budgets are prepared by the organisations according to guidelines recently introduced by KtK. The budget in the applications is analysed by the field team and is discussed with the partner organisation. To be able to assess budgets, KtK has made research on certain local costs, including salaries.

The various country budgets form the basis for the KtK's overall budget and the application to Sida. They are reviewed and adjusted with consideration to the indications that Sida has given regarding available financing, as well as an assessment of the relative needs in the respective countries.

Disbursements are generally made three times a year; after submission of final report for the year before (February) and after the first and the second interim report (May and September). Money is transferred to the bank accounts of organisations or, when this is not possible, hand carried. Organisations said that the funds from KtK were always delivered in time, which was not always the case with other donors.

The financial reporting is reviewed by the field co-ordinator as well as the financial controller in Stockholm. Problems encountered include late reporting and calculation errors. There have also been cases of outright fraud. KtK has dealt with this in different ways, considering the circumstances in each case. In one case, co-operation was immediately stopped. In another, the organisation furnished what KtK saw as an acceptable explanation, made a repayment and co-operation was continued.

In countries where there are auditors of an international standard, KtK funds are audited externally. KtK has standard audit instructions largely based on those of Sida. In other cases, the accounting is checked and certified by the field co-ordinator.

It is virtually impossible to have a 100% guarantee against financial irregularities in the countries where KtK works. However, the close presence of the field co-ordinators and the personal and moral bounds that exist between KtK and local NGO's in combination with audits gives a control which must be considered fully acceptable. It should also be recalled that the amounts to each organisation are rather limited, making corruption or fraud at large scale virtually impossible.

Still, a way of reducing the risk of irregularities is to introduce, as a routine, more extensive audits of larger organisations with some interval. Experience shows that the mere knowledge that there may be such an audit has effect.

Turning to KtK itself, its accounting is done with a standard SBCS accounting package and follows the guidelines of FRII. Auditing is done by an authorised auditor, with consideration to Sida's auditing instructions, FRII and general audit standards. The auditor is also used for consultation regarding financial control of partner organisations.

2.2.6 Human Resource Management

The requirements for human resources management has changed as KtK has grown. Apart from the mere increase of people, the more recently hired staff naturally has different expectations on KtK as an employer compared to those who started up the organisation.

¹⁶ However, the narrative reports are not a contractual requirement from Sida. The intervals for reporting are currently being discussed.

In the new organisation, the two heads of department and the Managing Director are charged with the daily staff responsibility. In 2004, a human resources officer (personalhandläggare) was introduced. Her tasks include recruitment, introduction programmes, general salary issues, work environment, competence development, leadership development and rehabilitation.

The human resources function has thus become increasingly structured and a more developed personnel handbook with staff routines is under preparation. KtK has well functioning routines for recruitment and generally a large number of persons apply for vacant posts. KtK has also a rather ambitious two-week introduction programme for new employees. However, some persons interviewed thought that this programme could have been more efficient if it had been better structured. Competence development is based on daily work, meetings, seminars, networking etc. to a greater extent than on courses and formal training. KtK offers all field co-ordinators a possibility to visit a psychologist which can be seen as an example of caring for the health and well-being of its staff.

2.2.7 Learning, Information Management and Institutional Memory

“Learning” is important for any organisation and of special concern for KtK considering its mandate. There is learning at different levels and about different things, e.g. about women in war and conflict, about different thematic areas (women’s organisation, domestic violence, legal advice etc.), about ways to strengthen women’s organisations and women’s movements, about what has been successful and not so successful, about a particular organisation etc.

Through its presence in the field and new information department, KtK offers a good structure for such learning. KtK also appears good at passing on knowledge and experiences from individual to individual, through the introduction programme, overlapping of field staff, meetings etc.

However, there is still room for the development of a more institutionalised and formal “institutional memory”, which currently seems to be stored largely at individual levels. Even though KtK has published various studies and experiences are reflected in strategy papers, the personnel handbook etc. there seems to be a great deal of knowledge that has not been documented. The rapid expansion of KtK in combination with the decentralised organisation structure gives particular reason to have a look at this question. The home co-ordinators would be in a good position to work more systematically to draw lessons from KtK’s work and to document these.

A related issue is the management of information in a more general sense. The current information management system does not appear very user-friendly and is not always very accessible. Despite the large number of projects there is no computerised project management system. Information on each project is gathered in a physical file in Stockholm, which is a formal requirement. However, some field co-ordinators had found it a problem to find information on what had been discussed with an organisation before she started etc. Different people have made their own individual “inventions” to collect and sort information. This indicates a need to review the systems and routines (or implementation of existing routines) whereby relevant information and knowledge is collected, stored and made accessible.

3 Output and Results

While the previous chapter dealt with KtK itself, this one looks at what KtK actually delivers. It is based on information relating to BiH and Kosovo, which is not necessarily representative for all countries. It may still serve as useful examples of what KtK is doing and has achieved.

3.1 Local Context

3.1.1 Political Development

Both BiH and Kosovo are areas which have emerged from armed conflicts settled by peace agreements brokered by the international community without any inclusion of women and without a gender perspective.¹⁷ Despite the peace agreements and formal absence of war, both societies are strongly polarised and reconciliation has a far way to go.

For BiH, the Dayton agreement was signed in 1995 and is still the ruling document. Through the Dayton agreement the country was divided into two parts, the Federation Bosnia-Herzegovina and Republika Srpska. BiH has a very complicated political and judicial structure with three parliaments. Nationalist parties are still in power in many of the politically elected offices. Recruitment to government structures is largely based on ethnicity. The international community continues to play an important role through the Office of High Representative (OHR) which was given the task to implement the civilian parts of the Dayton agreement.

Kosovo is since 10 June 1999 ruled by the UN Security Council 1244, which gives the UN the task of setting up an interim civil administration in Kosovo. This interim administration, the UN Mission in Kosovo (UNMIK) will run the administration in lieu of a state until democratic elections have been held and the final status of Kosovo has been determined. In the last years some steps have been taken to hand over power to the local authorities, but the main decision making remains in the hands of the UNMIK and in particular to its Special Representative of the Secretary General (SRSG).

3.1.2 Civil Society and Women's Movements

There were no independent NGO's under the former Yugoslavian one-party system. Civil society is therefore something quite new to BiH and Kosovo. The very concept is therefore not always well understood and there are no functioning mechanisms for funding of NGO's.

There was in principle no women's movement before the 1990's in neither BiH nor Kosovo. In BiH all significant organisations were formed after the Dayton agreement was signed. In Kosovo there were some important NGOs active already before the outbreak of the armed conflict, such as the Centre for the Protection of Women and Children and Motrat Qiriaz, but most other organisations were created after 1999. In the beginning after the armed conflicts, the women organisations were mainly engaged in humanitarian assistance. However, many of them also had more political aims and agendas, which encompassed improving the status of women in society and the empowerment of women. In both BiH and Kosovo women organisations have emerged as the strongest actors among the civil society and have had considerable influence in the creation of gender equality legislation and national action plans.

3.1.3 Poverty Situation

The poverty situation of BiH and Kosovo is described in various documents of international organisations and Sida has commissioned a series of studies about available information on the poverty in the region.¹⁸

Two fundamental factors behind the widespread poverty are the conflict in combination with the economic transition. Poverty is manifested by unemployment, inadequate access to government services, insecurity and many other things. Even though there are some groups identified as particularly poor, such as refugees, the Roma population, urban families with many children etc. large shares of the population live just over or just under the poverty line, implying that poverty is comparatively evenly spread. The question of who is poor is also largely dependent on how poverty is defined. Women and men are affected by poverty differently, due to different roles, opportunities and responsibilities in society.

¹⁷ This has been documented by KtK in the reports "Engendering the Peace Process" and "Getting it Right".

¹⁸ Summarised in *Documenting Poverty in the Balkans, How Different Approaches Shape our Understanding of the Poor*, Opto International AB, 2005.

Talking to the partner organisations of KtK, they often refer to the same aspects of poverty as do the various studies: unemployment, poor health services and education, inadequate infrastructure, security problems, lack of political influence etc. The difference is that they do it in relation to the women with which they work. Quite naturally, they see poverty through the “lens” of their own activities. For example, organisations seeking to organise women tend to point at the lack of power and choice that women face due to their isolation. Other ones helping women to start small businesses talk about the unemployment problem. Organisations working with political advocacy often stress women’s lack of political influence and those working with returnees talk e.g. about the problems of property rights, and so forth.

The linkage between lack of resources, choice, power etc. becomes very clear when the local organisations talk about poverty. For example, one organisation providing legal advice pointed at the lack of income as a reason for women not having access to legal support. This in turn prevents women from exercising their legal rights, which may throw them back into vulnerability, inability to change their lives, etc. Another example is how security and freedom of movement, inhibits people to go to work, which has an immediate economic impact, or to school, which will contribute to poverty in the future.

The organisations also give examples of how women and men are differently affected by poverty in different ways, due to the patriarchal structures. For example, it is socially more acceptable that a man goes to another place to find work, than it is for a woman. Even though unemployment, insecurity, poor infrastructure etc. are problems affecting everyone, the local women’s organisations say that the structural marginalisation of women makes them more affected by these things than men.

The studies commissioned by Sida review a number of reports where poverty is described at a macro perspective. KtK and its organisations work at the grass root level. The findings from this evaluation neither confirm nor contradict the other studies. More than anything else, it gives the abstract figures a concrete meaning. As concluded in the Opto studies, information on macro level and micro level is complementary.

3.2 Organisations and Target Groups

3.2.1 Profile of Organisations

KtK currently supports 14 organisations in BiH. Co-operation with most of them was initiated between 1996 and 2000. The two most recent organisations were added in 2003.

In Kosovo, KtK supports 10 organisations. It supported some organisations already before 1999, initiated support with some others while in exile in Macedonia during the NATO bombings, and started to support some that were created after the bombings. In 2005 co-operation with two new organisations in Kosovo was started.

The organisations pursue a variety of activities¹⁹ including shelters for victims of violence, legal advice, workshops on various “women’s issues”, advocacy work, courses (sewing, computer, English etc.). They typically run a variety of activities which are integrated. Almost all organisations work with both delivery of services to the target groups and advocacy at the local or national level. The emphasis on either varies.

The majority of organisations can be described as “grass root” organisations, located in smaller communities and working with a local geographical focus. They are rarely formal member organisations, but count on a number of women who, in various ways, are attached to the organisation. Apart from the typical “grass root” organisations, there are a few organisations engaged in research, advocacy, networking etc. on higher level. All organisations have employed staff, financed by KtK.

¹⁹ A more specified account can be found in KtK’s application and reports to Sida.

Generally speaking, KtK has been successful in obtaining the “mix” of organisations that it aims for. There is a considerable spread, both geographically and thematically. It was a general impression by the Team that the organisations interviewed are committed, think strategically and work in a serious way.

3.2.2 Target Groups

Virtually all of the organisations share an overall objective to “improve the situation of women”, “empower women” or similar. The specific target groups are, however, seldom strictly defined. Organisations often state that they work for “women in their society” or similar. In practice, the target groups follow rather naturally from the activities that are being offered. Free legal advice is offered to women in need of legal advice but without means to go to a private lawyer, shelters are there for women needing protection, courses are directed to women seeking to enter the labour market etc.

Some organisations involve men in their work (e.g. in workshops on gender equality) when they have found that this is useful to reach their objectives.

No organisation met is explicitly working to reduce poverty or with a systematic poverty perspective. However, making reference to Sida’s multi-dimensional perspective of poverty, the organisations are indeed targeting women lacking power or choice (irrespective of whether they are income poor or not).

Furthermore, the services that the local NGOs offer are generally most relevant for people that are poor (in any respect). Some organisations also work in particularly poor areas of the country, focusing on groups that have are specially exposed to poverty, such as refugees, returnees, unemployed, people with disabilities etc. In Kosovo, KtK supports an Ashkali/Roma organisation. In BiH, KtK has been striving to extend support to some organisation representing the Roma population. Even though it has not yet succeeded – no suitable organisation has been found – this still shows a concern of KtK to reach the most disadvantaged women.

Referring to the Sida document *Perspectives on Poverty*, the KtK support is best described as projects where poor people are *included*. Given the character of work – building women’s organisations/movements – it is difficult to see how it could be restricted to poor people only.

3.3 Output of KtK

KtK supports its partner organisations financially and by other means. The type of support has varied between organisations and over time, with changing conditions and needs.

In administrative terms, KtK supports projects. However, “projects” often include the organisation’s complete operations. The KtK support is therefore usually best described as an organisational support, including both core functions and the services of the partner organisation.

3.3.1 Financial Support

The average yearly financing to a project is in the range 350 000–450 000 SEK, being somewhat higher in Bosnia than in Kosovo. The smaller projects are usually around 250 000 SEK but there are also a few projects reaching one million SEK.

Even though the amounts are relatively modest in Swedish terms, they are fundamental for the local organisations. Several of the organisations have no other income than that from KtK. Some organisations receive project financing from other sources, but as this is earmarked for specific projects, organisations rely completely on KtK for their basic structure. Project budgets typically include salary costs, office running costs and operating expenses for the activity in question. The importance of this core support was pointed out by several organizations and it was also mentioned as something that distinguished KtK from other donors.

Project budgets reviewed generally included the salaries of 5–8 full time posts. Considering the total number of projects, it may be estimated that KtK funds finances the employment of some 100 people in Bosnia, somewhat fewer in Kosovo. The impact of the support should be seen in this perspective.

Contrary to some other organisations, KtK has been careful not to provide more finance than what the organisations have been able to absorb.

3.3.2 Other Support

Organisations also receive various types of support, apart from the financial. The field co-ordinator has a key role in this, through her dialogue with the organisation, by sharing information, facilitating contacts with other organisations, etc. The moral support, by KtK just by being there and showing an interest, is also of importance.

KtK encourages and facilitate co-operation and networking between organisations in the country and in the region. There are, for example, regular meetings between the KtK partner organisations in both BiH and Kosovo.

At some occasions KtK has arranged study visits to Sweden which are often mentioned as a great source of inspiration on how to do things, work together and lobby for changes. There have also been some training events.²⁰ However, outright training of organisations has been rather limited. The method of KtK is perhaps best described as “coaching”.

Even though KtK contributes to the development of its partner organisations in the ways mentioned above, there has not been much of systematic organisational development, i.e. focused efforts to strengthen the partner NGOs *organisationally* to a point where they fulfil KtK’s exit criteria (e.g. elaboration of strategies, strengthening of the various organisational functions, staff development etc.). The project applications never include any objectives in terms of organisational development and there have not been any use of indicators in this respect. Nor has there been any common approach on organisational development for field co-ordinators to lean upon in their work with the organisations. All in all, there seems to have been a greater emphasis on the financing of the activities of partner organisations than on the development of these organisations themselves.

One possible reason for this may be that the organisations have not requested support of this nature; perhaps not even realised such a need. It may also be that the field co-ordinators have not had this competence profile or that it has not been considered the role of KtK. Currently, a working group within KtK is preparing a proposal in respect to how KtK should work with organisational development, which will be accompanied by indicators for how far the organisations have come in different respects. Given KtK’s objective to arrive at organisations that have capacity to stand on their own, this work appears fundamental.

3.4 Results

Even though this has not been an impact evaluation, interviews still give an indication of results, both in relation the empowerment of women in society and in relation to the development of sustainable organisations.

3.4.1 Women’s Empowerment

As mentioned earlier, many NGOs started with humanitarian activities in the emergency phase after the conflict. One of the first activities was often to create spaces for women to meet. Sewing courses, computer and English courses were started, partly as a pretext to make it possible for the women to leave their houses. Literacy courses were organised for older women who did not even know how to write their own name. This lifted their self-esteem and gave important signals to younger women.

²⁰ E.g. on LFA, conducted by an external consultant.

Most organisations have now developed their activities further and are increasingly involved in efforts to change the society they live in. Activities are based on needs identified by the beneficiaries, through the organisations. One organisation explained it in the following way: “First we offered legal assistance to women. Then we noticed that many women that came to us were victims of domestic violence. We discovered a lack of legislation on domestic violence so we tried lobby to change the law. But there were no female politicians in the Parliament that could support such a change. So we started to work and support female politicians. After the law was passed we needed to train the police on the law and the doctors on how to fill in the certificates prescribed by the law.”

Some NGOs were also active in the realm beyond “women’s issues” and “gender equality”. They were involved also in the common concerns of the society, such as the lack of schools or the lack of the road. By supporting also this kind of activities that benefited the whole community, they were able to get the confidence of the population to also pursue with the support and empowerment of women.

Representatives of many organisations emphasized that the KtK methodology in itself has contributed to their empowerment. Letting the local organizations set their own their agenda and develop their own activities raised their self-esteem and their self-image as actors. “We were a group of women who wanted to do something but we did not know how. KtK gave us tools to organize and carry out activities”²¹. “KtK believed in us”, was another commonly heard phrase and it was clear that this meant a lot to the local counterparts. They contrasted to other donors who “come with their activities and goals for us to achieve”.

3.4.2 Organisation Building

KtK has been of fundamental importance for the development of its partner organisations and for the women’s movements in BiH and Kosovo. When the co-operation started, some NGOs were already established but many were just in the process of starting up²². Many, even if not all²³, of KtK’s partner organisations have today developed into some of the most prominent and influential women’s organisations in their countries. To what extent this is because of the comprehensive support that these particular organisations have enjoyed, or whether it is that KtK had the ability to spot the right organisations from the beginning, is of course impossible to say. “We grew together”, was a comment heard from some organisations.

Asked about the change that has taken place, organisations may state, for example, that they are better organised, more knowledgeable, reach more people, have more relations to local authorities and had understood the importance of networking with other women’s organisations. Many say they have become better at writing project applications and reports.²⁴

Meanwhile, the development that has taken place is often difficult to specify and impossible to measure. One reason for this is that there have not been any indicators for organisational development. It is clear that some organisations have come further than others, and that each of them has strengths and weaknesses, but we cannot comment on this. A problem that all organisations share, however, is that of financing. The financial dependency on KtK varies from strong to total²⁵. This must be seen in relation to the context in which the organisations work and the nature of services, many of which can never be self-financed. It again points at the need for KtK and organisations to work on organisational development, including the organisations’ financing function.

²¹ Quote from an organisation in rural BiH.

²² To initiate co-operation with these would hardly have been feasible if it had not been for the local presence and the long-term commitment.

²³ In Bosnia, KtK has since the year 2000 terminated its support to five organisations, out of some 20, due to inadequate performance or irregularities. In Kosovo there were no similar cases.

²⁴ One of the evaluation Team members who had worked in Kosovo before and met some of this organisations already in 1999 was able to confirm that the organisations had developed in various ways since then.

²⁵ An exception that stands out is Motrat Qiriazhi in Kosovo, that at its own initiative has phased out the financial support from KtK, continuing in a different form on a voluntary basis.

3.5 Studies, Research, Information and Advocacy

3.5.1 Studies and Research

Part of KtK's mandate is to promote study and research into how war and armed conflict affect women.

In 2000 KtK published *Engendering the Peace Process. A Gender Approach to Dayton – and Beyond* and since then, it has produced one or two reports per year. These reports are not based on academic research but on the experiences KtK have made in the field. The target audience is the international community and many reports have attracted considerable attention and have been spread internationally.

There has been a decision of the Board not to prioritise formal research in the near future, but to continue with the kind of reports which have already produced. This seems to be a reasonable decision as the strength of KtK is not academic research but practical experience from the field. Furthermore, the type of reports that KtK has produced are rather unique and have had an impact.

As a general reflection, many of KtK's studies are about things that KtK has encountered in the *societies* in which they work, e.g. the absence of a gender perspective in peace processes. Relatively few studies focus on lessons learned from the KtK supported *projects*. Strengthening the evaluation work of KtK could be a way of improving programmes and promoting the second mandate of KtK at the same time.

3.5.2 Advocacy

Part of the mandate of KtK is also to inform of the conditions of women in war and conflict and to promote conflict resolution through civilian methods. This is achieved by public outreach activities directed at the general public, politicians, authorities and international organisations. It is quite clear that over the years KtK has gained an increasing significance in Sweden as well as internationally. It often gets invited to hold lectures and to participate in panels members at conferences. KtK is part of several governmental working groups in Sweden as well as of several international networks.

The advocacy efforts of KtK are based on its experiences from the field, and thus also on the experiences of its partner organisations. Many organisations expressed a feeling that it was not only them learning from KtK but also KtK learning from them. One organisation described KtK as their ambassador. The fact that KtK can base their advocacy efforts in the real experiences of their partner organisations as well as in their own work in the field, gives KtK a credibility that many other organisations lack.

4 Strengths, Weaknesses and Future Challenges

The strengths of KtK are closely connected to its particular way of operating: *Responsiveness to local demands, long-term commitment, field presence, dialogue, networking* etc. KtK is of course not the only organisations with these ambitions but appears to have gone further than many others to translate words into action.

KtK's particular way of working also limits the organisation. KtK is e.g. *not* an organisation for quick channelling of funds to a large number of organisations or countries, it does not work with "gender mainstreaming" or at government levels etc. A strength of KtK has been the way in which it has *focused* on its own "niche". Sida should not be tempted to make use KtK for purposes for which it was never intended.

Within its general framework KtK has showed *flexibility* in its co-operation with partner organisations and been able to respond quickly to changing local contexts. However, KtK's way of working implies

that it requires time to shift focus, start up co-operation with new organisations, new countries etc. In this respect KtK is not very flexible.

KtK enjoys a large amount of *credibility and trust*, among its partner organisations, as well as in Sweden and internationally.

It is good at dialogue with the partner organisation. However, the routines and criteria for *formal project assessment* and financing decisions need to be better structured.

KtK is not very good at showing what it has actually *achieved*. This is partly because there has not been any systematic use of indicators. Also, there have been very few evaluations.

Considering that it is mainly financed by Sida, KtK needs to become better at *demonstrating* how its programmes contribute to *poverty reduction*.

KtK has gained substantial *geographical knowledge* of the *Western Balkan* countries and is about to gain similar knowledge from Caucasus and the Middle East. It has limited experiences from most other parts of the world.

Despite the objective to support the development of sustainable organisations and its strong field presence, *organisational development* is not a strength of KtK (See 4.3.2).

KtK has a vast experience of starting up support. It has limited experience in *terminating* it and entering into other forms of co-operation.

The strong field presence and emphasis on networking provides many opportunities for *learning*. The three different areas of the mandate – support of women, research, and advocacy – are mutually supportive in this respect. Meanwhile, the *institutional memory* of KtK could probably be improved.

KtK's *financial dependence* on Sida is strong and it appears that more could be done in the area of fund-raising. The Sida dependence could constitute a threat to KtK if Sida would decide to reduce financing, change priorities or micro manage.

A problem for KtK is that, being women focused, it is mostly looked upon as a “*women's organisation*” and is often consulted in this role. However, KtK has also much to contribute with in relation to conflict, peace and reconciliation issues.

KtK has experienced a quick growth and there is a *need for consolidation*. The organisation is aware of this and has taken action in this direction, for example through the introduction of the new organisation, formalisation of routines, elaboration of the new strategic five year plan etc.

A risk in KtK's field work is always the *political development*, and development of the *conflict situation*, in the countries in which it is working. If, for example, nationalistic forces take over in BiH and Kosovo, this has direct implications for the work of local women's organisations and of KtK. At the same time this could make their work of even more important.

Tragically enough, each new conflict in the world constitutes an “opportunity” for KtK to *expand* its work to new places. So far, KtK has been careful not to expand beyond its own capacity. If KtK manages to consolidate successfully, there may be capacity to start working in new countries. However, KtKs way of working would not permit any dramatic expansion.

There are also other ways in which KtK could extend its work. One could be to find new forms co-operation in countries where KtK will phase out the financial support. Another one is in connection with the currently down-prioritised second mandate of KtK, to promote studies and research.

5 Key Issues

Below we highlight some issues that appear to be of special importance in the future dialogue between Sida and KtK.

5.1 KtK in a Poverty Perspective

The focus of KtK is on “women’s empowerment”, not poverty. Then, how does “women’s empowerment” relate to Sida’s overall objective of “poverty reduction”?

In Sida’s *Perspectives on Poverty*, poverty is described as the lack of *power*, choice and material resources. *Empowerment* of women is thus directly linked to women’s poverty. Factors crucial for poverty reduction are said to be peace, democracy, economic and social development. Hence, to the extent that women’s empowerment contributes to such a development, it also contributes to poverty reduction.

The empowerment of women can be defended from a human rights perspective. Numerous studies also show that gender equality is positive for poverty reduction as it permits a more effective use of resources.²⁶

Even though Women’s Empowerment and Poverty Reduction are largely overlapping, it must also be noted that women’s empowerment is not *necessarily* an answer to poverty. This depends on the context and how it takes place. Also, there are many aspects of poverty reduction that are *not* addressed by women’s empowerment, for example, the widespread poverty of men.

Bringing down the discussion from a conceptual level to a practical one: to what extent has the KtK support contributed to poverty reduction? Even though there are no figures, a large share of project beneficiaries in BiH and Kosovo would by most definitions be classified as poor. The activities offered by local NGO’s are highly relevant for poor people, and in other sections of the report we have pointed at examples of how these people have benefited. We therefore conclude that the effects on poverty have been significant.

Considering that Sida funds should contribute to poverty reduction, it is important that KtK itself can demonstrate that its programmes contribute effectively to poverty reduction, and that it can account for how it does so. In the dialogue between Sida and KtK it should also always be recalled that the two organisations do indeed have two different – although mutually supportive – objectives.

5.2 KtK in the Peace and Conflict Perspective

The organisations that KtK supports in BiH and Kosovo do generally not present themselves as peace organisations. However, when asked on the topic the conflict perspective was very much present. One organisation explained that the organisation of computer courses was largely a pre-text to bring different groups together. They would put two women of different ethnic groups in front of the same computer, which was not easy at first, and in that way force them to work together. It did not only make the different ethnic groups talk to each other again, but it also served to show how women should work together in order to achieve their goals.

In BiH some NGOs pointed out the difficulties that they faced as multi-ethnic organisations. The system in BiH is built up around ethnic quotas which force the citizens to first and foremost identify themselves as members of an ethnic group. The “ethnicity-blind”²⁷ women NGOs do not fit

²⁶ See for example *Gender Equality and Poverty Reduction Strategies* by Stefan de Vylder, Power and Privileges: Gender Discrimination and Poverty, Interim Studies, 2004.

²⁷ Quote from interview of Madeleine Rees, Head of OHCHR in BiH.

into this structure and are in practice effectively shut out from any real influence in the society. They also faced the same problem when seeking support from their municipality. As all political parties are formed along ethnic lines, the multi-ethnic NGOs did not receive any support whatsoever. Some organisations also mentioned the risk of becoming dependent on the municipality, i.e. one ethnic party, which would seriously put their integrity and independence at risk. This was in particular pointed out in the areas where hard-core nationalist parties were in power. In one NGO two activists had in the end opted to join to join two different ethnic parties with the support of the (same) NGO.

In Kosovo it is often impossible geographically for the NGOs to be multi-ethnic as different minorities live in enclaves away from the Albanians. When possible however, the NGOs work over the ethnic lines, for example in Gnjilane/Gjilan.

There were also several examples of how KtK had facilitated meetings between different groups as well as co-operation and networking between these groups. The fact that the different organisations were all supported by the same donor, in which they had confidence and total trust, greatly facilitated this. Some NGOs mentioned a study visit as a crucial turning point where it was the first time they would have contact with the other group since the war. In Kosovo the local KtK co-coordinator had personally brought an Albanian women activist in the Serb enclave to meet with the leader of the Serb NGO which had resulted in a close co-operation between the two. It was pointed out that it was because they trusted KtK that they would be willing to meet with each other in the first place.

The potential impact of the KtK support on the peace process obviously varies. In some situations, it may simply not be possible to work on this dimension. There are also KtK supported activities for which the impact on peace processes is probably rather marginal, which does not mean that they do not have other justifications.

Nevertheless, there are several lessons from the above. In a conflict situation, it is important to support moderate forces, and we have seen that such forces can be found in women's groups supported by KtK. Secondly; the organisations often do not talk much about this aspect of their work, which makes it no less important. A third lesson is that a Swedish organisation can actually be instrumental in supporting groups that work, or have a potential to work, across ethnic lines, and to bring organisations of different ethnic groups together. In this case, however, it is something that would probably not have been possible if it had not been for the trust that KtK has built up, through its presence, long-term commitment and integrity.

In view of the above, it is somewhat surprising to find that the KtK supported projects seldom are accompanied by any conflict analyses. Such analyses, pointing both at how the conflict may affect the project, and how the project may have a *positive* impact on the conflict situation, could be useful. Even though the NGOs probably are wise not to stress the reconciliation aspect when they advertise their activities in their community, there should be room to develop this aspect in applications and reporting. This would also facilitate for KtK, in their turn, to make the role of local women NGOs as peace makers more visible and help give them the recognition they deserve.

5.3 Targeted Interventions and “Gender Mainstreaming”

Sida's policy on gender equality provides room both for “gender mainstreaming” and interventions with the explicit purpose of promoting gender equality and/or improve the situation of women. The primary goal of gender mainstreaming is to create gender equality by breaking the male bias in the society and give men and women equal opportunities to shape their own lives and influence their society. In the context of conflict and post-conflict situations, gender mainstreaming depends upon recognizing and working in response to the different experiences of women and men related to conflict and peace building.

In order to pursue gender mainstreaming it is necessary to empower women through women-focused policies and programmes. Sometimes special women initiatives have been criticised when they have failed to address the underlying context that determines women's experiences and instead have marginalised women into "special programmes" outside of "standard" programmes. However, the methodology of KtK escapes this trap as it supports women to become actors of change in their own society, not only as advocates for women's rights, but also for change in society in general.

While special programmes such as KtK may be crucial as an initial strategy to safeguard women's rights to participate and to access resources where mainstream programmes and agencies marginalise or exclude women, it is important that such strategies be accompanied by a gender mainstreaming strategy to transform 'mainstream' institutions so that men and women, girls and boys, have equal/complementary access to resources, ability to control resources and the right to participate.

Women-focused policies and programmes should be seen as adjuncts, not a substitute to gender mainstreaming. Some actors mentioned the need to support to state structures and more focus on training for the government counterparts to the women NGOs. Hence, there is room for Sida to expand their support to gender mainstreaming beyond the women and grassroots focused work of KtK.

5.4 Country Strategies, PRSP and EU Accession

The Country Strategies outline the objectives, priorities and principles of Swedish development co-operation in a rather broad fashion. The support of KtK can easily be related to general objectives such as "obtaining a lasting peace", "democratic development", "development of a multiethnic society" and "gender equality". Even though the country strategies do not point at the type of work of KtK explicitly, it is clearly relevant to the country strategies.

KtK looks at the country strategies as relevant documents to be adhered to. However, they have not influenced the programmes of KtK to any greater extent.²⁸ In this connection it deserves being mentioned that KtK has often been given the possibility to comment on the country strategies in their preparation.

The Poverty Reduction Strategy Paper (PRSP) for BiH²⁹ has a strong emphasis on economic and governmental reform, with the main goals being to create conditions for sustainable and balanced economic activity, reduce poverty and accelerate EU integration. The poverty analysis includes a section pointing at linkages between poverty and gender inequality and priority action includes to "fully implement the BiH Law on Gender Equality, which will reduce the gender effect on the poverty level". The document also calls for continued activities in combating human trafficking. Some KtK partner organisations work actively, from a bottom-up perspective, for the implementation of the new gender law. Some of them also work against human trafficking. However, much of the important work done by the KtK and its partner organisations lie outside of the priorities of PRSP.

An aim of the Swedish development co-operation with the Balkan countries is to integrate countries into European structures through the so-called Stabilisation and Association Process (SAP). It is thus of interest to see what linkages there are between the KtK support and SAP.

The Council Decision on the principles, priorities and conditions contained in the EU partnerships with BiH and with Kosovo makes no mentioning of gender equality, or men and women. This is an interesting observation in itself. Furthermore, the document outlines action to be taken by government, not by civil society. There are thus no immediate links between the KtK support and SAP. However, taking a broader perspective of the association process, any action that promotes peace and reconcilia-

²⁸ According to KtK.

²⁹ Mid-Term Development Strategy of Bosnia and Herzegovina (PRSP) 2004–2007. There is no corresponding document for Kosovo.

tion, gender equality (which is inscribed in the EU constitution) and poverty reduction will facilitate such a process. In this perspective, KtK contributes indirectly to European integration process. However, this is best described as a positive side effect of the support.

5.5 Sustainability, Exit and Organisation Building

KtK's intention is that, the day it leaves a country, its co-operation should have left a lasting impression, in other words, that it should be sustainable.³⁰ When talking about sustainability, a distinction must be made between the sustainability of *service impact* and the sustainability of the *organisations*.

To assess the lasting effect of the broad range of services provided by the local NGOs has not been part of this evaluation. One can only speculate in what long-term that impact English courses, meetings, legal advice, psycho-social support etc. has had for the individual. What are, e.g. the long-term effects of two people of ethnic groups starting to talk to each other? It may even be subject to discussion whether sustainability is a relevant criterion when it comes to services of humanitarian nature. It is easier to point at long-term effects when it comes to lobbying and advocacy work, which has contributed to new laws and possibly even had an impact on the political agenda. This was in particularly noticeable in Kosovo where many (male) politicians showed no interest in women's rights when the reconstruction started in the summer 1999, but have become active and supportive partners to women NGOs in 2005, largely as a result of the work of women's organisations.

With regards to the sustainability of *organisations*, these have, with the support of KtK, been able to build up a structure, develop their services and gain recognition in society, all which is crucial for sustainability. However, most of them are wholly dependent on KtK financing, not only for services but also for the salaries of core staff and premises. Financially, they are not sustainable. Organisations point to the fact that the government lacks money, that women's activities are not given priority and that there are no mechanisms for funding of NGO's in place. That many donors are now pulling out of BiH and Kosovo does not make things easier.

When initiating support in conflict or post conflict areas it is quite natural that financial sustainability is not the main concern. However, the many obstacles does not make it less important to work with some vision of how, one day, the organisation will be able to carry on without the support of KtK. Otherwise, the objective to build sustainable organisations will simply have failed. It is a long process, meaning that it should not wait until the day KtK decides to leave a country. KtKs long-term commitment is not in contradiction to, but an important condition for, supporting the organisation on this issue.

Also, there is no standard solution. Different activities can be financed in different ways. For some services, such as basic service provision, the ambition should perhaps be to seek government funding, or even push for government to take over the activities. For work of political nature it may be important *not* to rely on government structures. Certain social activities should perhaps be based on voluntarism. Some activities should possibly not even be continued. Some organisations see "income generating activities" as an answer to their financing problem. A risk of such activities, however, is that they divert attention from the core activities.

The issue of sustainability is closely linked that that of organisational development. Organisation building should be seen as the means of helping organisations reach a point where they are no longer dependent on KtK. Therefore, the initiative to define KtK's approach to organisational development is very important. Particularly the idea to elaborate some kind of indicators for organisational development is crucial. Not only will it help KtK to get a better picture of how the organisations develop, but it will also be a useful tool for the organisations themselves to reflect on where they stand and where they must strengthen themselves.

³⁰ "The sustainability of a development effort measures if the effects of a project/programme are maintained at a steady level after special inputs, including contributions from development partners, have been phased out." Sida at Work.

A few words should also be said about KtK's exit criteria, which are problematic in some respects. First, they lack some factors at societal level which would seem important, such as the conflict/peace scenario and interplay between women's organisations and government. Secondly, even if all of the criteria at *national* level are fulfilled (women in politics, existence of gender laws, multitude of women's organisation etc.) this may not necessarily coincide with the criteria that the *organisations* should have capacity (including financial) to stand on their own. It is also most unlikely that all organisations would come to such a stage at about the same time.

Furthermore, the question of when an organisation does not longer need the support of KtK is not a simple one. As an organisation develops, it is likely to enter into new activities giving rise to new needs/opportunities for support. It is therefore suggested that the exit criteria, both at organisation and country level, are reviewed. KtK states that it has already started.

Only in exceptional cases has KtK seized the support to an organisation. Croatia will be the first time that KtK withdraws from a country. How to phase out the financial support to organisations, possibly continuing co-operation in other ways, will be a key issue for KtK in the years to come. Linking the question to organisational development, and sharing experiences – for example those of Motrat Qiriaz – through the existing networks should be ways of advancing this issue.

5.6 Sida's and KTK's Interdependence

Financially, KtK is strongly dependent on Sida. So far, Sida has not exercised any major influence on KtK.³¹ However, Swedish foreign policy is constantly changing and there is always a possibility that the agenda of KtK will not coincide with that of the Swedish government. Furthermore, Sida's financing conditions are constantly subject to discussion.

Meanwhile, Sida draws on the capacity of KtK to channel substantial amounts of Swedish aid to women's organisations in the Balkans, Caucasus and the Middle East. There were few Swedish organisations wishing to work in the region in the mid-1990s. Today, KtK has developed a concept of its own and capacity that is rather unique. KtK's work constitutes an important investment in terms of contacts, knowledge, trust etc. Hence, for *this type of co-operation* Sida is also strongly dependent on KtK.

The team notes that representatives of Sida and of KtK have somewhat different opinions of whether KtK is doing its work on *behalf* of Sida or whether Sida is financing *KtK's* work. This has implications for whether and to what extent Sida should be *steering*. Our perception is that Sida could possibly be more explicit when it comes to its general objectives for its support to KtK. In this way, it will be easier for both parties to see whether objectives are in line. However, Sida should definitely refrain from any detailed steering as this would collide with KtK's way of operating (letting local organisations determine content of support, long-term commitment etc.). It would simply not be very productive.

There have been discussions within Sida whether to expose NGO's, including KtK, to increased "competition". Why must all support to women be channelled through KtK? it may be argued. In our opinion, KtK represents one functioning and unique resource to support the empowerment of women. The idea of competition presupposes that there are several suppliers, but for *this* particular "product" there is currently not.

Furthermore, that KtK supports several organisations and that they do not have to compete with each other for funding facilitates the creation of networks between the organisations.

However, as pointed out earlier there is plenty of room for organisations that work in other ways and with different target groups to improve the situation/reduce poverty of women, promote gender

³¹ Sida has sometimes made proposals and offered funds for specific activities, such as for anti-trafficking work. KtK has shown strong integrity in these situations.

equality etc. Sida may wish give a support to this as well. Only then is it possibly to have a discussion of where money is put at its best use.

Meanwhile, to get a greater freedom of action, KtK should move ahead with its objective to increase funding from other sources than Sida.

Appendix 1: Terms of Reference

Background

Kvinna till Kvinna (KtK) was founded in 1993 to support women in regions, at first in the Balkans, affected by war and armed conflict.

KtK has received assistance from Sida practically from the start. Since 1999 KtK has had framework agreements with Sida. These are instruments used by Sida for supporting development co-operation with local organisations, in this case KtK, that would otherwise not be eligible for support from Sida.

Goals of KtK

Quoting KtK's application to Sida for support in 2005 its overarching goals are to

- Empower women in areas affected by war and conflict by enhancing their self-esteem, psychological and physical health and participation in the construction of a democratic society.
- Promote study and research into how war and armed conflict affect women.
- Provide information about the effects of war and generate a public opinion about how conflicts can be resolved using non-violent methods.

Further, basic principles for KtK's work and priorities are

- The foundation of an equal and democratic society in the light of equality between men and women. In order to build a democratic state and sustainable peace, it is crucial to strengthen women's position on all levels of society.
- Support to women's organisations make women's needs and abilities more visible. The empowerment of women is a prerequisite in creating a society where men and women can work together towards change.
- Sustainable change can only be achieved by the local population as they are the ones who possess the knowledge concerning the problems and possibilities that are specific to their own community. The local organisations are therefore best suited in identifying ways of resolving the problems and overcoming challenges.

Among the objectives of the organisation are: democratic and sustainable women's organisations, increased co-operation among organisations on a national and regional level and improved contacts with institutions and local authorities, equal opportunities for women and men to participate in the political decision-making process, effective monitoring of gender legislation and mechanisms for gender equality.

Purpose of the Assignment

The main purpose of the evaluation is to give Sida/SEE a solid basis for future long-term framework support to KtK and for a discussion of key questions in KtK's development co-operation in South Eastern Europe, including aspects of poverty.

The information about the poverty situation of women will also be used by Sida as an input in drawing up guidelines for future work in the social sector in this region, based on three different studies. The first study has a focus on the social systems of the region, the second on what is presently known about

poverty and poor groups of people, and what is *not* known, as it appears in key documents used in programming development assistance. The third study consists of the part of this evaluation, which is focused on poverty aspects.

Scope of the Assignment

The purpose and scope of this evaluation are twofold. The main purpose is to analyse and bring out key questions to be discussed concerning KtK's organisation, programmes and strategies, assessing the relevance, effectiveness and sustainability of its support, inasmuch as it has been financed by Sida. Another, secondary, purpose is to discuss aspects of the poverty situation of women in the region.

KtK's organisation and operations are to be analysed through mapping out:

- its development and expansion as an organisation in view of developments in the region of South Eastern Europe, both at headquarter and in the field,
- KtK's strategy and programme work over time, both centrally and in the field,
- KtK's capacity, administrative development and resources centrally and in the field,
- KtK's support and selection of local organisations in the region and how these perceive the support, as seen through case studies in two of the countries in the region

These issues should all be discussed in relation to the *relevance* and *effectiveness* of the support of KtK financed by Sida as they compare to the goals and principles of KtK described above.

Another purpose of this evaluation is to give concrete examples of the poverty situation of women. Through the lens of the local organisations receiving support from KtK, examples of the poverty situation of the different groups of women concerned are to be brought out. This is to be done in connection with the interviews with organisations in the case studies to be conducted in Bosnia and Herzegovina (BiH) and Kosovo as part of the assignment. The picture that emerges is to be discussed against the background of Sidas' Perspectives on Poverty and the findings in the series of recent studies on the poverty situation in South Eastern Europe commissioned by Sida.³² The objective is to get a somewhat better picture of the multi-dimensional aspects of poverty in the region.

Conclusions and recommendations in this respect are to be used as an input also when discussing future guidelines for Swedish support in the social sector.

The consultants shall discuss KtK's programmes both against the overall goal for Swedish assistance of poverty reduction and against the goal of EU accession³³, bearing in mind, however, that none of these two goals are explicitly formulated as part of the KtK's goals, even though they are not in contradiction to one another.

Methodology

Methodological issues will be discussed between the consultant and Sida at regular intervals during the assignment. As a first step, the consultant will present an inception report to Sida and KtK regarding methodology and other key questions for the evaluation, including the manner in which the case studies are to be conducted. The method of work shall be decided in cooperation with Sida.

³² Optos studier

³³ Relevant EU-documents

Case studies

Case studies in two countries shall be carried out in order to evaluate KtK, also from the perspective of the supported organisations. The case studies are to be carried out in BiH and Kosovo and will on a preliminary basis target organisations that are 1) empowering women seen from a poverty perspective, and 2) working against domestic violence. The manner and methodology in which these case studies are to be carried out is to be discussed and agreed between the consultant, Sida and KtK and also discussed in the inception report.

Documentation: The consultant shall review the relevant project documentation available at KtK and Sida in Stockholm, and in the field during the field visits, as well as other documentation of relevance for the assignment. This means for instance annual requests to Sida from KtK, appraisals and memos by Sida and similar documents produced since the start of Sida's support to KtK, as well as other relevant documentation, for instance regarding EU harmonisation and accession, and also the poverty studies recently commissioned by Sida for this region.

Interviews

The Consultant shall interview the relevant decision makers and desk officers at KtK headquarters in Stockholm and at Sida/SEE. They shall also make field visits to BiH and Kosovo in order to interview personnel at the field offices of KtK, Sida officers concerned, other relevant donors and beneficiaries in this area and, above all, local organisations supported by KtK. The consultants shall interview donors and beneficiaries supporting women/gender programmes in order to compare the activities and methods of work with those of KtK.

The consultant shall be responsible for practical arrangements in conjunction with the field trips.

Questions to be answered by the evaluation

As a point of departure, the following questions are to be answered by the evaluation. They pertain only to the part of KtK's support that has been financed by Sida. The questions are divided into three different parts. The first concerns the organisation and its work, the second local organisations supported by KtK and the way they perceive the support. The third part concerns the situation of poor women in BiH and Kosovo, which may or may not be seen as symptomatic also for other countries in the region (this should be discussed):

I. Questions pertaining to KtKs organisation, strategy work and administrative development at headquarters and in the field

- how has KtK developed its organisation in the face of a rapid expansion of activities, the reorganisation of 2004 included?
- how has its administration been dimensioned over time in terms of resources (financial and human) and capacity in relation to programme activities, locally and regionally?
- Has there been administrative and organisational flexibility enough in view of new developments geographically and thematically? What kind of flexibility exists for expanding/phasing out support?
- How have the linkages between headquarters and the field been organised? How have sustainability and continuity been ensured?
- What have been the strategies of KtK influencing support programs over time? Have they been adequate and appropriate considering the goals of the support? Have they changed much and are they differing from each other geographically and/or thematically? How have strategies been worked out between headquarters and the field? Have they changed in any specific direction over time?

- How does KtK monitor and evaluate its support to local organisations, also in terms of indicators etc? Has this lead to changes in KtK's strategies and operations?
- What kind of coordination with other actors exists, locally and internationally? With partners in development cooperation? Networks?
- Discuss the risks involved and the consequences of the dependency of financial support from Sida.

II. Local organisations supported by KtK

General questions:

- What organisations are selected for support? Which are rejected? In which main thematic areas are the organisations working? Has this changed over time? Has change conformed with adopted strategies?
- To what extent do local organisations participate in the programming and planning process of KtK?
- How is sustainability of the support ensured in relation to these organisations? What phasing out and exit strategies exist and how are they handled?
- Ownership?
- How are anti-corruption practices handled?

With regard to the case studies specifically:

- The situation and conditions of the selected organisations in the case studies, have they changed since the support began? From the point of view of empowerment, democratic processes, participation, effectiveness, networking with other NGO's and co-operation with the authorities concerned?
- How does identified change compare with intended change?
- Has the support been consistent with the needs of these organisations and with their priorities? Has it been adequate and appropriate?
- What results could be attributed to the support?

III. Aspects of poverty

- What is the poverty situation for the groups of women in the organisations evaluated in BiH and Kosovo, as defined in a multidimensional sense³⁴? Has the poverty situation changed over time?
- How does this relate to the findings in the poverty studies mentioned above, that is, to poverty of different groups, poor women and men (*gender*), children, youth and the elderly (*age*), ethnic groups but not only in minority terms (*ethnicity*) and *geographical location*, level of poverty (*socioeconomic group*)?
- Generally and in view of the poverty situation in these examples, where would development assistance be needed in the future?

Expected conclusions

- An assessment of the development and expansion of KtK as an organisation, of its administration of support programmes and its strategy work as against its goals and objectives.
- An assessment of the relevance, effectiveness and sustainability of KtKs programme activities and support to local organisations as against KtK's goals and basic principles as well as against the needs

³⁴ See Perspectives on Poverty

and priorities of local organisations supported. This should also be discussed in relation to poverty reduction and to the goal of EU accession.

- Strengths and weaknesses of the organisation.
- Risks and hindrances in view of the development in the region or because of other factors, such as the dependency on financing by Sida
- Key questions in the future development cooperation, both for KtK and in the cooperation between Sida and KtK,
- Recommendations in the areas mentioned above
- A discussion of the poverty situation of different groups of women receiving support from KtK in relation to poverty as it is described in Perspectives on Poverty and to the findings of the recent poverty studies of the region commissioned by Sida/SEE.
- Recommendations for possible areas of development assistance in the social sector related to the poverty situation

Work plan and schedule

The assessment shall be carried out during the months of January–March 2005. About 2 weeks are to be spent in the field, the rest is for preparation, report writing and interviews in Sweden.

The work shall be carried out by two consultants, one of whom is assigned by the first consultant.

Reporting

The report shall be written in English and not exceed 30 pages, excluding annexes, attachments and the executive summary. Format and outline of the report shall follow the guidelines in Sida's Evaluation Manual (see Annex 2) The draft report shall be submitted to Sida electronically by 25 March 2005 at the latest. Within 2 weeks after receiving Sida's comments on the draft report, a final version shall be submitted to Sida, again electronically and in 5 hard copies.

The following enclosures shall be attached to the final report

- Terms of Reference
- List of persons interviewed
- List of documents studied

The evaluation assignment includes the completion of Sida Evaluations Data Work Sheet (Annex 2) including an Evaluation Abstract as defined and required by DAC. The completed Data Work Sheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Work-sheet, the report cannot be processed.

Annex 2 is found in "Sida Evaluation Manual" which will be given to the Consultants together with this ToR.

Appendix 2: List of Organisations and People Met

Organisations in Bosnia and Herzegovina (various representatives)

Buducnost

Centre for Legal Assistance

Forum Zena

Helsinki Citizens Assembly

Lara

United Women

Zelja

Zene Zenema

Organisations in Kosovo (various representatives)

Aureola

Centre for the Protection of Women and Children

Kosovo Women's Network

Legjenda

Liria

Motrat Qiriazi

Open Door

Ruka Ruci

Kvinna till Kvinna

Marianne Andersson	Chairman of the Board
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Brita Bergström	Field co-ordinator
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Shirin Al(m)emdar	Home co-ordinator
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Åsa Carlman	Press and communication
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Agneta Falck	Head of Field Operations
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Kerstin Grebäck	Secretary General
-----------------	-------------------

Anna Hammarbäck	Personnel officer
-----------------	-------------------

Pernilla Johansson	Field co-ordinator
--------------------	--------------------

Cecilia Karlstedt	Board member, consultant to KtK
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Sara Lhådö	Field co-ordinator
Anna Lidén	Managing Director
Mari Lindgren	Programme manager
Eva Nikell	Board member
Katarina Olsson	Home co-ordinator
Åsa Olsson	Home co-ordinator
Ludmila Stefankova	Project controller
Ristin Thomasson	Field co-ordinator
Eva Zillén	Head of Communication and Info Dept.

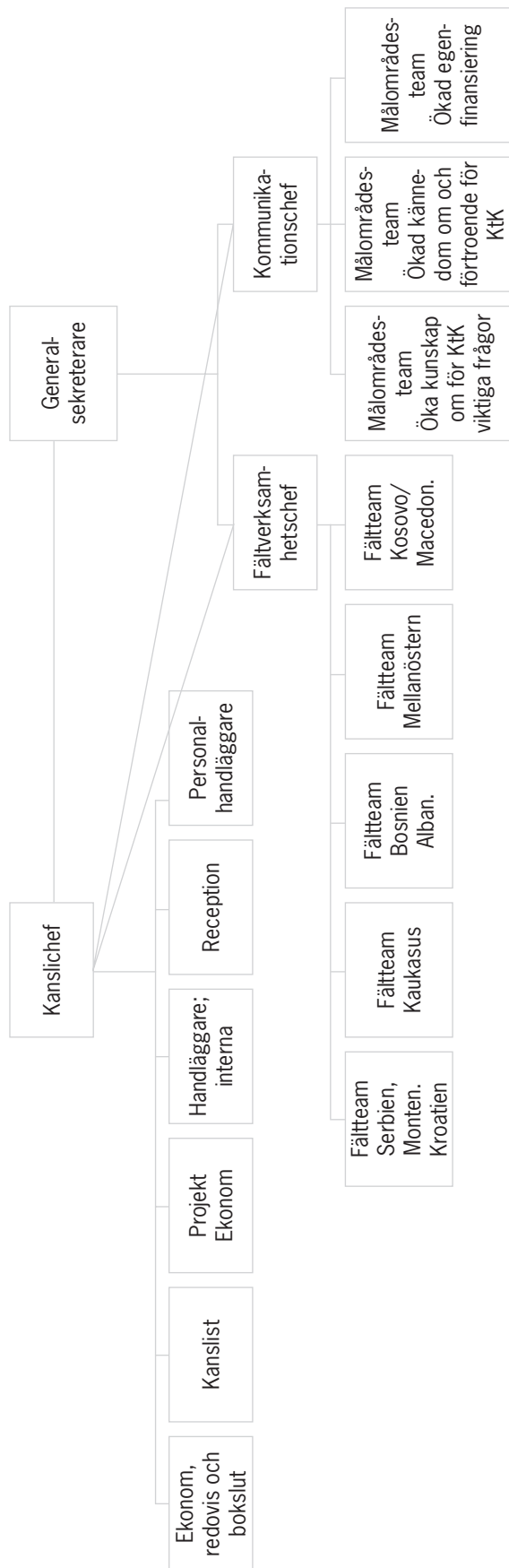
Sida

Per Byman	Former programme manager for KtK
Bo Elding	Counsellor, BiH
Björn Holmberg	Conflict advisor
Marie Larsson	Programme officer, BiH
Eva Nauckhoff	Programme manager for KtK
Ylva Sörman-Nath	Gender equality officer
Gunnel Unge	Programme officer, Kosovo

Other

Saliha Djuderija	Ministry of Human Rights in BiH
Delina Fico	Kosovo NGO Advocacy Project
Samra Filipovic	Gender Agency, BiH (by phone)
Madelaine Rees	UN High Commissioner on Human Rights, UNOHCHR, Sarajevo

Appendix 3: New Organisation Structure of KtK



Recent Sida Evaluations

- 06/07 Évaluation du Partenariat PMU-Interlife**
Anders Ingelstam, Håkan Jarskog, Cecilia Karlstedt, Lennart Peck
Department for Cooperation with Non-Governmental Organisations, Humanitarian Assistance and Conflict Management
- 06/08 Evaluación del proyecto vivienda para familias afectadas por los terremotos en El Salvador**
Eberto de León, Julio Urias, Carlos Rodriguez, Ernesto Barraza
Department for Latin America
- 06/09 Pangani Falls Re-development Project in Tanzania**
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