

Cooperation between Union of Baltic Cities (UBC) and Lake Victoria Region Local Authorities Cooperation (LVRLAC), 2004–2006

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and Economic Cooperation**

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Sida Evaluation 06/37

**Department for Infrastructure
and Economic Cooperation**

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Table of Contents

List of Acronyms	3
Executive Summary	5
1. Introduction	7
1.1 Mission Objectives and Scope of Work.....	7
1.2 Method and Key Questions.....	7
2. The Evaluated Intervention.....	8
2.1 General Frame-work.....	8
2.2 LVRLAC Constitution, Strategy and Management	9
2.3 LVRLAC-UBC Cooperation	10
2.4 The System Based Audit	12
2.5 LVRLAC Action Plan 2006–2008	13
2.6 Project Proposal to Sida.....	13
3. Findings	14
3.1 General Background.....	14
3.2 Development Objective and General Frame-work.....	14
3.3 Project Identification, Preparation and Design	16
3.4 Management and Partnerships.....	17
3.5 Planning and Financial Management	19
3.6 Information and Communication	20
3.7 Project Management and Establishment of Environmental Pedagogic Centres (EPC).....	21
3.8 Gender Mainstreaming	22
3.9 Summary	23
4. Conclusions	25
4.1 Political Aspects	25
4.2 LVRLAC-UBC Cooperation	26
4.3 Summary of Evaluation Questions	28
5. Lessons Learned	29
6. Recommendations	29
Appendix 1 Terms of Reference.....	32
Appendix 2 List of Documents Consulted	40
Appendix 3 List of Persons Met	41
Appendix 4 Itinerary for LVRLAC/CDS Evaluation Team.....	45



Lake Victoria Region Local Authorities Co-operation (LVRLAC)



List of Acronyms

AGA	Annual General Assembly
Amref	African Medical and Research Foundation
BMU	Beach Management Units
CBO	Community Based Organisations
CDS	City Development Strategy
CPT	Core Planning Team
CSO	Civic Society Organisations
DDP	District Development Programme
EAC	East African Community
EPC	Environmental Pedagogic Centres
Excom	Executive Committee
ECOVIC	East African Community Organisation for Managing Lake Victoria
GAD	Gender And Development
LFA	Logical Framework Approach
LGRP	Local Government Reform Programme
LURLAC	Lake Victoria Region Local Authorities Cooperation
LVR	Lake Victoria Region
RCMRD	Regional Centre for Mapping Of Resources For Development
NGO	Non Governmental Organisation
PSG	Project Steering Group
Sida	Swedish International Development Cooperation Agency
SWOT	Strength, Weaknesses, Opportunities and Threats
UBC	Union of the Baltic Cities
UN-Habitat	United Nations Human Settlements Programme
WEBS	Women's Entrepreneurial and Business Development Skills
WID	Women In Development
WN	Women's Network

Executive Summary

Sida has provided funding since 2000 to enable Lake Victoria Region Local Authorities Cooperation (LVRLAC) to develop as an organisation, mainly through cooperation with Union of Baltic Cities (UBC). Sida has commissioned COWI Consultants and partner TUPO to carry out an evaluation of the cooperation programme. The work has been carried out by Holger Jonasson and Agnes Mwaise-lage, hereinafter referred to as the consultant. The evaluation has been combined with a rapid review of a programme for City Development Strategies in the Lake Victoria region.

The purpose of the evaluation is to inform Sida about successes and challenges in previous project phases, in order to furnish independent advice to UBC and LVRLAC on how best to operate and on how to best design and implement future projects and to prepare a decision about future Sida support to LVRLAC.

Two initial phases of the cooperation between LVRLAC and UBC was implemented during the period 2000–2004. Phase 1 included preparatory work for the cooperation. The second phase comprised implementation activities, based on the preparations made during Phase 1, within the fields of creation of a functioning Secretariat and working methods, building the LVRLAC Women's Network and establishing Environmental Pedagogic Centres.

The consultant has found it appropriate to view this undertaking in a broader frame-work. For this reason some of the findings, conclusions and recommendations in this report are based on a wider perspective on the Lake Victoria Initiative. The consultant looks at the performance of LVRLAC and UBC particularly from the perspectives of development objective and general frame-work, project identification, preparation and design, management and partnerships, planning and financial management, information and communication, project management and establishment of Environmental Pedagogic Centres (EPC) and gender mainstreaming.

The consultant documents that LVRLAC is on the right track towards fulfilment of the general objective. A solid organisation has been established based on participatory principles, the organisation is widely known and recognised, administrative principles and procedures have been established. Activities within the fields of action defined by the LVRLAC constitution, strategic plan and action plan are under way and the members have a will to participate and contribute.

Partnerships have been established with the potential of being further explored on the foundation of the approved Action Plan.

The consultant notes a striking difference between plans, budgets and outcomes, particularly during the "Inception phase". The key area still to improve is communication and information. Very good progress has been made in production of information at Secretariat level but communication of products and use at member level is still a huge challenge. The consultant notes that the focus from the beginning was too much on modern IT as the tool for communication.

The planned projects suffer from substantial delays in preparation and implementation in relation to the established objectives and activities. Out of the four planned EPCs only the one in Kisumu is established and in action. In the other three locations the projects have come to identification and preparation for procurement and implementation.

The approach taken by LVRLAC is more on isolating women's issues and not really mainstreaming in the LVR development activities. A gender critique will see this approach as women in development (WID) rather than gender and development (GAD).

The consultant argues that the development of LVRLAC is still a highly political process and as such it is extremely complicated as it aims at bringing together neighbouring countries that during the last decades have been somewhat separated due to differences in political development. Currently, there is a firm commitment to restore the regional cooperation.

The *process* of establishing a political organisation for local government cooperation in the Lake Victoria region has been successful. LVRLAC is currently an organisation with decision making and executive structures in place. It has a solid strategy endorsed by the Annual General Assembly. It has an Action Plan likewise approved. These two guiding documents were elaborated and approved in a process of some length, but carefully involving the members and henceforth well known and anchored.

The consultant notices that there has been no progress in establishing a solid internal monitoring and evaluation programme. This means that performance analyses to a very limited extent refer to quantitative indicators. It is essentially expressed as qualitative statements and expectations of fulfilment of established objectives and activities within a near future.

For Sida it is very important to view the prospective future support to LVRLAC in the context of the over-all support to the Lake Victoria Initiative with a perspective of a 20 year commitment. Any Sida funded project for support to capacity building in LVRLAC has to be conceptualised, monitored and evaluated within the framework of the support to a continuous process in the Lake Victoria Region.

For the future Sida should concentrate on efforts to support the strengthening of LVRLAC as a stand alone organisation for regional cooperation among local authorities. LVRLAC should be given the responsibility of identifying and contracting the supporting organisations that give added value to LVRLACs own efforts of attracting members and responding to their needs and aspirations.

Sida should also promote and support the linkage between LVRLAC and other components within the Lake Victoria Initiative supported by Sida, for example collaboration with locally based NGOs and private sector actors.

For LVRLAC it is essential to focus on the networking responsibilities, keeping the members informed and up-dated and identifying the good practices that can be replicated at regional level. As some members reminded the consultant: We joined LVRLAC with the aim of getting support in a joint effort to deal with the environmental and poverty challenges, and LVRLAC has to respond by concentrating on these issues. The LVRLAC administration has to be organised and financed in a manner that guarantees sustainability in a situation where extensive donor support is not available.

LVRLAC still needs to understand that gender mainstreaming is the integration of the development needs of men and women in LVRLAC strategies and plans of activities, and not only women one time presence in meetings and in the clean-up activities.

1. Introduction

1.1 Mission Objectives and Scope of Work

Sida has made a long-term commitment to support the sustainable development of the Lake Victoria Region. One of the activities supported by Sida is to establish and develop a cooperation network for the local authorities in the Lake Victoria Basin. Sida has provided funding since 2000 to enable Lake Victoria Region Local Authorities Cooperation (LVRLAC) to develop as an organisation, mainly through cooperation with Union of Baltic Cities (UBC).

Sida has commissioned COWI Consultants and partner TUPO to carry out an evaluation of the cooperation programme. The work has been carried out by Holger Jonasson and Agnes Mwaiselage, hereinafter referred to as the consultant. The evaluation has been combined with a rapid review of a programme for City Development Strategies in the Lake Victoria region.

The purpose of the evaluation is to inform Sida about successes and challenges in previous project phases, in order to:

- Furnish independent advice to UBC and LVRLAC on how best to operate and on how to best design and implement future projects
- Prepare a decision about future Sida support to LVRLAC.

1.2 Method and Key Questions

Preparations were made by the reading of documents provided by Sida, LVRLAC and UBC. The field work was initiated by interviews and discussions with representatives of LVRLAC and UBC to actualise the current situation regarding achievements, challenges and problems of the project. As the 2006 Annual General Assembly (AGA) was realised just days before the start of the field work, the AGA performance and results were discussed with a specific focus on the next phase of the project.

To understand and analyse the complete process, progress and impact of the UBC-LVRLAC partnership the consultant looked back over all the phases of the cooperation. However, this review did not include a thorough study of specific documents from phases prior to “Inception phase”, but is based on summaries from documents referred to in the list of documents and interviews with people involved in earlier phases as well.

Manuals, reports and other documents linked to the accomplishment of the project objectives were consulted and discussed. From various reports and interviews the consultant concluded that the broader environment and context in which the project was prepared and executed played an important role in the interpretation and evaluation of project progress. Therefore, the consultant has included a description of the general Lake Victoria Initiative framework and registered some findings and conclusions related to the broader context.

LVRLAC members and other stake-holders were consulted to follow up on the issues of ownership, communication, pilot project preparation and implementation, community involvement and gender mainstreaming. The national sub-Secretariats and ten LVRLAC members were visited. Confrontation with members took place basically as semi-structured discussions with politicians and technicians involved in LVRLAC activities. In the six local authorities involved in the City Development Strategy (CDS) project most of the discussions took place with simultaneous participation of key CDS actors. The Swedish embassies in Kampala and Nairobi were consulted.

2. The Evaluated Intervention

2.1 General Frame-work

As a background to the evaluation of successes and challenges in previous project phases the consultant find it appropriate to view this undertaking in a broader frame-work as some of the findings, conclusions and recommendations in this report are based on a wider perspective on the Lake Victoria Initiative.

The East African Community (EAC) has enacted a Vision and Strategy framework for management and development of Lake Victoria, which is a consolidation of the three National Visions and Strategies developed for Kenya, Uganda and Tanzania respectively. According to this framework, some of the major threats to the Lake Victoria Basin are identified as:

- Ecological degradation (e.g. drastic lake level reduction, contamination, pollution, land/forest degradation, biodiversity loss, introduction of exotic species)
- High population pressure in the Lake basin
- Widespread poverty found throughout the Lake basin
- High mortality rates (due to, for example, tuberculosis and malaria)
- High prevalence of HIV/AIDS.

The regional vision is: *“A prosperous population living in a healthy and sustainable managed environment providing equitable opportunities and benefits”*.

A Protocol on the sustainability of Lake Victoria and its basin, signed in November 2003 by the council of ministers of the EAC, provides the legal backing for future interventions. In addition, Sweden and other development partners have signed a Partnership Agreement with the EAC on the promotion of sustainable development in Lake Victoria. The geographic focal area of the Swedish strategy for Lake Victoria is the Lake Victoria region, i.e. the part of the basin that is shared by the three EAC-countries Kenya, Tanzania and Uganda.

The Swedish Lake Victoria Initiative was launched in 2000, with the objective to contribute to poverty reduction within a sustainable development framework, with a 20-year time frame. It engages through both governments and civil society in the following activity areas:

- Capacity building for sustainable development
- Empowering communities and individuals
- Sound environment and sustainable use of natural resources
- Combating HIV/AIDS
- Private sector development for economic growth

Sweden's participation in the development of the Lake Victoria basin is partly based on the long-standing cooperation with each of these countries. A Swedish strategy for 2004–2006 (later extended until the end of 2007) gives the general frame-work for support to various programmes and projects within the Lake Victoria Initiative.

A part of Sweden's participation in the development of Lake Victoria region is based on the good experience from the involvement in the cooperation between the Baltic Sea countries. This cooperation was born out of the concerns on the deterioration of the environment of the Baltic Sea that were

recognised in the late 1960's. The Union of Baltic Cities (UBC) was established in 1991 with the objective of contributing to democratic, social, economic and environmentally friendly development in the Baltic region. UBC has been recognised and promoted as a model and source of inspiration for similar regional cooperation in the Lake Victoria Region.

LVRLAC was established in 1997 out of the recognition of the common and similar problems facing the local authorities in the region and of the determination to promote sustainable and coordinated development. At present LVRLAC have 62 members. With the launching of the Swedish Lake Victoria Initiative in 2000 LVRLAC and UBC were introduced to each other as development partners and a cooperation agreement was signed.

2.2 LVRLAC Constitution, Strategy and Management

According to the LVRLAC constitution, LVRLAC shall “*promote for the sustainable and coordinated management for public benefit, of ecology and environmental protection, tourism, protection of coastal facilities, economic, cultural and social development, ecosystem education, urban planning and development, disaster preparedness on natural and man-made catastrophes and joint technical operations and the exploitation of Lake Victoria.*”

The Strategic Plan 2005–2008 for LVRLAC, approved by an Extraordinary General Assembly in February 2005 establishes the Vision of the organisation as: *A competent and influential networking organisation of Local Authorities in the Lake Victoria Region with capacity to facilitate its members in their quest to provide better living standards and services as well as opportunities for sustainable development within a decade.*

In terms of the Mission of the organisation: *LVRLAC recognizes local authorities as key players for managing the environmental, economic and social challenges facing women, men, youth and children in the LVR. We believe that strengthening the cooperation and coordination between the local authorities in the LVR will result in the sustainable and coordinated development of the Basin. LVRLAC, therefore, wants to:*

- strengthen the capacity of local authorities in LVR;
- promote and explore cooperation with, national governments, the donor community, the private sector; and CBO/NGO; and
- serve as a mouthpiece for the interest of local authorities in the Lake Victoria Region.

The strategic plan outlines the following key areas for LVRLAC:

- environmental management and ecological improvement
- improved health and sanitation
- urban and rural development and planning
- poverty reduction and livelihood improvement
- good governance
- conflict management

The strategic plan affirms that LVRLACs special role is on networking and promotion of ideas and best practice among the local authorities situated in the LVR and serves as a complement to the national local authorities associations in the three East African countries. LVRLACs role is to represent the joint interest of local authorities in the LVR.

The Governing Bodies of LVRLAC are:

- The General Assembly.
- The Executive Committee

- Standing Committees
- The Chairman (elected by the General Assembly)
- The Executive Officer, i.e. the Secretary General

The General Assembly is the supreme body for decision making within LVRLAC and convenes once a year. The General Assembly is comprised of representatives from all member councils. The Executive Committee (EXCOM) consists of 15 members drawn from member authorities comprising technical officers and councillors as appointed by the General Assembly. The Executive Committee approves annual reports, accounts and budgets. It also manages and controls finances and properties of LVRLAC, recruits new members and reports to the General Assembly.

There are five Standing Committees for the following areas:

- environment, health and education
- finance, planning and economic development
- human resource management committee
- disaster and emergency management committee
- the women's network

The administration of LVRLAC is organised as follows:

- one main Secretariat in Entebbe, Uganda
- three Country Chapters, each headed by a Sub-Secretariat (Mwanza, Kisumu, Kampala)

The Country Chapters coordinate the activities within their respective country. The Country Chapter representatives are all members of the General Assembly.

In the later phases of the Sida supported cooperation with UBC a Core Planning Team (CPT) has been specifically trained and participated in key activities for elaboration of strategy, action plan and proposal for projects. CPT is composed by representatives for a number of the most active members.

2.3 LVRLAC-UBC Cooperation

2.3.1 Phase 1 and 2

Two initial phases of the cooperation between LVRLAC and UBC was implemented during the period 2000–2004. Phase 1 included preparatory work for the cooperation. The second phase comprised implementation activities, based on the preparations made during Phase 1, within the following fields:

1. Creation of a functioning Secretariat and working methods.
2. Building the LVRLAC Women's Network.
3. Establishment of Environmental Pedagogic Centres.

The implementation of the UBC/LVRLAC cooperation has been guided by the Project Steering Group (PSG) consisting of politicians and technicians representing the LVRLAC and UBC member authorities.

In 2004 Sida commissioned a team of consultants to conduct a review of the cooperation between LVRLAC and UBC. The scope of the review was to assess:

- the implementation of the institutional cooperation programme in relation to the project document
- the capacity built at the LVRLAC Secretariat

- the strengths and weaknesses of the organisation
- if the programme so far was viewed as relevant by a selection of member authorities.
- how far the programme objectives were met.

The consultants stated that the most visible effects of the support to LVRLAC, in relation to the various stated objectives, were that:

- LVRLAC is becoming well known, has attracted a number of members, and has initiated cooperation with other organisations in the region.
- LVRLAC has a functional main Secretariat.
- LVRLAC has obtained an observer status in the EAC.
- Two twinning arrangements have been established.
- The Women's Network is very active, in spite of limited resources.

The review concluded that the expected results formulated for Phase 2 were fairly ambitious and difficult to reach in the short term. Consequently, some of the expected results had not been achieved.

The review recommended that LVRLAC should

1. Clarify objectives and target groups in order to
 - Contribute to a more clear focus of activities, thus enhancing the achievement of expected results
 - Avoid duplication in relation to local government and to other organisations active regionally
 - Minimise the risk of different visions and agendas prevailing for politicians and technocrats in the member organisations
2. Focus on the comparative advantage of LVRLAC as a regional network for local government in the Lake Victoria region through the approaches of:
 - Developing and implementing a comprehensive communication and information strategy that would include mechanisms for communication, for information collection and dissemination and for feedback.
 - Decentralising and strengthening the organisation at country chapter and sub-Secretariat levels to improve service delivery to members.
 - Collecting experiences and implementing successful methods for community participation.
 - Boosting the role of local government within various intervention areas within existing and planned projects and programmes.

2.3.2 Inception phase

The inception phase was initiated in January 2005 and currently running to the end of September 2006.

The development objective was established as: *“To develop, in partnership with Union of Baltic Cities, the competence of LVRLAC as a network organisation and to promote sustainable development of the Lake Victoria Region on democratic principles”*

Seven project objectives guide the activities as follows:

1. LVRLAC shall have a well-functioning general Secretariat that is able to run – in addition to the basic activities and the finances of the organization – its cooperation projects (latest by end of 2005, including the one with UBC and Sida), plus country chapter Secretariats that are well on their way towards the same capacity level

2. LVRLAC shall – through its good and unique service delivery and improved internal communication – have an excellent network with active membership that provide the organization with content contributions and financial means (pay their membership fees) for its basic activities (latest by end of 2005).
3. LVRLAC shall have a good strategy, adopted by its Extraordinary General Assembly (2/2005), stating the organization's vision, mission, goals, strategic directions, and positioning it favourably towards its members, partners and supporters among the different organizations and other actors within the Lake Victoria Region.
4. LVRLAC shall have a solid action plan, adopted by its annual general assembly (second half of 2005), based on careful feasibility analysis and consultation with members and partners, providing guidelines and outlining the main activities for the implementation of the strategy.
5. LVRLAC shall, step-by-step, test the capacity of implementing projects and evaluate the outcomes. As a pilot project the first Environmental Pedagogic Centre became fully operational in Kisumu, Kenya in 2004 and followed by three more during 2005. As part of the capacity building exercise LVRLAC shall prepare at least one more pilot project proposal in 2005 with the goal to attract also other actors and funding agencies active in the region.
6. LVRLAC shall have a well-functioning Women's Network and a plan with clear targets and timetable, describing how to raise the number of women in the different LVRLAC organs and mainstream gender aspects in its activities and programs.
7. Following the adopted strategy and utilizing the lessons learnt from the implementation of the action plan, LVRLAC will prepare in cooperation with the UBC the proposal for project phase 3 to be submitted to Sida

2.3.3 Frame-work and organisation of LVRLAC-UBC cooperation

An initial agreement on cooperation between LVRLAC and UBC was signed in November 1999. It has then been followed up to cover the consecutive phases of the Sida support to LVRLAC. In legal terms the contract is a sub-contract to the agreement between Sida and UBC regarding support of LVRLAC-UBC cooperation. The objective of the contract is to set the frame-work for implementation of the Sida funded cooperation. The agreement between Sida and UBC encompasses a Sida commitment to contract an external consultant to support the implementation. SIPU International was contracted to execute this support.

The implementation of the LVRLAC-UBC cooperation is based on plans and budgets jointly elaborated by the two parties. However, the contractual arrangement implies that UBC has taken on the responsibility for guiding the execution, the financial management and the reporting to Sida. A Project Steering Group (PSG) has been appointed consisting of four members from each party. The main tasks of the PSG are to approve project plans and budgets, discuss and approve large new initiatives in the project, discuss and endorse project and financial reports and review project progress.

2.4 The System Based Audit

The purpose of this audit was to conduct an assessment of LVRLAC in regard to the reliability of systems for LVRLACs management and control. The audit also assessed LVRLACs financial management capacity, its monitoring and evaluation practices and tried to identify risks facing the intended support. The assignment was carried out by Kisaka & Company Certified Public Accounts and Management Consultants.

At the time of the field work in the region a first draft of the audit report was available but not yet commented on by LVRLAC and other stake holders. The consultant met with representatives of the audit company to discuss the findings. The consultant notes that the report expresses a general satisfaction with LVRLACs management systems and performance. Some recommendations are given with the aim of improving management and control. Some advises are given on planning, strategic management and project selection and distribution among members.

2.5 LVRLAC Action Plan 2006–2008

The LVRLAC Action Plan for 2006–2008 was approved by the Annual General Assembly arranged in Mwanza on the 27th–28th of July 2006.

The plan will be the main guiding document for the LVRLACs activities. A first general approach underlying the plan is one that adopts a decentralised approach where LVRLAC will find and develop the capacity from among its membership. Members will submit project proposals through their respective chapter Secretariats. The Standing Committees and the General Secretariat will assess the proposals with reference to the strategic plan and match the proposals with various donor interests. The approach is targeted at a local ownership for respective projects. The Secretariat will provide for coordination and improve opportunities for replication amongst the wider membership.

The Action Plan defines 10 areas as priorities for the totality of LVRLACs activities over the next three years, regardless of financing and cooperation partners:

- Institutional Development
- Poverty Reduction and Livelihood Improvement
- Tourism and Culture
- Urban and Rural Development and Planning
- Good Governance
- Conflict Management
- Environmental Management and Ecological improvement
- Disaster Management
- Improved Health and Sanitation
- HIV/AIDS

2.6 Project Proposal to Sida

A draft proposal for “Facilitating sustainable development in the Lake Victoria region through local authority action” was submitted to Sida on the 22nd of May 2006. The proposal covers the period 2006–09 and was preliminary assessed by Sida and the findings communicated to LVRLAC on the 4th of July asking for a revised project proposal. The initial proposal was based on a sharply increased financial support from Sida.

The proposal refers to the achievements, challenges and short-comings of the previous project phase. The proposed project is described as a continuation of the previous project phases, but is different from the previous phases by taking as its point of departure the three-year LVRLAC Action Plan, adopted by the Annual General Assembly in July and target prioritised areas.

The project objectives are formulated as follows:

1. To build institutional and human resource capacity of LVRLAC including:
 - Fully functional internal LVRLAC organs.
 - Improved communication between LVRLAC internal organs and members.
 - Enhanced capacity of LVRLAC members in developing viable project proposals and increased capacities in project management skills.
- 2 Enhanced Local Authority awareness and action in priority areas (Realisation of selected areas of the LVRLAC Action Plan)

The majority of the areas embraced by the Action Plan appear as priority areas for the project, including:

- Institutional Development
- Poverty reduction and livelihood improvement
- Urban and Rural development and planning
- Good Governance
- Environmental Management and Ecological improvement
- Improved Health and Sanitation

Implementation and coordination is supposed to be the responsibility of a sub-committee of the LVRLAC Executive committee, established to have the highest responsibility for decision making in the project. It will meet bi-annually to review progress and provide strategic guidance to the project management. A technical staff of four managers and officers will spend 1,75 man-year annually on the project. Financial management is supposed to be based on the recently introduced financial management system. No detailed programmes and plans for monitoring and evaluation are presented in the project document.

As the proposal was known to the consultant at the time of the consultations some key issues were brought up in the discussions with LVRLAC and UBC with the aim of giving the consultant an understanding of how the capacity building through the LVRLAC-UBC cooperation had worked and how the experiences gained are supposed to be explored in a prospective future partnership

3. Findings

3.1 General Background

After studying the provided background documents the consultant found that a comprehensive evaluation of the LVRLAC-UBC cooperation needed an overview over the complete history of the collaboration. The main reason is that the cooperation has gone through some organisational changes simultaneously with substantial changes in the political environment in the Lake Victoria Region. The consultant argues that the full perspective is necessary as foundation for a qualitatively passable evaluation.

3.2 Development Objective and General Framework

The objective of developing LVRLAC as a network organisation based on democratic principles is highly relevant and feasible. Throughout the project phases LVRLAC has evidently moved in this

direction. The members conferred with by the consultant have recognised LVRLAC as a body that has brought the members together across the borders. Representatives of one of the consulted members even argued that the unity in the region, that got lost some decades after independence, now has been re-established. The local authorities now find themselves in the driver's seat when it comes to advocating for regional development. The opportunities created by LVRLAC for bringing the local authorities together to analyse problems, identify opportunities and exchange experience are highly recognised by the members. Capacity building and micro project financing through LVRLAC is greatly appreciated.

The consultant recognises that the project has been prepared and implemented in a highly political context. This context is valid at various tiers. It is true at the regional level through the establishment and implementation of the East African Community with the specific focus on opportunities and problems linked to the Lake Victoria Basin. The strengthening and consolidation of multi-party systems and enhanced popular participation affects the political environment. Decentralisation and strengthening of responsibilities, authorities and resources of local governments give certain working conditions for regional cooperation programmes and projects.

Based on the documentation provided, the consultant observes that the political context and its impact on the project design and implementation has been analysed and discussed to quite a limited extent. The consultant understands the reasons why that broad issue was not the crucial one to be brought up in the first phase of the cooperation. The next steps of political changes in the region were not very evident and the time frame for support to the capacity building process was not known. However, in later stages, there has been a tendency to blame delays and short-comings on the political environment. This is not persuasive as the political context should be a key precondition and strong assumption in the design of a long term project of this kind. The event of political elections and its prospective effects on management and operation of a politically based organisation are important to calculate on. Particularly in a region where democracy, multi-party systems and efforts towards decentralisation of powers are phenomena in rapid development, the political environment must be a cornerstone for project identification, design and implementation.

The bringing in of UBC as an experienced counterpart to a LVRLAC in creation was a very relevant initiative. The concerns about environmental degradation in a water basin and its causes and effects on the social and economic conditions in the region were common. Conditions and opportunities for joint action were similar. However, partnerships, particularly in a North–South perspective, are complicated and demanding affairs. There are many perils. For example, the North partner tends to underestimate the consequences of differences in economic, social and cultural structures. Limitations in technical and human resources and management culture and procedures are other components easy to misjudge. The South partner is likely to expect too much from the North in terms of applicable experiences, social and cultural sensitiveness and, not at least, financial and material resources.

Despite the similarities there are also differences that distinguish UBC and LVRLAC. UBC is an organisation created in an environment very different from the one true for LVRLAC. The spine at creation of UBC was some very highly developed countries with some less developed partners, but in general somewhat more advanced than the LVRLAC members. The political context at creation of UBC and the political and economic development afterwards, including the enlargement of the European Union, has given UBC a starting point and momentum for development that does not exist in the Lake Victoria Region.

The two partners have developed in different speeds and directions since establishment of the cooperation. UBC originated from a political and economic situation that gave an immediate momentum for rapid development. Rather quickly UBC turned in the direction of focussing on technical projects aimed at tackling environmental problems in the Baltic Region and got access to appropriate funding. LVRLAC is still in the phase of consolidating the political frame-work and starting to build a profes-

sional and technical organisation for regional net-working. The consultant finds that the two partners have been too ambitious in copying the UBC concept to LVRLAC which lacks some of the basic conditions for adapting to the model. This has created conflicts between projected impacts and results and even, at certain stages, misunderstandings and tensions between the two co-operating partners. Some LVRLAC members were of the opinion that after UBC became partner the original vision was left, and LVRLAC started to be led by UBC or hired consultants, while LVRLAC members lost control and became answerable to the partners and not to LVRLAC.

The consultant believes that this, during the bridging phase, was the consequence of a combination of the limited human resources at the Secretariat and a comparatively heavy input of UBC capacity and experience in key fields like financial management and specific competence and resources in areas like gender and environmental issues. These circumstances also indicate that the UBC input got more the feature of professional consulting that was different from the initial partnership based on mutual understanding, exchange of experience and strengthening of political processes.

At certain phases and moments UBC has not applied the methods and tools that satisfy the expectations of LVRLAC. Besides that, some major changes in UBC management of the cooperation has disconnected continuity in the support. In the initial period of cooperation the LVRLAC partner was the UBC general secretariat in Gdansk. An UBC long term advisor was based in Entebbe working full time with identifying the prospects and capacities of LVRLAC, continuously connecting with UBC and assisting LVRLAC in setting up the basic networking design and facilities.

From 2004 and onwards the real partner of LVRLAC is the UBC Environmental Commission in Åbo. Obviously these changes brought the cooperation to a stand-still for quite a long period and caused delays in implementation and friction in the relationship. A lack of experience of political, social, cultural and economic conditions in a “South context” seems to have created unnecessary confrontations and delays in the implementation as it has been designed in plans and budgets.

The consultant notes that SIPU International got a separate contract with Sida with the aim of supporting the LVRLAC-UBC cooperation project with project management and organizational development of LVRLAC. The contracting of SIPU International was based on the conclusion that UBC and their member cities lack experience from working in donor funded projects in the Lake Victoria Region, which had emphasized Sida’s role as advisor and dialogue partner.

3.3 Project Identification, Preparation and Design

The LVRLAC commitment is extensive and challenging. The evaluated project is merely a small piece of the undertaking. The consultant documents that LVRLAC is on the right track towards fulfilment of the general objective. A solid organisation has been established based on participatory principles, the organisation is widely known and recognised, administrative principles and procedures have been established. Activities within the fields of action defined by the LVRLAC constitution, strategic plan and action plan are under way and the members have a will to participate and contribute.

Focussing on the evaluated project the consultant finds that the project touches several of the areas defined as priority fields for LVRLAC. This is particularly visible in the proposal for the “third phase or new project”. However, in the initial phases the project had no clearly visible foundation elaborated by a profound analysis of development opportunities and threats, problems, causes and effects, beneficiaries, stakeholders and interest groups. The change in UBC management of the programme in 2003/04 gave an excellent opportunity of reviewing the capacity building platforms. The consultant notes that this prospect was not appropriately used. The cooperation turned into a “work-package” oriented design where the experiences and impacts from phase 1 and 2 were not extensively explored and used.

The majority of members have not taken an active part in the preparations, monitoring and evaluation of the project phases. A more extensive and profound preparation at an early stage should have prevented some of the weaknesses from which the programme has suffered along the later phases of implementation. For example, the very ambitious project objectives regarding the building of the general Secretariat and the sub-Secretariats and the information and communication component should have been more realistic. The consultant recognises that some of the delays should be attributed to factors out of reach for LVRLAC and UBC as for example the provision of office space and services by members hosting parts of LVRLAC administration. However, collaboration between LVRLAC, UBC and SIPU International has resulted in a more solid formulation of objectives, expected results, indicators and assumptions throughout the inception phase that has given the opportunity for a more consistent monitoring and evaluation. The strengths, weaknesses, opportunities and threats of the organisation have been analysed and pointed out.

The consultant claims that some of the observations and recommendations of the Project Review in 2004 have not been properly taken into account in preparations for and implementation of the inception phase and preparations for the new project. It has been disputed that the 2004 Review of the cooperation between LVRLAC and UBC did not provide concrete guidance or recommendations to UBC on how to best share their experiences and practices from Baltic Sea region with LVRLAC.

The consultant argues that this is not a convincing explanation. If ambiguities were prevailing, UBC has had almost two years of time to seek for clarifications to modify the performance.

The consultant suspects that the project has suffered from too much focus on attempts to copy the UBC model to LVRLAC organisation and operation not sufficiently taking into account the basic differences in political, economic, social and cultural environments. This has resulted in too extensive and ambitious project design and frustrations when things have not run as smoothly as expected. The focus on the replication process has also left the LVRLAC members and some other stakeholder somewhat behind in the participation of project identification, design, implementation, monitoring and evaluation.

In practice, this can be seen by the fact that the design of Phase 2 was not properly prepared by neither a profound analysis of LVRLACs strengths, weaknesses, opportunities and threats nor an appropriate LFA exercise. Those components have been added afterwards when LVRLAC already was under way to develop towards “*a project*”. The change in the UBC management of the cooperation was not beneficial to the design and implementation of the “Inception phase”.

The consultant notes that UBC managed to spend all the funds available for them up to the end of March 2006 and then arguing that more funds for fees and expenses should be made available to ensure that the planned activities could be implemented before the end of September 2006. The partners argue that the funds have been used for covering the running expenses of the PSG working hard with organisational development activities. However, the consultant insists that a real mutual partnership should have shown more visible results in implementation of planned activities on the ground.

Good salaries, remunerations, allowances and other reimbursable costs have been paid in order to LVRLAC leadership and UBC as a consultant despite the lack of progress in project preparation and implementation according to approved project plans and budgets. It is striking that about 50% of LVRLAC expenditure during inception period has been spent on staff, travel and subsistence costs.

3.4 Management and Partnerships

The governing and executive structure of LVRLAC was established at an early stage. The Annual General Assembly (AGA) is an event that attracts the members. The 2006 AGA convened to the 27th–28th of July was attended by more than 150 participants representing most of the 62 member authorities and some other stake-holders. The executive committee meets regularly. The women network is

very active, while the role and performance of the Standing Committees still has to be more clearly defined. A Strategy and an Action Plan have been elaborated by participation of the members and approved by the highest governing body of the organisation.

Technical staff for management and operation has been recruited, working routines and tools established and outputs presented. According to the goals for the “Inception phase” the Secretariat should be sufficiently staffed and equipped by autumn 2005. However, the manning of the Secretariat took a long time, but the consultant recognises that LVRLAC eventually approaches the human resource capacity necessary for realising the objectives and executing the activities outlined in strategy and planning documents. The recruitment of very experienced financial and programme managers has elevated the capacity of the Secretariat. It has liberated the Secretary General from the position as “a maid for everything” giving him the opportunity of focussing on the key strategic issues. Simultaneously, the new managers have boosted the capacity of the Secretariat in the fields that earlier have been pointed at as weak areas, particularly financial management and programming. A decisive deficiency still persists in the field of qualified human resources for information and communication.

Despite the pressure on the Secretariat in properly preparing for the AGA, it managed to simultaneously make a substantial review of the draft of the Action Plan making it a solid document approved by the AGA. The Action Plan clarifies the distribution of responsibilities and authorities of the Secretariat, the sub-Secretariats and the members and indicates how resources will be mobilised and used. Serious efforts have been made to review the proposal to Sida for the “Third phase” built on the experiences from the previous phases, new inputs from the members and recommendations and expectations from other stake-holders.

A major ambiguity still exists concerning the sub-Secretariats. According to the objectives of the “Inception phase” the three sub-Secretariats should be well under way towards the same capacity level as the general Secretariat. This is far from fact. The sub-Secretariats are manned by technicians who are hosted and employed and paid by their local authority administration. The local authorities interviewed by the consultant express the opinion that the sub-Secretariats need to be strengthened and manned by employees of LVRLAC. This should facilitate the contacts with members, make the interaction between members and LVRLAC more efficient, facilitate local project implementation and eliminate the risk of the sub-Secretariats being looked upon as biased in favour of the hosting local authority. It will also eliminate the temporary nature of their position. The Action Plan also demands for a review of the position and resources of the sub-Secretariats.

According to the plan for the “Inception phase”, an organisational mapping and assessment with focus on the duties and responsibilities of various structures and organs of LVRLAC should have been executed by August 2005. The draft report for the inception period, elaborated by UBC in July 2006, mentions that Terms of Reference for a consultancy have been elaborated and a firm identified for carrying out the services. The report also states that the study was postponed due to insufficient funding. A reallocation of funds in April 2006 made it possible for UBC to assist in the first parts of the study. The destiny of the complete study is not indicated, but it is obviously transferred to the new proposal for Sida support. The consultant agrees that a good capacity at the sub-Secretariat level is crucial for the progress of LVRLAC and questions why this issue has not been given priority and resources allocated for carrying out the necessary studies.

The issue of creating new partnerships has developed favourably. The formal and informal collaboration with various partners in carrying out the clean-up week is commendable. The event has turned out to be something that mobilises the communities and makes LVRLAC visible. It was mentioned to the consultant that this year’s event has stimulated CBOs to approach the local authorities to ask for support to keep the clean-up activity running continuously. UN HABITAT through the CDS project has been one of the key LVRLAC partners, very specifically in the clean-up week in the six “CDS

municipalities”. Through the successful outcome of the first phases of the CDS project, the activities and impacts of LVRLAC and UN HABITAT/CDS actions have converged. EcoVic as the umbrella for environmental NGOs and CBOs is a well established partner to LVRLAC. Specific mobilisation and awareness raising activities specifically among young people through Globe Tree and local NGOs and CBOs e.g. Beach Management Units (BMU) should be recognised. LVRLAC shows a capacity to evaluate and question some activities proposed by the partners.

The general role of UBC as a key development partner has been discussed in previous sections. It is worth underlining that the LVRLAC members have highly appreciated the support given by UBC in the establishment and capacity building of Women Network and the Environmental Pedagogic Centres (EPC). The partner UBC has in fact been so established among the members that UBC is looked upon as the organisation providing all the care, which may have some implication on the future capacity building efforts within LVRLAC.

The capacity building provided by SIPU International in project preparation and design, monitoring and evaluation has had a visible impact on the project management capacity of both the LVRLAC Secretariat, the individual members and the steering groups connected with specific sub-components and pilot projects. LVRLAC members appreciate the exposure and knowledge gained through exchange visits within and outside the region.

Some donor partners have been attracted through the combination of the CDS project and the LVRLAC networking. Partners have been engaged through net-working based on the establishment of the Kisumu EPC and the HIV/AIDS component through AMREF (African Medical and Research Foundation). Partners have been identified and agreements elaborated for support to water governance and management.

The consultant finds that there is a potential for additional partnerships and collaboration. Other areas supported by Sida within the Lake Victoria Initiative, for example strengthening of locally based NGOs and private sector activities, should be better linked to LVRLAC. The Action Plan provides a comprehensive basis for promotion of projects among prospective partners that will benefit the LVRLAC members.

3.5 Planning and Financial Management

The consultant notes a striking difference between plans, budgets and outcomes, particularly during the “Inception phase”. This is true regarding physical outputs as buildings and installations, as well as financial results. The consultant got access to compiled economic information up till the end of March 2006. At that time expenditure for staff costs for LVRLAC and UBC and travel and subsistence costs for UBC were consumed in comparative accordance with budget, while budgeted costs for goods and services were far from being realised. There is no sign that this will change dramatically throughout the one and a half months that is left of the current project implementation period.

The audit of Sida funding to LVRLAC for the period October 2004 – 31st of March 29 2006 presents some findings and recommendations regarding the internal control structure. However, the audit report testifies that the observed weaknesses will be easily responded to as a result of the recruitment of the financial manager who has been in place since March 2006.

However, at the AGA in Mwanza members complained about the late delivery of the audit reports and the assembly, having considered the foregoing, resolved that the two reports be deferred for discussion and adoption at the respective Chapter levels once the copies were sufficiently distributed to allow members to adequately understand and appreciate the contents and implications.

The system based audit reports points at the same weaknesses as the specific accounts audit and makes some additional comments and recommendations in the fields of administrative systems, financial management and control systems.

The consultant notices that an efficient frame-work for financial management is in place, including qualified staff and procedures for reporting, monitoring and evaluation. However, a final evaluation of the financial management procedure has to wait for the result of a complete financial management loop from plan and budget through execution to annual report and auditing.

3.6 Information and Communication

The key area still to improve is communication and information. Very good progress has been made in production of information at Secretariat level, but communication of products and use at member level is still a huge challenge. The consultant notes that the focus from the beginning was too much on modern IT as the tool for communication. The various practical and technical conditions were not sufficiently scrutinised. This has to do not only with access to phone-lines and IT equipment. The problems of local authorities in striking and maintaining deals with telecom providers, unpaid bills etc, were underestimated. There might have been too little of consideration for the fact that many of the members are found in rural settings where application of modern IT still is a bit far away. This has called for various haphazard, and sometimes expensive, initiatives to get information through to members. Of course, this limits to a great extent the possibility of feed-back from and continuous dialog between the organisation and its members.

Even where the technical conditions exist, the implementation of the communication and information strategies has been slow. Some compromises for support have not been serviced. The consultant notes that some members show frustration in front of the slow progress of the communication issue. Part of the explanation of the situation is the failure of the Secretariat to properly staff the information department.

Information and communication strategy and activity has to take another step onwards. The consultant notes that the Secretariat is well aware of the needs and challenges connected with communication and information. However, at member level there is a lack of knowledge about the importance of internal information sharing and the techniques for internal communication which hinders an extensive participation of politicians and technicians. Most documented information on LVRLAC is kept in the LVRLAC coordinators/focal point office. Musoma for instance has established an information centre but the consultant did not see a clear display of LVRLAC documents. The consultant noted that it is not a question of not wanting to share, but lack of a culture of reading and seeking information by the LA politicians and officers.

The consultant notes that there are great expectations among members both regarding the establishment of modern IT and adequate and rapid information on LVRLAC issues. The sub-Secretariats were pointed at as “transmitters” with capacity of improving the quality of communication. The consultant finds that there is a need of looking into the information and communication issue from the members’ point of view, both the technical aspects and the methods for receiving, disseminating, sharing and responding to information. The consultant claims that this is a field where a partner with limited experience of local technical conditions and “information sharing culture” is not the most appropriate one to build capacity. This should be attributed to qualified and experienced local consultants.

3.7 Project Management and Establishment of Environmental Pedagogic Centres (EPC)

The planned projects suffer from substantial delays in preparation and implementation in relation to the established objectives and activities. Out of the four planned EPCs only the one in Kisumu is established and in action. In the other three locations the projects have come to identification and some initial work at the selected sites. The contracting of firms for construction and rehabilitation of premises is still in process.



Garden EPC, Kisumu



Site for EPC, Mwanza

The EPC in Kisumu, however, is worth complimenting. The consultant notes that it serves as a focal point for information, demonstration and education on various environmental issues. It has reached out to community groups and schools and attracted partners for support of on-going activities. It is well connected to the municipal environmental department and integrated with plans and programmes initiated within the Kisumu CDS programme.

The site for the EPC in Mwanza is strategically located. It is located in the planned Mwanza Park to be developed through the partnership between Mwanza and Tampere. The EPC is visible and easily accessible. EPC focal persons have had exposure to the EPC concept through three regional seminars in the LVR, local study tours to the Kisumu EPC and two international study tours to the BSR. However the EPC, focal person in Mwanza is relatively new and need additional exposure to the established centre in Kisumu or similar demonstrations elsewhere.

According to the plan for the “Inception phase” a monitoring and evaluation programme for the EPCs should be established during the project period. This is not in place, basically waiting for EPCs being established at more locations than Kisumu. When the consultant makes statements about the EPC-concept, these are merely based on site visits to the Kisumu EPC and the sites for the other three in perspective.

Three micro projects programmes, solid waste management, schools sanitation and women’s entrepreneurial and business development skills (WEBS), have been identified and prepared. The consultant agrees that identification, preparation and implementation of micro projects of joint interest for a group of LVRLAC members is an appropriate means of mobilising and activating members. The consultant finds that the micro-project component has been used for a comprehensive training in project management reaching out to a substantial number of member representatives. However, the step from project identification and planning to implementation has been hesitant. The consultant finds that, like in some other areas, the partners have not succeeded in implementing the activities identified in the project plan for the “Inception phase”. “Insufficient funds” is the most common explanation.

Among the micro projects the WEBS is the most advanced. The participating local authorities have been selected, target groups identified and needs assessment realised, project document elaborated and initial training carried out. In Kenya and Tanzania the funding for the next step has been approved, while in Uganda the funding request still awaits approval. The micro projects are coordinated by very experienced and dedicated women.

The consultant had the opportunity meet with four of the selected women (three in Siaya and one in Jinja). These meetings confirmed that the selected women very much appreciated the training they had gone through, had built confidence and were on the way to realising their business ambitions.



Businesswomen participating in women entrepreneurship and business development activities



LVRLACs gender issues are linked to women networks and micro projects by women. Gender mainstreaming is reviewed further in the section below.

3.8 Gender Mainstreaming

The approach taken by LVRLAC is more on isolating women's issues and not really mainstreaming in the LVR development activities. A gender critique will see this approach as women in development (WID) rather than gender and development (GAD).

LVRLACs gender analysis established that there is poverty in the region and more prevalent amongst women. This was attributed to;

1. Low local business development among women
2. Women in LVR lacking entrepreneurship skills
3. Women in LVR lack appropriate technology in preservation and processing of goods and that
4. Women are underrepresented in the business community.

The reasons behind this is said to be the great workload in the household, limited access to credit facilities, that women often lack experience of negotiations, as well as basic knowledge in calculating credit implications from credit facilities. Empowering women economically was envisaged to also serve to strengthen gender equality and strengthen LA thinking in gender terms.

The consultant was informed that LVRLAC is taking a step-wise integration of the gender aspects into LVRLAC's core business. LVRLAC has made a constitutional amendment endorsed popularly by all LVRLAC members to include women representation in the EXCOM and establish the Women Network Committee as a fifth Standing Committee which was missing from the founding constitution. Further institutionalisation of gender has been achieved through the EXCOM endorsement and membership approval of one-woman representation in each of the other four standing committees of LVRLAC. The recent election of the mayor of Kisumu who is a woman, although was purely coincidental is a positive result in women representation at the highest level of LVRLAC.

LVRLAC management believes that activities of the women network are therefore guided by the both the institutionalised prescriptions above and the process orientation as enshrined in the roles and responsibilities, with the ultimate goal of further entrenching such principles amongst individual member LA policies.

UBC provided support in capacity building in the setting up of women networks. Each LS started by electing a focal person for WN. The routine is that the engagement of focal persons is left to the chief executive of each member authority who usually identifies the right officer and or politician. In most LAs the focal person is either a staff of the Social welfare office or the Women and Children's Affairs

department. In most LAs, the consultant was informed of the existence of similar networks supported by the Social welfare offices or the Women and Children's Affairs departments of LA. Therefore local WN strengthens the existing networks. In a few LAs however LVRLAC went on to establish separate focal points identifying new groups or women to establish the network and to attend for trainings offered by LVRLAC. In some LAs, LVRLACs entry strategies to gender mainstreaming has therefore started with activities that run parallel to the existing women focused activities and structures that LA's already had.

The formation of women networks is seen by the consultant as a step towards implementing the identified need of women's lack of entrepreneurial and business development skills. This is implemented through a few selected women entrepreneurs and facilitating the undertaking of micro projects by few women groups or network members. This is rather a quick fix of broader gender issues in LVR. In order to meet strategic gender needs of women in the LVR, direct responsibility should also be taken by gender sensitised men in decision making within LVRLAC. The consultant therefore notes a short fall in LVRLACs definition of gender mainstreaming after many years of gender sensitisation programmes in East Africa.

Empowering women economically and women representation in various committees is one of the applauded women only focused actions to improve the position of women in economic activities, representation in development planning and political activities. It is not yet gender mainstreaming but rather "women in development" (WID) concept. The consultant therefore notes a short fall in LVRLACs definition of gender mainstreaming and therefore further understanding of gender mainstreaming and on "gender and development" (GAD) concept is necessary amongst its members in order to institutionalise within LVRLAC.

3.9 Summary

The consultant argues that three out of seven project objectives defined for the "Inception Phase" of the UBC and LVRLAC cooperation project have been completely fulfilled. The achievements up to date can be summarised as follows:

LVRLAC shall have a well-functioning general Secretariat that is able to run – in addition to the basic activities and the finances of the organization – its cooperation projects (latest by end of 2005, including the one with UBC and Sida), plus country chapter Secretariats that are well on their way towards the same capacity level.

The Secretariat has recently been manned to a level that finally has established the organ as a functional unit able to operate the expected activities. However, as this capacity has been in place just for a few months, the management need to work for some more time to verify its capacity previous to being finally rated as fully functional. In relation to the objective there are still two crucial components to be realised: the information and communication capacity is still low and the Country Chapters Secretariats do not have the planned capacity.

LVRLAC shall – through its good and unique service delivery and improved internal communication – have an excellent network with active membership that provide the organization with content contributions and financial means (pay their membership fees) for its basic activities (latest by end of 2005).

Based on the networking successes LVRLAC has managed to attract a great number of members who are very active participants in the elaboration and decision making processes. The organisation is recognised at regional and national level and has succeeded in establishing partnerships with other organisations that will support future activities to the benefit of the members.

The financial strength of LVRLAC in terms of internal revenue is still very limited.

LVRLAC shall have a good strategy, adopted by its Extraordinary General Assembly (2/2005), stating the organization's vision, mission, goals, strategic directions, and positioning it favourably towards its members, partners and supporters among the different organizations and other actors within the Lake Victoria Region.

The strategy document has been approved based on comprehensive preparation and consultation among members

LVRLAC shall have a solid action plan, adopted by its annual general assembly (second half of 2005), based on careful feasibility analysis and consultation with members and partners, providing guidelines and outlining the main activities for the implementation of the strategy.

An action plan has been approved by the 2006 AGA based on comprehensive preparation and consultation among members

LVRLAC shall, step-by-step, test the capacity of implementing projects and evaluate the outcomes. As a pilot project the first Environmental Pedagogic Centre became fully operational in Kisumu, Kenya in 2004 and followed by three more during 2005. As part of the capacity building exercise LVRLAC shall prepare at least one more pilot project proposal in 2005 with the goal to attract also other actors and funding agencies active in the region.

The organisation is far from fulfilling the objective. The three EPCs are still in the phase of preparation of contractual arrangements for building and renovation of premises. Micro-projects have been identified through consultation with members but, except Women's Entrepreneurial and Business Development Skills, still in preparatory phase. A water governance and management project has been prepared and presented to prospective funding agencies.

LVRLAC shall have a well-functioning Women's Network and a plan with clear targets and timetable, describing how to raise the number of women in the different LVRLAC organs and mainstream gender aspects in its activities and programs.

The Women's Network is well established and active. It has improved female participation in LVRLAC decision making and project implementation and improved confidence among women. Gender mainstreaming is not part and parcel of LVRLAC programmes and actions.

Following the adopted strategy and utilizing the lessons learnt from the implementation of the action plan, LVRLAC will prepare in cooperation with the UBC the proposal for project phase 3 to be submitted to Sida

Project proposal has been submitted, but at the moment of evaluation still under review.

4. Conclusions

4.1 Political Aspects

It might seem a semantic issue, but the consultant argues that an undertaking like LVRLAC, it is essential to distinguish between process, programme and project. Establishment and development of LVRLAC was from the very beginning a political challenge. The consultant finds that this was also the position of Sida and UBC when the support was initiated. The development of LVRLAC is still a highly political *process* and as such it is extremely complicated as it aims at bringing together neighbouring countries that during the last decades have been somewhat separated due to differences in political development. Currently, there is a firm commitment to restore the regional cooperation. The creation of the East African Community and the various efforts to make the union operational is the ultimate proof of this.

Even if LVRLAC is just a small piece of the cake it is a completely integrated part of the overall political process. Members of LVRLAC yet argue that the local authorities are the driving force behind the political integration. In that context it is important to observe that the three countries are in different stages of the process of real decentralisation and strengthening of municipal governments – Tanzania in the front, Kenya lagging behind and Uganda currently in a position in between. This has and will have an impact on the further development of LVRLAC, not at least the capability of LVRLAC to carry out activities at a regional level.

The consultant argues that the Sida support to the UBC – LVRLAC cooperation is very suitable in the light of the Swedish commitment for supporting the development of the Lake Victoria Region in general. The UBC-LVRLAC cooperation at the very beginning was extremely appropriate as UBC could give a feasible support to the political process. However, the consultant also argues that this phase was too short. Enough time and effort was not dedicated to analyse the needs and conditions and the design of the next phases. The consultant stays with the impression that UBC, and even Sida, was too eager to introduce LVRLAC as a project oriented organisation, while LVRLAC was far from finishing its political set-up. Even the establishment and staffing of the Secretariat is a political issue in the Lake Victoria context.

The consultant concludes that the stake holders should have been more patient in supporting the process of developing LVRLAC as a policy making organisation. In practice this means that there should have been more of exchange of experience between both political and technical structures of the two organisations. This process should have run parallel to the proper design of political organisation and the technical administration of LVRLAC. A continuation for some time of the posting of a full time UBC advisor should have been beneficial at that stage.

It has been argued that the UBC advisor basically worked as a gap-filler. The consultant agrees to some extent as this normally is a risk in this kind of arrangements. On the other hand there was some “unfinished business” in the field of policies that should have been dealt with before LVRLAC started to focus too much on projects. On example are the responsibilities, authorities and resources of the standing committees. This is an issue that is still discussed but not resolved. The same is a fact regarding the country chapters and the sub-Secretariats. Even the day-to day relationship between the political and technical structures of LVRLAC should have been further stream-lined prior to trying to make the organisation more project- than policy-oriented organisation. The consultant argues that the full time advisor acted as an important link between UBC and LVRLAC in that stage of capacity building. This link was lost before LVRLAC had matured as a policymaking organisation and some unsettled policy issues left behind.

The consultant values LVRLAC as an organisation and the progress made as a very important factor in the process of strengthening democracy and promoting decentralisation in the Lake Victoria Region. From that point of view it is still more important that LVRLAC has a genuine and recognised policy making capacity previous to entering into heavy project management commitments.

The rather abrupt changes in 2004 put the stake-holders in a situation that was difficult to manage and cope with. LVRLAC was led into a development project that put pressure on the organisation in terms of adhering to specific plans and time frames that the organisation was not prepared for neither politically, nor technically. UBC got, or took on, the role of a technical consultant leaving most of the political process behind. Sida suddenly ended up with a project that was not properly anchored in the long term process of comprehensive development support to the Lake Victoria Region. These facts have had a negative impact on the monitoring and evaluation of the Sida support. The quite few progress reports that have been submitted to Sida have concentrated on the achievements, or non-achievement, of the “Sida project”. Even if Sida in some of the assessments of various phases of the “project” had tried to put the undertaking in the general framework of the Lake Victoria initiative, the monitoring and evaluation of progress is short of connections to the comprehensive Sida involvement in the LVI.

The consultant concludes, however, that the *process* of establishing a political organisation for local government cooperation in the Lake Victoria region has been successful. LVRLAC is currently an organisation with decision making and executive structures in place. It has a solid strategy endorsed by the Annual General Assembly. It has an Action Plan likewise approved. These two guiding documents were elaborated and approved in a process of some length, but carefully involving the members and henceforth well known and anchored. The consultant is convinced that the Sida support to LVRLAC, through the cooperation with UBC, has been a decisive factor for these achievements.

One of the main reasons for slow progress has been the insufficient staffing of the Secretariat. The consultant notes that the establishment and staffing of the Secretariat has gone through a process affected by the political environment, including the balancing of member’s priorities and interest in three countries. The consultant is not prepared to blame any actor or circumstance for slow progress. On the contrary, the process seems to have resulted in a Secretariat manned by very competent and experienced professionals that gives hope for a more rapid development of LVRLAC activities in tune with the expectations of the members. However, some flaws still exist. The key position as information officer is not yet filled. The country chapter sub-Secretariats that were supposed to be fully operative at this stage are barely in place, thanks to concession of staff and office space by the hosting local authorities. The consultant further states that the working procedures and tools of the Secretariat in the fields of particularly financial management and project management are so recently applied that the impact of implementation is impossible to evaluate at this stage.

4.2 LVRLAC-UBC Cooperation

The consultant confirms that the UBC partnership with LVRLAC was and is very beneficial for LVRLAC. The partnership with UBC gave the newly established LVRLAC a political encouragement in proceeding with the organisation and management design of the local authority cooperation. Knowledge and experience in key fields like environmental management and gender issues was brought in by the UBC partner.

On the other hand, the consultant questions the quality of the support provided to the *project*-oriented part of the partnership, particularly during the “Inception phase”. Amounts of human and financial resources have been spent on consultancy support without corresponding impact on the performance of LVRLAC. As the consultant already mentioned in the findings section, this is partly due to a lack of understanding that, what seems to be a simple technical undertaking, is part of the political process as

well. The consultant finds that this, at least partly, derives from the involvement of a professional organisation not experienced enough in, and sensible to, the political, economical, social and cultural conditions in the partner's environment. This had led to misinterpretations and frustrations on both sides. The consultant is surprised by the extent to which delays and lack of execution of programmed activities are explained by "budget restraints". This indicates weaknesses in the planning and preparation.

Sida confronted the two parties and went into direct contractual arrangements with UBC for the building of capacity in LVRLAC. The consultant considers that an appropriate arrangement as long as LVRLAC has not had the capacity of financial management, monitoring and evaluation. UBC should have credit for trying to involve the Secretariat in the "project" management. However, the contractual arrangements that make UBC fully responsible for programme and financial management and reporting have created some dissatisfaction in a LVRLAC successively gaining political strength and operational capacity. The consultant has already indicated that Sida should have been more concerned with the rather abrupt change of focus in 2004 and demanded a design of the intervention better adapted to the existing capacities of the two cooperation partners.

Obviously Sida quite early discovered a certain lack of capacity in UBC with regard to strategic planning, project preparation and implementation and assigned SIPU International for providing additional support in this field. The consultant considers this as an appropriate and successful achievement. Exercises have been carried out to analyse the strengths, weaknesses, threats and opportunities of LVRLAC that has provided a more solid foundation for strategic and action planning. The LFA has been introduced as *the* planning tool at various levels and projects which has improved the accuracy in programming and the conditions for monitoring and evaluation.

The consultant has knowledge of an ongoing long-term District Development Programme (DDP) development programme in the Lake Victoria basin using the district level as an entry point. This is a support to Tanzania's local government reform programme that aims at decentralising local administrative structures to improve service delivery to the population in three districts Bunda, Serengeti and Ukerewe. It supports the introduction and implementation of the Local Government Reform Programme (LGRP) in Tanzania in these districts. Bunda and Serengeti are LVRLAC members but were not included in the evaluation. The consultant did not hear of DDP in the visited LAs in Tanzania but there is LGRP in Musoma and Bukoba. The Tanzania's LGRP team from the Ministry of Local Government offers various training sessions to rural and urban councils. The consultant sees the DDP and what the LGRP Tanzania team is doing to districts, not directly supported by the DDP programme, as similar. The difference is that DDP give more resources for the LGRP activity implementation. Similar support, if extended to more LVRLAC members, will enhance the planning capacity in the region. However, it should be based on a foundation for strategic and action planning similar to what has been offered to LVRLAC by SIPU. The programme will take care of the rural planning process while CDS if extended to members takes up the urban planning processes.

The consultant notes that the establishment of the UBC political and technical support to the women network has been very well received among members. Women interviewed by the consultant have documented that they as individuals and groups of women involved in training have gained experience and self-confidence. However, there is no real gender mainstreaming in the *process* and still very limited participation of women in decision making and executive LVRLAC organs. It is commonly referred to that women have the share they are guaranteed by gender positive legislation in the region. The consultant argues that direct responsibility should also be taken by gender sensitised men in decision making within LVRLAC.

The execution of so called projects, essentially the Environmental Pedagogic Centres, and micro-projects is also lagging behind schedule for the same reasons as discussed earlier, namely lack of consid-

eration of the political context and far too ambitious objectives and schedules. With some surprise, the consultant registers that the latest delay in the establishment of additional EPCs falls back on the non-application of appropriate procurement processes. The procurement conditions should have been well known to LVRLAC and the partner at an early stage of the “project”.

The consultant notices that there has been no progress in establishing a solid internal monitoring and evaluation programme. This means that performance analyses to a very limited extent refer to quantitative indicators. It is essentially expressed as qualitative statements and expectations of fulfilment of established objectives and activities within a near future. The lessons learnt from the SIPU International interventions have obviously not been properly accommodated by LVRLAC and UBC.

The meetings of Project Steering Group have been the key events for bringing the cooperation partners together. The PSG meetings have been combined with comprehensive activities of exchange of experiences, planning and training sessions. The consultant has made no extensive review of the PSG performance, but notes that the Jinja meeting in April 2006 exposed some of the weaknesses in the cooperation process commented by the consultant in previous sections. The PSG suddenly was confronted with facts concerning delays in activities and budget problems that should have been dealt with continuously along the implementation process. The consultant has the impression that the Sida messages concerning project implementation and preparation for coming phases had not been properly communicated or not taken seriously by the PSG.

4.3 Summary of Evaluation Questions

Summing up the conclusions, the consultant concludes that the objectives related to organisational design, strategy and action plan have been well accomplished. The achievement of project objectives visible results “on the ground” is far from secured. A substantial part of expected outputs will not be produced during the remaining time of “Inception phase”. Some of the key recommendations from the 2004 project review have been adhered to. As discussed above, flaws in project preparation and implementation have resulted in unsettled activities in the fields of country chapter organisation and mutual communication between members and the Secretariat.

The consultant would like to comment on one of the recommendations of the 2004 project review. The review indicates a risk for “competition” between LVRLAC and the national associations of local governments in the three countries. The consultant has no concern about that risk. LVRLAC has a solid focus on the *regional* aspects of local authority cooperation. There is stability in the *regional* net working and advocating towards the three national governments simultaneously. The members interviewed have expressed no concern about “competition” and are quite clear regarding the roles and strengths of the *regional* LVRLAC and the *national* associations.

Gender focus has been successful in mobilising women in specific capacity building and implementation of specific activities. However, the expected plan for mainstreaming gender activities in all programmes and activities of LVRLAC is not yet established. There is a tendency that UBC has been too keen on applying the Baltic experiences without appropriate adaptation to the local conditions.

Partnership and collaboration with other organisations has been well developed. The UBC partnership has been extensively analysed commented by the consultant in previous sections. Partnership with SIPU International in capacity building has been productive. Collaboration with UN Habitat and EcoVic in for example the CDS process and the clean-up week are commendable. Partnership with Globe Tree and some other partners seem to be somewhat random and not really programmed in a proper way. LVRLAC has shown a certain capacity in approaching other partners – donors and partners in capacity building.

Member authorities are continuously getting more involved in the process of developing the organisation and consequently more active as members.

Procedures for micro project planning have improved but outcome and experience of implementation is still lacking.

5. Lessons Learned

The consultant has not identified any distinctive new lesson learnt from the “project”. However, the consultant wants to underline that lessons learnt from other similar processes, programmes and projects have not been adequately applied. The distinction between interventions built on political processes, and projects based on capacity building of and implementation by technicians, has not been sufficiently taken into account.

Too limited efforts were made in the preparation of the consecutive interventions. Principles recommended in the manual “Sida at Work” were not applied at an initial stage. Key activities as needs assessments, in-depth preparations and design of monitoring were not carried out from the very beginning. They were thrown in only when the intervention had started transforming from a process to a project outline. It seems like Sida did not pay attention enough to the consequences of change in the UBC management of the cooperation.

The main outcome of these failures is that the beneficiary probably has expected too much from the partners, specifically in provisions of prompt visible interventions among members. Likewise, too ambitious and deficiently defined objectives, expected results and monitoring indicators have left the North partner in difficulties in reporting and evaluation.

6. Recommendations

For Sida it is very important to view the prospective future support to LVRLAC in the context of the over-all support to the Lake Victoria Initiative. As this has a perspective of a 20 year commitment it is obviously conceptualised as a support to a continuous process. Support to the regional cooperation at local authority level through LVRLAC fits perfectly into that frame-work. As the local authorities in the region seem to gain strength and reputation as representatives and advocates for the local population and their needs and requirements, the strengthening of LVRLAC could even stimulate commitments and activities in the other areas supported by Sida. To achieve that, both the donor and LVRLAC and its members have to show patience in design and implementation of the support to capacity building.

Sida should not be too much concerned about the flaws in design and implementation of the last phases of the “project” as they are essentially due to weaknesses in the partnership with UBC. For the future Sida should concentrate on efforts to support the process of strengthening LVRLAC as a stand alone organisation for regional cooperation among local authorities. LVRLAC should be given the responsibility of identifying and contracting the supporting organisations that give added value to LVRLACs own efforts of attracting members and responding to their needs and aspirations.

The consultant is in favour of a continued partnership between LVRLAC and UBC. There are still many political and strategic issues for LVRLAC to resolve. The UBC experience and support could be

of great value for LVRLAC. In some practical fields, for example environmental management and gender issues, UBC has experiences of great value for the partner. An agreement of mutual benefit for the partners should be elaborated and an appropriate framework for implementation put in place. The consultant is convinced that there is still need for a general exchange of experience concerning design and implementation of both organisational set up and practical projects and activities. This is true both at the level of the association and for the individual members.

Twinning at member level should be an excellent tool, but the consultant would like to underline the difficulties and the need for sincere preparation of such arrangements. However, involving LVRLAC members in well organised study tours, courses and seminars and even short term posting of LVRLAC “trainees” at UBC members should give spur to participants and bring in appropriate experiences. On the other hand, there is no need of giving a general support to LVRLAC that goes to feeding external consulting agencies or NGOs. However, LVRLAC still needs a lot of professional capacity building and external support to be able to organise and provide what the members expect. Preferably this should be sought in the region and contracted by LVRLAC arrangements adapted to the specific needs of each occasion.

Despite the late strengthening of the human resources and procedures for financial management, the consultant is not convinced that the financial management capacity is up to the standard that LVRLAC needs. Particularly with a “decentralisation” of responsibilities, authorities and resources to the Country Chapters and sub-Secretariats an extensive capacity building in planning and financial management has to take place. A prospective next phase should take that into account and provide professional technical assistance to LVRLAC in that respect.

The consultant is fully aware that the consecutive “bridging over” and “inceptions” essentially have served to keep the staff running at both LVRLAC and the partner and not contributed that much to the process of strengthening LVRLAC as an advocate for the members. However, the consultant recommends Sida not to rush the preparations for the next phase of support. The consultant would prefer a properly prepared project document as the foundation for the next phase based on a profound SWOT-analysis of the organisation, and a clear identification of beneficiaries and other interests and stake-holders. The project document should include a complete LFA-based plan, including the necessary components for consistent monitoring and evaluation. The links between plan and budget have to be evident. It is the opinion of the consultant that LVRLAC, and its supporters, should benefit from a solid preparation of future action.

Sida should also promote and support the linkage between LVRLAC and other components within the Lake Victoria Initiative supported by Sida, for example collaboration with locally based NGOs and private sector actors.

Sida should not “overcook” the pressure on LVRLAC on being financially self-sufficient. As part of the process towards independence, LVRLAC should be given time to strengthen its position and activities and through the establishment of new and consolidated partnerships get access to additional funding.

For LVRLAC it is essential to focus on the networking responsibilities, keeping the members informed and up-dated and identifying the good practices that can be replicated at regional level. The promising collaboration with the UN-HABITAT CDS initiative has to be incorporated in LVRLACs box of instruments and promoted for replication in coordination with UN-HABITAT. The financial toolkit elaborated by UN-HABITAT should be introduced among LVRLAC members. Through this collaboration and more on rural communities LVRLAC shall, step-by-step, test the capacity for implementing projects and evaluate the outcomes in order to achieve its 5th objective for the inception phase and in phase 3.

As some members reminded the consultant, they joined LVRLAC with the aim of getting support in a joint effort to deal with the environmental and poverty challenges, and LVRLAC has to respond by concentrating on these issues. Focus on propaganda, information and sharing of best practices on environmental issues is crucial for LVRLAC as a member organisation. This is a field of great opportunities for partnership with local NGOs, CBOs and CSOs. The need for sharing of information and applying best practices on the combat of HIV/AIDS is another cross cutting theme extremely suited for joint LVRLAC action. This is a field where collaboration with NGOs/CBOs is extremely important.

To allow the Secretariat to concentrate on the over-all net-working and advocating responsibilities, the country chapters and sub-secretariats have to be strengthened and integrated in the LVRLAC administration to better serve the members, and assist in balancing between member expectations and the potential of LVRLAC to embark on many and big projects. The human and financial capacity of the members has to be identified and exploited.

The role of the Standing Committees should be reviewed and a more appropriate organisation for micro project identification, design, implementation and monitoring put in function. The Action Plan gives a good basis for this review.

LVRLAC should save and promote the promising results of the establishment of the Kisumu EPC. Particularly the capacity of the EPCs as centres for demonstration and promotion of application of simple and environmentally friendly technology and food production should be promoted. The capacity of the EPC as a centre for mobilisation of local communities should be fostered and exploited. Special efforts should be made to attract the private sector and local NGOs to support and explore the EPCs. LVRLAC should use the connections with UN Habitat and the CDS project to bring in Practical Action, as a potential institution to support demonstration on appropriate technology, e.g. energy use in EPCs.

The very promising initiatives in the field of women entrepreneurship and business development should be boosted and multiplied. Equally in this field links should be established with other components of the Sida support to Lake Victoria Initiative, particularly the private sector and local NGOs. However, LVRLAC members need to undergo gender training to be able to realise that gender mainstreaming is more than having women only networks and micro projects. It is acceptable to deal with women needs and in this case entrepreneurial needs. However, LVRLAC still needs to understand that gender mainstreaming is the integration of the development needs of men and women in LVRLAC strategies and plans of activities and not only women one time presence in meetings and in the clean-up activities.

LVRLAC has to establish a more appropriate system for remunerations and other economic incentives to politicians and technicians leading and operating LVRLAC as well as the participants in training, exchange visits etc. LVRLAC should not be an instrument for topping up local salaries by the means of donor funds. A better option is to have the staff on contract basis so that they are aware of their tenure in LVRLAC and the salary scale. A sustainable option is for LA members to take responsibility for salaries, remunerations and allowances of LVRLAC staff. LVRLAC staff should be permanent employees of member LAs, with salaries being paid by the mother LA. Additional honorarium, allowances should be paid from member contributions. The current employment contract should state this arrangement so that the staff in question knows and avoids high expectations in their remuneration.

Appendix 1 Terms of Reference

Part A: Evaluation of cooperation project between Union of Baltic Cities (UBC) and Lake Victoria Region Local Authorities Cooperation (LVRAC), Inception Phase, 2004–2006

Part B: Rapid Review of Consolidation and Ownership of City Development Strategies in the Lake Victoria Region

1. Background

1.1 Regional networking and Cooperation between UBC and LVRAC

Sida has made a long-term commitment to support the sustainable development of the Lake Victoria region. One of the activities supported by Sida is to establish and develop a cooperation network for the local authorities in the Lake Victoria Basin. LVRAC is a network organisation founded by the local authorities in the Basin in 1997. Sida has provided funding since 2000 to enable LVRAC to develop as an organisation, mainly through cooperation with UBC. UBC is a network organisation for cities around the Baltic Sea that has a unique experience of city to city cooperation in a catchment area, within sectors such as institutional development, cultural exchange, environment and more. The objective has been to develop LVRAC into an effective and active regional organisation for promoting sustainable development at the local level.

The first initial project phase in 2000–2002 was followed by a more structured cooperation in a second phase in 2002–2004. An external Project Review was commissioned by Sida in 2004. Currently, and up until the end of September 2006, a so called “Inception Phase” is running;

Development objective: *“To develop, in partnership with Union of Baltic Cities, the competence of LVRAC as a network organisation and to promote sustainable development of the Lake Victoria Region on democratic principles”*

Project Objectives:

1. “LVRAC shall have a well-functioning general secretariat (...) plus country chapter secretariats that are well on their way towards the same capacity level
2. LVRAC shall – through its good and unique service delivery and improved internal communication – have an excellent network with active membership (...).
3. LVRAC shall have a good strategy, adopted by its Extraordinary General Assembly (2/2005), stating the organization’s vision, mission, goals, strategic directions, (...)
4. LVRAC shall have a solid action plan, adopted by its annual general assembly (second half of 2005), (...).
5. LVRAC shall, step-by-step, test the capacity of implementing projects and evaluate the outcomes. (...)
6. LVRAC shall have a well-functioning Women’s Network and a plan with clear targets and timetable (...).
7. Following the adopted strategy and utilizing the lessons learnt from the implementation of the action plan, LVRAC will prepare in cooperation with the UBC the proposal for project phase 3 to be submitted to Sida”

At a lower level, the project activities are thereafter structured into a number of result areas and work packages.

A project proposal for a new phase of (sharply increased) Sida financial support was submitted in May, 2006, and is expected to take off in October, 2006. While in the previous phases funding has been channelled through UBC, it is expected that LVRLAC will now be a direct agreement partner to Sida.

As an input to the assessment of the project proposal, Sida needs information on the capacity of LVRLAC to adequately plan for and implement the project. There will be two activities contributing to this:

- 1) A system-based audit of LVRLAC, carried out locally in East Africa by a recognised audit company (see ToRs attached).
- 2) An evaluation of the current project phase, carried out by an international consultant.

1.2 City Development Strategies

Sida has since 2002 supported a programme aiming at introducing holistic, participatory planning methods in urban settlements on the shores of Lake Victoria, facilitated by UN Habitat (“City Development Strategies”, CDS). Phase 2 of the programme is coming to an end in June, 2006, while some “bridging funding” will cater for certain activities in the period up until the end of September, 2006.

The overall objective of the CDS Phase 2 is to develop a regional approach to improved urban environment and reduced poverty in the Lake Victoria region. The phase 2 specific objectives are;

- The implementation of the City Development Strategies in Phase One cities;
- Establishment of a Lake Victoria Region Urban Development Network (LVRUDN);
- Forging Links with Other Strategic Partners around the Lake Victoria Region;
- Awareness raising, lobbying and advocacy at the regional level and mobilizing the necessary resources;
- Strengthening the role of civil society organizations in sustainable urban development around the lake Victoria Region;
- Technical Cooperation Support for implementation of region-wide activities for Sustainable Human Settlements Management.

The project has hitherto introduced the methodology of City Development Strategies in six cities:

- Phase 1: Kisumu (Kenya), Kampala (Uganda), Musoma (Tanzania).
- Phase 2: Homa Bay (Kenya), Entebbe (Uganda), Bukoba (Tanzania).

A project proposal for a new phase of (sharply increased) Sida financial support was originally submitted in December, 2006, and is expected to take off during the 3rd quarter of 2006.

Having entrusted project implementation to a UN organisation such as UN Habitat, with its own recognised quality assurance systems, Sida has not played a direct role in monitoring the progress of the project. As an input to the assessment of the new project proposal, however, Sida needs some independent information on the success of the project up to date in certain key areas.

1.3 Rationale of a Combined Study

The two projects mentioned above are key elements of the Sida “portfolio” of region-based support to local authorities in the Lake Victoria region. To a large extent, they support the same organisations. All (6) CDS towns are also prominent members of LVRLAC. The two projects have many common interests at different levels; Networking, developing and sharing of good practices, promotion of participatory planning, good governance, improving access to funding for development projects, environmental concerns, among others. The projects also often experience similar challenges; Lack of political will and implementation capacity, lack of coordination, etc.

Largely in parallel, during 2006, the two projects conclude their second phases, and prepare to enter their third (and possibly/probably final) phases of Sida support. It is obvious that every opportunity should be taken to coordinate the necessary evaluations and assessments, for efficient use of resources at all levels, and for identification of any further opportunities to create synergies between the projects.

2. Part A: Evaluation of the UBC-LVRLAC Project

2.1 Purpose

The purpose of the evaluation is to inform Sida about successes and challenges in previous project phases, in order to:

- Furnish independent advice to UBC and LVRLAC on how best to operate and on how to best design and implement future projects
- Prepare a decision about future Sida support to LVRLAC.

2.2 Stakeholder Involvement

The main stakeholders in the evaluation are Sida, UBC, LVRLAC, and LVRLAC member authorities. While the evaluation is commissioned by Sida, it is also obvious that conclusions and recommendations will be useful to all stakeholders. They should therefore be involved in:

- The preparation of ToRs, methodology and work plan (Sida, UBC, LVRLAC)
- Giving their views on project successes and failures (all)
- Discussing and commenting on preliminary findings (Sida, UBC, LVRLAC)
- Receiving the final conclusions and recommendations from the evaluation (all)

2.3 Evaluation Questions

The overall questions to be answered are:

- Whether, for the UBC/LVRLAC Inception Phase, expected outputs have been produced, and project objectives have been achieved.
- The degree of acceptance of and adherence to key recommendations from the 2004 project review.

Sida in particular needs to know how successful the capacity building of LVRLAC has been. While limiting the scope of this study to the current Inception Phase, it inevitably relates back to the accumulated results of past capacity building efforts. The following table of “Milestones in developing LVRLAC management capacity” from the Inception Phase project document can be used for reference:

Topic	Goal	Progress schedule
Network management		
Strategy	Creation and adoption of feasible strategy for the development of the organization	Spring 2005
Action Plan	Creation, adoption and implementation of an effective action plan to implement the strategy and concretely strengthen LVRLAC	Autumn 2005-
Communication strategy and practices	As part of the strategy process, to develop for LVRLAC effective communication strategies and practices to fulfil them	Autumn 2005
LVRLAC Newsletter	With regard to above, develop and start a regular newsletter service to LVRLAC members and partners	Summer 2005

Topic	Goal	Progress schedule
Network management		
Mailing and e-mailing distribution lists and services	Strengthen the traditional and virtual dissemination channels within the organization and towards partners by updating and extending the channels	Summer 2005
Standing Committees	Activate and further develop the structures and activities of the standing committees and the Women's network	Autumn 2005
Partnership-building	Create new partnerships with other organizations	On-going
Secretariat capacity	Effective secretariat with capable staff and sufficient resources to create and implement the needed management capacity	Autumn 2005
Network evaluation	Capability to regularly analyze and evaluate the services and development potential of LVRLAC	Autumn 2005
Financial management		
Financial viability	Effective collection of membership fees, providing for core funding of the organization	Autumn 2005
Network budgeting	Capability to create sound and balanced budgets for the organization	Spring 2005
Network accounting	Transparency, full identifiability of all costs and income	Spring 2005
Financial audit	Organizing successfully annual audits of LVRLAC	Autumn 2005
Project budgeting	Capability to create project budgets fulfilling the requirements of most usual external funding agencies	Autumn 2005
Project accounting	Capability of creating and keeping project accounts with project specific budget lines	Autumn 2005
Financial monitoring and reporting	Capability to monitor and control expenditure on-line and produce regular financial status reports (both network and projects)	Spring 2005
Project management		
Identification of project needs	Capability to identify the needs of the LVRLAC members	Summer 2005
Feasibility analysis	Capability to analyze the potential of LVRLAC to respond to members respective needs by projects	Autumn 2005
Identification of useful funding sources	Capability to identify and analyze internal and external funding sources for project implementation	Autumn 2005
Project planning	Creating feasible project plans – responding to members needs, network's potential and availability of funding	Autumn 2005
Fund-raising	Creating and submitting feasible funding applications to specific and/or open calls of funding agencies, plus capability to effectively liaise and negotiate with funding agencies	Autumn 2005
Project implementation	Capability to (independently) effectively implement, evaluate and report the projects	2006
Project policy (and follow-up)	Creation of a (cyclic) project policy as part of LVRLAC Action Plan	Autumn 2005

In addition, the successes and challenges in the following areas are of particular interest to Sida:

- Networking and communication; Their true extent, their reach, and their relevance at various levels, both as concerns local authority capacity building, and project implementation (planning and monitoring).

- Gender mainstreaming and action
- Partnerships and collaboration mechanisms such as those with UBC, Globe Tree, SIPU, UN Habitat, EcoVic, and others.
- Environment Pedagogic Centres (EPCs), which have been proposed for wider replication in future projects.
- Member authority (beyond the LVRLAC focal persons):
 - recognition and appreciation of LVRLAC,
 - involvement in LVRLAC project planning and monitoring.
- Existence and appropriateness of procedures for micro-project planning and implementation.

2.4 Recommendations and Lessons

The evaluation shall give forward-looking recommendations for each of the above priority areas. Particular emphasis shall be given to identifying the most successful methods of capacity building of LVRLAC.

Any opportunities for creation of further synergies with the CDS project shall be identified.

2.5 Methodology

The Consultant shall develop and propose the methodology to be used, using the indicative guidelines below. It is expected that the work shall consist of:

- Review of documentation (see the attached list of documents)
- Field work for verification and for collection of complementary information and views

Field visits should be made to:

- LVRLAC Secretariat in Entebbe.
- Three (3) LVRLAC National Chapters (sub-secretariats), located in Kisumu (Kenya), Jinja (Uganda) (*check!*) and Mwanza (Tanzania).
- Six (6) LVRLAC member authorities.
- UBC Environment Commission in Åbo, Finland

The LVRLAC member authorities visited should include the three (3) ones selected for the CDS study (see below). These are all large or medium size urban centres, with long standing membership in LVRLAC. In addition, one more rural based/ more recent member authority in each country shall be selected and visited. The Consultant should consider to include one or more member authority having an EPCs; The first EPC was set up in Kisumu.

Due to time constraints, it is possible that the field visit to UBC in Åbo can not take place. If not, the Consultant shall propose alternative mechanisms of collecting views and information from UBC.

Field work methods proposed to be used include:

- Key informant interviews
- Semi-structured group discussions
- Retrieval of physical proof of communication within LVRLAC
- Collection of other relevant data and documentation

Key informant interviews are expected to include but not be limited to:

- Sida (Stockholm and Lake Victoria Initiative (Embassies of Nairobi and Kampala))

- UBC Environment Commission
- Members of LVRLACs Executive Committee
- Staff of LVRLAC Secretariat
- LVRLAC focal points in member authorities
- Other key staff in LVRLAC member authorities (including also those not directly involved in LVRLAC activities)
- Representative(s) of LVRLACs Women's Network
- The local consultant who will have carried out the System Based Audit of LVRLAC (expected in July, 2006).

The Consultant shall consider if and how to inform informants and organisations on beforehand and request them to prepare their inputs to the evaluation in various ways.

3. Part B: Rapid Review of the CDS (UN Habitat) Project

3.1 Purpose

The purpose of the rapid review is to give Sida an independent snapshot of the degree of progress and success of the project, in order to prepare a decision about future Sida support.

3.2 Stakeholder Involvement

The main stakeholders in the rapid review are Sida, UN Habitat, and participating cities (including local authorities and CSOs). While the rapid review is commissioned by Sida, it is also obvious that conclusions and recommendations will be useful also to others, in particular to UN Habitat. They should therefore be involved in the preparation of ToRs, methodology and work plan, give their views on project successes and failures, discuss and comment on preliminary findings, and receive the final conclusions and recommendations from the review.

3.3 Review Questions

One major indicator will be reviewed; The extent to which the CDS approach is owned by the participating cities. Three questions warrant answers:

- To what extent the CDS (process and product) is widely known in the cities
- To what extent the CDS document is actually recognised as a guide for all development interventions in the city (including externally funded projects)
- To what extent the CDS approach (planning methodology) has been taken up as “standard” in the cities

3.4 Recommendations and Lessons

The rapid review will limit itself to conclusions on the degree of ownership of the CDS approach by the participating cities. It should further identify, recognise and document the differing characteristics of the selected cities, and their differing history of participation in the project, and the conclusions should be made in this perspective.

Any opportunities for creation of further synergies with the CDS project shall be identified.

3.5 Methodology

The Consultant shall develop and propose the methodology to be used, using the indicative guidelines below. It is expected that the work shall consist of:

- Review of documentation (see the attached list of documents)

- Field work for verification and for collection of complementary information and views

The methodology for the rapid CDS review shall form an integral part of the one developed for the LVRAC evaluation described above (section 2).

Field visits should be made to:

- Three (3) out of the six (6) CDS cities. One city in each country shall be selected. Both “Phase 1” and “Phase 2” cities shall be represented among them.

Key informant interviews are expected to include but not be limited to:

- Sida (Stockholm and Lake Victoria Initiative (Embassies of Nairobi and Kampala))
- UN Habitat (Nairobi)
- CDS focal points in the selected cities
- Other key government staff in the selected cities (including also those not directly involved in CDS activities)
- Representative(s) of at least one concerned CSO in each of the selected cities.

4. Work Plan and Schedule

It is expected that at least 80% of the Consultant’s time shall be spent on Part A, and the remaining time on Part B.

The Consultant is expected to perform part of the work (approximately 10–12 days) in Lake Victoria Region. If possible, part of the work (approximately 2 days) will be spent in Åbo, Finland. The Consultant is also expected to visit Stockholm at least once to present the results of the study.

The field work in Lake Victoria region is expected to commence no later than August 1st, 2006.

On July 28th, 2006, LVRLAC holds its Annual General Assembly in Mwanza, Tanzania. The Consultant may propose to attend this event, in order to get exposed to LVRLAC members, steering organs and working practice. It is however not recommended to undertake other field work in the region before this date, due to the expected unavailability of key LVRLAC staff.

Preparatory work should begin as soon as possible, however not before July 1st due to expected submission dates of certain key progress reports.

Draft reports (Part A and Part B) are expected to be submitted to Sida no later than Friday 25th of August. Sida, UBC/LVRLAC and UN Habitat shall thereafter provide comments within two weeks. Final reports shall thereafter be prepared within one week.

The following shall be developed by the Consultant and discussed with Sida before proceeding with the field work:

- Final methodology and evaluation questions
- Details of the work schedule, including the programme for field work

The following shall be contributed by Sida:

- Consultations and information sharing with all relevant stakeholders on the purpose and work plan of the evaluation/review before commencement of work
- All basic documentation concerning the projects before the start of the assignment (see tentative list attached)

- Introductory letters and contact addresses to Sida, LVRLAC Secretariat and Un Habitat.
- Feedback on proposed work schedules and draft reports

The following will be contributed by the project implementing organisations (UBC/LVRLAC and UN Habitat) upon timely request:

- Names and contact addresses of organisations and individuals
- Any complementary information necessary (through documentation or interviews)
- Feedback on proposed work schedules and draft reports

5. Reporting

Two separate reports shall be prepared for Part A and Part B respectively.

The contents of the Part A report shall:

- Consider the report format in Sida's Evaluation Manual, Annex B
- Reflect the areas of particular interest to Sida (see sections 2.3 and 2.4 above)
- Be presented along with a completed Evaluations Data Work Sheet
- Not exceed 30 pages, including an Executive Summary not exceeding 2 pages

The contents of the Part B report shall:

- Reflect the areas of particular interest to Sida (see sections 3.3 and 3.4 above)
- Not exceed 10 pages, including an Executive Summary not exceeding 1 page.

6. Evaluation Team

The work shall be carried out by one or two consultants.

The Consultant shall possess the following qualifications:

- Experience from development cooperation projects in Africa (planning and implementation)
- Experience from evaluations or reviews
- Proven good communication skills
- Fluency in the English language
- Experience from working with local authorities, and.
- Experience from working with organisational development and/or management issues in public institutions

It is also considered a merit if the Consultant has knowledge of the Lake Victoria region, experience of working with local authorities associations, experience in urban development planning, as well as knowledge of Sida.

7. Budget

The ceiling amount is SEK 300 000 including reimbursable expenses.

Appendix 2 List of Documents Consulted

- 1) Audit of Sida funding to LVRLAC through UBC Oct 2004 – 31st March 2006; by Ernst & Young, Kampala
- 2) Compiled financial report UBC, (August 2006)
- 3) Cumulative progress report for the Inception Phase UBC/LVRLAC, (March 2006)
- 4) Draft Inception Phase Completion Report UBC/LVRLAC, (July 2006)
- 5) Draft Project Proposal for the next phase of Sida support LVRLAC, (version May 2006)
- 6) Draft 2 Report from the System-Based Audit of LVRLAC, (August, 2006)
- 7) Internal assessment memos for the Inception Phase (Sida, 2004–06)
- 8) LFA Matrix Inception period with performance analysis (March 2006)
- 9) LVRLAC Action Plan 2006–2008 (approved by 2006 AGA, July 2006)
- 10) LVRLAC Constitution – Amended
- 11) LVRLAC Strategic Plan, 2005–2008 (2005)
- 12) LVRLAC Quarterly Bulletin, July–September 2006 Edition.
- 13) Mapping of Resources for Sustainable Development; Profile, RCMRD
- 14) Minutes from the Project Review meeting in Jinja, (April 2006)
- 15) Minutes LVRLAC 5th General Annual Meeting, Mwanza 28th of July 2006, first draft
- 16) Phase 2 Final Report, LVRLAC-UBC Cooperation, December 2004.
- 17) Project document for the Inception Period, (2005)
- 18) Reasons for delayed implementation of activities (Letter March 2006)
- 19) Report of the external Review of the project (2004)
- 20) Structural problems in the UBC – LVRLAC Project (letter March 2006)
- 21) ToR SIPU Phase 2
- 22) ToR SIPU Phase 2 expansion
- 23) Women Entrepreneurial and Business Development Skills, project description

On Sida:

- Strategy for Swedish support to the Lake Victoria Basin 2004–2007
- Sida Regional Report, January–August 2005; Lake Victoria Initiative
- Sida at Work – A Guide to Principles, Procedures and Working Methods, 2005
- Looking back, moving forward: Sida Evaluation Manual, 2004

Appendix 3 List of Persons Met

Name Position

LVRAC Secretariat, Entebbe

Julius Ayo Odongo	Secretary General
George Wasonga	Programme Manager
John Sekiziyivu	Finance & Administration Manager

UBC representatives, meeting in Entebbe

Anders Engström	Honorary President
Sulev Nömmann	Team Leader
Hjördis Höglund	PSG member, gender advisor
Guldbrand Skjönberg (phone interview)	PSG member, environmental advisor

Kampala City Council

Ruth Tusasirwe	Gender & Community development Officer
Geoffery Katabazi	Division Town Clerk
Phoebe Gubya	City Environmental Officer
Joseph Lumaama	Coordinator LVRAC, Uganda Chapter
Lwasa Shuaib	Consultant KCC
Byron Anagwe	Regional Centre for Mapping, Nairobi
Joseph Ssemambo	CDS Coordinator
Peter Katebalirwe	Physical Planner
Kezawa Muwonge	Deputy Town Clerk
Charles Kyamanywa	Principal Physical Planner

Entebbe Municipal Council

Rose Tumusiime	Secretary for Education & Health
Joseph Kimbowa	Town Clerk
Margret Kadama-Runwa	Physical Planner
Betty Namubiru	CDS Coordinator
Fredrick Mutagubya	Chief Finance Officer
Samson Semakula	Municipal Agriculture Officer
Hajji Twaba Sempebwa	Kiwafu Co-operative Savings & Credit Society Ltd (Representative CSO)
Lydia Migayo	Trade Entebbe (Representative CSO)

Jinja Municipal Council

Peter Mawerere	Assistant Town Clerk, Focal Point, Jinja Municipal Council
Earnest Nabihamba	Principal Production and Environmental Officer
Vicki Mutesi	Environmental Specialist, EPC Coordinator
Tabittia Kakuze	Physical Planner, Women Network Representative, Uganda Chapter

Homa Bay Municipal Council

Agullo Odihambo	Mayor
Amos Owiro	Works Officer, CDS Focal Point
G. O. Illah	Senior Administrative Officer
Dorine Otlendo	Nursery School Supervisor
Lameck O'Ogot	Senior Assistant Welfare Officer
Sofie Obop	Welfare Assistant
Daniel Onmy	Welfare Assistant, EPC Focal Point Man
James Ofieno-Okach	Town Clerk
Dores Odmienso	CDS Team Member
James Olonde	National Co-ordinator EcoVic Kenya
Askine Kadison	CBO representative
Jacinta Muga	CBO representative

Kisumu Municipal Council

Prisca Msachi	Mayor, Chairman LVRLAC
Wisdom Mwambwi	Town Clerk, Secretary, LVRLAC, Kenya Chapter
Milicent Yugi	Municipal Education Officer
Bernhard Obara	Environment Director, LVRLAC/CDS Focal Point
Beatrice Obada	Public Health Technician, Dep. Co-ordinator, Kenyan Chapter, Women Network
Charles Ansira	Head of Town Planning Department
James Goro-Oronge	Director Children & Youth Affairs
John Sande	Public Health Department

Siaya County Council

Daniel Amoth	Council Chairman
John Nyakako	Chairman of Finance Committee
Daniel Omondo	County Treasurer
Teresia Odour	County Development Officer
Judith Omondi	LVRLAC Focal Point, Women Network representative Kenya Chapter

Mwanza City Council

Hon Leornard B. Bihondo	Mayor, Mwanza City Council
Immanuel Katabelo	Acting City Director
Patrick Karangwa	LVRLAC Coordinator – Mwanza sub- secretariat
Ms Erica Uisso	Women Network Focal Point
Mr Eric Nyoka	EPC Focal Point
Mr Jackson Ndobeji	Coordinator ECOVIC, Tanzania

Bukoba Municipal Council

Hon.	Mayor, Bukoba Municipal Council
Thadeus Buberwa	Coop Officer/Acting Municipal Director/Focal Point

Mr Yunas	LVRLAC/CDS Focal point
Loy Kiobya	Community Deve/Women Network Focal Point
Mary Kalikawe	Director Kirojera Tours
Consolata Barongo	Kagera Development and Credit Revolving Fund (KADETF)
Mr Lugongo	Town Planner

Musoma Municipal Council

Hon Swahibu M. Ebutura	Mayor, Musoma Municipal Council
Theonus Nyamhanga	Municipal Director
Dr. Charles Mkombachepa	Municipal Medical Officer
Peter Mtaki	Health Officer
Elly D. B. Nakuzerwa	Municipal Health Officer
Musilanga Buhabi	Community Development Officer
Mr P. Kagimbo	LVRLAC/CDS focal point
Mr Machumu	Municipal Accountant
J. B. Lukaza	Engineer/Asst. LVRLAC/UBC focal point
Mebson Bwogi	Municipal Fisheries Officer

Sengerema District Council

Rachel Mabiliya	Women Network Focal Point
Silas Nteko	LVRLAC focal point
Felician B. Ncheye	Chairman, Sengerema Multipurpose Community Telecentre

Kisaka & Company Certified Public Accountants

Kisaku Mulumba	Certified Auditor
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UN-Habitat

Inga Björk-Klevby	Assistant Secretary-General, Deputy Executive Director
Dinesh Metah	Officer-in-Charge, Urban Development Branch
Cecilia Kinuthia-Njenga	Human Settlement Officer, Urban Development Branch
David Kithakye	Senior Human Settlement Officer
Kibe Muigai	Advisor, Urban Development Branch

Practical Action, Nairobi

Paul Chege	Programme Manager, Urban Planning and Development
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Centre for Development and Planning Management

J.M. Mbugua	Urban Management Specialist
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Jomo Kenyatta University, Nairobi

Kaleb Mireri	Senior Lecturer, Urban Planning
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Embassy of Sweden, Kampala

Per Lundell	Counsellor, Development Cooperation
Gertrude Ngabirano	Regional Programme officer, Lake Victoria Initiative

Embassy of Sweden, Nairobi

Kikki Nordin Counsellor, Lake Victoria Initiative

SIPU International

Anders Ohlin
(phone interview) Consultant

Appendix 4 Itinerary for LVRLAC/CDS Evaluation Team

Both consultants (Holger Jonasson, Agnes Mwaiselage)

Date	Organisation	Key actors
Aug 2	LVRLAC secretariat/UBC	LVRLAC staff UBC representative
Aug 3	Swedish Embassy Kampala City of Kampala The consultant for the system-based audit	LVRLAC Desk officer LVRLAC focal points CDS task force Key CBOs The consultant
Aug 4	Entebbe LA LVRLAC (prospective follow-up)	LVRLAC focal point CDS task force Key CBOs LVRLAC staff

Holger Jonasson

Aug 7	Work in Homa Bay	LVRLAC focal point EPC CDS task force Key CBOs
Aug 8–9	Work in Kisumu	LVRLAC sub-secretariat LVRLAC focal point EPC CDS task force Key CBOs
Aug 10	Work in Siaya	LVRLAC focal point EPC LVRLAC focal point Key CBOs
Aug 11	Work in Jinja	LVRLAC focal point Key CBOs

Agnes Mwaiselage

Aug 6–7	Work in Mwanza	LVRLAC sub-secretariat EPC CDS task force Key CBOs
Aug 8	Work in Bukoba	LVRLAC focal point CDS task force Key CBOs
Aug 9	Work in Sengerema	LVRLAC focal point Key CBOs

Aug 10	Work in Musoma	LVRAC focal point CDS task force Key CBOs
Aug 11	Final Work in Mwanza	LVRAC focal point EcoVic
Both Consultants		
Aug 14–15	Work in Nairobi	UN Habitat Swedish Embassy/LVI CDPM and Practical Action

Recent Sida Evaluations

- 06/26 Legal Interventions in HIV/AIDS and Related Contexts in India**
María Herminia Graterol
Asia Department
- 06/27 SARECs stöd till svensk u-landsforskning**
Börje Svensson, Enrico Delaco, Andreas Högberg
Sekretariatet för utvärdering och intern revision
- 06/28 Solid Waste Management and the Environment in Tegucigalpa
Cooperation between the cities of Stockholm and Tegucigalpa**
Sergio Albio González, Camilla Andersson
Department for Latin America, Department for Infrastructure and Economic Cooperation
- 06/29 Manejo de desechos sólidos y el medio ambiente en Tegucigalpa
Cooperación entre las ciudades de Estocolmo y Tegucigalpa**
Sergio Albio González, Camilla Andersson
Department for Latin America, Department for Infrastructure and Economic Cooperation
- 06/30 Anti-Trafficking Activities in Central Asia Financed by Sida**
Bonnie Bernström, Anne Jalakas, Christer Jeffmar
Department for Europe
- 06/31 The National Agriculture and Livestock Extension Programme (NALEP)
Phase I Impact Assessment**
Melinda Cuellar, Hans Hedlund, Jeremy Mbai, Jane Mwangi
Department for Africa
- 06/32 Regional Training Courses on Human Rights in the MENA-region
Sida Support to the Raoul Wallenberg Institute (RWI)
of Human Rights and Humanitarian Law**
Anna Collins-Falk, Nicklas Svensson, Jamil Mouawad
Department for Democracy and Social Development
- 06/33 Sida Support to the Raoul Wallenberg Institute Indonesia Programme 2004–2006**
Margareta de Goys, Asmara Nababan, Henrik Alffram
Department for Democracy and Social Development
- 06/34 Sida's Library Support to Central America**
Tom Alberts, Helen Guardado de del Cid
Department for Democracy and Social Development
- 06/35 Asian Human Rights Commission (AHRC) and the
Asian Legal Resource Centre (ALRC), 2002–2004**
Sriprapha Petcharamesree, Suwit Laohasiriwong, Bencharat Sae Chua
Department for Democracy and Social Development
- 06/36 Health through Sanitation and Water Programme (HESAWA), Tanzania
Ex-post (Retrospective) Evaluation Study**
Sanna-Leena Rautanen, Osmo Seppälä, Tauno Skyttä
Department for Natural Resources and Environment

Sida Evaluations may be ordered from:

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

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