

Experiences and Lessons Learnt from Sida's Work with Human Rights and Democratic Governance

Final Report

**Tom Dahl-Østergaard
Karin Schulz
Barbro Svedberg**

**Department for Democracy
and Social Development**

Experiences and Lessons Learnt from Sida's Work with Human Rights and Democratic Governance

Final Report

**Tom Dahl-Østergaard
Karin Schulz
Barbro Svedberg**

Sida Evaluation 2008:29

**Department for Democracy
and Social Development**

This report is part of *Sida Evaluations*, a series comprising evaluations of Swedish development assistance. Sida's other series concerned with evaluations, *Sida Studies in Evaluation*, concerns methodologically oriented studies commissioned by Sida. Both series are administered by the Department for Evaluation, an independent department reporting to Sida's Director General.

This publication can be downloaded/ordered from:
<http://www.sida.se/publications>

Authors: Tom Dahl-Østergaard, Karin Schulz, Barbro Svedberg.

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Evaluation 2008:29

Commissioned by Sida, Department for Democracy and Social Development

Copyright: Sida and the authors

Registration No.: 2007-002722

Date of Final Report: April 2008

Printed by Edita Communication, 2008

Art. no. Sida46530en

ISBN 978-91-586-8110-1

ISSN 1401—0402

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: sida@sida.se. Homepage: <http://www.sida.se>

Table of Contents

Executive Summary	3
1 Introduction	5
1.1 Background.....	5
1.2 Purpose and Scope of Study	5
1.3 Methodology.....	5
2 Policies Related to HR&DG Support.....	8
3 Results	10
3.1 Types of Results.....	10
3.2 Achievement of Objectives.....	15
3.3 Achievement of Results	15
3.4 Efficiency	17
3.5 Gender.....	17
4 Design.....	18
4.1 Objectives	18
4.2 Programme Theory.....	20
4.3 Context Analysis.....	21
4.4 Partnership.....	22
5 Monitoring	24
5.1 Quality of Project Monitoring Systems.....	24
5.2 Sida's Learning from Experience	24
6 Lessons Learned from Support to HR&DG	25
7 Study Team's Conclusions and Recommendations	30
7.1 Human Rights and Democratic Governance.....	31
7.2 Conclusions from the Desk Study.....	31
7.3 Looking to the Future	32
Appendix I Terms of Reference	34
Appendix II Reports covered by the Desk Study	38

Executive Summary

As a result of the Swedish support, important contributions have been made in the area of human rights and democratic governance (HR&DG).

This is one of the main conclusions from a team of consultants who studied the last ten years' experiences and lessons learnt from Sida's work with HR&DG. They focused on the design and results of the Sida supported projects through a desk study of 25 evaluations and six other studies selected from a list of approximately 100 Sida documents.

Overall, the desk study shows a fairly high degree of achievement of results. A wide range of outputs are readily apparent; principally in the form of training, policies, guidelines, studies, publications and information campaigns. To some extent outcomes (short or medium-term effects) are also evident, the most common being: capacity built, changed attitudes, dialogue promoted, better access to justice and improved awareness of human rights issues. The impact (long-term effects) of Sida's HR&DG work is more uncertain, since impact generally shows late and only 20% of the evaluations contained well-founded impact assessments. Nevertheless, there are examples of positive impact such as increased respect for human rights in the South African police operations, and the promotion of openness and democracy through the work of the General Statistics Office of Vietnam.

According to the evaluations and studies in the sample, 40% of the HR&DG projects were gender-specific in terms of the definition of outputs, outcomes and objectives.

The systematic assessment of the HR&DG evaluations and studies covered by this study shows the importance of careful project design and effective monitoring. There is a strong correlation between projects with clear objectives and high achievement. HR&DG projects based on a sound programme theory were three times as likely to have a high achievement of objectives compared to projects with a weak programme theory. Similarly, projects that were well adapted to the local conditions proved to have much higher rates of accomplishment. On the other hand, a large majority of the evaluations and studies that made explicit comments on the quality of the monitoring of HR&DG projects found this to be in need of improvement.

Based on the above, this study concludes that a stronger result-orientation is likely to deliver more development for the Swedish resources available for activities within the area of HR&DG. In order to provide a stronger basis for this, it is recommended that thematic studies are undertaken within (some of) the different categories of the Swedish HR&DG support to shed light on the specifics within each area, and that this is complemented by in-depth country analysis to illuminate the interplay between the general success factors such as the clarity of objectives, sound programme theory, ownership and adaptation to local context, with a specific attention to the country or area supported.

Tom Dahl-Østergaard
17 September 2008

1 Introduction

1.1 Background

Sida's policy for support to Human Rights and Democratic Governance (HR&DG) was developed in 1997. Over the last decade numerous projects have been implemented within this area. There is now a need to describe, analyse and establish lessons to guide future work.

1.2 Purpose and Scope of Study

Sida (DESO/DESA) has commissioned a team of consultants¹ to undertake a study of the experiences and lessons learnt from Sida's work with HR&DG over the period 1998–2007. The study shall be a basis for the development of Sida's work in the sector, and it will serve as an input to the work of the Ministry for Foreign Affairs on a *Government Communication* scheduled for the spring of 2008.

The consulting assignment consisted of two parts: (1) collect and collate material (evaluations and similar studies) and undertake a desk study of this; (2) propose a method/process for Sida's learning purposes in connection with the above and assist DESA in carrying out such a learning process.

The UTV Working Paper 2007:3 *Assessment of Sida's Support for Human Rights and Democracy* provides an overview of Sida's support to HR&DG, focusing on the programme theories that have underpinned efforts in this area. While making an important contribution, the UTV Working Paper did not examine the actual projects or their specific results. Hence, having a strong focus on the results of Sida's support to HR&DG projects since 1998, the present desk study can be seen as a complement to the UTV Working Paper referred to.

It is important to emphasise that the first part of the assignment – the desk study – was based exclusively on a sample of existing evaluations and similar studies. In other words, the assessments made in the present study very closely reflect the findings and conclusions made by others on the basis of their detailed studies of specific HR&DG projects and programmes. The main contribution of this study is thus to present an overview of the findings of existing evaluation reports across the sub-sectors of Sida's efforts in the HR&DG sector and over a 10-year period of time, and to some degree, a synthesis of these.

1.3 Methodology

Given the magnitude of Swedish support to HR&DG², it is not surprising that a multitude of evaluations and studies have been made since 1998. Over a period of just a few days after the contract was signed between Sida and the consultants, DESA was able to identify close to 100 relevant reports. Given that the desk study had to be conducted over a period of only one month, a sample had to be established. The following section describes how this was done and how the desk study was undertaken.

1.3.1 Methodology applied

Based on the consultants' Inception Report and a discussion of this with Sida's Reference Group for the present assignment, it was initially agreed that the sample would comprise 24 HR&DG projects. As a wider hearing process was undertaken within DESA, the number of relevant reports to be included in

¹ The study team comprised Tom Dahl-Østergaard, team leader (COWI A/S, Denmark), Karin Schulz and Barbro Svedberg (both SIPU International, Sweden).

² HR&DG is said to constitute the largest area of support from Sida, with approximately SEK 4.8 billion having been granted to this area in 2007.

the sample grew to 31. Given the limited time available, it was agreed at the same time that the study team would base its work only on the evaluation reports and studies compiled (one for each project), i.e. other project documents were not consulted.

As already mentioned, DESA identified nearly 100 reports. The study team made a long-list of these documents, sorted according to the nine sub-sectors and strategic areas listed in the Terms of Reference under the ‘main sector’ Human Rights and Democratic Governance (TOR, Appendix 1). From the long-list the study team then selected two to six reports from each of the sub-sectors, giving consideration to the following additional selection criteria reflected in the TOR:

- Coverage of the four categories in the Swedish Government’s selection of countries (*Landkoncentration*);
- Coverage of the study period from 1998 to 2007;
- Size of the HR&DG projects (budget and duration);
- Quality of the evaluation reports and studies;
- The matrix that reflects Sida’s HRD strategy (state vs. civil society; institution vs. culture).

The sample thus arrived at is shown in Appendix 2 (Reports Covered by the Study). Needless to say, this was approved by DESA before the study team proceeded with the desk study.

Based on the TOR, the study team developed a “Screening Matrix” (research template) that was used to record the reviews of the documentation.³ Altogether, the Screening Matrix contained 30 specific sub-sections that the study team members had to attempt to answer on the basis of the evaluation or study being reviewed for each HR&DG project in the sample. The desk study of the 31 HR&DG reports were divided fairly evenly between each of the three members of the study team, and all the filled-in matrices were shared among the team members.

The 31 HR&DG reports extended over approximately 1200–1500 pages. As a rule, it was necessary to read every report from cover-to-cover in order to respond to a maximum number of questions in the Screening Matrix. The desk review produced 31 filled-in Screening Matrices, which came to some 125 pages of systematically ordered “data” from the documentation. In order to write the report that follows, it was necessary to create an even more precise overview. To this end, a simple “Scoring Sheet” was used to tally and calculate some of the responses contained in the Screening Matrices.

In order to link the report with the current discourses within the area, Ms. Charlotte Flindt Pedersen (Head of Civil Society Team, Danish Institute for Human Rights) provided peer review comments on an earlier version of this report.

In addition, the study team arranged in collaboration with DESA two workshops for staff and stakeholders identified by Sida. The objectives of the workshops were the following:

- To share the preliminary findings of the study with relevant stakeholders and give opportunities for comments;
- To contribute to the quality of the study by giving Sida staff the opportunity to complement the desk study with their perspectives related to the study;
- To anchor the study among Sida staff working with support to HR&DG and involve them in the documentation of the lessons learned.

³ The Screening Matrix was contained in the Inception Report and approved by DESA along with this.

This final version of the report also benefitted from comments and suggestions received during a workshop with staff from the Swedish Ministry of Foreign Affairs and Sida on 13 March 2008, and subsequent written comments from Sida. Needless to say, the opinions and views expressed in this report are those of the authors, and they are not necessarily shared by the MFA or by Sida.

1.3.2 Challenges and limitations

The main limitation of this desk study is, of course, that it relies on what others have reported on the projects in the sample. Given the time pressure, it has not been possible to cross-check any of the findings or conclusions presented in the evaluations and other studies. However, as most of the reports were published in “*Serier – Sida Evaluations*,” it is assumed that the evaluations are reliable sources of information.

Although the study team made every effort to limit bias and subjectivity in its recording of evidence from the evaluations and studies – and the Screening Matrix served as a useful tool in this respect – a measure of this is unavoidable. To reduce the risk of this, the study team has to a great extent recorded specific quotations from the documents in the Screening Matrices and clearly indicated (with name of the reviewer) whenever an assessment had to be made on the basis of information contained in the documents.

The sample of 31 HR&DG projects is sufficiently large to make some assessments that cut across the nine sub-sectors, but not to make statistically valid assessments of questions pertaining to each of the specific sub-sectors.

Some of the reports were in Spanish. When quotations are used from these, the study team has made the translations into English.

1.3.3. Structure of this report

The contents of this report reflect and are basically limited to what is required in the TOR. Chapter 2 presents Sida’s policies in the area of HR&DG. Chapter 3 focuses on the results as these are reported in the evaluations and studies covered by the desk study. Chapter 4 looks into a range of issues relating to the design and strategy of HR&DG projects and programmes (in the remainder of this report they are commonly referred to as “projects”). Chapter 5 discusses the monitoring of the individual projects and programmes and how Sida is learning from this. Chapter 6 presents a summary of what the evaluations and studies listed as lessons learned as well as the results from the two learning events that were held at Sida in Stockholm in February and March 2008. Finally, Chapter 7 contains the conclusions and recommendations of the study team.

The logic of this report structure is the following: Chapters 1 & 2 set the stage; Chapter 3 focuses on the results and achievement of objectives – the core of this desk study; Chapters 4, 5 & 6 address the reasons for the observed performance, focusing on aspects of project design (required in the TOR); and Chapter 7 summarises the Study team’s own reflections on the basis of the desk study.

2 Policies Related to HR&DG Support

The Swedish support to democratic governance was introduced in the mid-1980s and has gradually grown in size and importance since then. Since the early 1990s, a key aim of development co-operation has been to promote democratisation support to the state and the public sector. In combination with support to public sector reform, democracy assistance in the 1990s began with a focus on electoral support, later followed by support to social movements and interest groups in civil society. After the Vienna conference in 1993 a human rights based approach became part of the discussion.

Numerous strategic documents on democratic governance, human rights and related issues have been introduced in Swedish development cooperation over the last ten year period. Some of the most influential documents have been:

- “Justice and Peace, Sida’s Action Plan for Peace, Democracy and Human rights” (1997) (1 of 4 action plans; the others were on poverty, gender and environment);
- In 1997 two white papers were produced: “Democracy and HR in Sweden’s Development Cooperation”, Government Communication (1997/98:76) and “Human Rights in Swedish Foreign Policy”, Government Communication (1997/98:89). The white papers provided a point of departure for a closer cooperation between the Swedish Ministry for Foreign Affairs and Sida, and set the priorities for working with democratic governance and human rights;
- Since 2000, when Sida’s Policy for Capacity Development was established, capacity development has been a central framework for thinking and operation for Sida. A capacity development approach is a holistic approach to develop and sustain capacity. One of many insights related to the capacity development perspective in development is that contextual factors need to be considered;
- In August 2003 Sida’s Division for Democratic Governance published “Digging Deeper” – a synthesis of the findings and recommendations arising from the four methodological projects on “The Political Institutions: Parties, Elections and Parliaments”, “Participation in Democratic Governance”, “Legal Sector” and “Good Governance” that were produced earlier (July 2002).
- In 2003 Sida adopted a New Poverty Strategy, “Perspectives of Poverty” based on a multidimensional poverty concept (lack of power, security and opportunities), with all cross-cutting issues coming together under the overriding goal of poverty alleviation.
- The bill on a Swedish policy for global development, “Shared Responsibility – Sweden’s Policy for Global Development” (Government Bill 2002/03:122), was passed in 2003. This gave importance to not only Sida but also other Swedish public institutions involved in development cooperation.
- The Millennium Development Goals (MDGs) and the Paris Declaration from 2005 can be regarded as a new paradigm, as they provide a framework on *what* needs to be done, and *how* it should be done, to reduce poverty and to promote development on a global scale. The new Aid Effectiveness agenda will strongly affect international development cooperation through the emphasis on alignment, harmonisation, ownership, accountability and results.

Sida’s programme for peace, democracy and human rights, commonly known as “Justice & Peace” (1997), provided a broad framework that highlighted democracy and human rights as starting points for tackling poverty and emphasised the importance of both a functioning state and a vibrant civil society as necessary to ensure democratic governance, promote peace and respect for human rights. The policy also highlighted two categories of programmes on democracy and human rights in their approach⁴:

⁴ “Justice & Peace”, Sida’s Programme for Peace, Democracy and Human rights, May 1997

1. Development cooperation which has the promotion of peace, democracy and human rights as its *primary goal* will be made more transparent, goal-oriented and focused through being integrated as far as possible into country strategies and long-term country cooperation programmes.
2. Contributing to the creation of a democratic culture will as far as possible be integrated into other programmes of support, even where promoting peace, human rights and democracy is *not their primary goal*.

In “Justice & Peace” an analytical matrix was used that addressed the types of support and partners that are involved in support to HR&DG. The programme in 1997 principally comprised support to projects aimed at influencing values and attitudes through groups in civil society (cell 4 below). At the time there were relatively few projects aimed at long-term institutional development within government organisations and representatives of the civil society (cells 1 and 2 below). The emphasis on democratic culture was also not frequent in the support to state institutions (cell 3).

Figure 2.1: Analytical matrix from “Justice & Peace”

	State	Civil society
Institution	1	2
Culture	3	4

Source: Justice & Peace, “Areas covered by Swedish Assistance,” p. 7, May 1997

The clear direction in the programme “Justice & Peace” was that future assistance should include the development and strengthening of institutions within the state and civil society, in favourable climates where the government and representatives of the civil society answer for safeguarding the protection of human rights and functioning of democracy. Under unfavourable conditions, Sida should carefully select its partners, often but not exclusively from the civil society, with the perspective of building up the conditions for positive peace, democracy and human rights. The policy highlights the cultural base which nurtures the conditions for peace, democracy and respect for human rights. The values that are mentioned are non-violence, mutual tolerance and respect, cooperation and equality, as the bearers of justice and human development.

In this desk study an attempt was made to classify the projects according to the analytical matrix, which turned out to be a very difficult and subjective activity. However, there are many examples of programmes that have resulted in improved conditions with regard to laws and institutions as well as cultural values. As we interpret the matrix, it does not distinguish between the internal and external spheres of influence of the respective actor. It is also difficult to determine how a project should be classified on the basis of a distinction between the content of the support (type of activities) and the effects of it. For example, support of institutional nature could have significant effects on cultural values, so how should such a project be classified? Another difficulty the study team has had with applying the matrix is that the terminology used, such as institutions and culture, can be interpreted as different words for the same expression, since culture is part of the so called institutional framework.

The projects and programmes that are covered by this desk study reflect that Sida has divided the support to HR&DG into nine categories (see below). The following chapters of this report make frequent reference to these:

1 Human Rights	4 Political Institutions	7 Support to Civil Society
2 Rule of Law	5 Local and Regional Democracy	8 Human Rights and the Participation of Women
3 Public Administration	6 Freedom of Expression	9 Rights of the Child

3 Results

This chapter discusses what the results and achievement of objectives have been of Sida's support in the area of Human Rights and Democratic Governance.

In the Sida report *Strengthening Sida Management for Development Results 2007* the importance of results is highlighted:

As a donor organisation, Sida must be clear about the results that its contributions are intended to achieve. Intended results should be unambiguously formulated in agreements and contracts, and continuously reviewed in dialogue with partners. Management and staff should know if intended results are actually achieved, and reporting on results should be as clear and transparent as possible (p.3).

In recent years the international development community has placed substantial focus on systems for management for results. Sida has recommended the use of the Logical Framework Approach for its partner organisations in planning, design and follow-up of projects and programmes, and several of the evaluations use LFA as a point of departure for the assessments. It has been recognised that result based management meets demands for more efficient use of resources and improved abilities to report and analyse results in a comprehensive way.

However, finding out about results at the impact level in area of HR&DG is particularly difficult given the high degree of interdependence between the different processes of political change and the complexity of analysing change in democratic governance, political regimes and systems for respect for human rights.

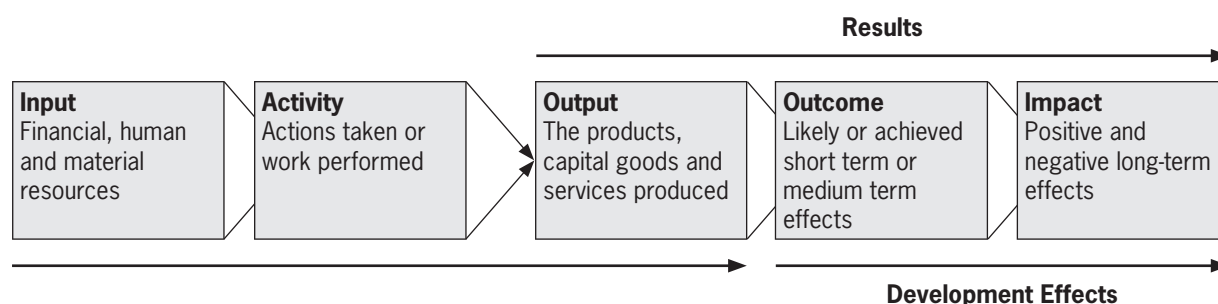
3.1 Types of Results

In this sub-section we examine what types of results have been produced. According to the *Glossary of Key Terms in Evaluation and Results Based Management* (Sida, 2007) "results" are defined as the outputs, outcomes and impacts (intended or unintended, positive and/or negative) of a development intervention. "Objectives" refer to the intended results and effects that the intervention is expected to bring about. In other words, achievement of objectives is part of the results as it is the accomplishment of the intended (and hence usually positive) effects on different levels. One of the difficulties of the desk study was that many of the evaluation reports were not consistent in their usage of this terminology.

Broadly, based on the above definitions, which are in line with OECD/DAC terminology, there are three types of results:

- *Outputs* – products and services that result from a development intervention;
- *Outcomes* – the likely or achieved short-term or medium-term effects of an intervention;
- *Impact* – positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended).

Figure 3.1: Results chain



In terms of outputs and outcomes, a plethora of different results are observed in the 31 reports in the sample. Some of these are highlighted below.

3.1.1 Outputs

Training is by far the most frequently mentioned output; it is an output of nearly half of all the projects covered by the sample. Apart from this, the list of outputs includes, but is not limited to: policies, guidelines, publications, information, seminars, study tours, infrastructure, theatre productions, and funding.

Some may find that outputs, such as those found in the evaluations and studies on Sida's support to HR&DG, are not results but an expression of the different activities initiated with support from Sida. That is true, but they are, nevertheless, the most tangible and direct manifestations of the interventions. And, as mentioned above, listing these as "results" is in line with Sida's and DAC's usage of the concept.

3.1.2 Outcomes

The types of outcomes are equally varied. Some of the most frequently mentioned outcomes are listed below. The list shows, by frequency of mentioning, which types of outcomes are most common, and specific examples are provided to illustrate how human rights and democratic governance have been affected by the Swedish support in the partner countries:

Capacity built/strengthened

Human Rights in Georgia (#2): The project provided a relevant contribution to the necessary building of capacities in relevant agencies within the Georgian state in relation to the knowledge of international human rights law and its consequences in the national context.

GJLOS reform programme in Kenya (#7): Institutional capacity building has generally had a positive effect in terms of improving the efficiency of the justice sector.

General Statistics Office of Vietnam (#9): Technical assistance was used for capacity building at the GSO, and due to this the GSO is now able to continue to use the statistical methods it has learned.

Mozambique State Financial Management Project (#13): The enhanced human capacity within the MPF and the computerisation of key functions within the system has provided a platform for change and modernisation which includes, among others, the introduction of an integrated financial management system.

Support to Organisations related to Political Parties (#16): At a general level, the Swedish support has strengthened the role and functions of the partner organisations. However, the evaluation expressed criticism because the party organisations were not supported or encouraged to interact with and articulate the voice of civil society. The evaluation found that this could result in a negative impact of the support.

Apart from these specific examples, it is interesting to observe that almost all the explicit references to outcomes in terms of capacity building were in the area of long-term institutional development (mainly within the state), i.e. cell 1 of the analytical matrix in “Justice & Peace” (ref. Figure 2.1).

Changed attitudes

Institutional Development of Statistics South Africa (#8): The top management now expresses enthusiasm, a strong vision and a clear direction for the future. New processes, methods and tools are being introduced. The new organisation shows a deliberate thrust towards developing value for the client.

UNICEF Country programme in Kenya (#27): Based on increased awareness of the Children Act and on issues relating to violence against children and sexual exploitation, the evaluation notes a change of attitudes to violation of children’s rights.

Dialogue promoted

Defender of the People of Colombia (#1): One of the outcomes noted in the report is that dialogue has been promoted between displaced people and the Colombian state.

Diakonia’s Latin America Programme (#31): The evaluation found that the promotion of dialogue had contributed to changing relations between organisations at the local level and municipal authorities. In some cases, this had led to more open and adaptive municipal governments.

Access to justice improved

Access to Justice in Rural Nicaragua (#5): Through this project, which provided funding for the construction of around 120 courthouses in rural municipalities, people who live in or near the rural municipal centres now have easy access to justice. Moreover, as living quarters located in the very courthouse provide good quality family housing free of charge, there has been an incentive for many judges to take up jobs in remote localities.

Democracy and Human Rights in Vietnam (#6): The Swedish cooperation has had an effect on the every-day access to justice. The strengthening of the legal aid system of Vietnam has given it a more developed and formal platform. The report found that this has improved the possibilities for access to justice for the poor and the vulnerable.

Awareness improved

Anti-corruption in South Eastern Europe – PACO Impact (#10): The evaluation found that the activities had created considerable awareness among the key governmental actors in the field of anti-corruption throughout the project areas.

Office of the National Assembly of Vietnam (#14): While the report found that the general level of outcomes was low with few concrete outputs produced, it did emphasise that the project contributed to raising the awareness on different methods for parliamentary supervision and that this had led to a lively debate about the supervisory role of the National Assembly.

Apart from this, other outcomes referred to in the reports (with lesser frequency) include the following: interest and knowledge improved, empowerment, job descriptions applied, models developed, human rights improved, new methods and tools developed, improved public access, correct and timely budgets delivered, increased self-confidence of children, improved performance, and policy reforms.

The TOR for the desk study ask whether programme and project designs differentiate clearly between results in terms of ‘outputs’ and ‘outcomes’. Rather surprisingly, the study team found that only four of the reports made a clear distinction between outputs and outcomes. In other words, the general picture of the 31 reports in the sample is that they apply this terminology rather imprecisely and give limited

room for drawing any conclusions whether projects and programmes differentiate between different result levels.

Furthermore, the TOR ask about when, in time, outcomes are visible. As very few of the evaluations contain relevant information on this, no conclusion can be made. Some reports mention that outcomes materialise at various points over the project period, others point out that outcomes are slow in showing and that delays were observed. It is difficult to say anything about the time factor of different kinds of results based on the desk study because evaluations generally are not designed to answer this.

Finally, the TOR ask where outcome is observed (project level, programme level, sector, national level). In this case, 20 of the reports are more specific. The following table provides an overview of the findings (some outcomes are observed at several levels):

Table 1: Where outcomes are observed

Level	Percentage
Project/Programme	35
Sector	50
National	35
All of the above	15

3.1.3 Impact

Impact is notoriously difficult to measure. For solid impact assessment to take place, a baseline, a ‘treatment group’ (i.e. the targets of the project) and a ‘control group’ are required. Admittedly, these formal requirements for impact assessment are seldom found in any development programmes. In view of this, it is not surprising that none of the evaluation reports made explicit reference to having done impact assessments with the use of baselines and control groups. Some might argue, then, that the evaluators’ impact assessments are invalid. However, in social science and in the ‘softer’ areas of development assistance like HR&DG less dogmatic approaches to impact assessment are often seen.

When assessing impact it is important to distinguish between “contribution” and “attribution”. Pragmatic impact assessments, i.e. those without baselines and control groups, grapple with attribution, i.e. the likelihood that the studied intervention has contributed to the identified impact. The difficulty is that many factors (including some outside the influence of the project) usually combine to make impact occur at a higher level than that of the project.

The study team rated how solid the impact assessments were in the evaluation reports. We based our assessment of this on 16 evaluations that had something to say about impact. In other words, we disregarded mid-term reviews and some of the other studies as well as reports that did not refer to impact (and some of the evaluations did not do this). On this basis, the study team felt sufficiently assured to grade five of the evaluations as having included a “well-founded assessment of impact.” The balance of 11 evaluations was found to have varying degrees of “loose assessment of impact.” In the latter categories were included evaluations that merely observed that some impact had taken place without necessarily providing convincing evidence to substantiate their findings.

Quantitatively, it can be observed that only 5 out of 16 evaluations (31%) that said anything on impact did so on a reasonably well-founded basis; or that 5 out of the 25 evaluation reports (20%) in the sample included well-founded impact assessment. While this seems low, it has to be borne in mind that impact may be registered only long after a project has ended (time lag) and very few of the projects had clear definitions of objectives against which impact assessments could be made (ref. Section 3.2).

Taking a closer look at the five projects that had reasonably well-founded impact assessments, it can be observed that the evaluations were positive in each case, i.e. they found positive impacts as a result of the Sida supported interventions. The cases of well-founded assessments of positive impact were found within the areas of Rule of Law, Public Administration, Programmes for Democracy and Human Rights, and Swedish NGO Support to Democracy and Human Rights. This should not be taken to mean that positive impacts were only achieved within these areas, since more appropriately designed impact assessments of some of the other projects might also have shown positive results.

To give a flavour of the well-founded and positive impacts that were in fact recorded by the evaluations within the three sub-sectors mentioned above, we provide a few concrete examples below:

Example 1 – Cooperation between the South African Police Service and the Swedish National Police Board:

The intervention area “Human Rights” was found to have had considerable impact insofar as there seems to be good awareness of human rights amongst the police both related to victims and detainees. Furthermore, on the SAPS organisational level there are impacts in terms of reduced response time in Northern Cape, improved suitability of new recruits, and improved equity and representation of different ethnic groups overall in the SAPS (#4).

Example 2 – General Statistics Office of Vietnam: Broadly stated, the evaluation found that the impact of Sida’s support was that GSO is now a modern statistical institution in line with the UN principles for official statistics in juridical as well as in practical terms. Before the Sida support was initiated in 1995, the IMF found it necessary to calculate alternative GDP statistics for Vietnam; now they rely on what the GSO is able to produce. Moreover, the evaluation found that the project has promoted openness and democracy, because public statistics are part of the ‘infrastructure’ of a modern democratic society (#9).

Example 3 – Democracy and Human Rights in Nicaragua: The evaluation in this case found that the Swedish support had been fundamental in terms of developing some platforms for dialogue between the Nicaraguan government and civil society, which could be regarded as a positive example to be copied by other sectors. Swedish support also generated favourable conditions for the consolidation process of government institutions such as the national police, judicial system, health ministry, regional authorities as well as civil society organisations by contributing to enhancing their degree of professionalism and effectiveness (#29).

During a workshop with staff from the Swedish Ministry of Foreign Affairs and Sida on 13 March 2008, a few additional examples of positive impact were identified. One of these was *Sida’s support to the media sector in Vietnam*, which had led to increased public debate on various aspects of the Vietnamese society. This impact assessment had been based on scrutiny of newspaper and journal articles over a longer period, where it had been determined that the debate had become more open and critical. Similarly, it was pointed out that Sida’s support to *Promoting Media Professionals, Independence and Accountability in Sri Lanka* (included in the desk study sample, #22) had enabled the Sri Lanka Press Institute to take steps towards a more professional media, which in the long run can contribute to increased access to information and participation of the public and pave the way for a more informed debate on issues of concern.

The TOR for the desk study asked a few specific questions regarding where the impact is observed (programme, sector or national level) and the linkage between good results on the outcome level and actual positive impact. The study team found that impact was recorded more or less evenly at the sector and national levels. Only in one case was impact registered mainly at the level of the programme supported. Very few evaluation reports, almost too few to mention, commented on the linkage between results on the outcome level and actual positive impact.

3.2 Achievement of Objectives

As shown in the section above on the different types of results, a project or programme may produce a number of positive results and outcomes, both intended and unintended. However, as most if not all projects are designed to solve specific problems or improve a given situation, it is paramount to determine whether (or to what extent) the project objectives, which are stated in each case, are achieved. Focusing on the achievement of objectives is also fully in line with the Sida report: *Strengthening Sida Management for Development Results 2007*.

The concept of an “objective” is not clear-cut. Different donor organisations use the same word, but often with a different meaning. The study team followed the *Glossary of Key Terms in Evaluation and Results Based Management (Sida, 2007)*. According to this, a *project or programme objective* is defined as the intended physical, financial, institutional, social, environmental, or other development results to which a project or programme is expected to contribute.⁵ Sida also operates with a higher level, or long-term, objective referred to as the *development objective*,⁶ which is defined as the intended impact contributing to physical, financial, institutional, social or environmental, or other benefits to a society, community or group of people via one or more development interventions.

The study team’s assessment was complicated by several factors. First, six of the reports in the sample of 31 reports were not evaluations, but reviews, best practise and follow-up studies. Hence, these reports did not contain evaluators’ assessments of the achievement of the projects’ defined objectives. Second, 10 out of the 25 evaluation reports referred to the objectives as being too vague or otherwise not measurable. In other words, 40% of the evaluation reports were made without reference to clear or measurable project objectives. This is a significant finding that ought to give rise to further discussion within Sida.

In spite of this, the study team graded the projects when possible on the basis of what the evaluation reports said directly or indirectly on the achievement of objectives. On this basis, the study team felt sufficiently assured to assign grades of ‘high’, ‘medium’ or ‘low’ achievement of objectives to 23 projects. Table 2 shows the grading expressed as percentages of the 23 projects that were graded.

Table 2: Achievement of objectives

Grading	Percentage
High	26
Medium	48
Low	26

It can be readily observed from Table 2 that there has been a balanced distribution of ‘high’, ‘medium’ and ‘low’ achievement in the projects that have been graded by the study team. It is impossible for the study team to assert whether this is satisfactory or not; others within or outside Sida will have to draw that conclusion. Some of our precautions have already been stated. It should be mentioned that if the reports where the evaluators found the objectives to be either too vague or immeasurable hide ‘low’ or ‘medium’ achievement of objectives then the picture would look quite different.

3.3 Achievement of Results

Information on the types of results was presented in Section 3.1 and Section 3.2 above discussed the achievement of objectives. This section assesses the *degree* to which results have been accomplished in the projects and programmes covered by the sample.

⁵ Some other donors refer to this as the “immediate objective” or the “purpose.”

⁶ Some other donors refer to this as the “overall objective” or the “goal.”

As indicated in Section 3.1 (first paragraph) the achievement of results also comprises the achievement of objectives, but the latter only addresses the accomplishment of the intended effects on different levels. In contrast, “results” comprise both achieved objectives plus any other outputs, outcomes and impacts (intended or unintended). Unfortunately, as already noted, the evaluation reports apply these concepts in rather different manners and without a great deal of consistency. However, since the Terms of Reference for this assignment emphasised that: “the analysis shall focus on the achievement of objectives and results” (TOR, p. 2), the study team attempted to see whether the evaluations and other studies contained information on the achievement of results, irrespective of whether or not this would contribute towards meeting the defined project or programme objectives.

As before, the study team graded the projects when possible on the basis of what the evaluation reports said directly or indirectly on the “achievement of results”. On this basis, the study team felt sufficiently assured to assign grades of ‘high’, ‘medium’ or ‘low’ achievement of results to 23 projects

Compared with the quantified rate of “achievement of objectives” (see Section 3.2) the desk study indicated a higher degree of satisfactory “achievement of results.” As the achievement of objectives is really a subset of the achievement of results, this finding is not surprising; one would expect to see at least some outputs and outcomes emerging that were not part of the objectives defined at the outset of a project or programme, especially when such are of longer duration. The rates of achievement of results are illustrated in the table below.

Table 3: Achievement of results

Grading	Percentage
High	48
Medium	43
Low	9

In some cases, the reports did not distinguish between the achievement of objectives and the results achievement. Yet many positive results were referred to, which contributed to the higher rating of results’ achievement compared with scores on the achievement of objectives.

As pointed out in Section 1.3.2, the number of projects in the sample from each of the sub-sectors of Sida’s activities in the area of HR&DG was too small to make firm observations at the level of sub-sectors. But, as Sida and others are naturally keen to find out whether any of the sub-sectors stand out, the study team can make the following indicative observations based on the desk study.

Most of the sub-sectors show mixed performance in terms of the achievement of results (with different numbers of high, medium and low scores). However, all the three projects in the sub-sector of Freedom of Expression that were graded had a “high” achievement of results (#21, #22 and #23). The only two Programmes for Democracy and Human Rights (#29 and #30) in the sample also had “high” achievement of results. Similarly, two of the four projects in the area of Rule of Law that were graded also had “high” achievement of results (#4 and #5). In other words, these sub-sectors do stand out positively inasmuch as the projects we examined in our sample and felt sufficiently assured to assign grades all reached a “high” achievement of results.

The reports in the sample also made reference to a few to *unexpected results*. For example, the report on the *Programme on Democracy and Human Rights in Nicaragua* stated the following (quote): *With respect to the project of the National Police Academy, it is recognised as extremely encouraging for the sustainability of its efforts that the Nicaraguan police had generated possibilities for the participation of citizens organised in the debate on what ought to be the model of police that is desirable for the future* (#29, p.21). Another example, drawn from the Sida workshop on 13 March 2008, is how a regional children’s theatre project in South Asia led to better school

attendance and results among those children who had participated in drama activities for a longer period.⁷ However, there were also cases of unexpected, negative results. For example, the *Gender Projects in Estonia, Kazakhstan, Kyrgyz Republic, Russia and Ukraine* found that the empowerment of women, particularly in business, have sometimes resulted in (quote): *very strong negative attitudes towards men...and the belief that women are simply better than men and that it was better to build up exclusively female networks. Such attitudes do not necessarily help in the move towards gender equality* (#25, p.22).

3.4 Efficiency

Although the TOR does not ask for observations on efficiency or cost-effectiveness, the study team found it reasonable to gather what the reports said on this.

Efficiency is a comparison of the relative costs of achieving a given output or effect by different means. Efficiency questions include: could more outputs be produced for the same amount of money, of similar quality and within the same time limit? Or could we have achieved what we did, at less cost?

Only 13 of the reports made reasonably solid statements on efficiency. It should be noted, however, that when undertaking evaluations of development projects, efficiency is often not given high priority. Perhaps the reason is that it is relatively difficult to assess. It follows that the findings in this respect should be taken as an indication only: 6 projects were found to provide “value for money” and in 7 projects there were indications of poor cost-effectiveness. In other words, more than half of the evaluations that contained convincing observations on efficiency found that there were problems with cost-effectiveness.

Some of the contributing factors that led to high costs in relation to the outputs produced were when projects aimed to do too many things. The evaluation of the *Institutional Support to the People’s Defender in Colombia 2003–2004*⁸ stated that the dispersion of the projects supported could negatively affect the rational use of resources (#1, p.17). Other projects pointed to efficiency problems arising from what they found were high levels of administrative costs. For example, the evaluation on the *Cooperation between the Union of Baltic cities and Lake Victoria Region Local Authorities (LVRAC) cooperation 2004–2006* (#19) found it striking that about 50% of LVRAC expenditure during the period had been spent on staff, travel and subsistence costs, despite the lack of progress in project preparation and implementation and the mixed results achieved. Similarly, the *Evaluation of Kvinna till Kvinna’s Programme in the West Bank and Gaza 2002–2006* (#26) found that the administrative cost, which included three expatriate coordinators and amounted to half the costs of the projects, was far too high.

However, while not diminishing the suggested need to re-examine the cost-effectiveness dimension of Sida’s support, the study team wishes to emphasise that HR&DG projects often seem disproportionately expensive in terms of salaries, travel costs, technical inputs and similar because these projects, which work with human development, by nature compare unfavourably with projects addressing physical or technical development.

3.5 Gender

According to the evaluations and other studies in the sample, 40% of the projects were gender-specific in terms of the definition of outputs, outcomes and objectives, but 30% were reported not to be gender-specific in this sense. The last 30% paid only a little attention to gender issues, typically in the

⁷ The Regional Children’s Theatre Project in South Asia. This project aims at developing and establishing a professional children’s theatre in India and in Bangladesh. The Swedish International Theatre Institute is the Swedish counterpart. The project is financed by Sida with SEK 16 million. Sida published a review report on this in August 2007.

⁸ Team’s translation of the Spanish title of the report: *El Apoyo Institucional a la Defensoría del Pueblo de Colombia 2003–2004*. Authored by Kimberly Inksater and Carmen Beatriz Ruiz.

form of including some activities for women, which is not a gender equality focus per se. In other words, 60% of the HR&DG projects in the sample did not work effectively with the promotion of gender equality.

Some of the projects in the sub-sectors of Human Rights and Rule of Law, for example, highlighted how the projects had particularly positive effects on women. In the case of Sida's support to *Access to Justice in Rural Nicaragua*, for example, the evaluation (#5) found that while the project itself was not gender specific, there had been an observed gender impact of the project. It highlighted that given the judicial reform and the availability of attractive courthouses, the career as a judge is now quite attractive to women as it offers stable employment, and secure housing free of charge. The number of female judges was found to have increased notably, and this was considered as an achievement of the project.

Some of the more interesting lessons, which resonate well with other studies on the promotion of gender equality, are contained in the evaluation of *Gender Projects in Estonia, Kazakhstan, Kyrgyz Republic, Russia and Ukraine* (#25). This points out that the assumption that one of the impacts of increasing the number of women in politics is that there is also an increase in the level of interest in so-called women's and social issues, does not necessarily hold true. Based on interviews done by that evaluation, it was found that one cannot assume that these issues rise up the agenda just because there are women in politics. While this is interesting, it needs to be emphasised that improved gender equality, as an important Sida policy objective, is an end in itself. Aside from this, the evaluation also pointed out that where women and men work together in groups in the projects it was possible to measure significant impacts in terms of changing attitudes and understanding between men and women, which in the longer term is more likely to lead towards gender equality than projects that target just women. This, in view of the study team, is an important lesson worthy of some reflection within Sida.

4 Design

The foregoing chapter focused on the results and achievement of objectives, the core issues of the desk study. This chapter and the following two seek to shed light on the various factors that caused the observed performance. In line with the requirements of the TOR, the main emphasis of the analysis is on various aspects of project design.

This chapter discusses how the projects were designed, including what strategies they were intended to employ. Overall, the evaluations and studies included in the sample leave the impression that most of the projects are constrained by imprecise definition of objectives, unrealistic relationships between strategies and goals, and deficiencies in the types of partnership used to achieve the defined objectives. The following sub-sections provide evidence to support this assessment.

4.1 Objectives

The UTV Working Paper 2007:3 (p.53) concluded that there was insufficient attention to the overall goals in Sida's support for human rights and democracy. Our desk review points in the same direction. While some of the reports did not address the question of how well the project or programme objectives were defined, or only did so in rather vague terms, only 5 of the reports refer to clear and good objectives while 12 reports mention various degrees of poor or unclear objectives. When looking only at the 25 evaluations in the sample, where one can expect to find comments on the clarity of the objectives of the projects being evaluated, it was found that 40% of these referred to the objectives as being vague or not measurable. The sub-sector that had the highest number of projects with clear objectives

was Public Administration.⁹ Whether this is by chance or whether it relates to the nature of the projects in this sub-sector is uncertain.

The study team finds that the following quotation from the evaluation of the *Mozambique State Financial Management Project* is fairly typical of the problems that the evaluation reports refer to in terms of the definition of objectives (quote):

The original long-term objective was “far-reaching and was described in the plan as ‘an open ended indication of direction!’.... The evaluation finds that there was an imprecise use of planning terms, and that plans were made without demanding time based outputs (i.e. it was not planning for results) (#13, p.24).

The study team made a cross-comparison between the definition of objectives and what is said above (Chapter 3) in terms of “achievement of objectives.”

Among the projects that were graded for their achievement of objectives, ten had an unclear or immeasurable definition of objectives and of these projects only one had a high achievement of objectives.¹⁰ In other words, only 10% of the projects with unclear objectives were found to have a high achievement of objectives. By comparison, among the projects with clear objectives 26% had a high achievement of objectives. This strongly indicates that defining clear objectives may contribute towards actually also achieving the objectives.

It would have been relevant to assess, as the TOR required, whether the project objectives would be achieved if all the outputs of the evaluated projects were attained. Unfortunately, only a few of the reports shed light on this linkage. The study entitled *Best Practice in Building African Capacity for Public Financial Management: the Experiences of NORAD and Sida* (#12) made an observation that indicates that the achievement of objectives may not simply depend on realising all the planned outputs. In other words, the reasons for the lack of achievement of objectives may often have roots in the broader environment in which the projects are implemented. Such contextual factors are normally beyond the influence of the projects, but with proper planning and flexible design, they are factors that can be taken into account and mitigated if required. The study observed that (quote):

All cases illustrate the existence of blockages to development of different kinds. A typical problem is that certain matters of importance for the targeted organisation are decided by other government bodies...other government bodies have a decisive power to block or delay proposed changes (#12, p.30).

This draws attention to the inherent risk of basing the achievement of objectives on the realisation of all the outputs (or specific results) envisaged in a project document. As the quotation indicates, something tends to happen somewhere that upsets the likelihood of reaching the goal.

On a different note, the objectives of a project obviously relate closely to the issue of relevance. According to the *Glossary of Key Terms in Evaluation and Results Based Management* (Sida, 2007, p.26) Sida defines “relevance” as the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ needs. In the context of the present desk study, the TOR focus on the relevance of the projects vis-à-vis Sida’s policies in the area of HR&DG.

⁹ Three of the five projects in our sample where the reports referred to clear and good objectives were found in the sub-sector of Public Administration. The other two were in the sub-sectors of Human Rights and Rule of Law, respectively.

¹⁰ The project without specific or measurable project objectives that, nevertheless, was deemed to have a high achievement of objectives, was the *Palestinian Journalist Training Project* (#21). This project had reasonably clear development objectives, but they were not measurable and the author of the evaluation report seemed very impressed by the results overall.

On this score, the picture is quite clear: 17 reports observed that the projects were relevant (some of them highly relevant) and none were critical in terms of the projects' relevance in relation to Sida's policies. However, the study team wishes to caution against reading too much into this finding. As mentioned in Chapter 2, Sida's HR&DG policies are rather general and with a broad scope.

4.2 Programme Theory

Programme theory refers to the thoughts and lines of reasoning underlying an intervention. As Rossi noted: "Every program embodies a conception of the structure, functions and procedures appropriate to attain its goals. This constitutes the 'logic' or plan of the program..."¹¹

4.2.1 Clarity of strategy for project implementation

The UTV Working Paper 2007:3 (p.53) concluded that: "Most projects appear well developed and considered with regard to their direct implementation, but less so when it comes to how they are supposed to impact on democracy and good governance in general."

The findings from the desk study are in line with this. Twice as many reports had negative observations (14) regarding the clarity and soundness of the strategy for project or programme implementation compared with the number of reports that made positive remarks (7) in this respect. The remainder of the reports did not address the programme theory.

The study team made a cross-comparison between the clarity and soundness of the programme theory and what is said above (Chapter 3) in terms of "achievement of objectives."

The data from the desk study indicates that the clarity of the programme theory makes a noticeable difference in terms of the degree of achievement of objectives. 20 of the 23 reports that were graded for their degree of "achievement of objectives" also received remarks from the authors of the evaluation reports in terms of the clarity and soundness of their "programme theory." The following table shows the importance of having a sound programme theory:

Table 4: Relationship between Programme Theory and achievement of objectives

Achievement of objectives	Sound Programme Theory	Weak Programme Theory
High	40%	13%
Medium	40%	47%
Low	20%	40%

Some of the problems referred to by the evaluations in terms of programme theory are that the project approaches were too fragmented as they attempted to satisfy a wide range of demands. This was the case with the support to the *Personnel Management Project at Central Level and the Pilot PAR Project in Quang Tri Province* (#11) Another example is that while the model and methods were found to be relevant as such, they were problematic in the given context. For example, the evaluation of *Kvinna till Kvinna's Programme in the West Bank and Gaza 2002–2006* stated (quote):

*KiK aims at capacity building but is not clear on how, of whom and about what (p.37).
There is confusion as regards the concepts used – goals, priorities, objectives, strategies,
etc – and they do not apply uniform definitions (p.38) (all from #26).*

¹¹ Rossi, Peter H, et. al.1999. *Evaluation: A Systematic Approach* (London: Sage), p. 156.

4.2.2 Assumptions

Very few of the evaluations and studies included in the sample actually addressed the assumptions that were, or were not, included in the project design. But the balance of observations made in the reports is negative: 4 reports found that the assumptions were inadequately defined and only 1 report stated that the assumptions were realistic.

4.3 Context Analysis

Some consider ‘context analysis’ as part of the ‘programme theory’, but the study team finds that this is an important design issue in its own right. Context analysis refers both to the extent to which the project was adapted to the local conditions and the extent to which the project was developed by, or together with, the relevant stakeholders, as well as the analysis of risk factors.

4.3.1 Adaptation to local situation

Overall, based on remarks made in the evaluation reports and studies, the design of Sida’s support to HR&DG projects appears to be well adapted to the local conditions where the projects are implemented: 19 reports made positive remarks in terms of how well the project or programme was adapted to the local conditions, and only 5 were negative in this regard.

The study team made a cross-comparison between the adaptation to the local situation and what is said above (Chapter 3) in terms of “achievement of objectives.”

The data from the desk study indicated that there is a clear link between how well a project is adapted to the local conditions and its degree of achievement of objectives. 18 of the 23 reports that were graded for their degree of “achievement of objectives” also received remarks from the evaluators in terms of how well the projects were adapted to the local conditions. 10 of the 13 projects that were well adapted to the local conditions were graded ‘high’ or ‘medium’ in terms of the “achievement of objectives,” whereas none of the projects that were poorly adapted (5 in total) to the local conditions were graded ‘high’ and only 2 of these were graded ‘medium’. As this may be a cryptic way of looking at it, the following table gives a different perspective of the same figures, and this shows clearly that projects that are well adapted to the local conditions have a higher rate of satisfactory achievement of objectives.

Table 5: Relationship between the degree of adaptation to the local conditions and the achievement of objectives

Achievement of objectives	Well adapted	Poorly adapted
High	31%	0%
Medium	46%	40%
Low	23%	60%

Some of the factors that have yielded good adaptation to the local conditions include using nationals as project or programme staff. For example in the case of the support to *Strengthening Democracy on the Atlantic Coast in Nicaragua – Programa RAAAN-Asdi-RAAS 1994–2000* (#18), this served to boost the respect of the programme among the various political entities of the regions. Another key factor has been to align the projects and programmes with government reforms and strategies. This was the case, for example, with the support to the *Governance, Justice, Law and Order Sector Reform Programme in Kenya*. The mid-term review (#7, p.16) found that this programme was aligned with the Government of Kenya policies, the strategic plan of the Ministry of Justice and Constitutional Affairs and the strategies of the programme’s development partners, both at the time of the programme formulation and as corresponding with new government policies which had been developed.

4.3.2 Stakeholder involvement and ownership

The reports assessed by the study team indicate that Sida's support to HR&DG projects are participatory in the sense of involving stakeholders and with a satisfactory degree of local ownership to the projects: 14 reports make positive remarks in this respect and only 4 are critical of this.

There are indications in the evaluations and other studies covered by the desk study that genuine stakeholder involvement and a high degree of ownership may be among the principal reasons for the results that have been achieved, whether these were in line with the defined project objectives or not. When examining the reports in the sample for statements on the reasons for the positive results achieved, variations on the theme "participatory approaches/positive partnership relations/ownership" stand out as the most frequently cited reasons for the observed results.

But although a good adaptation to the local situation may promote better stakeholder involvement and ownership, this is no guarantee. The desk review revealed that two of the reports that commented positively on the adaptation to the local situation at the same time found limited stakeholder involvement and ownership in these projects. For example, the evaluation (#31) of *Swedish Democracy Promotion through NGOs in Bolivia, Guatemala, Nicaragua and Peru* found that while the programme was very well adapted to the local conditions, the possibilities for beneficiaries and users to participate in the planning, decision making and follow-up of activities were small, and in several cases non-existent. Furthermore, the evaluation found that this shortcoming had implications for the sustainability of the project.

4.3.3 Risk factors

It is surprising to note that the evaluations and studies included in the sample for the desk study paid so little attention to risk factors. Only three of the reports discussed risk analysis and risk factors. There are reasons to believe that limited attention to risk factors is a serious flaw. The following quotations show some examples of this problem:

Sida and SALA should have better analysed the actual situation in Bosnia and defined possible critical issues that could be negative for the programme. Had this been done, the strategies, policies, rules and regulations of the programme would most likely have been different (Twinning Cooperation between Swedish and Bosnian Municipalities, #17, p.24);

This focus on the capacity development of individuals might be more effective if it were accompanied by other activities directed towards changing structural conditions in which these same individuals operate, or by which they are constrained (Swedish Democracy Promotion through NGOs in Bolivia, Guatemala, Nicaragua and Peru, #31, p 183).

4.4 Partnership

The final design issue to be considered is that of partnership. More specifically and responding to the TOR, the desk study attempted to find out how the partner for cooperation was identified and what kinds of partnerships (if any) were expected from the projects.

4.4.1 Identification of partners

The reports included in the sample had very little to say in terms of how partners were selected, both in Sweden and in the South. Not a single report describes what could be called a 'conscious selection' whereby selection could take place on the basis of e.g. a mapping of the available candidates, analysis of their strengths and weaknesses, and their needs or match with Sida's priorities. Instead, in the few cases where the reports include mentioning of this, the selection of partners were based on 'coincidence,' personal contacts, or the partner was the only logical choice for the kind of project in question (such as the Ministry of Planning and Finance for the *Mozambique State Financial Management Project*, #13).

Perhaps one cannot expect to find much information on how partners were selected in evaluation reports, which tend to be done at the close of projects or even after they have ended. So the above finding does not necessarily mean that conscious selection did not take place. Moreover, it may actually be better for many HR&DG projects – given the nature of the matter – to simply team up with a potential partner when the opportunity arises to exploit a “window of opportunity,” rather than to always engage in bureaucratic selection procedures to find the most suitable partner. But this approach would require considerable flexibility and the possibility to terminate a project if the partner does not deliver.

4.4.2 Approach to partnership

As most of the reports did not contain details on the nature of the partnership as such, looking at what the projects aimed to do may serve as a proxy for this. The table below provides an overview of what the desk study found.

Table 6: Main activities of the projects in the sample

Type of Activity	Number of occurrence (percent of responses)
Training and capacity building	59
Financing	29
Advocacy	18
Infrastructure and equipment	18
Study tours	12
Networking	12

Eight of the reports stated that “twinning” was the principal means of partnership, four indicated that there was no Swedish partner, and the rest of the reports did not contain information on this.

Given the lack of information on the nature of the partnerships and since it seems that most projects used a mixture of several approaches in terms of the activities they promoted, it was not possible for the study team to make a clear-cut and well-founded assessment of which partnership approaches are most effective. Having said that, we may cite one concrete example where an evaluation pointed to the negative consequences from not having a conscious selection of partner. In this case, the evaluation of the *Kvinna till Kvinna's Programme in the West Bank and Gaza 2002–2006* (#26) indicated that Sida did not employ sufficient care when selecting the partner in Sweden to implement a project with such an ambitious purpose, quote: *the prospects for a small organisation like KiK to contribute to a peace process were bleak (p.36). Partner organisations have not been selected as a result of proper mapping but rather on personal contacts (p.37)*. By the way, but perhaps not by coincidence, this project was graded “low” both in terms of achievement of objectives and results.

There are other reasons to believe that the approach to partnership does make a difference. In 2005 Danida undertook a thematic review of partnership of the Danish Institute for Human Rights in connection with its framework support to this institute.¹² Among other things, this review identified different types of partnership, for instance: direct interventions (TA and financial support), mentoring (guidance and twinning), monitoring and QA (review of reports etc), network development, liaison and “good friend”. And the review pointed to the importance that organisations be fully aware of the type of partnership they have at any given stage in a partnership’s life-cycle from start-up and consolidation to exit. The argument of the review was that a partnership should be designed with different purposes at the different stages of its planned life-cycle.

¹² Danish Institute for Human Rights – *Thematic Review of Partnership*. December 2005. Danida.

5 Monitoring

Sida's awareness of and insights into the HR&DG projects they support to a large extent depend on the monitoring of the individual projects. In view of this, it is interesting to assess the quality of the project monitoring systems and to explore whether learning takes place on the basis of these.

5.1 Quality of Project Monitoring Systems

The findings of the study team in this area are unequivocal: the monitoring of the HR&DG projects leave much to be desired. Of the 19 reports that made explicit comments on the quality of the monitoring, only two – or just 10% – indicated that project monitoring was adequate. 17 out of the 19 reports were critical of how the monitoring was taking place. There could be many reasons for this situation. Obviously, it is more difficult to have great monitoring of a project with unclear objectives and weak indicators compared with one that is well designed. On the other hand, the weak performance in terms of monitoring may also have something to do with the procedures and Sida's requirements in relation to monitoring by the recipients. At any rate, monitoring methodologies and procedures need to be developed that can capture results even in cases where the objectives may have been insufficiently defined.

Some of the main problems – or opportunities for improvement – appear to be that: (1) it has been unclear who is responsible for the monitoring (Sida Stockholm, the Embassy, the Swedish partner or the partner in the South); (2) there are cases where there had been no external reviews, or where the annual reviews were described (by the evaluation) as a “cosy, self-perpetuating arrangement”; (3) progress reports are not analytical or problem oriented, but descriptive; and (4) the absence of indicators meant that progress reports cover what was done and not what was achieved.

5.2 Sida's Learning from Experience

There is no question that Sida has gained substantial experience from supporting HR&DG for more than 20 years. The question is how good Sida has been at following up its HR&DG support, establishing good monitoring & evaluation systems and taking into account lessons from previous support when new projects and partnerships have been entered.

Since these questions were not really addressed in the evaluations that were part of the desk study, the study team explored Sida's learning from experience during a workshop in Stockholm with Sida staff. The remainder of this section is based on this.

5.2.1 Learning related to project design

As an organisation Sida invests substantial time and effort on the design of projects and the preparation of its decisions on what to support. Sida staff expressed that the establishment of Project Committees has increased the quality of the preparation process and the issues discussed in those meetings provide guidance to the whole organisation. In order to increase the focus on results in project design it was suggested that Sida managers more consistently ask for and reward good project designs with clear result chains. Furthermore, it was mentioned that the relation between the intervention and its impact is not often clearly described and needs more focus. Russia was mentioned as an example where the withdrawal of Sida's engagement has created a pressure for results in the present projects, which in turn has led to a more result focused support. Another important issue is the fact that there are few examples of baselines, which makes it difficult to measure change.

In a few evaluations it was mentioned how Sida learned from previous support in the same area or took into account the learning from a prior phase. One of the evaluations suggested that Sida had not learned from general lessons in the area of the project before it was launched or during its 3-year implementation period (quote): *Unfortunately, there are very few examples, if any, of programmes of this kind that really have shown to be successful in reducing corruption* (#10, p.13). Although the study team has the impression that learning from one phase of a given programme to the next may not always have been systematically taken into account, only one of the evaluations made direct reference to this (quote): *The cooperation turned into a 'work-package' oriented design where the experiences and impacts from the two parts of phase one were not extensively explored and used* (#19, p.16).

5.2.2 Learning related to monitoring

Comparing with the investment for preparation of interventions, less time is spent on monitoring. Sida staff expressed the importance of monitoring interventions actively. It increases the quality of the reports and it allows Sida to become an active dialogue partner. However, limited human resources in relation to the amount of interventions and partnerships make it difficult for Sida to take an active role in monitoring. Sida is trying to remedy this situation by handing over that responsibility to intermediary organisations. However that kind of partnership requires that Sida is very clear about what is expected from the support, which is highlighted in the evaluations of the support to civil society organisations in Nicaragua and Kenya through intermediary organisations.

Another issue brought forward in one of the evaluations is the risk inherent in Sida's staff-rotations and the need that this generates for effective monitoring systems (quote): *The relative mobility and turnover of Sida's staff has meant that institutional history regarding programs is limited or is not easily accessible in Stockholm.* (#15, p.51). These comments appear to have broader relevance.

5.2.3 Learning related to evaluations

Evaluations are opportunities for learning, which through management responses should be assimilated into the organisation. It was concluded in the workshop that learning from evaluations could be more systematic than at present, involving more people and through connecting similar issues in different evaluations. The unit for Culture & Media reported a positive example regarding how they learned and changed as a result of an evaluation of their support. They have, for example, become better at reviewing and monitoring interventions.

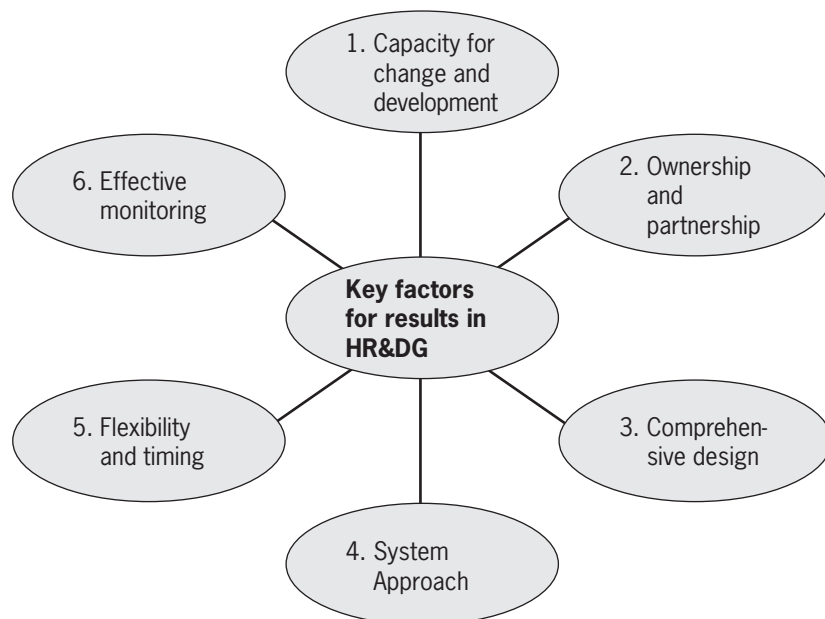
6 Lessons Learned from Support to HR&DG

Evaluations play an important role in helping to understand how HR&DG support has been conducted. In addition, Sida staff working in this area holds substantial information on the success factors and constraints. Several of these were highlighted during the assignment in the joint learning events facilitated by the study team. This chapter briefly summarises what the reports in the sample made direct references to in terms of broader lessons learned and, in part, also the two learning events that were held at Sida in Stockholm on 18 February and 13 March 2008.

The study team has structured the lessons under six headings, as shown in the figure overleaf and the text that follows. It should be noted that these factors are interrelated and to some extent overlap. Furthermore, the desk study indicates that projects that combine some or all of these features tend to perform better in terms of results and accomplishment of objectives.

Since the lessons learned to some extent summarise the main points of the foregoing chapters of this report, repetition is unavoidable. On the other hand, the comprehensive nature of this chapter hopefully means that it can be read independently, as a stand-alone part of the larger report.

Figure 6.1: Key factors for results



1. Capacity for change and development

The capacity of the partner organisations to produce change and development is considered a crucial factor in the success of many of the HR&DG projects and programmes. Partner organisations are often restrained by limited functional capacities in such as how to relate to stakeholders, to assess a situation, to define a vision, to formulate strategies and plans to act and adapt, to budget, to manage and implement effectively, and to monitor and evaluate. Some of the projects that have included specific organisational capacity strengthening components have faced a challenge to integrate these with more technical components of the project. The “Personnel Management Project at Central Level and the Pilot PAR Project in Quang Tri Province” in Vietnam (#11) represents a case where the competence and status of the Project Management Unit and project managers to a large extent determined the positive outcomes of the project.

Similarly, staff turnover has affected results in many projects and programmes. For example, one of the main challenges for achieving results identified in the evaluation “Defending Human Rights in Georgia” (#02) was the limited capacity of the partner organisation. The report states: “The radical change of staff, not only in the PDO, but also to a wide extent in the counterpart state bodies, which were target groups for the training activities, has necessarily had a significant negative impact on the consolidation of results, since investments before the Rose revolution in the staff, which left the organisation at the end of 2004 was lost” (p.17).

A related factor is the time required for achieving the planned results in a certain context. For example, in the evaluation “Strengthening the Capacity of the Office of the Vietnam National Assembly” (#14) the chapter on general lessons learned from the project concludes with respect to awareness of development needs that many of the rather specific identified needs have not been implemented. This can be explained as a situation of a still ongoing learning process, where articulated needs not necessarily lead to a readiness to enter into a problem solving phase. Projects need to be able to deal with how to organise the learning process, to enhance readiness of all key stakeholders, and the level of ambition must be in line with the existing capacity and potential for change. In the same evaluation, the choice of activities and their potential to affect the possibilities to reach rather ambitious project objectives was analysed. The evaluators concluded that ad-hoc training activities and seminars do not necessarily lead

to change in behaviour, and often absorb a lot of capacities in the project. In this case there was an underestimation of the time needed to create the prerequisite for change in some of the components.

Furthermore, participatory and process-oriented approaches are mentioned in several of the reports for promoting successful capacity development of individuals and organisations. For example, the evaluation “Sida Support to the UNICEF Country Programme in Kenya” (#27) indicated that the main reasons for successful achievement of results in the programme were the consultative and participatory approaches applied by implementing partners, especially at district and community level. In addition, the research based interventions securing relevance and acceptance, use of baseline studies or national statistics, the utilisation of simplified messages through leaflets and posters in awareness raising and the effective usage of media were cited as key reasons for results.

2. Ownership and partnership

A strong local ownership of the project, where the change process is demand driven and when the project is seen as an integrated part of the partner organisation, is highlighted as the key factor for the possibility to achieve results. For example, the study “What difference has it made? Review of the Development Cooperation Programme between South African Police Service and the Swedish National Police Board“ (#4) highlights as a reason for high achievement of results that SAPS has taken clear ownership of the programme from the start, and a high degree of integration and acceptance of the programme in SAPS. The project set-up ascertained that the project results were directly fed into the regular work and procedures of the organisation. Positive features of the programme were: commitment of the people involved in the programme, the role of the Swedish long-term advisor and the SA programme manager as well as the flexibility of the programme.

The “Sida supported Project at the General Statistics Office of Vietnam (GSO)” (#9) has according to the evaluation been very successful in achieving the expected results and the provided technical assistance has been used for capacity development of the GSO. Due to this, GSO is now able to continue using the methods it has learned to apply. One of the important reasons for the success has been that the project objectives are in line with the objectives of the Vietnamese Government and society at large, especially the business sector, which demand good economic statistics. The project furthermore has addressed important problems defined by GSO.

The “Comparative evaluation of the Personnel management Project at the Central level and the Pilot PAR Project in Quang Tri Province” (#11), came to the conclusion that implementation encountered difficulties at the central level. Visible results at the PAR project at the local level were partly explained by a clarity and commitment on what needed to be done and how. However, at the central level the main shortcomings of the central level programme were the ambiguous commitment and ownership of the project by some of the beneficiaries in MoHA.

Another example is the programme “Strengthening Democracy on the Atlantic Coast in Nicaragua” (#18) which has been successful to establish itself as a reliable and respected source of support for autonomy and local institutional development. One of the main reasons mentioned is that there has been a good adaptation to the local conditions, and the programme has counted on national staff which has succeeded to gain an important role and respect from various political entities in the region. (p.vi). The programme had however shortcomings when it came to design and clarity of objectives, and the level of ambition was not in conformity with the capacity of the partner organisation.

The motivation of the partner needs to be analysed as well as the capacity in terms of power, potential leadership and other resources needed for change to happen. For human rights efforts, attention should be made to find openings where the recipient country has made a national commitment or identified challenges. Partners in a co-operation might not always have fully congruent views on what constitute democratic processes. This obviously makes it difficult to formulate a clear overall and long-term

objective for the project or programme. Mutual understanding between the partners promotes engagement and commitment between the partners. For example, in the “Twinning Cooperation between the Swedish and Bosnian Municipalities” (#17) one of the main reasons results did not show as clearly and as fast as expected was that the partner organisation seemed to understand the twinning programme as an entrance ticket to larger contributions. The overall Sida goals with respect to enhancement of local democracy and local management were not the focus of most municipalities. The report concludes that the vast differences in expectations were probably the key reason why the programme as a whole did not reach the expected results.

3. Comprehensive design

According to many evaluations, it is a worthwhile investment to make a strong effort to develop a good design of the project or programme. It is important that there is a clear logic in what the project is going to deliver and how. Moreover, it should be clear how results relate to impact on higher levels, even if it is not necessary to measure change on impact level. This is illustrated in the review of the Development Cooperation Programme between South African Police Service (SAPS) and the Swedish National Police Board (#4). The review concludes that the programme on a general level has been successful in achievement of results. Some of the key factors identified for the positive results were that the original programme request and preparation was made against the background of a newly merged police service, and was highly relevant to adapt to the new challenges for SAPS. A number of SA Government initiatives were also in line with the programme, and the Government White papers on safety and security included the priority areas in conformity with the programme components. Furthermore the programme was developed with relevant stakeholders through extensive logical framework exercises. SAPS had taken clear ownership of the programme from the start, and there was a high degree of integration and acceptance of the programme in SAPS. There was also a high degree of commitment from people involved in the programme.

This example also illustrates that the institutional framework, which is both formal and informal rules of the game, naturally affects the results of HR&DG support substantially. Since most of the projects aim at changing attitudes both on individual, organisational and societal levels, the culture, power relations, traditions and history are highly influential and need to be taken into account in the planning, implementation and monitoring of interventions. Problems related to level of ambition, effectiveness and management of change could often be linked to factors related to the institutional framework. The institutional framework has gained more importance within Sida over the past years and studies are launched to get a deeper understanding of this. On a project and programme level, risks and assumptions should be highlighted as transparently as possible.

4. System approach

It is well-known that the contextual landscape provides hindering and supporting factors that need to be considered not only during the preparation and design phase but during the whole project period. This is highlighted in most of the evaluation reports and studies. One example is in the report “Best practice in building African capacity for public financial management” (#12), which focuses on the importance of analysis of the system, focusing the target component but also including other components (a systemic view). Awareness of developments and constraints in the entire economy and society beyond the public sector is required. It goes on to conclude that no sector or system can sustainably operate at a much higher level of efficiency and rationality than the environment in which it is located. (p.28). At the diagnostic stage, as well as at the design and formulation stage, much of the analysis and planning for interventions in PFM capacity building have come from international experts. Lately, however, Sida has started to engage more local personnel for such tasks since local consultants tend to have much better information, both about the real life situation and the contextual factors” (p.25). The report also concludes that “comprehensive analysis of project preconditions is undeniably the right

way of approaching institutional and organisational development” but “such analysis cannot include all relevant aspects or identify all possible obstacles.” “There is therefore a balance to be struck between getting a project off the ground and continuing preparatory analysis...it might be better to take off and address new problems as they emerge” (p.24)

Another example of the importance of a system approach is the “Twinning cooperation between Swedish and Bosnian Municipalities” (#17) where the evaluators conclude that there was a serious lack of analysis before the programme was initiated. Cultural aspects, the prevailing political scene in Bosnia as well as local conditions and preconditions for twinning cooperation should have been better analysed. This type of analysis should have resulted in more stringent considerations on how the intended programme could best be prepared, implemented, managed and monitored.

Less mentioned in the studied reports is how actors in a sector relate to each other and influence a development result. Since each development result often requires actions from many actors in a certain system, a careful analysis should be done regarding the power and opportunity for each stakeholder to influence the development result. When deciding on an entry point in a given context it is necessary to look at where favourable conditions for change exist. Often a combination of interventions and incidents coincide to create a change in a certain direction. In the outcome-oriented evaluation of Diakonía’s Latin America Programme (#31) it was concluded that “success – in terms of improved knowledge and practice of rights – did not necessarily contribute in producing changes on a political or institutional level, due to the persistence of hierarchical power structures and corruption at the municipal and departmental levels of national political life” (p.13). Since Sida’s support to HR&DG typically is provided in countries with a weak democratic culture and system, collaboration with several stakeholders is often required, where efforts are linked together in programmes aiming at joint outcomes and impacts in order to reach sustainable results.

The desk study shows that most of the type of outputs in the field of support to HR&DG is capacity building & training activities, aiming at building the capacity of individuals in order for them to play a role in a societal context. The reports in this study show that, how capacity building activities are packaged is crucial for results on other levels than individual. Making the leap from individual learning to workplace performance outcomes and, subsequently, to impact requires both good training design and an appropriate organizational and institutional context in which to apply the learning from training. Attention needs to be given to how to support an enabling environment for individuals, organisations and societies to reach certain development goals. A holistic approach, combining interventions on different levels have the greatest potential to address the windows of opportunities that arise. In relation to this the evaluation of Diakonía’s programme mentioned above (#31) identifies the following challenge: “If the obstacles to poor people’s participation are to be found in the structures more than the individual capacities, a challenge is to find ways of forming leaders that address both the individual and the structure in the same place at the same time.”

5. Flexibility and timing

The support to HR&DG operates in a highly political environment and should be able to act with flexibility to a changing environment. This is not to say that the projects or programmes should not be properly designed, but there must be room for process led projects to develop flexible implementation strategies, to meet changes and identify opportunities during the programme period. Support to HR&DG is mostly comprised of long-term commitments to change and development that often require a lengthy timeframe for visible results.

The study “Approaches to Parliamentary Strengthening” provided analysis of Sida’s parliamentary assistance portfolio and a review of selected case studies illustrating different methods used by Sida to support parliaments. The reasons for the good results in one of the most successful projects were found to be: “The long-term nature of the project, together with continuous on-the-ground presence of

programme staff, contributed to programme success. In comparison with other methods of providing parliamentary support, the programme relied heavily on a long-term programme based in the country. There is strong evidence to suggest that this was a key element contributing to programme success” (p34).

However, it can be equally important to make use of the windows of opportunities and to utilise the entry points that present themselves for change. This is illustrated in the area of support to political organisations, as addressed in the report “Stöd till de partiknutna organisationerna” (#16). The relationship between the partner organisations was to a large extent characterised by close and personal contacts. This has to some extent made the cooperation possible and flexible. Although considered an obstacle for sustainability, the close network and personal contacts and flexibility have been judged important for achievement of results (p.27). To some partner organisations, the contact has been more important than the support itself.

Depending on the readiness of the partner organisation for change, it is useful to start up with a non-controversial or technical issue that can be endorsed by the parties involved in the cooperation in order to build confidence and mutual engagement. Then, when the cooperation has matured, it is possible to move towards more sensitive issues. This kind of step-by-step approach has been successfully applied in for example in the support to the justice sector in Vietnam (#6).

6. Effective monitoring

The ability to monitor and follow the achievements and results during an intervention is essential for adapting to the (often changing) context and environment of the project. In the review of the Swedish support to HR&DG through Partnership with CSOs in Kenya (#30) one of the recommendations is that Sida can outsource technical and programmatic levels of the monitoring of the support to the civil society, but it should not outsource the strategic dialogue (p 9). In the same report it is stated that the funding relationship between Sida and the partners is more personalised than institutionalised, which can pose a risk. However, the quality of the relationship was described as excellent: “...not patronising but based on mutual respect” (s 6). Apart from following the project progress, supporting the creation of an appropriate system for internal monitoring can also give inputs for deeper analysis of the project. It was also concluded by Sida staff participating in the arranged workshops in connection with this study that the quality of the reports as well as the actual performed work increases when Sida takes an active interest in the results.

7 Study Team’s Conclusions and Recommendations

The current desk study is the first phase of providing lessons learned from the Sida support to Democratic Governance and Human Rights. This report responds to a series of specific questions (ref. TOR, Appendix 1) that are strongly focused on the design and results of the Sida supported projects in the area of HR&DG. In particular, the TOR makes it clear that this desk study is just the first stage in the mapping and analysis of results and lessons learned. Further work is envisaged in a second stage that will focus on the mainstreaming of HR&DG in Sweden’s development cooperation at large. The latter work is expected to include more detailed country case studies.

This chapter provides the study team’s overall conclusions and recommendations based on the information gathered through the selected evaluation reports and other studies, as well as the learning events that took place with Sida during the study.

7.1 Human Rights and Democratic Governance

Support to HR&DG is at the centre of priorities within Swedish development cooperation. A number of strategic documents have been produced by Sida over the last decade to define priorities and guide the support to HR&DG. There has been a conscious learning process within Sida, providing opportunities to take the lead in the development of support to HR&DG. The increased attention to the sector has made it grow into a complex portfolio of project and programme support, ranging from direct support to small NGOs to extensive public administration reform programs.

In addition to the specific projects and programs of HR&DG, mainstreaming of a rights based approach to development cooperation has become a crosscutting issue in all programmes.¹³ All Sida cooperation agreements are supposed to integrate HR&DG related elements, and efforts have been made to ensure mainstreaming of a rights based approach.

7.2 Conclusions from the Desk Study

The human rights and democratic governance projects in the sample covered by this desk study show a fairly high degree of achievement of results (both intended and unintended). Many of the projects appear to be reasonably well developed with regard to their direct implementation. That is the linkage between inputs, activities and outputs (ref. Figure 3.1 on the results chain). This means that results are mainly manifest at the level of outputs, and to some extent outcomes. There is no doubt that important contributions have been made in the area of human rights and democratic governance as a result of the Swedish support. Some of the most typical outcomes include strengthened institutional capacity to promote and uphold the respect for human rights and ensuring improved public sector management and governance, changed attitudes, increased awareness and improved dialogue among stakeholders within this area. The foregoing chapters contain many examples that illustrate this.

The most obvious way to assess the performance of any project is to check whether it has met the objectives it set out to achieve. Unfortunately, as the desk study has shown, a large proportion of the projects did not have clear or measurable objectives. In view of this, it is not surprising that many of the projects were deficient in terms of demonstrating how they are supposed to impact on human rights, democracy and good governance in general. In other words, the evaluations in the sample indicated that the projects have limitations in terms of showing how their activities have linked-up with the higher level objectives. These conclusions are very much in line with those of the *Assessment of Sida's Support to Human Rights and Democracy* (UTV Working Paper 2007:3).

Reflecting on the above, it might be tempting to conclude that as long as there are concrete results it is less important whether the project objectives are met. The study team does not agree with this. Almost any project with a number of activities implemented will have something to show in terms of outputs and even outcomes. On the other hand, as this desk study has demonstrated (ref. Section 4.1), there are strong indications that defining good and clear objectives may contribute towards actually also achieving the objectives. And, it might be added, producing greater development for the money at the same time.

The desk study found a correlation between projects with clear objectives and high achievement. Similarly, projects with a sound programme theory (logic or plan of the project) were three times as likely to have a high achievement of objectives compared to the projects with a weak programme theory. Other reasons for the positive results achieved relate to participatory approaches, positive partnership relations and ownership.

Few of the evaluation reports in the sample included a focus on impact assessment. However, examples of positive impact were found within the areas of Rule of Law, Public Administration, Programmes for

¹³ Mainstreaming of the rights based approach was, however, beyond the scope of the present desk study.

Democracy and Human Rights, and Swedish NGO support to Democracy and Human Rights. This should not be taken to mean that positive impacts have only been achieved within those areas, since more appropriately designed impact assessments of some of the other projects might also have shown positive results.

Efficiency was not a major theme in the reports covered by the desk study. But while only 13 of the reports made reasonably solid statements on efficiency, it is noteworthy that more than half of these found that there were problems with cost-effectiveness.

7.3 Looking to the Future

Sida's support to HR&DG has been divided into nine different categories, and reports from all of them have been included in the desk study. Due to the complexity of the support, this division into categories is valuable as it provides a possibility to focus on the specifics within each area. However given the scope of this study and the limited selection of reports for analysis, it has not been possible to draw any general conclusion with respect to the different categories of support. In order to be able to generate more answers about the effectiveness and results of the support, thematic studies within the different categories *are recommended*. This will permit further analysis of the results of the cooperation and identification of the factors that affect successful implementation of the specific types of support.

The study team believes that the combination of general success factors such as ownership, adaptation to local context, capacity building etc must be combined with a specific attention to the area supported. Thus, it is *recommended* that the thematic studies are complemented by in-depth country analysis with a selection of countries from the new concentration strategy of Sida. There are several ways of designing such evaluations and inspiration could be found in democratic governance sector evaluations made by donors such as EU, WB and USAID, combining desk studies with in-depth country analysis.

Many of the evaluation reports address the difficulties of assessing results at the impact level and this has also been discussed in several other reports such as *“Evaluating Democracy Support – Methods and Experiences” 2007* and *“Finding out about results from projects and programmes concerning democratic governance and human rights” 2002*. These reports give important inputs to the discussion on how to evaluate HR&DG projects, which is out of the scope of this study. The difficulties of impact assessments are to a large extent linked to the complex environment most HR&DG projects are operating in, and determining actual impact on democratic process is influenced by multiple external factors beyond the control of most projects. When analyzing results at the impact level, the study team *recommends* a focus on to what extent the project is contributing to the overall objective rather than direct attribution of the project or programme.

Equally important, it is *recommended* that Sida gives more attention to the outcomes of the projects and programmes. There is a great potential for learning about how to develop capacity and support HR&DG processes while looking at outcomes. That would entail looking further into baselines related to organizational effectiveness, asking people what they have learned and how they use their learning, inquire about attitudes in the society towards targeted sectors such as police or media etc. There are some interesting examples of methods and reports to learn from: one of the more recent examples from Sida is “Swedish Democracy Promotion through NGOs in Bolivia, Guatemala, Nicaragua and Peru – Outcome-Oriented Evaluation of Diakonia’s Latin America Programme.”

The desk study shows that results are fairly high even if the quality of the project design is quite low. That could lead to the conclusion that project design is overrated as a key factor and should therefore not be given so much attention. However, since project design has proven important in all cases that were successful, the study team concludes that Sida can have even more results and “value for the money” if a greater effort is placed on project design & monitoring. It is therefore *recommended* that

stronger emphasis be placed on project design and that guidelines for partners in development are reviewed related to project design & management. This is all the more relevant in view of Sida's recently adopted enhanced focus on results. If the project documents and reports contain the information Sida needs, less time needs to be placed on extensive dialogue about missing information and more weight can be given to a strategic dialogue. Rather than focusing all efforts on 'getting all the planning right', this desk study suggests that it may be equally important to plan with great attention to the context and with inbuilt flexibility that allows projects to adapt to changes as they arise. A certain space for innovation during the process will allow the project to pursue the opportunities in a creative way.

As a consequence and especially due to the sensitivities that are inherent in this kind of support, it is *recommended* that Sida should strengthen its monitoring of results and experiences. The desk study has shown that the interest and quality of the follow-up of Sida has an effect on the effectiveness of the support.

Appendix I Terms of Reference

1. Background

The Sida policy for support to Human Rights and Democratic Governance (HRD) was developed in 1997 within the framework of “Justice and Peace; Action program for Peace, Democracy and Human Rights”. During some 10 years, experiences have been made and lessons learnt; there is now a need to describe, analyse and draw conclusions for future work in relation to Sida’s policy. What can be concluded on results (effectiveness, impact and sustainability) of the work so far. What can be suggested, on that basis, with regard to how Sida should organise its work in these areas?

Sida’s work to summarise and analyse experiences in the HRD sector will take place in stages:

The first stage is the mapping & analysis of lessons learned and results *from this area of development cooperation* (*‘direct’ HRD support*), based on available documentation. The Consultant’s report will constitute an important part of this stage. Also, a *learning process* needs to take place at Sida through this effort. It is expected that several relevant departments and divisions at Sida HQ¹⁴ will be engaged, and as a result sharpen their knowledge in the HRD area. Again, the input of the Consultant is expected to contribute significantly to this objective.

The second stage (not yet planned) will be complementing the first: it will aim to summarise and analyse the results and lessons learned *from mainstreaming HRD in Sweden’s development cooperation at large* (*‘the Rights Perspective’ as defined by the PGD*). While DESO is a ‘lead department’ for this, POM and other departments will need to be strongly involved in such a stage. It will probably entail more detailed *country case studies*, with stronger involvement of the respective Embassies. Sida will select three or four countries (out of the country cases reported by the Consultant), with the purpose to: (i) better understand the importance of *country-specific conditions and circumstances*; and (ii) use the country cases for *improving Sida’s training materials & methodology* in this area. Sida may again invite a Consultant to assist in this process.

The present Consultancy assignment is *only related to stage one*.

2. Purpose

This analysis of experiences made and lessons learnt (“ExpHRD”) should lead to conclusions and recommendations for Sida’s work on the sector Human Rights and Democratic governance (HRD). The analysis and its conclusions and recommendations shall be published in a report titled “Experiences and lessons learnt from Sida’s work with Human Rights and Democratic Governance”.

The study shall be a basis for the development of Sida’s work in the sector, and will serve as input to the work of the Ministry for Foreign Affairs on a Government Communication scheduled for Spring 2008.

¹⁴ At DESO, primarily the Division for Democratic Governance (DESA), which commissions this study, and the Division for Culture & Media (KULTUR/MEDIER) are concerned. Since several years, the Education Division (UND) within DESO also works with a clear human rights based approach (see its policy “Education for All: a Human Right and Basic Need”, 2001), but is not included since education support is still defined within Sida as a separate sector. It is not yet clear which other departments or divisions will be involved. Other Sida ‘stakeholders’ would potentially be the Department for Europe (EUROPA); the Department for Latin America (RELA), and perhaps also AFRA and ASIEN. While the Division for cooperation with NGOs (SEKA/EO) is also involved with HRD support, the channelling of support through Swedish NGOs follows a different strategy and work method, and will not be included in this work.

3. Scope and Delimitations

The “ExpHRD” study shall mainly cover the period 1998–2007.

The thematic focus shall be on human rights and democracy support financed by Sweden¹⁵. Sida’s programme “Justice and Peace” from 1997 (see below), and the Government policy “Democracy and Human Rights in Sweden’s Development Cooperation (SKR 1997/98:76) were both mainly concerned with ‘direct’ HRD promotion.¹⁶ Recently, Sida’s Division for Democratic Governance has suggested a framework for further focusing Sida’s efforts in the HRD sector¹⁷, the ‘main sector’ Human Rights and Democratic Governance being divided into seven sub-sectors (delsektorer)¹⁸: (1) Human Rights, (2) Rule of law (judicial system and judiciary), (3) Public administration, (4) Political institutions (democratisation), (5) Local/regional democracy & administration; (6) Strengthening civil society; (7) Freedom of expression and free flow of information.

Two additional strategic areas in “Justice & Peace,” which are today included by Sida under Human Rights (sub-sector 2), but need separate attention here, are (8) human rights & political participation of women, and (9) the rights of the child.

The Consultant is expected to systematise and analyse the material according to the above nine categories. The analysis shall focus *on the achievement of objectives and results* in relation to the overall HRD strategy, as expressed in Sida’s “Justice & Peace” and summarised in the following matrix:

	State	Civil society
Institution	1	2
Culture	3	4

A number of aspects might explain why the results of Sida’s HRD support differ between the nine sub-sectors. The analysis will need to capture those essential aspects from the studies/evaluations under examination, and try to *relate them to each other as well as to the overall analytical matrix*. The study will need to capture the outcomes (and where possible impact) at different levels of analysis (e.g. project level, programme level, sub-sector/national level) as well as the effectiveness of different strategies in achieving results in the nine thematic sub-sectors. The main aspects to focus on – and the relationship between them – are:

- “*The design*” of supported programmes – how were the programmes designed, i.e. (a) how well are the goals defined at different levels?; (b) how clear is the relationship between strategies and goals?; (c) how relevant was the ‘programme theory’?
- “*The strategy*” – Sida’s work methods in terms of (a) context analysis (how to adjust or ‘translate’ policies and strategies in the specific country); (b) the process of identifying possible ‘openings’ and partners for cooperation, and (c) what the partnership entails (in terms of strategy), i.e. what is expected to have effects: training, capacity-building, financial support, twinning, etc? To what extent did Sida’s HRD support develop as a result of ‘coincidence’ (‘flexible entry-points’ rather than

¹⁵ See categories used in Sida’s administrative (PLUS) system.

¹⁶ The mainstreaming of the Rights Perspective into all areas of development cooperation has gradually gained importance, especially through the Policy for Global Development (PGD 2003). Yet, Sweden’s experiences with mainstreaming HRD in development cooperation need to be analysed in their own right, and will require a broader effort within Sida. For the present assignment, therefore, the Consultants are requested to exclude the mainstreaming dimension.

¹⁷ “Ämnesfokusering: Huvudsektorn demokratisk samhällsstyrning och mänskliga rättigheter”, M. Boström, 071011.

¹⁸ Each sub-sector has, in turn, a number of thematic areas (‘sakområden’); e.g. the sub-sector Political Institutions/Democratisation has five thematic areas: parliaments; political parties & party systems; election support, civic education; and democracy/HR ‘governance’ assessments and opinion surveys.

‘conscious selection’)? Does evidence suggest a difference in ‘success’ (achievement of outcomes and impact) depending on the selection process?

- “*The results*” – what are the main results and lessons learned, and how are these results explained? Can the analysis point to any conclusions with regard to the overall analytical framework (the matrix)? What conclusions can be drawn on the interplay between “good programme design”, “good strategy” and satisfactory results? Is it possible to see when and why good results on the outcome level are followed by actual positive impact? When in time are outcomes visible in the different sub-sectors and at different levels?
- *Sida’s learning from experience* – how good has Sida been at *following up* its HRD support, building into partnerships (and agreements) good M&E systems, and taking into account lessons from previous support when entering into new partnerships or when approving extension of existing partnerships? What can be suggested to improve this element of cooperation?

4. The Assignment

The assignment consists of two components:

- a. *Collect and collate material* (evaluations, studies, result analyses from country strategy work, etc) from Sida and Embassies, and *carry out a desk study* with the above mentioned purpose and focus.
- b. Propose *a method/process for Sida’s learning purposes*, through some degree of participation by key relevant personnel (see below), e.g. reference group, work-shops etc.; and *assist DESA in carrying out* such a learning process.

a) *Collecting documents and Analysing/systematising Sida’s experiences*

The first step will be to make a scoping study (‘mapping’) of the availability of reports, evaluations and other relevant material, systematised on a thematic basis as suggested above (but specified by the Consultant). The Consultant will need Sida’s approval of the thematic structure before continuing the assignment.

The second step will be to read and analyse the material, and write a report on the main results and lessons learned within the respective sub-sectors. Also, the desk study should include an assessment of which 4–7 countries are most appropriate to select for a more thorough analysis (case studies), in terms of the availability of documentation and size/complexity/history of Sweden’s support in the HRD sector. Preferably, the selection would include at least *one case per country category* prioritised by the Government in the country focus decision.¹⁹

The Consultant will also need to interview relevant people inside and outside Sida, to provide informal insights and offer contextual and historic comments on the programmes evaluated/studied. The interviewees will have to be selected in cooperation with the Programme Coordinators at DESA. Issues for questions and discussions will be developed from what has emerged under step 1 and 2 above.

b) *Suggesting a method and Carrying out a process for Sida’s learning*

The Consultant is requested to propose a method/process by which Sida may take advantage of the “ExpHRD” as a learning opportunity.²⁰ This challenge is always difficult, the majority of personnel being under work pressure which limits their scope for participating in numerous meetings etc. The proposed design must take this into account.

¹⁹ See the Government’s selection of countries for the four categories: (a) Long term cooperation countries, (b) conflict/post-conflict countries, (c) European countries undergoing reforms, and (d) Countries to continue as ‘selective cooperation’ partners to Sweden.

²⁰ Focus will be on desk officers at DESA, KULTUR/MEDIER, EUROPA, RELA

In addition, the Consultant is expected to facilitate the learning process as such. At least a part of this process needs to take place in parallel to the actual work on the “ExpHRD” report (January to March). It may also extend beyond the deadline of the report *per se*, to April–May.

5. Expected Results

- A. The Consultant shall *submit a report* to Sida consisting of three parts:
- i. A short *policy summary* – main ideas and priorities/strategy of Sida’s “Justice & Peace” with regard to the HRD sector; how have these ideas/priorities developed over time and how are they presented in later policy papers?
 - ii. *An analysis of the experiences and lessons learnt* (both negative, problematic and positive) with regard to the four aspects mentioned in section 3 (Scope and delimitations). This part should include both a description of Sida’s experiences and results, and an analysis of trends and common denominators from the studied material.
 - iii. The final part shall contain *conclusions and recommendations for Sida’s future work* with human rights and democratic governance.
- B. The Consultant shall *contribute to Sida’s learning* through the “ExpHRD” study, by:
- i. *Designing a method* for ‘on-the-job learning’ for relevant staff at Sida.
 - ii. Carrying out a number of *activities* with the aim to optimise this learning opportunity.

6. Competence and Qualification for the Assignment

Sida foresees a team with the following competences and qualifications:

- Well acquainted with Sida policies, working methods and organisation for the period 1998–2007
- Documented experience and knowledge of democratic governance and human rights in development cooperation
- Documented experience and knowledge of gender policies and work in development cooperation
- Documented experience of evaluation methodology in development cooperation
- Documented experience of facilitating learning processes in organisations
- University degree in political sciences, law, anthropology or equivalent.
- Fluency in English, Spanish and Swedish.

7. Time Frame

Sida foresees a period not exceeding 10 weeks for the implementation of the study and the learning process anticipated. The team of consultants will decide how to divide the time between them.

The Consultant is requested to submit an Inception Report within one week after signature of the assignment contract, and shortly thereafter (2–3 days) meet with Sida for discussions on the report and agreement of the remaining implementation of the task.

The first draft of the Consultancy Report should be submitted to Sida not later than 1 March 2008. The final report should be submitted not later than 1 April 2008.

Appendix II Reports covered by the Desk Study

1. Human Rights

1. El Apoyo Institucional a la Defensoría del Pueblo de Colombia 2003–2004.
Author: Kimberly Inksater, Carmen Beatriz Ruiz
2. 07/06 Defending Human Rights in Georgia (Publikation). An Evaluation of the Cooperation between the Public Defenders Office in Georgia and the Raoul Wallenberg Institute
Serie: Serier – Sida Evaluation. Artikelnr: SIDA36910en. Språk: engelska
3. 07/01 Regional Democracy and Human Rights Cooperation in Greater Eastern Africa – Lessons Learned and the Road Ahead.
Authors: Arne Svensson, Mohammed Salih, Paschal Mihyo, Stina Waern

2. Rule of Law

4. 05/14 What difference has it made? Review of the Development Cooperation Programme between the South African Police Service and the Swedish National Police Board.
Authors: Finn Hedvall Busisiwe Mazibuko
5. Access to Justice in Rural Nicaragua – An independent evaluation of the impact of Local Court Houses.
Author: Elisabeth Lewin, Christian Åhlund, Regina Quintana
6. Effects of Vietnamese-Swedish development cooperation on democracy and human rights in Vietnam; Data analysis and indicator assessment of the legal sector, Nov 2006
7. Mid-Term Review of the Governance, Justice, Law and Order Sector Reform Programme, Government of Kenya, Ministry of Justice and Constitutional Affairs

3. Public Administration

8. The institutional development of Statistics South Africa – A FOLLOW-UP study Using the Staircase Model December 2002.
Authors: Hilikka Vihavainen, Peter Winai, Godfrey Manungo
9. 06/44 Sida-supported Projects at the General Statistics Office of Vietnam, 1995–2005 (Publikation)
Serie: Serier – Sida Evaluation. Artikelnr: SIDA31703en. Språk: engelska
10. 07/28 The Swedish Support in the Area of Anti-Corruption in South Eastern Europe: PACO Impact, 2004–2006 (Publikation)
Serie: Serier – Sida Evaluation. Artikelnr: SIDA39722en. Språk: engelska.
11. 06/51 Comparative Evaluation of the Personnel Management Project at Central Level and the Pilot PAR Project in Quang Tri Province (Publikation)
Serie: Serier – Sida Evaluation. Artikelnr: SIDA32325en. Språk: engelska
12. Best Practice in Building African Capacity for Public Financial Management. The Experience of NORAD and Sida. Göran Andersson, November 2003
13. 04/29 Mocambique State Financial Management Project (SFMP).
Authors: Ron McGill, Peter Boulding, Tony Bennet

4. Political Institutions

14. Strengthening the Capacity of the Office of the Vietnam National Assembly.
Author: Göran Andersson, Pär Granstedt, Barbro Rönmo, Nguyen Thi Kim Thoa
15. 05/27 Approaches to Parliamentary Strengthening – A Review of Sida's Support to Parliaments.
Author: K. Scott Hubli, Martin Schmidt
16. 00/35 Stöd till de partianknutna organisationerna.
Author: Fredrik Ugglå, Li Bennich-Björkman, Axel Hadenius, Fredrik Nornvall, Annika Tamra, Magnus Öhman

5. Local and Regional Democracy

- 17. Twinning Cooperation between Swedish and Bosnian Municipalities. *Author: Börje Wallberg*
 - 18. Strengthening Democracy on the Atlantic Coast in Nicaragua – Programa RAAN-Asdi-RAAS 1994–2000. *Author: Hans Petter Buvollen, Mario Roasales Ortega Leticia Velásquez Zapeta*
 - 19. 06/37 Cooperation between Union of Baltic Cities (UBC) and Lake Victoria Region Local Authorities Cooperation (LVRLAC), 2004–2006 (Publikation) Sida Evaluation 06/37
Serie: Serier – Sida Evaluation. Artikelnr: SIDA31494en. Språk: engelska
-

6. Freedom of Expression

- 20. Sida's Work with Culture and Media.
Author: Cecilia M. Ljungman, Helge Rønning, Tejeshwar Sihng, Henrik Steen Pedersen et al
 - 21. 06/39 Journalism as a Tool for the Formation of a Free, Informed and Participatory Democratic Development (Publikation) Swedish Support to a Palestinian Journalist Training Project on the West Bank and Gaza for the Period 1996–2004 Serie: Serier – Sida Evaluation. Artikelnr: SIDA31495en. Språk: engelska.
 - 22. 06/50 Promoting Media Professionalism, Independence and Accountability in Sri Lanka (Publikation) Sida Evaluation 06/50 serie: Serier – Sida Evaluation. Artikelnr: SIDA31917en. Språk: engelska
 - 23. The Regional Children's Theatre Project in South Asia (Publikation)
A Review
Artikelnr: SIDA37971en. Språk: engelska
-

7. Human Rights and Political Participation of Women

- 24. 06/25 Promoting Women's Human Rights and Enhancing Gender Equality in Kenya (Publikation) Serie: Serier – Sida Evaluation. Artikelnr: SIDA31176en. Språk: engelska
 - 25. 05/09 Gender Projects in Estonia, Kazakhstan, Kyrgyz Republic, Russia and Ukraine (Publikation) Projects Implemented by Språngbrådan
Serie: Serier – Sida Evaluation. Artikelnr: SIDA4752en. Språk: engelska
 - 26. Evaluation of Kvinna till Kvinna's Programme in the West Bank and Gaza, 2002–2006 (January, 2007).
Authors: Pia Karlsson, Nicklas Svensson and Catharina Schmitz
-

8. Rights of the Child

- 27. 07/08 Sida Support to the UNICEF Country Programme in Kenya (Publikation) Serie: Serier – Sida Evaluation. Artikelnr: SIDA36541en. Språk: engelska.
 - 28. 05/25 Desmovilización y Reintegración de Niños Soldados ... en Colombia
-

9. Programmes for Democracy and Human Rights

- 29. Cooperación para la Democracia y Derechos Humanos en Nicaragua 1997–2000.
Author: Almachiara D'Angelo, Fredrik Ugglå, Juan Faroppa
 - 30. Review of Swedish Support to Human Rights and Democracy through Partnership with CSOs in Kenya.
Author: Mutahi Ngunyi, Helena Kithinji, Simon Matsvai
-

10. Swedish NGO Support to Democracy and Human Rights

- 31. 2008:02 Swedish Democracy Promotion through NGOs in Bolivia, Guatemala, Nicaragua and Peru (Publikation) Serie: Serier – Sida Evaluation. Artikelnr: SIDA40936en. Språk: engelska.
-

Recent Sida Evaluations

2008:19 Development of Real Property Market in the Republic of Belarus

Åke Sahlin, Maksym Kalyta
Department for Europe

2008:20 Improving Care and Institutional Conditions for Orphans and Children Deprived of Parental Rights in Belarus

Alexandra Göransson, Anna Von Bothmer, Andrej Makhanko
Department for Europe

2008:21 Combating Trafficking in Women and Children in Belarus, 2004–2007

Caroline Hartoft-Nielsen, Birgitte Kofod Olsen
Department for Europe

**2008:22 Young People Against Drugs – the Pinsk Model in Belarus.
The Swedish National Association for a Drug-free Society
(RNS) Kalegium Cooperation Project**

Karin Attström, Anders Kragh, Vladimir Korzh
Department for Europe

**2008:23 Review of Raoul Wallenberg Institute's Human Rights Capacity Building
Programme in China, 2004–2007**

Joakim Anger, Per Bergling
Department for Democracy and Social Development

**2008:24 Lessons Learnt on Sustainable Forest Management in Africa,
Sustainable Forest Management, Phase II**

Thorsten Celander
Department for Natural Resources and Environment

**2008:25 Supporting Civil Society Organizations for Empowerment and Economics Progress
of Small Farmers and People Living in Poverty
Results and Effects of Sida's Framework Agreement with Swedish Cooperative Centre**

Hans Peter Dejgaard, Jocke Nyberg, Anders Rudqvist
Department for Cooperation with Non-Governmental Organisations,
Humanitarian Assistance and Conflict Management

**2008:26 Five Regional Institutions Based in South Africa Working in the Field of Peace and
Security in Africa
Final Report**

Stefan Jansen (Team Leader), Julian Bret, Cécile Collin, Kwesi Aning
Department for Africa

2008:27 The Asian Regional Research Programme on Environmental Technologies (ARRPET)

Peter Sundin, Bo Göhl, Cecilia Petersen, Cecilia Öman, Björn Wahlstedt
Department for Research Cooperation

**2008:28 National Democratic Institute's Programme on Strengthening Women's Participation
in Political and Decentralisation Processes in Burkina Faso**

Sarah Forti, Adiza Lamien Ouando
Department for Democracy and Social Development

Sida Evaluations may be ordered from:

Infocenter, Sida
SE-105 25 Stockholm
Phone: +46 (0)8 779 96 50
Fax: +46 (0)8 779 96 10
sida@sida.se

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

Sida, UTV, SE-105 25 Stockholm
Phone: +46 (0) 8 698 51 63
Fax: +46 (0) 8 698 56 43
Homepage: <http://www.sida.se>



SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
SE-105 25 Stockholm, Sweden
Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64
E-mail: sida@sida.se. Homepage: <http://www.sida.se>