

Gender Projects in Estonia, Kazakhstan, Kyrgyz Republic, Russia and Ukraine

Projects Implemented by Språngbrädan

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Sida Evaluation 05/09

Department for Europe

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Executive summary

Sida requested that Ramböll Management carry out an evaluation of gender projects implemented by the company Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in five countries: Estonia, Kazakhstan, Kyrgyzstan, Russia and Ukraine. The evaluation focussed on the impact, relevance and effectiveness of the projects and the methodologies applied, as well as the implementation process and project development in the respective countries. A discussion of the projects implemented in each of the countries is presented in a country monograph and in this report the evaluators present an overall assessment of the projects as well as value judgements on the way in which the projects have been implemented. It should be noted that this evaluation is an evaluation of the projects rather than a more theoretical study of the way in which to work with gender in Sida's partner countries.

The target groups of the projects have been: women in politics, female entrepreneurs, male politicians, journalists and men interested in supporting men in crisis. The aim of supporting these projects has been to support the increased role of women in society and therefore gender equality, which is understood to be essential to democratic development, and the methodologies applied have been seminars, training, study-tours, and the creation of networks for promoting gender equality. The logic of building networks is central in Språngbrädan's approach.

It has been possible to assess the impact of the projects in qualitative terms not least in terms of the scope and functions of the networks that have been developed. The projects have clearly contributed to raising awareness and creating commitment to gender issues in each of the five countries. The projects have had high impact, by empowering the participants and increasing their self-confidence. However, few other tangible impacts could be traced back to the projects, apart from institution building in the male centres in Ukraine. It is the evaluator's assessment that while few direct links can be made between increasing numbers of women being elected or starting their own businesses that the impact of the projects focussing on supporting women in politics has been greater.

The projects were assessed to be relevant to the needs of stakeholders in the respective countries, as there is clearly not a balance between the number of women and men in politics and business. However, the projects did not tackle issues such as legislation, civil service or the need for structural changes, which would have been relevant to address as these remain barriers to the development of more gender equal societies. On an individual level the training was assessed to be highly relevant the needs of the participants.

The effectiveness in the projects was in general assessed to be high. Most of the expected outputs and outcomes have been met, and where not, this is mainly due to unrealistic objectives. The planning and implementation of the projects has been conducted together with the counterparts, and it has during the evaluation been clear that the Språngbrädan consultants are very well regarded by counterparts and participants. The training has with few exceptions been described as relevant and good. Finally, the development of networks at the regional level within the respective countries has been very successful but that the results of establishing networks with nodes at the national level have been more mixed.

The main lessons learned from the evaluation are that these types of projects support the empowerment of women but leave few other tangible impacts; there needs to be a clear understanding of gender differences and what the projects aim at achieving so that traditional stereotypes, among other things are not reinforced; the involvement of men is essential to making long term sustainable progress; one cannot directly assume that increased awareness of a problem will result in increased commitment to resolve the issue in question, in other words women and men who begin to understand gender issues do not automatically become interested in doing something about them or supporting others to do so; the

use of female role models in business and politics is positive but these role models should reflect as wide a range of individuals as possible; and finally, that the best results are shown in the projects/networks where both male and female participants have been involved and in particular where they have been encouraged to develop their own micro-projects or plans for action.

1. Introduction

1.1 Origin and purpose of the evaluation

Sida requested that Ramböll Management carry out an evaluation of gender projects implemented by the company Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in five countries: Estonia, Kazakhstan, Kyrgyzstan, Russia and Ukraine. These projects have focussed on providing support to increasing the role of women in society in these countries, both in the arena of politics and business. In Ukraine a project focussing on the changing role of men in transition countries has been more recently implemented. The target groups of the projects have been: women in politics, female entrepreneurs, male politicians, journalists and men interested in supporting men in crisis. The aim of supporting these projects has been to support the increased role of women in society and therefore gender equality, which is understood to be essential to democratic development.

This evaluation deals with both the implementation process of the projects as well as the impact of the projects and therefore includes:

- *Process evaluation* – An assessment of the implementation of the projects and how Språngbrädan have identified the specific needs in each country and target group, and how the activities have been planned and executed.
- *Impact evaluation* – An assessment of the extent to which the expected results of the projects have been achieved within each target group and each country. Furthermore, to assess the sustainability of the results, which have been achieved within the individual projects. It should also cover an assessment of in what way the projects, in an overall cross-country perspective, have contributed to the understanding of, and promotion of, gender equality and democracy issues in the different countries.

This evaluation can be characterised as a combination of an ongoing and an ex-post evaluation. This means that the evaluation has a simultaneous focus on the implementation process and results as well as the impacts of projects. Most of the projects are ongoing projects that have been running for 3–5 years. The projects can be seen as part of “programmes” where each project constitutes a part of a larger programme. However, there has to date been no explicit strategy for these so called programmes.

Within this overall focus, the evaluation addresses the following areas:

- Organisation and implementation
- Relevance
- Effectiveness
- Impact
- Cost Effectiveness
- Sustainability

The evaluation questions that have been posed within these areas can be found in Annex 1 of this report.

1.2 Methodology of the evaluation

This evaluation is based on a qualitative evaluation design. An evaluation of each of the gender projects implemented by Språngbrädan within the five countries has been conducted and the data collated in order to produce country monographs. Data on projects run in the five respective countries has been collected via desk research, interviews and missions to the respective countries.

Central to Språngbrädan's own methodology for working with gender is to help facilitate the establishment and/or growth of networks that support increased gender equality within the respective countries as well as trans-nationally within the CIS and Baltic States. This means that the project objectives and the overall aim of the projects (gender equality development in politics, business, media, among men) are linked through the programme logic that revolves around networking and capacity building for gender mainstreaming activities.

The evaluators have therefore analysed the use and effectiveness and impact of networks, which are central to the programme by examining the following:

- 1) The project objectives
- 2) The function of networks
- 3) The linkage between networks and objectives

The analysis of the above will be based on mapping networks, which involved the assessment of the following criteria;

- The scale of networks
- Objectives of those in networks
- Stakeholders (policymakers/lobby-groups/ regional actors and individuals) involved in the networks
- Structure of networks (informal/formal)
- Type and intensity of activities conducted between people in the networks

The aim of mapping these networks is to help assess whether the project objectives have been realised in the projects and what impacts the development of these networks have had in the countries in question.

1.1 Structure of the report

The report is structured in five sections. The logic of the projects, the aims of the projects and the way that these relate to Sida's goals is presented in the section following this introduction.

Section three is a process evaluation of the projects that have been implemented by Språngbrädan and includes discussions on the planning and implementation of the projects.

Section four is an impact evaluation of the projects which in addition to discussing the impacts of the projects examines the effectiveness, relevance and sustainability of the projects.

Finally, in section five the main conclusions and lessons learned from the evaluation are presented.

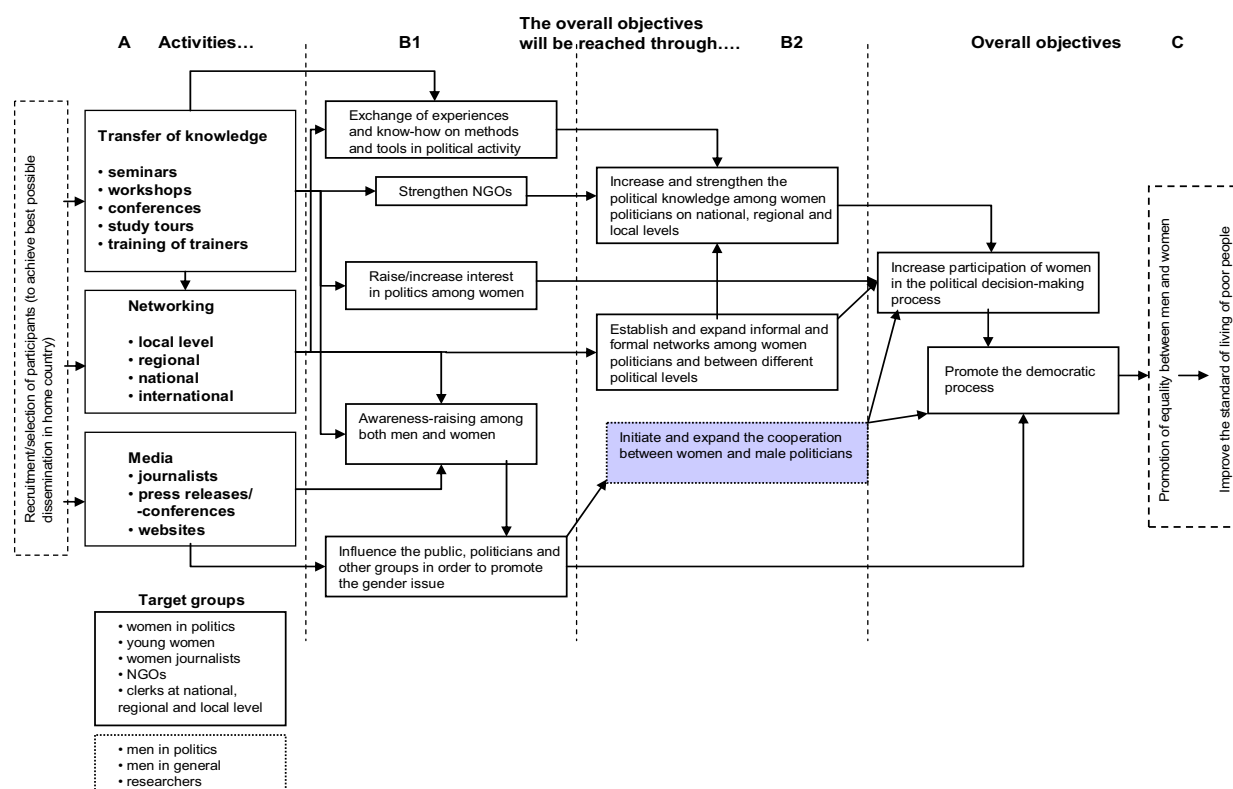
2. The projects

The types of projects that have been implemented can be divided roughly into three groups: projects that have focussed on increasing the participation of women in politics; projects aimed at supporting female entrepreneurs; and third projects dealing with the changing role of men in transition countries.

The following diagrams give an overview of the way in which the projects are constructed, more particularly the way in which the project activities link to the specific and overall goals of the projects and are based on an analysis of the project proposals and reports that have been submitted to Sida by Språngbrädan.

It should be noted that the diagrams display the logic or construction of the projects within each group in a summarised form, meaning that each diagram represents an “average” picture of the way in which the projects are constructed for each project group. The diagrams are divided into three main segments; Activities (A), Project output/objectives (B1 and B2) and Overall or long-term objectives (C).

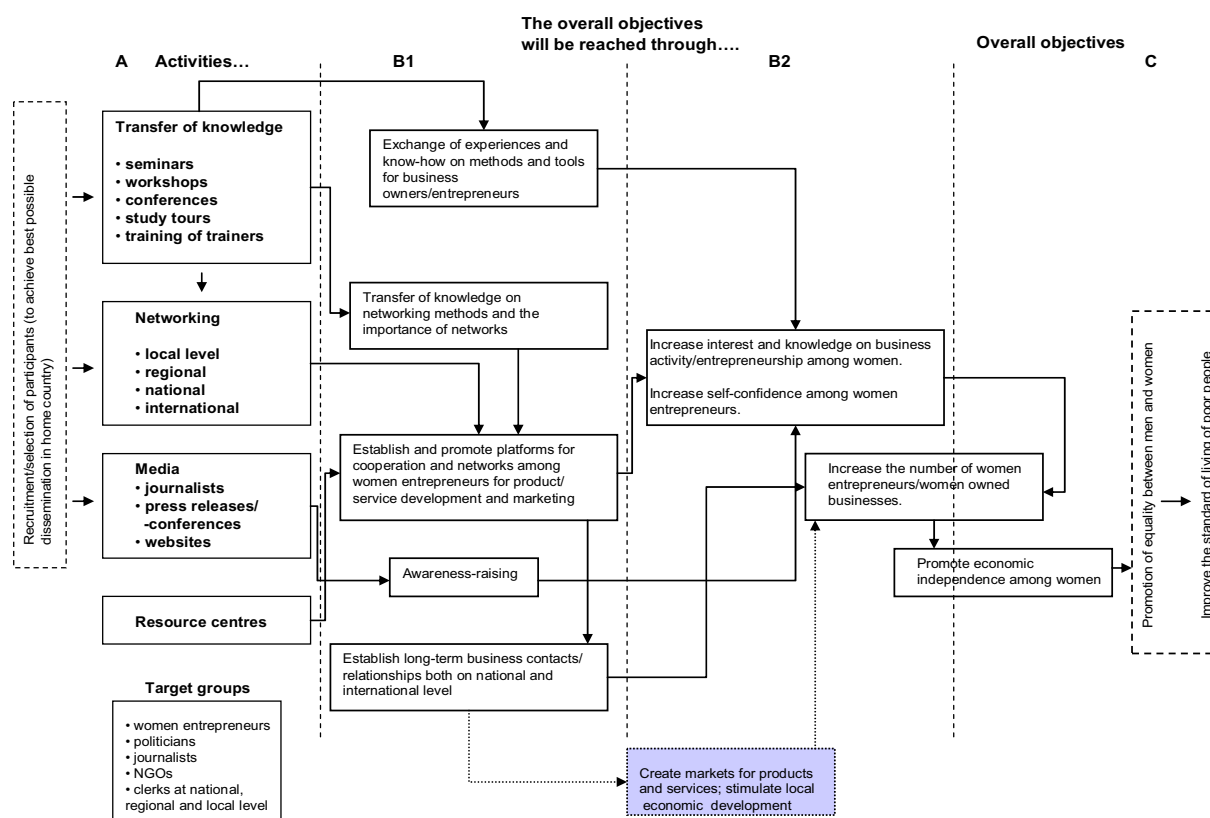
2.1 Overview of the projects supporting women in politics



The above diagram clearly shows the types of activities that have been carried out in the projects and the way in which these link with the objectives of the projects. The male target groups lie in a box with a dotted outline, representing the fact that this has not been a target group in all of the projects. Most of the objectives in the area B1 correspond to the transfer of experience and awareness-raising among project participants, an essential step on the way to achieving the other specific objectives of the projects (see area B2) including the establishment and expansion of networks. Again, the objective of initiating and expanding the cooperation between female and male politicians lies in a shaded box with a dotted outline. This is because it is only in more recent projects that this has become a clearly defined specific objective of the projects. The overall goals of the projects supporting women in politics have included: increasing the participation of women in the political decision making processes; and to

promote the democratic process in these transition countries. These goals in turn link with Sida's overall goals of promoting gender equality and the standard of living of poor and vulnerable groups in society.

2.2 Overview of the projects supporting women in business



The above diagram shows the links between the activities, objectives and overall goals of the projects supporting female entrepreneurs. A clear difference between the target groups for these types of projects is that men do not constitute a target group. As is the case in the political projects the first stage in the process, having selected the participants and organised the activities is to transfer knowledge and to raise awareness among the project participants, as well as to begin establishing business contacts (see area B1). Within the area B2 in which longer term objectives of the projects are shown it is clear to see that continuing to empower women in business is important, as is increasing the number of women in business. The shaded box with the dotted outline represents the fact that the evaluators assess the goal of creating markets for products and services and contributing to processes of economic development is not a clearly defined goal of the projects and no clear results in these areas can be demonstrated. The overall goals of the projects are to increase the number of women in business as well as to promote economic independence among women, which again link to Sida's overall objectives of supporting gender equality and improving the standard of living of poor and vulnerable groups in transition countries (see area C).

2.3 The changing role of men in transition countries

A more recent addition to the portfolio of gender projects that Språngbrädan is responsible for implementing are projects that support the changing role of men in transition countries. These projects have developed organically, from the at that time ongoing gender project in Ukraine, and over to a separate project, which in turn has sparked interest in other countries where Språngbrädan are active.

The projects were started and planned in a dialogue between Sida and Språngbrädan and are today managed by Språngbrädan in close cooperation with the male network and the centre in Örnsköldsvik. The consultants from Språngbrädan not only provide the know how in terms of managing the project but also contribute with their expertise in the implementation of the project. A corresponding objective tree has not been developed for this project as they only had the opportunity to evaluate the project in Ukraine.. The evaluators are aware that such projects are being run in Ukraine and Russia, and now Kyrgyz Republic but were only asked to look at the project in Ukraine and therefore are reluctant to make generalisations based on this small sample.

The following box gives a brief overview of the way in which the project in Ukraine is constructed.

Project:	Mansrollen i ett samhälle i förändring ("The gender role of men in transition societies")
Period:	2001–2002 (18 months)
Target groups:	(I) Male professionals and (II) the broader public (journalists, politicians etc.)
Purpose:	To transfer knowledge and experience to the Ukrainian party on how to start and manage a centre for men in crisis, and to increase the awareness and to promote debate among the general public on the changing role of men in Ukrainian society.
Activities:	Recruitment and training of special male project consultant, seminars for the second target group, seminars for male professionals, creation of website, press conferences, study tours to Sweden, establishment of centres for men in crisis.
Objectives:	Support the transition towards a society with democratic values, such as gender balance and non-violence, through changing patriarchal and aggressive approach in problem solving in Ukrainian society and families into a progressive, non-violent approach.

Key to the methodology of this project has been the identification of professional men who are interested in giving support to the development of crisis centres. The project team have taken great care in making sure that there is a good cross section of men involved in the project including representatives from the military and police, which has helped give the development of the centres legitimacy and a higher profile.

3. Process evaluation

This section of the report constitutes a process evaluation of the projects implemented by Språngbrädan and as such is an assessment of the organisation and implementation of the projects as well as how the activities have been planned and carried out. Specific attention is also paid to the way in which the cooperation between UNDP and Språngbrädan has worked.

3.1 Organisation and implementation

In the following section the way in which Språngbrädan has organised and implemented projects in all five countries is discussed.

3.1.1 Initiation of projects

The Språngbrädan consultants were previously members of the Kvinnor Kan organisation (Women Can) a foundation founded in 1982 with the purpose to promote the status of women in society and the business world and the overall aim to achieve the same conditions for women and men. Part of Kvinnor Kan's work revolves around organising large fairs, which provide opportunities for networking as well as promoting the status of women in business. It was a direct result of representatives from three of the five countries visiting one of these fairs that the foundations for Sida financed gender projects were laid in these countries. Women from Ukraine, Russia and Estonia were impressed by the concept of the fairs and the work of Kvinnor Kan and requested help from the organisation to organise gender projects within their respective countries. As the Språngbrädan consultants were originally part of the Kvinnor Kan organisation they brought with them the Kvinnor Kan methodologies into the first projects, which were financed by Sida. The key to the methodology is building networks that support women in business in particular and that can also be used to lobby for the increased status of women in society and equal conditions for women and men. This principle of networking underpins Språngbrädan's work today.

Projects were not initiated in all countries as a result of participation in a Kvinnor Kan conference. In Central Asia the projects were initiated partly as a result of requests made by UNDP as well as the participation of women in events organised in other countries of the CIS in which Språngbrädan was involved. In Ukraine, work with men's groups was initially something that was proposed by Sida and the Ukrainian counterparts and Språngbrädan responded accordingly to by teaming up with the male network and centre in Örnköldsvik.

3.1.2 Project organisation

The Swedish partners – Språngbrädan

Språngbrädan is a small consulting company with three consultants. Two of the consultants have taken the role of project managers, one of which has concentrated on managing projects associated with increasing the role of women in politics and the other has focussed more on increasing the status of women in business. Both project managers have taken an active role in each others projects. The third consultant has worked as a project assistant on nearly all of the projects. In addition to this team of three consultants, Språngbrädan has employed sub-contractors, specialists in certain areas to implement aspects of the projects. The two project managers have, nevertheless, been very actively involved in most, if not all, of the project activities. It is worth particular note that Språngbrädan has worked closely with the Male network in more recent years, meaning that there is now much more male consulting input into the projects than there was previously. This is important if one considers that of a course key target groups in the projects should not only be women but men as well but more than this the involvement of both female and male consultants sends a message to those participating in the projects about gender equality in itself. The fact that in most instances the men are in theory subordinate to the female project manager can often raise interesting discussions among the project participants in itself.

Partnership with UNDP

The way that the projects have been organised in the different countries varies. In the Ukraine, Kazakhstan and Kyrgyzstan, UNDP and more specifically the Gender in Development (GiD) bureaus have been key focal points for the projects within the respective countries and have been the official local partners. UNDP GiD bureaus opened shortly after the Beijing conference and have therefore nearly ten years of experience of working with gender issues in these countries. Not only have the

UNDP GiD bureaus established good contacts and networks with various groups, such as politicians and NGOs but they also bring with them the credibility of being seen as an independent organisation within the respective countries. This is of course vital when the aim of a project is to support the increased number of women in politics.

These points alone do not, however, guarantee successful project organisation. The GiD bureaus involved in the projects implemented by Språngbrädan have demonstrated competence in dealing with aspects such as the day to day management of the projects, in particular with regard to handling for example, the practical arrangements for local seminars and the distribution of expenses which is otherwise complicated for Språngbrädan to manage from a distance. Staff working at the bureaus have also taken an active role in identifying participants for the projects and managing these contacts as well as contacts with the necessary authorities, such as National Gender Committees or Commissions within the countries. In some instances, there have, however, especially in Ukraine, been problems in terms of the project organisation stemming from the fact that GiD bureaus are part of a much larger bureaucratic machine, that of UNDP, and this can at times cause problems in their ability to be flexible, when circumstances change. Yet flexibility is key asset to project management¹. Unfortunately cooperation in Ukraine was not totally successful for this very reason. This said, cooperation with UNDP GiD in Kyrgyzstan and Kazakhstan has proved to be very successful and without this cooperation the projects are likely to be more costly to implement.

Having UNDP GiD as the local partner has definite benefits but it cannot be assumed that they will always be the ideal partner. The UNDP offices have their own individual characteristics and this of course affects the way that the GiD bureaus can act as partners. It should also be added that it cannot be assumed that those working at UNDP share the same understanding of gender equality as perhaps the Swedish partners so it is therefore even more important to test the potential of such a partnership.

3.1.3 Project planning

The planning of the projects has without exception been conducted in very close cooperation with the local partners. Språngbrädan see this as essential also to the success of projects. While Språngbrädan has worked with different types of partners in different countries, the methodologies that they employ are similar. The focus of the projects is usually on working to help increase the number of women in politics, or to support the increased role of women in business. It is only in very recent years that work with men's groups has been a feature of the project in the Ukraine. While the methodologies for working with women in politics and women in business have developed over the years, key to the projects are the ideas of empowering women to feel confident in wanting to take a larger role in society and by showing the importance and benefits of networking to support this cause. In the projects concerning women in politics it is clear to see a trend where work with female politicians has first started at the national level while then work focuses on work with regional and local level politicians.

Selecting project participants

Key to the planning and implementation of Språngbrädan's projects is the selection of key women who can act in the long run as role models for other women and who can drive networks. This means that Språngbrädan has developed for each of the projects selection criteria for participants, who in many cases have to apply to take part in the projects. This transparency of this process is of particular importance when the aim of the project is for example to increase the number of women in politics. It is important that there is an even spread of participants from different political parties and interest groups and if possible geographical regions of the country. This process has been handled professionally by the local partners but it is not easy and things are further complicated by the need to involve state committees or commissions in this selection process.

¹ See the Ukrainian country report section 3. Organisation

The involvement of National Gender Committees/Commissions

In Central Asia there are National Committees/Commissions for Gender, state organisations which have close connections with the President's or Prime Ministers offices. These National Committees/Commissions have shown an interest in being involved in the Sida financed gender projects. In Kazakhstan the involvement of the National Commission is significant. The Commission has input into, for example, who should take part in the projects. It is of course important that the Commission is involved in the projects and planning processes, as without some form of support from them the long term objectives of the projects could be severely impeded. But it is also important that their involvement does not prejudice the goals of the project and for example the selection criteria for the selection of project participants that has been agreed by Språngbrädan and UNDP GiD.

It is the case in Central Asia that these committees are closely linked to the political party in power and this can sometimes mean a bias towards involving individuals who are already known to the Commission/Committee and from a political party. The involvement of UNDP as the official local partner in this situation helps as they are able to talk with the Commission/Committee. Nevertheless in spite of diplomatic efforts there is not always complete agreement and this is a reality that UNDP GiD and Språngbrädan have to deal with. What this means in practice is that the Commission/Committee want to take a larger role in the planning and management of future projects as they are the institutions that are responsible for managing gender issues in the respective countries. It is of course positive that they want to be involved but the fact that they want to *control* processes is not desirable. Careful consideration therefore needs to go towards considering how these institutions are involved in the steering of the projects. Again just as there can be differences among the partners in understandings of what gender equality means so to can there be with such institutions.

3.1.4 Project implementation

The Språngbrädan consultants and sub-contractors are highly appreciated by all project participants that the evaluators had the opportunity to meet with during the evaluation missions. Many of them have formed close relations with the consultants. The consultants are skilled at instilling a sense of commitment among those that participate in the projects.

Project activities

The main activities conducted within the projects are seminars and study tours. Seminars have been conducted in both the capital cities of the countries but increasingly the seminars have been conducted within the regions in the respective countries. Groups from different regions have been gathered in strategic geographical locations to ensure maximum possible accessibility for the project participants. Of course in a country the size of Kazakhstan this is quite a challenge. The fact that some computing facilities were established within the regions through a project in Kazakhstan helped ease the issue of geographical distance to some extent and facilitated easier contact between the consultants and the project participants.

The project participants have spoken positively about the way in which the seminars have been organised as well as the content of them. It should, however, be noted that this conclusion is based on the opinions of mostly female participants as many of the male participants with the exception of those in Ukraine were reluctant to take part in the evaluation process. Many of the women interviewed remember clearly the analogies and techniques that they learnt for example to help them in political campaigning and the symbolism of the fishing net is one that is brought up time and time again by the participants. It has helped them to remember the importance of networking. The seminars have generally been carried out over a relatively short period of time a day or two and though participants acknowledged that they were busy many felt that this time was too short and that the input of the consultants was too little. The length of input is of course closely related to budget issues. Furthermore, there were some instances where the project participants felt that they would have preferred a more

varied group of consultants providing training as they sometimes felt that they talked about the same things with the same consultants too often.

Study tours to Sweden have also been key to the projects. Study tours to Sweden during elections, to meet with Swedish politicians, or to be at the centre in Örnsköldsvik have been greatly appreciated, as have the opportunities to make contacts with Swedish businesswomen. Many of the women and the men that have been to the crisis centre in Örnsköldsvik claim that they have been inspired by what they have seen in Sweden and that it has motivated them to be more active at home.

Involvement of men

It is only in more recent years that any real focus has been given to involving men in the projects. The reason for this lies partly in Språngbrädan's own belief that it is important to empower women before mixing the groups otherwise the traditional hierarchies emerge. Such an approach is representative of the way in which Språngbrädan works, the understanding being that it takes considerable time to change attitudes. Therefore, the projects are organised and implemented in a way that supports the gradual development of these processes. While there might be a point to this there is the risk that the projects stagnate in some way if there is too much of the same thing. There is therefore a requirement that the methodologies used continue to develop over time in line with the progress that is being made in the respective countries.

3.1.5 Summary

The planning of the projects has been carried out in close cooperation with local partners in all of the projects and cooperation with UNDP has generally proved to be effective. There can, however, be complications involved in working with UNDP as there are differences in the way that the various country offices are run, which means that any evaluation of the cooperation with UNDP should be carried out on an individual rather than general basis. The fact that UNDP is almost always regarded as an independent organisation within the countries in question does however help ease some of the complications of working, for example, with women in politics and business. The involvement of national gender committees/commissions while positive in terms of local ownership and participation in the projects is also a risk to the integrity of the projects. In terms of the implementation of the projects this has been organised professionally. There has been an increasing focus on working in the regions as opposed to just capital cities, which has enabled larger groups of people to participate in the projects. Working with men has only really become a regular feature of the more recent projects implemented by Språngbrädan.

4. Impact evaluation

In this section an assessment is made of the impacts that have been made as a result of the projects, as well as the extent to which the expected results of the projects have been achieved within each target group and each country. In addition to this, the sustainability and relevance of the results achieved and cost effectiveness of the projects is also assessed.

4.1 Impact

Both short and long term impacts have been assessed in this evaluation but measuring the impact of the projects is difficult. There are many contributing factors involved in changing attitudes among politicians, business people and society more generally. It is therefore difficult to judge to what extent changes are the direct results of the project interventions. Furthermore, changing general attitudes in society is

an issue that is in reality beyond the scope of a project. The projects can only contribute towards these changes. Språngbrädan, as has been demonstrated, takes a long term view of the processes that are involved in bringing about significant changes and it is therefore even more difficult to make direct links between impacts and the results of the projects given that these projects have been running over a relatively short time period.

4.1.1 The empowerment of women

The greatest impact of the projects can be said to be the empowerment² of the women that have taken part in the activities. There has been a qualitative change in the way that the women regard themselves and what they can bring to politics and business, for example, many women spoke of their increased confidence to speak publicly both in front of groups of business people and voters.

There is, however, a fine line between the empowerment of women and building exclusive networks that have the effect of alienating men from processes of change. The empowerment of women is an important step on the way towards gender equality but it could also be considered to be a way of increasing polarisation between men and women as this does not necessarily contribute towards a situation of gender equality³. One can argue that while women need to support each other it is important that this is not to the exclusion of men otherwise a key target group in the process is immediately alienated. Where women and men have worked together in groups in the projects the evaluators have measured 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. For example, in Ukraine there has been some very successful group work where men and women have been involved in the same seminars where discussions on gender equality have been held and as a result of these positive discussions they are now developing joint micro-projects to work towards changing attitudes within the local media, educational institutions to name just two examples.

4.1.2 The number of women in politics

In general the projects have helped support the general increase in the number of women running for election, generally speaking the total numbers of those being elected remain more or less the same in regional and local level government, though the numbers are not startling, for example:

- In the Kyrgyz Republic the proportion of women running for regional and local elections increased from 33 percent in 1996 to 38 percent in 2002 of the total number of people running for election though the proportion of these women being elected to local and regional government has only increased from 17,8 percent in 1999 to 19 percent in 2003;
- In Kazakhstan the proportion of women being elected to regional and local government has also remained the same hovering around 18–19 percent in the period 2000–2001;
- In Ukraine, though there are no aggregate statistics available, has also seen an increase in the number of women running for regional and local government, in some regions, mainly in the west of the country, there has even been a 100 percent increase in the number of women elected to regional and local governments.

A significant proportion of the projects have focussed on working at the regional level as previously discussed and this is also where some of the greatest impact of the projects can be measured, when one considers the general national trends of the decrease in the number of women being elected to parliament or its equivalent. The question as to why greater impacts have been achieved at the regional/local level are of course several. It can be argued that in reality it is relatively easier for women to be

² Using the term empowerment is in itself complicated but is understood in this context, as Språngbrädan themselves use the term to mean the increased involvement and participation of women in different areas of society.

³ Such discussions are of course highly political and different stand points can be taken but the evaluators raise this issue in the context of the Swedish Government's policy of supporting increased equality between men and women.

elected into regional/local politics than national politics because generally speaking there is stronger competition at the national level. This does not however mean to say that it is easy for women to get elected at the local/regional level, there are still prejudices and male dominated hierarchies to overcome.

While there is increasing international pressure for some of the countries included in this evaluation to increase the number of women in politics, especially at the national level this does not always have the complete desired effect. There is a risk that governments as a direct response to pressure do help women to get elected but it is not always the case that these women are then taken seriously within politics by either men or women. Such a move can therefore have the negative impact of demeaning even further the role of women in politics and discouraging some women from entering into politics.

4.1.3 Legislative impacts and lobbying

While there has been an increase in the number of women in politics at the regional and local levels and limited change at the national level it is difficult to generalise about impacts in terms of increased lobbying for changes in legislation and intensified follow up on national action plan and the enforcement of gender legislation. In Ukraine and Kyrgyzstan we have seen direct attempts from a handful of politicians elected at the national level to push for legislative changes supporting gender equality, which are positive impacts of the projects but whether or not these efforts will last in the long term is questionable. On the other hand a general trend in all of the countries examined is for there to be much more continued activity in this area at the regional and local levels. Women and men are pushing to change local legislation as well as embedded practices. These are positive steps. It is however very difficult to measure how significant these impacts are but the way which women and in some instances men are organising themselves at the local and regional levels means that there is real potential for impacts being made, but actually moving ahead and changing things requires them to find strong leaders. Of course, the centres of power though are at the national level and the impacts of the projects are less visible here in terms of changes of attitudes for example among larger groups of politicians and for example Ministers and high level officials.

The mechanisms for enforcing gender legislation are still relatively weak in all of the countries in question. Though National Commissions, Committees or bureaus are charged with the task of monitoring the implementation of this legislation it is not always the case that they receive the full back up of the rest of the government nor that those working in the Commissions, or that their superiors are gender sensitive themselves, which means that there are many different interpretations of the importance of the legislation.

Within the projects, one of the main target groups has been politicians both female and male. But the projects usually only involve working with relatively small groups. It is of course hoped that these groups will begin to cooperate with each other and to lobby for increased gender equality. But in reality the size and power of these groups is not sufficient to prevent, for example, the passing of legislation that in reality makes it more difficult for women to get elected, for example, the move to using party lists, even if the group saw this as something worth lobbying against. The projects have not and made therefore significant impacts when it comes to the ability of parliamentarians or politicians to lobby, simply because the numbers are too small and the networks are not necessarily connected to hubs of power.

4.1.4 More women in politics and an increased interest in 'women's issues'

It should be noted 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 more social issues does not necessarily hold true. The evaluators met a large number of the female parliamentarians that have been elected within the five countries but of this group only four or five of them in total of them were interested in pushing for social and women's issues. One cannot therefore assume that these issues rise up on the agenda just because there are women in politics.

4.1.5 Women in business

Unfortunately, the evaluators were not able to find any concrete statistics about changes in the number of women in business in the respective countries but the qualitative impacts of the projects aimed at supporting women in business are several. Perhaps, the greatest impacts of the projects have been the increased visibility of women in business particularly at the regional level and the support that several female 'role models' are now giving to other women in business, this is particularly the case in Kazakhstan and Kyrgyzstan. The setting up of the women's resource centres in Russia has also helped to raise the profile of women in business in the Leningrad region and particularly the work of the Social and Economic Institute that works to support entrepreneurs.

While it is positive that the profile of women in business is increasing it is important that this profiling does not just support or enhance the stereotypical images of what women do, for example, sewing, baking and looking after the family. It is therefore important that women in all forms of business are profiled in the respective countries otherwise there is the risk that the negative impact of gender stereotyping is a reality. There is a risk in many of the projects that women's ability to produce 'attractive' items is exaggerated, meaning that there is great focus on this rather the wider cross section of women in business such as those that run traditionally 'male' types of enterprises, such factories, for example.

As stated previously a clear impact of the projects has been the increased commitment of several businesswomen to supporting other businesswomen. We have seen that strong networks among female entrepreneurs have developed as a direct result of the project but to a large extent these networks are exclusively female. While this has a positive impact in terms of the support given to women in business there is also the added risk that these 'exclusive' networks have the impact of alienating men, which again does not help in the long run towards a system of gender equality.

Whether or not the projects actually support in any significant way local processes of economic development is also difficult to judge. There is no doubt that the businesses of some of the women involved in the projects are going very well and that they have begun employing larger numbers of employees, which has an impact on processes of local economic development but in many cases these women were clearly driven to make their businesses a success even before their involvement in the projects. Furthermore, while in Leningrad oblast the regional government has shown an interest in the resource centres the existence of these centres has not been a driving force in changes in regional legislation supporting SME development. The direct links between the projects and impacts on local economic development are therefore weak. It is however, the case that, for example, in Russia two very influential women who have been involved in the project activities have begun working on national initiatives to help improve the business environment. This can be said to be as an indirect result of the WERAN project. It is, however, difficult to measure the impact of these initiatives on the changing business environment for female entrepreneurs in Russia,

4.1.6 Changing attitudes within the media

A key target group in many of the projects has been representatives from the media though the numbers involved in this have been fairly limited and the majority of them have been women. Among those journalists that have taken part in training and that the evaluators had the opportunity to meet there has been a qualitative change in their attitude towards the way in which women are portrayed in the media. Many of the journalists have taken a larger interest in writing about women in politics, women in business and in many cases domestic violence and say that this is as a direct result of their involvement in the project. Others claim that their attitude has always been the same but that they are now fighting a little harder with their editors to publish articles on gender equality. This is an important impact of the projects. It is, however, more difficult to measure the impacts on a wider scale. Among the majority of newspapers and television stations the interest in the changing role of women in society is

still limited. The press conferences for the conferences that have been held by Språngbrädan and their partners have attracted strong media interest but there is no way of telling whether this is a longer term interest in covering such issues. Furthermore, though many of the women that the evaluators met in the five countries that had taken part in the projects implemented by Språngbrädan understood the importance of trying to use the media as a tool, very few of the women actually felt that they did this on a regular basis.

4.1.7 Scope and scale of networks

In the following sub-section the scope of the networks as well as the strength of relationships and types of activities carried out in the networks is discussed. It has been difficult to identify all nodes in the networks but the networks that are presented within the country monographs are based on the information gathered through interviews with the project participants.

The scope and scale of the networks that have been developed through the projects varies from country to country. But the types of nodes in the networks correspond in many ways. As a direct reflection of the objective of setting up the networks there are nodes corresponding to women in politics, for example, at the national, regional and local government levels, as well as women in business and women's NGOs. The strength of the links between these nodes, however, varies from country to country.

It is often the case that the strength of the links between female parliamentarians and regional level politicians is weaker than links between regional female politicians and NGOs. This is usually a direct result of the focus in the projects on working at the regional level. Any links between these nodes are also usually informal, there being very few organised formal activities between these nodes.

Links between National Gender Commissions or bureaus and other national nodes in the networks are usually strong, and based on both formal and informal activities that are conducted between the nodes. UNDP GiD has also strong formal and informal relations with the majority of nodes in the national and to some extent international networks.

The strength of the links between the women in business and women in politics also varies. In countries in Central Asia many of the women in politics are also involved in business meaning that the links between these nodes are very strong and are further reinforced by the fact that many of the key women involved in these networks are also involved in NGOs. In Russia, Ukraine and Estonia, however, the links between these different nodes are not as strong. This can be explained by the way in which the projects have been organised in the various countries but more perhaps by the different attitudes many of the women the evaluators met had towards mixing business and politics in their respective countries.

With the exception, of the Ukraine, there are very few groups of men actively participating in the networks. Those men that are participating in the networks are usually doing so at the regional level. There is very little if not no active involvement of men at the national government level in many of the five countries and those networks revolving around women in business are almost exclusively female.

All networks that have developed through the projects have some international nodes though the strength of the relationships between these nodes varies considerably. The strongest and most formal links exist between women in business who participate in international women's business associations.

Journalists constitute a node in all of the networks as it has been a specific objective of all of the projects to involve them in some way, in some projects this has actually involved them taking part in seminars and even study trips to Sweden. The strength of the relationships, however, between the majority of national nodes in the networks and journalists remain informal and infrequent. This is because most nodes in the networks including for example, women's NGOs, only make contact with them when they have an event or some research to publicise. The strongest links with journalists exist between the National Gender Commissions and Bureaus.

4.1.8 The linkages between networks and objectives

Key questions in measuring the effectiveness of the networks in the context of these gender projects is the extent to which they support cooperation between women and men that leads to: the increased number of women in politics; the increased role of women in business and support to the changing role of men in transition countries.

Increased number of women in politics

Key to the Språngbrädan methodology of working with female politicians has been to try to encourage them to network across party lines so that there are significant numbers of women working towards the same goal of increasing the representation of women in politics. This is of course difficult as political differences do divide women. Again at the regional and local levels networking among women across party lines seems to be more common. This is often because women find it easier to manage their different party allegiances at this level. Female parliamentarians typically find this more difficult, though there are some notable exceptions. Parliamentarians are often concerned with maintaining their own seat in parliament, as well as perhaps business and/or NGO interests leaving little time as they claim to support other women. Women involved in the projects clearly do support women in politics but not always across party lines. There are some women's NGOs that support women running for election, in many cases this is because the manager of the NGO is herself a 'would be' or existing politician.

The power of the networks in those countries where new legislation has been passed concerning elections and the move to using party lists has not been strong enough to counteract those pushing for the legislative changes. If the national level links had been stronger, perhaps with connections to more male politicians, political parties the networks might have been able to challenge these moves more effectively. While of course the National Gender Committees/Commissions could help in this process few moves have been made by those in the networks to lobby against these changes.

Increased role of women in business

The degree to which the networks support the increased role of women in business varies. The women in business in some countries operate in almost exclusively female entrepreneur networks. There is no doubt that the support that these women receive from each other helps them in their own businesses, in many cases women are clients of each other. But by not trying to cooperate with male networks in a more organised manner many of the women could be limiting, for example, the expansion potential of their businesses. In Central Asia a handful of business associations and associated NGOs are actively supporting the entry of new female entrepreneurs into the market by providing them with small credits, for example, so their involvement in the networks helps to increase the number and role of women in business. With the exception of Central Asia the connections between women in business and women in politics are limited. This means in many instances female entrepreneurs do not have access through the network to decision makers that could help improve, for example, the business environment. In order to support the increased number and role of women in business it would be of strategic use to develop these contacts and expand the activities of the networks of the female entrepreneurs. In Russia, it is the case that key actors who have been involved in the project are active in trying to work more strategically but it is difficult to see what impact these efforts have in reality had.

Support to the changing role of men in transition countries

The network that has developed through the projects in the Ukraine certainly provides support to the development of the men's centres at the regional level. Women's NGOs and groups of female and male politicians that have been involved in the Olga and Olga & Oleh projects have shown a keen interest in the work of the men's crisis centres and where possible have sought to provide them with support and publicise their work. As the majority of work has been based at the regional level there is very little support within the network towards supporting the changing role of men in transition societies from the

national level. If stronger connections were made between the regional and national level nodes this would support wider debate on issues concerning the problems of domestic violence and men in crisis more generally it does not hinder the work of the men working at the regional level in the crisis centres.

4.1.9 Summary

It short, it is difficult to measure any significant long term impacts of the projects at this stage. There has been an increased interest among women to become politicians and businesswomen but there are still barriers to their involvement in these areas. The concept of networking is one, however, that has been seized upon by the female participants and the men involved in working with men in crisis. Nodes in these networks are providing support to each other in promoting the role of women in politics and business and to a certain extent the changing role of men in transition countries but as yet the power of these networks remains relatively weak. The networks are generally speaking dense at the regional level but in comparison there is limited interaction with nodes at the national levels.

4.2 Effectiveness

In the following section the level of achievement of results of the projects is discussed. This discussion is presented on a general level and more details concerning the fulfilment of objectives for each country can be found in the five country monographs.

4.2.1 The project objectives

Measuring the fulfilment of objectives is not easy if the objectives have not been clearly defined. In some of the projects the objectives have been very specific and well defined which has made it easier to assess effectiveness. However, in other projects some of the objectives have been more loosely defined, for example, no time frames are given in which expected results are to be achieved, plus of course, it is always of course difficult to measure the achievement of objectives that are based on changing attitudes. Attitudes can be changed in the short term but there is no way of knowing if these hold in the long run, the only evidence for this is when people demonstrate their change in attitude through actions. To the extent possible the evaluators have therefore based their assessment of the success in changing attitudes on the actions that have been taken by the project participants that the evaluators had the opportunity to meet.

The logic of the projects is clear and the specific project objectives link clearly to the overall objectives of the projects as demonstrated in section 2 of this report.

4.2.2 Increased awareness and interest in politics and business among women

It is the assessment of the evaluators that there has been a high degree of achievement regarding objectives relating to increasing awareness among women interested or involved in business and politics in the five countries. There is no doubt that the majority of women that have been involved in the projects have been inspired by the activities that they have taken part in and while they display their increased awareness and change in attitudes in different ways there is certainly a strong feeling among the majority of the need to support other women. The women the evaluators had the opportunity to meet all confirmed that they now believe that 'women can' and have therefore been empowered through the projects.

4.2.3 More women in politics

Though the number of women in politics has increased marginally as a result of the projects implemented by Språngbrädan, particularly at the regional government level the fulfilment of the projects specific objectives have actually been low. This is because, for example, the target of 100 percent more women in politics was stated as an expected result for the projects in the Ukraine.

Though there has been an increase in the number of women running for election and consequently marginally more women are being elected at the regional levels of government it has been more difficult to achieve results at the national level and in the case of Ukraine, the number of women elected to the parliament has actually fallen. While the projects aim at supporting women to run for election there is of course no guarantee that they will then get elected and this is made increasingly difficult by the switch in many countries to voting based on party lists. It is of course, highly sensitive to work with politicians as a level of independence has to be maintained but perhaps more strategic work with women and men from political parties would have helped increase the achievement of the objective of having more women elected to parliament in the five countries.

Women having certainly learnt about giving support to other women and the evaluators were told of many examples of how women are organising their support for other women who are for example, standing for election. The evaluators saw very little evidence, however, of any men being involved in this process and as a large part of the 'problem' lies in the dominance of male hierarchies it might be advisable to increasing the involvement of men in the process of trying to get more women elected in to parliament, for example.

As stated earlier, there has however been a significant increase in the level of the involvement of women in regional and local politics and both the number of women running for election and those actually elected has increased. Though again there are not 100 percent more women being elected at the regional and local government levels as a direct result of the projects. This is of course a very ambitious objective and therefore not surprising that this has not been achieved. So while this is a long term objective of the projects it would perhaps be better to set less ambitious targets in terms of the percentage of women being elected in projects in the future.

4.2.4 Increase the confidence and number of women in business

The degree of achievement of objectives relation to the increased confidence and number of women in business and networking is assessed to be moderate. The women in business that have taken part in the projects have certainly been empowered, as has been mentioned previously, meaning that the projects have been successful in this respect. As no aggregate data is available concerning the of women who are now in business in comparison with the numbers that were before the projects started it is hard to assess the fulfilment of this objective. The evaluators met with many women that had recently started businesses as a result of being involved in the projects but it is difficult to judge if this is a representative sample of those that have been involved in the project activities.

One of the other main objectives of the projects has been for women in business to build networks based on both national and international contacts. The extent of the development of such networks varies between the countries but the level of this objective is moderate to high. Networks have developed and the number of actors within the business networks in each of the five countries has increased significantly as they have actively employed the networking approach. It is difficult to judge to what extent the women have been able to use the international contacts that they have made through the projects. There are examples of women who are actually continuing to do business with businesswomen in Sweden and other CIS countries but the use of the national networks is much greater. This is not to be unexpected given the necessity to build up domestic markets as well as the costs involved in maintaining international networks.

It is the case, however, that considerable barriers to women entering business still persist in all of the five countries and the greatest and most quoted barrier relates to access to investment capital, a problem which the projects have not tackled specifically. Women typically have much poorer access to capital as banks in transition countries are generally speaking less willing to lend them money. Many of the women that the evaluators spoke with also felt that it would have been beneficial for them to have considered through the projects of ways of trying to overcome these barriers. While, for example, the

Social and Economic Institute in St Petersburg has now secured investment capital from the Nordic Investment Bank to help provide small scale loans to female entrepreneurs it cannot be said that this is a direct result of the projects.

Another aim of the projects aimed at supporting women in business has been to increase the capacity of a core group of women to be able to organise fairs such as the ones the Kvinnor Kan has typically organised. The fairs that have been organised in Russia, Ukraine, Estonia and Kazakhstan have achieved all expected results, in terms of participation and media interest. But whether or not there is the local capacity to now organise these fairs without the support of Språngbrådan is uncertain. Furthermore, many of the core groups of women who have been involved in organising the fairs are not confident about their abilities to secure sponsorship for such fairs if there was not international involvement from, for example, Sida.

4.2.5 Support to the changing role of men in transition countries

The main objectives of the project implemented in the Ukraine to support the changing role of men in transition countries was to help two groups of men set up and manage two centres for men in crisis that would in the long run contribute to introducing alternative approaches to solving problems within Ukrainian society. The dominance of a patriarchal society and approaches, even violent approaches to solving conflicts is something that does not support the democratic development process. All the expected results of the Oleh project conducted in the Ukraine have been achieved. The groups of Ukrainian men have learnt about Swedish experience of working in this area and have set up two crisis centres. It is the assessment of the evaluators that the fulfilment of objectives in this project has been high.

Groups of very motivated professional men have become engaged in the project from both Vynnytsa and Zhytomir. The men involved in managing the centres spoke of many problems they faced not least in terms of getting clients to the centres but through their own determination and the help of the Swedish consultants they are finding ways of involving men in seminars, for example, is often a first step in getting them to use the centres. It is almost impossible to measure the extent to which the project has affected the level of domestic violence, for example, but the work to change personal behaviour and attitudes is a process that of course takes time. However, those working at the centres felt confident that they were making considerable progress with their clients and that, moreover, their colleagues in for example the military police were showing an increased interest in the role of the centres and what could be achieved through them. The centre in Vynnytsa, for example, has a steadily increasing number of clients per month using the services offered at the centre.

4.2.6 Added value from the projects

In the projects considerable effort has been made to create networks that stretch across different sectors and levels in society. For example journalists have been invited so as to ensure press coverage of different activities, seminars are held with both regional and national politicians, NGOs also participate. When functional, this cross target group approach has been most successful in terms of bringing men and women together in networks, as can be seen in especially Ukraine where joint micro projects now are being developed within different sectors. This creates a common understanding and commitment to gender equality issues, from both a male and a female perspective.

Cross-country activities have been another prominent feature in the projects and in the methodology applied by Språngbrådan. Often study tours have been conducted simultaneously with participants from different countries visiting during for example elections in Sweden. Conferences have also had as an overall objective to create international networks, providing opportunities to discuss mutual issues and interests. The conferences are judged by many of the participants to be inspiring and empowering, but it should also be noted that few are in any kind of regular contact with participants from other countries after the conferences. While there have been times where it has not been easy to bring groups together from countries initially, where there is rivalry and condescending attitudes, instances like these

provide opportunities to address such issues with the groups, and provide basis for discussions about attitudes and prejudices.

4.2.7 Unexpected results

There are many unexpected results of the projects. Many revolve around the larger than expected numbers of women that have taken part in fairs or networking activities. It is however, worth particular note that a positive unexpected result of the projects (i.e. one that was not previously stated in the original project design) in Ukraine has been that a group of men from Ternopil who had been involved in the Olha & Oleh project have upon their own initiative and with support from Språngbrådan joined the Oleh project and started their own centre for men in crisis. Moreover, one of the leaders of the men's centre in Vynnytsa has become a consultant and travels around the CIS providing support to men who are interested in working in this area. This is not the only example of individuals taking their own initiatives in Estonia for example two of the founders of the women's training centre are also working as gender consultants in the FSU. Women in Kazakhstan are also for example developing their own small credit schemes for women in business.

An unexpected result of the projects and the empowerment of the women, particularly of the women in business have been, however, the sometimes very strong negative attitudes towards men that emerged during the interviews 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.

4.3 Relevance

In the following section an assessment of the relevance of the projects are undertaken, seen in light of what had been achieved, what was aimed to be achieved (the objectives) and what the needs are within the following areas: at a country and sector level; at the level of the participants; and in terms of other donors priorities.

4.3.1 Country and sector level

Gender in politics

The networks that have been created in the projects have helped consolidate the women's movement and the efforts being made to achieve a higher level of gender equality within different areas of society. Even though there is at the moment an ongoing trend towards an increased focus on gender equality, much on account of the focus of different donors on the issue, women are still under represented in most areas of society, apart from the public service sector and other low wage jobs. Given the context and the relatively low status of women that is still predominant in the FSU countries, working to improve gender equality, increase the focus on gender discrimination and strengthen women's participation in society is assessed to be highly relevant in all of the countries included in this evaluation.

The networks do however function differently in each country and to some extent there is a tendency for networks to become exclusive of men, as well as of those women who do not share the networks' value, beliefs and norms. Given that the evaluators mainly met women who were involved in the projects, this is of course a hypothesis that is difficult to verify. However, there were instances where NGOs and politicians had chosen not to be in contact after the project, since their area of work differed too much from those of the network. Negative competition and rivalry is difficult to prevent in the logic applied, but it is considered crucial by the evaluators that the networks work also with scrutinizing their own development and functioning, so as to establish a common understanding and commitment, and prevent polarisation within the networks. The assessment is that the networks, and the empowerment they bring to the participants, are relevant, but that the relevance could be further increased by assuming a more *inclusive* approach.

The stated objectives of the projects are to increase the number of women in politics and other decision making bodies, as well as raise awareness on gender issues in the countries. Even if this has not been achieved as yet, issues of relevance emerged during the missions, indicating that working with politicians in countries where the democracy is still very young and still not fully operational, has certain implications. For example, in Kazakhstan the National Gender Commission has been involved in invitation and selection of the participants, there have been some difficulties in agreeing on who should participate in the activities and it has been hard to maintain a good balance of participants from all political parties. If not managed effectively, the objective of trying to get more women into politics may also, if obtained, result in an increase centralisation of power in parliament. In such a scenario the relevance in terms of developing sustainable democracy would be severely impaired. It is therefore crucial that some form of independence in the selection and implementation is maintained.

On issues of awareness and the gender sensitivity of men and women the matter is more complicated. It was reported during interviews that men and male structures did not exactly obstruct the work with NAPs or gender legislation, but nor were they supportive. The same was said on behalf of the female politicians, a frequent comment was that they “turned into men” when elected, implying that women applied another set of values and norms once in power. Only a small handful displayed deep interest in campaigning for gender and social issues. Thus the underlying assumption of women being more interested in “women’s issues” and social affairs did not prove to hold up in the five countries in question.

During Soviet times the representation of women in politics was set by quotas, and always ensured ‘equality’ in numbers in different contexts. Since independence, the number of women in decision-making bodies has dropped significantly, at all levels of government. In all of the countries that are represented in this evaluation women are clearly underrepresented in decision-making positions, in politics as well as in business. Given that the former ‘equality’ under the soviet regime was not actually reflected in attitudes and gender sensitivity, the drop in number of women is not surprising. Even if female representation was formerly ensured by quotas, in reality the actual power given to females was as low as it is today.

With regard to the countries and governments priorities, the issue of gender equality is not assessed to be highly ranked, even though it has been increasingly acknowledged to be important by governments. The majority of countries have some form of action plan to improve the situation of women, typically based on the Beijing platform of actions. However, the actual commitment to the stated actions still is assessed to be low. The overarching priorities in all of the visited countries were economic and social development in general, with emphasis put on economic development.

Cooperation with national initiatives

Where national initiatives have been taken regarding gender equality, to the extent possible, given the methodologies employed in the projects there has been some cooperation and involvement. In countries like Kazakhstan and Kyrgyzstan, state institutions have been created recently to work with gender equality and women’s participation in society. It might be considered important to involve those institutions in the work conducted in the projects, however it was during interviews evident that these public institutions were closely connected to the power structures in the respective country. Given that the democracies in the transitions countries are young and still suffer from corruption, nepotism working with government institutions is a highly sensitive issue. Especially when one considers the importance of encouraging the development in civil society, through NGOs for example, that support the introduction of the principles of gender equality. It is therefore assessed by the evaluators to be important and wise to keep equidistance from the parties in power, especially when addressing sensitive issues such as women in politics.

Several of the female participants in the projects have been members or leaders of NGOs as well as businesswomen or politicians. The focus of NGO activities in these countries is often domestic violence and the provision of shelters, promotion of women's rights, and business associations for women. There has been some interaction between NGOs and Språngbrädan in that many of the participants are members or leaders of NGOs, though this has not been planned in a systematic manner.

With regard to legislation, the needs in the countries differ. For example, in the Kyrgyz Republic an act on equal opportunities and amendments to the criminal act on domestic violence has been adopted. In the other countries similar laws have currently been drafted. What is common among the countries is that implementation mechanisms are lacking, and that the dissemination of and support for new laws within the gender field is weak. By strategically meeting the needs of legislative bodies and law enforcement agencies, the relevance of the projects could be further increased.

To summarize, the evaluators assess the work within the field of gender in politics and the status of women to be highly relevant in all five countries. It is also the assessment of the evaluators that a more flexible approach as to means and methods could be applied, for example, by incorporating work on legislative issues as well as mechanisms for its implementation. To the extent possible, considerable effort needs to be put in securing positive democratic development, so as to avoid an unintended negative relationship between democracy and more women in politics this depends on the projects being able to maintain some form of political independence.

The changing role of men in transition societies

Within the project, conducted within Ukraine and more recently in Russia, male networks and centres have been successfully created, or are to be created, to address the changing roles of men in transition countries. The impacts in terms of number of men in counselling or training cannot be assessed, since the centres are newly established. However, less tangible impacts, such as increased focus on men's role in society and their relation to women, have occurred as stated previously in the report. Considering that the FSU countries are patriarchal societies, and gender issues often are seen as an issue for women the increased focus on the changing situation of men is assessed to be highly relevant.

The objectives of the projects are to support democratic development and a gender balanced society, by changing problem solving strategies of men into a non-violent approach. Even if the connection between violence prevention on an individual level and democratic development on an overall level is debatable, the implication social marginalisation of men has on the whole family is undisputable. The status of unemployed and marginalised men has generally not been considered an issue by the governments.

It has become increasingly evident during recent years that working with gender equality requires challenging stereotypes of both women and men. Therefore these centres are an important step towards increasing the awareness of discrimination and social problems among both men and women. The centres address a topic which is seldom regarded as a problem in the countries, and as such the objectives are therefore assessed to be a highly relevant in the countries.

The situation in terms of equal opportunities and gender equality, depend very much on from which perspective the analysis is done, either male or female. In terms of accidents, mortality and victims of violent crimes, men dominate the statistics. Men are also more prone to depression, alcoholism and social exclusion. These facts are even more drastic in the FSU countries, for example, the life expectancy for men in Russia has dropped from 64 in the 1980s to approximately 58 today⁴. The pressures of being a man in a transition economy are seldom addressed in gender projects, but more regarded as

⁴ Source: World Bank Statistics (2004)

social problems. Given the context and the low priority these issues are given in national policies, the projects activities to support and create men's centres are assessed to be highly relevant.

Women in business

Networks have been successfully created between business women. However, would raise the question as to the relevance of supporting the development of informal business clubs within which products and services are exchanged but that are 'closed' to outsiders, both male and female, not unlike those male networks they aim at dissolving. From the individual participants perspective it is of course a positive thing to form close business relationships but if this goes too far there is a risk that the intended contribution to processes of local economic development is hindered. Therefore, to maintain their relevance these networks, while being supportive should remain open.

There is little evidence of the joint actions to lobby against structural barriers, or to lobby local authorities on issues of relevance to female entrepreneurs. Yet, the reality is that female entrepreneurs face many structural barriers to entering into business. The projects would therefore be more relevant if they actually tried to tackle the structural problems in a more systematic manner.

The projects targeted at women in business have had the overall objective to increase entrepreneurship, self confidence and economic independence among women, as well as to strengthen women's networks in businesses. These issues are important to address, since economic independence is a vital precondition to the realisation of gender equality. Therefore, these objectives are assessed to be relevant to the individuals involved. However, it is also important to also assess the objectives in terms of likelihood of structural impact. Since the projects have not more specifically targeted sectors where women are underrepresented, and have not strategically worked to reduce structural barriers to sustainable business creation, such as legislation, export/import regulations etc, the projects objectives are assessed to be moderately relevant to the actual needs of the participants.

As stated in the country monographs the countries have fewer numbers of female owned businesses, than male owned businesses and also segregated labour markets, with women being predominately employed in sectors with low-wages, and in low level positions. The majority of the self-employed women in all the countries have small businesses in the service sector, typically involved in small scale food production, handicrafts, and few women engage in high technology sectors or growth sectors. Severe barriers still exist towards female entrepreneurs, for example in getting funding, help with administration, or other issues. It was generally considered that men had a more access to supportive structures. To reach the target of gender equality, and an equal gender distribution of labour across all sectors, it would be relevant to target these issues. Again, such issues have not been addressed systematically in the projects. It has also been noted by the evaluators that several of the women who have taken part in the projects have been encouraged to engage in so-called 'typically female sectors', and moreover expressed stereotyped views on what men and women were "good at". The persistence of such gender stereotyping does not help the move towards gender equality. Therefore, attempts should be made to tackle such stereotypes within the projects.

To summarize the assessment of relevance, it is deemed relevant to work with support to women entrepreneurs, but that the projects need to be more strategically developed and implemented, so as to address the barriers and obstacles facing the women from a structural level. Attention should also be paid not to indirectly support the creation of closed networks, where self-sufficient business relationships are the main focus. Working with empowerment therefore needs to be combined with a more business-like approach, including also men and other business networks. Care should also be taken not to support the persistence of gender stereotypes.

4.3.2 Participants

Gender in politics

The networks that have been created by Språngbrädan are seen as important and relevant by the participants. In terms of capacity building and empowerment most of the women considered the networks to be very important for them in their candidacy, whether at regional, local or national level. In some instances, especially in Ukraine and the Kyrgyz Republic, it was stated by several women that if they had not taken part in the projects, they would not have entered politics in the first place. Furthermore, many women felt that they got the support they needed from peers, and had decided to stand for election as a consequence of their being able to rely on such support during campaigning. Hence, the creation of networks has been seen as highly relevant by the participants in the politics projects.

To increase the number of women in politics is not an uncomplicated issue, seen through the eyes of those women who are already in politics. This was especially clear in activities directed towards those running for parliamentary elections where several of the participants were de facto competitors. For the women engaged in politics at national level, another woman trying to get a seat in parliament could also pose a threat to their own position, regardless of if it was within their own party or another. It is not therefore always clear cut that the participants always considered more women in politics to be relevant in itself, although they definitely agreed to it being very important in terms of democratic development. It is the assessment of the evaluators is that the objectives of the projects were seen as important and relevant by the participants, but that they in some instances did not actively endorse it, due to issues of competition.

It is vital to acknowledge that this reaction of some women is quite natural, since not all the women in the networks are actively engaged in gender equality issues.

Other areas that have had an impact on female representation in politics are the election systems. It is the opinion of many that recent changes in legislation in Ukraine and Kyrgyzstan have reduced the chances of women getting elected to parliament. It is therefore feared that the forthcoming elections will result in a decrease in the number of women represented in national level decision making processes. Such issues have been addressed within the projects and there is an awareness of the barriers these changes will present to women entering politics. Nevertheless as yet it is difficult for the projects to affect or influence such changes in election systems, which may in the end render project activities obsolete in spite of the efforts of the consultants⁵.

The training implemented by Språngbrädan focuses strongly on the empowerment of women. The methodology applied by Språngbrädan, with active involvement of the participants in the training, workshops and group discussion, ensures that the training is accordingly adjusted to the participants needs. Consequently, the training being undertaken on how to meet your electorate, how to campaign and how to talk to media was very highly valued by the participants in the gender projects. The practical methods were new and addressed the direct needs of the participants.

In Ukraine the projects have developed considerably over time and the capacity of those participating has increased. Some of those participating in the Olga and Oleh project have consequently expressed a need for more sector oriented training. For example the media would like training from media professionals on how to deal with gender issues in the media and teachers would like to meet with other teachers who are integrating gender issues into their daily work.

⁵ Språngbrädan consultants have been involved in developing strategies to raise this issue with participants but this has not been a main focus of the projects' activities.

In some of the countries, namely in Kazakhstan and the Kyrgyz Republic, reports were made to the evaluators of foul play and unjust methods occurring during election campaigning. These issues were handled and discussed during the seminars, but how to deal with it has not formed a part of the seminars as such. It is of course difficult to address and handle, but it would be relevant to have some training on these type of issues as well since it severely affects the women's abilities and opportunities in the elections.

Regarding the male politicians who have been involved, the needs are more difficult to assess, since the very nature of the work is aimed at increasing awareness of gender issues. It is not possible to measure relevance in terms of the needs that the men perceive themselves as in many cases they do not see their lack of gender sensitivity as a problem. It is also difficult to assess the needs of male politicians as few turned up for interviews. Thus the evaluators cannot judge the relevance on the stated needs of the participants, but have to rely more on the reported need by the female participants. During interviews the involvement of men has been brought forward by the female participants as one of the most essential and successful approaches in the projects. The women stated that they considered working *with* men and not against them was a key to achieve development in the field of gender development.

The changing role of men in transition economies

In the projects where male networks have been created, with male centres, the relevance is assessed to be high, as described in the country monograph on Ukraine. This type of work and approach to working with gender equality is relatively new and uncharted territory within the FSU. The evaluators were not able to meet with clients from the centres but according to those working at the centres they see a real need among their clients and potential clients to find support as they face problems of unemployment, alcoholism, divorce, and violence among others.

The objective of developing gender equality, by supporting men who are in crisis, is in many ways a new way of addressing an old problem. A lot of effort has historically been put on addressing the symptoms of men in crisis, such as abuse, domestic violence and other aggressive behaviour but the project attempts to support the men in a slightly different way. This is assessed to be highly relevant.

The training in the male centre projects has been aimed at capacity building and transfer of knowledge. Since the type of work undertaken is previously unheard of in the FSU countries, there is a great need for knowledge and building up of experiences in the field. Hence, the training and the seminars have been relevant to the participants needs.

Women in business

The ideas of networking had definitely adhered in the projects, and the participants stated that the network was important to them in their business, mainly since it provided them with a market for their products.

The key feature of the business projects has been to create networks and connections, the underlying assumption being to create supportive structures for the individuals involved in developing their businesses, thus promoting economic independence among women. The objectives have been seen as relevant by the participants, especially the training and discussion being undertaken on the importance of networking and supporting each other as women.

Apart from the lack of market place, barriers towards business creation were lack funding and difficulties in getting loans from banks. The projects have only addressed these issues in the training to a limited extent and nor did the women collaborate to any great extent in the networks to address for example banks and local authorities, to improve the situation for women who applied for loans, with the exception of efforts in this area in the WERAN project.

Hence the evaluators' assessment was that relevance of the projects was moderate, with regard to the actual needs of the participants in order to be able to start or develop a business. Since most of the barriers exist on a structural level, these must be addressed parallel in order for individual empowerment and networking to have genuine impact.

4.3.3 Other donors' priorities

The Beijing Platform of Action forms the basis for the gender equality work of the donor community in general. Several bilateral donors are active within the region, though a large number address gender equality on a mainstreaming level. Those projects directly aimed at improving gender equality for the most part dealt with human rights issues, such as domestic violence, trafficking and developing support structures for victimised women. There were also examples of projects conducted by international NGOs, such as the Konrad Adenauer Stiftung (Germany), the Soros Foundation and the Know How Fund.

Different UN bodies, including for example UNIFEM are active in all of the visited countries (apart from Estonia), and work mainly with targeted measures at the structural level, prioritising legislation and rule of law, access to land for women, and strengthening the status of women in general. The international organisation of Migration, IOM are also working in the region, addressing trafficking and rehabilitation of victims of trafficking. The World Bank is engaged in micro-financing projects but as yet has not designed any specific measures for female entrepreneurs.

Thus, the assessment of the evaluators is that the projects conducted by Språngbrädan are in line with other donors' overall objectives, but not with their priorities. The focus of Språngbrädan projects on women's empowerment and networking within different areas is not prioritised by other donors; instead the focus is put on mainstreaming, legislation and human rights.

Cooperation with other donors

Few other donors engage actively with targeted gender projects in the same manner those Sida financed projects implemented by Språngbrädan. Where other donors are financing gender projects this is usually more in terms of mainstreaming gender equality. Multilateral specialist organisations, including for example, IOM, ODIHR and UNIFEM are very active in the field of but no cooperation has been established with the Sida financed projects. The Soros foundation and Konrad Adenauer Stiftung, were active in some countries, and have to some extent had an overlap in activities (please refer to country monograph on the Kyrgyz Republic). It is the assessment of the evaluators that cooperation with other donors could be improved in the cases where similar activities are being carried out with similar target groups. Språngbrädan's strong focus on economic independence, the political level, and networking do not have immediate synergies with the human rights/rule of law projects that are undertaken by other donors. Even so it could prove valuable if the networks created also could help promote human rights issues and influence decision makers.

4.4 Cost effectiveness

The technical efficiency of projects targeted at changing attitudes and increasing awareness is by definition very difficult to assess. Therefore the following section has been based on reasoning around the tangible impacts so far and effectiveness in general, as well as the intangible results as judged by the evaluators during missions and interviews. Furthermore, efficiency is being addressed in relation to specific activities and budget lines in the section on allocative efficiency. An assessment of efficiency in relation to different countries can be found in the country monographs.

4.4.1 Division of funds between different types of projects

The projects can be classified into three areas of work, gender in politics, women entrepreneurs, and general gender issues. The division of funds is shown in the following table, in SEK.

Country	Budget – Politicians	Budget – Entrepreneurs	Budget – Gender Issues	Total
Russia	2683330	2610000	2220000	7513330
Estonia	1316100	947600	270000	2533700
Ukraine	10690368		3395000	14085368
The Kyrgyz Republic	2228000			2228000
Kazakstan	4590000	3876000	82640	8548640
Total	21507798	7433600	5967640	34909038
Share of total Sida budget	62%	21%	17%	100%

As can be seen in the table the largest proportion of funds have been granted to projects directed at politicians and 62 percent of Sida funding has been allocated to these projects. Of the remaining funding 21 percent was allocated to female entrepreneurs and approximately 17 percent to gender issues in general (mainly conferences or occasional seminars).

4.4.2 Administrative efficiency

As described in the introduction Språngbrädan has conducted projects in the five countries for a total amount of approximately 34 MSEK. Out of the total sum app. 3 MSEK have been allocated to project management⁶, equivalent of 9 percent of the total amount. This is considered to be a highly efficient level, given the complexity of the projects being conducted and the often difficult context in the countries. Of the total approximately 43 percent has been used on reimbursables, which is also considered to be a reasonable level, given the physical distances that need to be covered between Sweden and the various countries.

4.4.3 Technical efficiency

When measured against tangible results and impact, the technical efficiency of the projects is assessed to be fairly low. The number of women elected or number of laws being adopted to improve the situation of women, number of female entrepreneurs etc. have not been realised as yet. As discussed in the section on impact, these results are difficult to attribute to the projects, and the linkages cannot be verified in the evaluation. There is a tendency for work at regional and local level to have more impact and thus being more efficient (the cost for working on regional/local level do not differ from national initiatives).

When looking at more intangible impact, or an assessment of the participants of their benefits of projects, the training has been highly regarded and the networks that have been created are often referred to as important to the individuals. However the costs for creating these networks have been quite high, ranging from just above 2 MSEK in Estonia and the Kyrgyz Republic up to around 14 MSEK in Ukraine. The significantly higher funding provided to Ukraine, is however assessed to have had an impact in terms of effectiveness, and the network in Ukraine is assessed to be extensive and sustainable.

⁶ In the assessment budget lines named planning, reporting and project management has been summarized.

Even though the cost for developing the networks has been significant, the key question to assess efficiency is whether the same result and impact could have been achieved in another, more efficient, way. As stated in the sections above few tangible impacts, that can be directly linked to the projects, have been achieved. It is possible that targeted measures in specific areas such as legislation, business grants etc. could have had a greater impact at a lower cost, On the other hand a more direct and targeted approach, might lack in commitment to change. Thus, the sustainability of such targeted measures would most likely be lower than that of the Språngbrådan projects.

4.4.4 Allocative efficiency

It is the assessment of the evaluators that to some extent the networks could have been achieved at a lower cost. Considerable funding have been allocated to study tours to Sweden as well as large conferences. Conferences are by definition quite expensive, both in terms of planning and organising and with regard to travel expenses. About 21 percent of the total granted funding has been allocated for conferences, whereof more than half has been used for travel expenses and accommodation in relation to the conferences. With regard to the actual outcome of conferences, in terms of active international networks, the effectiveness has been assessed to be moderate, and hence the efficiency is assessed to be low.

Study tours have been another recurring element in the projects and in the methodology used. Study tours are expensive, out of the same reasons as conferences, with travels, accommodation and reimbursable expenses. Around 17 percent of the total funding has been allocated for study tours in the projects, which is not an excessive amount. They give considerable value to the projects by stirring interest for gender projects, and also work as a carrot for participants who would otherwise not be interested. Hence the study tours are assessed to be efficient on a general level.

4.5 Sustainability

In the following section the likelihood of the survival of the results over the coming years of the projects is discussed in relation to political and economic factors, ownership and participation, as well as institutional and cultural factors.

4.5.1 Political and economic factors

All of the countries included in this evaluation have a national action plan for gender equality. The way in which the respective governments are implementing these action plans differs greatly. The existence of the National Commissions or Committees for Gender certainly suggests that issues of gender equality are being taken more seriously but these institutions have varying degrees of influence within government. It is also a fact that the Committees' own understandings and priorities for gender equality can differ somewhat from the objectives of the projects, meaning that there is no guarantee for support in the future towards increasing the number of women in politics or business.

In Central Asia many legislative changes have been passed in line with the national action plan suggesting that the governments are positively disposed towards working towards gender equality. However, the mechanisms for implementation are still lacking meaning that the impacts of the passing of legislation have to date been negligible in many circumstances. In the Ukraine, on the other hand, it is difficult to pass gender legislation. This is a direct reflection of the negative attitudes of those sitting in parliament towards gender equality. These factors do not contribute to the sustainability of the results of the projects.

It is increasingly the trend within the transition countries that it is actually getting harder for women to be elected to national government. The changing electoral systems and the reduction in the number of seats in the parliaments means that the chances for women to get elected are getting smaller as male dominated hierarchies continue to dominate political parties and decision making processes. This trend

is a threat to the results of the projects. In the upcoming election in Kyrgyzstan, for example, it is only hoped that there is at least one woman that is elected to the parliament as opposed to none. Notions of increasing the involvement of women in national politics by 100 percent are unlikely to be a reality in coming years. While then the number of women elected to regional and local government has been increasing there is the risk that the negative trend at the national level will affect processes at the regional level. However, female politicians working at the regional and local levels are generally speaking well organised and support each other, and in some cases have the active support of men which will help them in the longer run to maintain their seats and help other women get elected. Crucial to their ability to retain their seats is the strength of their networks.

With perhaps the exception of Kyrgyzstan there is a positive trend in the level of SME development in the other countries included in this evaluation. Women are now taking an active role in these processes of economic development and there are an increasing number of female entrepreneurs in the CIS countries and the Baltic States. The proportion of female entrepreneurs is though still smaller than that of male entrepreneurs. Unless there is a change of attitude among those providing access to capital through bank loans the proportion of female entrepreneurs is likely to remain lower than that of men as the latter has better access to capital. Furthermore, it is important for female entrepreneurs if they are to be successful and expand their businesses not to want to work exclusively but rather to try and cooperate with male networks as well as female networks.

4.5.2 Ownership and participation

The drive and commitment of the women who have been involved in the projects is very strong. All of the women the evaluators met are committed to staying in business or in politics and to support other women, though of course some women do this more actively than others. It has been harder though to engage many of the men in the projects with the exception of Ukraine. The lack of commitment and involvement of men in the networks is a threat to the sustainability of the results of the projects as it has been seen that where women and men cooperate greater results are achieved than when one group works independently from the other. It is acknowledged by the evaluators that it is not necessarily easy to involve men in projects but it is long term importance that attempts are made to overcome these barriers.

In the case of the men's crisis centres the major threats to sustainability are both financial as well as the fact that there are still only small core groups of men committed to managing and working at these centres. Nevertheless, the drive and determination of those involved in the projects is strong and they are well integrated in political and business networks, which suggests that there is every chance that these centres will survive over the coming years.

The fact that in each of the countries in question there are often one or two key individuals that are both role models and drivers of the networks in many ways is a threat to the survival of the networks, because there is the danger that if they disappear a focal point for the network disappears. It is therefore important that there is not only a larger core group of women driving the networks but also that the capacity of women's NGOs is strengthened as this is likely to increase the sustainability of the results of the projects in the longer term.

4.5.3 Institutional and cultural factors

It is still a reality that glass walls and ceilings exist within politics and decision making processes, as well as business. Though the attitudes of those that have participated in the projects have to a large extent changed as mentioned before the lack of involvement of men in the networks does not help remove these barriers to women entering government and business. It is also the case that traditional attitudes towards the role of women also persist in society more generally and though some journalists have taken an interest in covering gender issues the majority have still not.

The active implementation of the national gender action plans could help in the changing of attitudes if measures were enforced but the enforcement of measures depends to a large extent on the civil service of the respective countries. The fact that the majority of those working in the civil service are not themselves gender sensitive means that their understanding and willingness to enforce legislation is weak. It would therefore go some way to increasing sustainability if the civil service received some kind of gender training so that gender sensitive practices become embedded within the state apparatus, however hard this might be.

Another threat to the sustainability of results is the lack of involvement on a wide scale of young women and men in the projects. It is important that those working in the networks try to support the dissemination of their understanding of the importance of gender equality and therefore the need to increase female representation in business and politics as well as the changing role of men in transition countries. One of the most effective ways of doing this is to try and make links with educational institutions. To make these links helps ensure sustainability.

4.5.4 Likelihood of survival over the coming years

In conclusion, it is likely that women will play an increasing role in business, though the greatest threat to sustainability lies in a lack of access to capital investment funds from credit institutions or banks. It is, however, less clear about the sustainability of increasing numbers of women being involved in politics. While governments are on paper supporting the changing role of women in society they are doing little in practice and changes to election legislation is one of the greatest threats to women in politics. The likelihood of survival of the results of the projects depends to a large extent on the commitment of those that have been involved in the projects. The commitment of the women is strong but the commitment of the men is weaker. It is therefore important to give consideration to the ways in which men can be integrated more into project activities in the future.

5. Conclusions and lessons learned

In the following section the main conclusions on what main impacts that have been achieved in the countries and lessons learned from the evaluation are presented.

5.1 Tangible impacts

As described in the sections on impact and effectiveness, few tangible impacts have been achieved within the projects. Where tangible results, such as the approval of Gender Equality Acts, changes in number of women in politics, have occurred, it has not always been easy to trace these back to the projects. For example, in Ukraine the level of participation of female politicians, and the number of women politicians being elected, have increased at the regional and local level in recent years. However, the elected women have not all participated in the projects. It is therefore difficult to attribute increases to the projects, though there is some evidence to suggest that they have contributed to some marginal increases in the numbers of women being elected.

The situation is similar within the business projects, in that few tangible results can be attributed to the projects in terms of business creation or development, due to lack of relevant data, and baseline data. The main impact has been the establishment of women resource centres in the regions in Leningrad oblast, where women entrepreneurs can receive targeted support to start or develop their own business, which has been beneficial for the women who have been involved. The resource centres are also supported by the oblast administration. On the other hand, another component of the business

projects, the twinning efforts undertaken between women in Leningrad oblast and women in Södermanlands län, have resulted in only a very few concrete business partnerships, in terms of import/export or business development.

The male centres have been created as a direct result of the projects, which is assessed to be a positive impact of the work undertaken by Språngbrädan in cooperation with the Swedish Male Network. The centres are still in the process of defining their area of work and their methodology, but the evaluators' assessment is that the participants were highly committed and displayed a genuine need for the projects support. As such NGOs have been registered and also local government have made promises to provide in-kind funding, by allocating premises for the centres. Thus the tangible results are assessed to be high within the project in changing the role of men in transition societies, even if there are questions over the sustainability of the projects due to the fact that the centres are so new.

The above sections show that tangible impact has been most present in the institution building projects, such as the male centres and the women's resource centres. This is not surprising since the output targets of these projects are the creation these centres. It does however not state anything on the quality of the services rendered, and in the case of the women resource centres few tangible impacts in terms of more women starting a business or more trade with twinning partners have not been achieved. The male centres are too new to be assessed in terms of impact on a more operational level, such as men visiting the centres and the resulting reduction in domestic violence for example.

One interesting feature of the project on male centres is the interest this has sparked among other countries receiving support by Språngbrädan in gender development. This project has been very successful in exporting itself by means of demand rather than supply, which is probably one of the most powerful agents of change in projects. The difference between commitment in the male networks in politics and in the male centres against violence is by the evaluators seen as an indication of the need to have a broader perspective on gender equality, if both men and women are to be engaged successfully.

The objectives set in the politics projects have been quite optimistic, including for example 100 percent more women in politics or 50 percent of the women in a project being elected. There have not been any targets as to changes in legislation or more matter of fact impacts. To be fair, one also has to address that it is not stated in the projects or in the project logic, to be an objective in itself. In the projects, development of gender equality is seen more as a process, where increased awareness and gender sensitivity are the main objectives. These more intangible results, will then feed into a changing attitude in society and an increased focus on achieving gender equality. Thus the logic of Språngbrädan is to create a momentum in the countries to initiate a sustainable development within gender equality, from within the countries. In short, within the projects which Språngbrädan runs there is little focus on structural processes of change that may help to improve the equality of women and men, it is rather a part of their methodology that such efforts at changing structures should come a little later in the process. The fact that the persistence of certain structures within the respective societies prevents women and men in participating in the projects that they run in many ways is not dealt with.

5.2 Less tangible impacts

In terms of the less tangible impacts, such as awareness, commitment to gender equality issues and increased gender sensitivity, the projects have been successful in reaching their targets. Women who have taken part have been empowered and inspired by the activities, and for some this has led to entering in politics, or starting their own business. The male participants, although we only met a few of them, clearly stated that the projects in some instances had served as an eye opener to problems of women. The networks that have been created are assessed to be sustainable, although to some extent exclusive of men, since they have a strong focus on women's issues. A clear connection has been observed between activities that have been conducted incorporating both men and women, and a more

balanced gender approach, incorporating both men and women. This has been displayed especially in Ukraine, where working groups at local and regional level has been set up to develop and implement micro-projects.

The business projects have been targeted solely at women and have had a strong empowerment perspective. The women expressed the need for women to support each other, by trading and knowledge exchange in their respective sectors. The evaluators' assessment is that this does not correspond directly to increased awareness and commitment to gender equality in terms of equal rights, opportunities and obligations of both men and women. Even if the women in these projects have formed networks and support each other, it is done so solely on the basis of being a woman, and is thus not in line with the Swedish governments and Sida's definitions and objectives within the labour market.

Regarding the focus in civil society on issues of gender equality, it was reported to be improving, but also was considered in general to be quite low. To some extent gender issues have been given a higher priority, in some of the countries, like Ukraine and Kazakhstan, there were gender courses at universities, and in Ukraine the project participants worked with developing gender education tools for elementary schools. The interest and the commitment will most probably increase over the years to come, as the transition countries continue to develop. Even if it is difficult to attribute this development directly to the projects, the activities undertaken within them have most definitely contributed to this process.

5.3 Lessons learned

5.3.1 The understanding of gender and gender differences

The business projects have had more of a women's empowerment approach and the politics projects a stronger focus on addressing more systematically the barriers that women in politics face to get elected, alongside with empowerment. It is our assessment that the stereotypes of men and women have to some extent been replicated in the business projects, for example several of the women in the business projects were engaged in typical female sectors, like handicraft and design. While there being nothing wrong in that, it should be noted that some women reasoned that women were in general better, more wise and had more sense of responsibility than men. This line of reasoning do not correspond to modern gender equality theory, in that it implies basic sex based differences between men and women, thus sustaining stereotypes rather than challenging them. Care must be taken not to unintentionally strengthen stereotypes and prejudices among men and women.

5.3.2 Selection of participants in the politics projects

In the politics projects efforts have been made as to make the selection as transparent and equal as possible, which has been a necessity in order for the projects to work. To favour one political party before the others would have severely impaired the projects credibility. In the projects this has been accordingly dealt with, but none the less the evaluators would like to stress the importance of being aware of the democratic context the projects are working within. There is a clear danger in becoming the devil's advocate, if the objective of getting more women into power, accidentally surpasses democratic development and fair election campaigning.

5.3.3 Women as role models

Key to Språngbrådan's methodology is the identification and personal development of role models within the networks that are developed. It is hoped that these women should not only help to inspire others but should also lead by example helping other women to enter into business or politics. It is important, however, that there is variety among the role models, women involved in politics and business, of different ages and backgrounds with different interests to which will help ensure diversity among the women that become involved in the networks. This is important of course in terms of the sustainability of the networks as well as ensuring that as many different groups of women and men

become involved in them. It is also important that some younger women are identified as potential role models as well so that young women are not excluded from these networks.

5.3.4 Involvement of men

In the majority of the evaluated projects the prime target group and beneficiaries have been women. The men have mostly been involved during study tours (with exception of the Ukrainian men's centre projects) to Sweden, and not so much in training and seminars within the countries. As described in the sections on tangible and less tangible impact, the projects that have had a gender balance do appear to be more effective than the ones with a clear female focus. It is the assessment of the evaluators that efforts should be made to further increase the male participation, of all age groups and backgrounds in the projects, not only in study tours but also in the training carried out within the respective countries. The evaluators acknowledge that interest and willingness to participate may be scarce among some men, but suggest that this be tackled by further incorporating also men's issues in the projects.

5.3.5 Awareness and changing behaviour

Going a bit further in the analysis of the projects rationale, the logic of awareness resulting in changed behaviour is not simple and clear cut. One cannot directly assume that increased awareness of a problem will result in increased commitment to resolve the issue in question. Even if this is a theoretical question, which is difficult to address without more thorough investigation than this evaluation enables, the evaluators wish to raise the point that awareness does not by default result in increased commitment. From a theoretical point of view a division can be made between actions oriented at increasing awareness (such as has been undertaken in the projects) and actions oriented at changing behaviour (legislation and enforcement/implementation of laws).

These different actions could be undertaken simultaneously so as to further address structural discrimination. In the projects conducted so far in the countries the main emphasis has been on raising awareness and empowering women. Although this may be considered as the first steps in gender equality development, it needs to be supported by measures targeted at changing the behaviour, and not only the attitudes. The evaluators therefore recommend that more targeted actions, in specific areas like legislation, police and law enforcement, the judiciary system, civil service and educational structures are developed within the framework of the projects.

5.3.6 Activities within the projects

With regard to which activities are most valuable and effective, there is no simple answer that can cover all the countries in question. There is no single activity or methodology that appears to be more effective than others in terms of creating tangible impact of the projects. Intangible impacts such as commitment and capacity to change, has been displayed most strongly in the projects where the gender equality approach has included both male and female problems, preferably with a clear connection to the participant's line of work (for example teachers, journalist etc.). Micro projects within the projects, and creation of joint mission/vision plans have also been beneficiary to the commitment of the participants. There has also been requests put forward as to involving more sector specific experts in the training, for example Swedish journalists, teachers, and other professions, since this would be relevant to the participants own background.

5.3.7 The counterpart's attitudes and capacity

During the course of the evaluation it was made clear to the evaluators that the counterparts in the different countries had had a large impact on the way the projects were conducted, the participants selected etc. There were also differences in the way that gender equality issues were perceived, i.e. as a women's rights issue or as an issue concerning men and women as well as society in general. Thus it would be appropriate to ensure that time and effort is taken at the beginning of projects, to create a common understanding of gender equality and project objectives, between the consultants and the counterparts.

Country Monograph: Estonia

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1. Introduction

Ramböll Management was contracted by Sida to evaluate projects carried out in the field of gender development, by Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in Estonia, Ukraine, Russia, Kazakhstan and the Kyrgyz Republic. The purpose of the evaluation was to examine and judge to what extent the projects have been relevant to the needs in each country, if the stated objectives have been achieved, and to what extent the desired impacts have occurred as a result of the projects. Furthermore, an assessment was made of whether the specific logic and methodology applied by Språngbrädan, for example, networking, cross-country activities and empowerment had the desired outcome.

Each country is described in a country monograph, where the main findings are described. The overall synthesis and value judgments are presented in the general report, addressing the methodology and approach applied in the projects.

In this country monograph the findings of the evaluation in Estonia are presented. An overview of the projects that have been conducted in Estonia is presented in the following table.

Project	Period	Counterpart	Budget SEK
Strengthening and Development of EENA through support from Kvinnor Kan	1997–1998 (12 months)	EENA	785 600
Assistance in planning and arranging the International Professional Women Fair in Narva	1999 (2 months)	EENA	162 000
Gender in politics in Estonia	1999	Estonian Ministry of Social Affairs/ Women's Studies and Resource Centre (ENUT)	292 600
Gender in politics in Estonia II	2000–2001 (10 months)	Estonian ministry och Social Affairs/ Women's Training Center	1 023 500
Participation from the Baltic States in the international women's fair "Arka" in Kiev	2001 (October)		270 700
Total amount Sida funding			2 533 700

The evaluation mission took place in February 2004. During the mission the evaluators met with participants in the projects, and involved stakeholders. A list of those interviewed can be found in Annex 1.

2. Relevance

In the following section issues of relevance are addressed. The relevance of the projects is considered to be dependent on to what extent the stated objectives and project activities have been in line with Estonia's needs, goals and objectives within gender equality, the stakeholders' and participants' needs, as well as Sida's and other donors' priorities.

2.1 Country and sector level

In Estonia the department of Gender Equality at the Ministry of Social Affairs is charged with the responsibility of working with and promoting gender equality in government and society more generally. The department was founded after the Beijing conference in 1995, and currently consists of two employees and one assistant (including the head of department).

According to interviews with the personnel, the degree of political interest in questions of gender equality was low. It was stated that even though the politicians were not opposed in principle to gender equality, they were not particularly supportive either. Laws are currently being reviewed to ensure that all forms of discrimination are being addressed, and discussions on opening a Ombudsman office dealing with all forms of discrimination have been held. Becoming a member of the EU has been a driving force to these discussions. Issues of gender equality do not appear to be targeted as such, neither in politics nor in business, on a country level. During interviews it was reported that the main priorities in the country were economical development and not social development.

With regard to assessing the needs in the sector, it was according to interviews still difficult for women to enter politics or business. The level of participation of women in politics is still low, with fewer women than men standing for election and fewer women elected at all levels of government. The situation is somewhat better at local level, where the numbers of women being elected have been increasing over recent years. There is also a lower level of self employment among women, in 2000 6 percent women were self employed whereas in comparison with 11 percent of men¹.

Issues of domestic violence, alcohol abuse and trafficking arose, when other needs within the area of gender development were addressed. These aspects of gender equality and the rights of women have not been addressed by the project. In fact, the projects are more targeted towards women who are not in so-called vulnerable groups in society. The evaluator's assessment is that working with more social or human rights issues would require applying a different approach to the one employed by Språngbrädan.

Although not being in line with the countries priorities the projects are assessed to be relevant. It is the evaluators' opinion is that working to promote gender equality is a process that takes time, which also involves working with decision makers, including politicians and thus the projects' relevance can not be assessed to be undermined by the lack of governmental priorities in the field.

2.2 The stakeholders' needs

As described previously the projects have had three main target groups, women in media, politics and business. Male politicians also participated to some extent in the project on gender in politics.

During interviews the assessments of the participants were positive, they expressed that the training had been relevant to their needs. As many of the participants in the politics projects had limited experience in 'becoming' politicians beforehand, the basic training on campaigning, networking and marketing, was gathered to be very useful. The needs of male participants were difficult to assess since the evaluators only met one male participant during the evaluation mission. Other men were not available. Even so, it was clear from that interview and others, that the men's awareness of gender issues were very low in general. Therefore it is considered to be highly relevant to work with men and changing their attitudes.

It was also difficult to assess the relevance of working with journalists in the projects as the evaluators were not able to meet with any of them that had taken part in the projects. The evaluators did, how-

¹ World Bank, Genderstats, database of gender statistics. (<http://devdata.worldbank.org/genderstats/home.asp>)

ever, have the opportunity to meet with other journalists who spoke of the willingness of their editors to publish gendered articles. Interestingly, they mentioned that it was in fact the readers that responded in negative ways to any gender articles that were published for example on the changing roles of women and men in Estonia society.

Of the business women, few expressed specific needs, and those that were expressed concerned lack of markets and difficulties in getting loans from credit institutions and banks. To the knowledge of the evaluators issues of establishing markets have only been tackled indirectly within the projects and the more structural problems of starting and expanding businesses were not tackled directly within the projects. The fairs that have been held have to limited extent given entrepreneurs the opportunities to find new markets, though the extent to which the women have been able to take advantage such opportunities has been varied.

The evaluators' assessment is that the projects have been moderately relevant to the business participants, and in the case of the female politicians, highly relevant.

2.3 Sida's and other donors' objectives and priorities

Sida's overall development objectives are to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic public structures, efficient government bodies and respect for human rights. Gender equality understood in a broad context entails women's ability to partake and influence at all levels of civil society and politics, which has been an objective of all projects. With regard to development of democratic public structures and respect for human rights, the projects are therefore assessed to have been in line with Sida's objectives.

Estonia along with the other Baltic countries joined the EU in the beginning of May this year. The level of economic development coupled with Estonia's entry in to the EU has signalled a significant decrease in the level of donor activity. It is therefore difficult to assess other donors' objectives and priorities. Estonia is still receiving financial support for technical assistance through the Phare programme and a new project is now underway that supports the implementation of gender mainstreaming activities within the Estonian civil service.

3. Organisation

In the following section the organisation of the projects, project planning and implementation are described.

3.1 Project planning

The projects implemented by Språngbrädan in Estonia were born through contacts with the Swedish organisation Kvinnor Kan in the mid 1990s. The project leader for the Språngbrädan projects, Carin Lann, formally worked for the Kvinnor Kan organisation and when she and other colleagues left the organisation and started a company, Språngbrädan, the Estonian partners chose to continue development cooperation activities with Språngbrädan. The projects implemented in Estonia emerged from the need to provide further support to female entrepreneurs in Estonia and to support more widely the position of women in Estonian society.

3.1.1 Support to female entrepreneurs

The first project was born of a request from the Estonian Association of Business and Professional Women² (EENA) when they asked for assistance in organising a trade fair for female entrepreneurs in Naine, Estonia in 1998. The idea of trade fairs for women combined with more general promotion of women in society was originally initiated by Kvinnor Kan and generated an interest in the Estonian sister organisation. Kvinnor Kan first provided assistance to EENA, led by Carin Lann and later on Språngbrädan took over as the formal Swedish partner in the project. Språngbrädan were later asked to provide further support to the planning of the trade fair to be held in Narva, Estonia in 1999.

EENA lacked the knowledge of how to plan trade fairs in a strategic manner and how to actively provide support to female entrepreneurs, lobby on issues relevant to female entrepreneurs as well as to support the creation of a network that would help sustain the organisation and keep women's issues on the agenda. The aim was therefore to transfer knowledge in these areas, first from Kvinnor Kan and then later from Språngbrädan to EENA. The planning of the projects was done by both the Swedish and Estonian partners, though the Swedish partners took the lead in setting the objectives for the project given their knowledge on what was needed to help support the growth of the network and to organise the trade fairs. Given the relatively small budgets that were allocated to these projects larger interventions in this area were difficult to plan.

3.1.2 Gender in politics

The planning for the gender in politics projects was organised in a slightly different way in that there was no fair to launch, rather the aim was to prepare women to stand in local elections, as well as to encourage municipal male and female politicians to think about gender issues and how they were dealt with in their respective constituencies.

The Swedish partners were Språngbrädan, and in one of the project Kommunförbundet was an additional partner. The Estonian partner was the Ministry of Social Affairs/Estonian Women's Studies and Resource Centre (ENUT). Språngbrädan defined the parameters within which candidates standing for election in the municipal elections could be chosen as participants in the first project as well as the objectives for the project. The Estonian project leader picked out participants according to the following criteria set by Språngbrädan: women running for politics at the municipal level who: have decided to run for politics; an even distribution from all political parties; a geographical spread; those motivated to go on to train other women; and those motivated to go on cooperating in networks after the election regardless of whether they were successful or not in the present attempt. There was good geographical coverage (11 regions) and as well as candidates from a range of parties political (9 parties).

For the project involving Kommunförbundet the planning was more complex given the need to define five sub-projects within the project and to organise activities between five Swedish kommun and five Estonian municipalities. This planning challenge was shared by Språngbrädan and the Estonian partners. The objectives for the project were defined by Kommunförbundet and Språngbrädan in agreement with the Ministry of Social Affairs/ENUT.

3.2 Project implementation

Språngbrädan has been responsible for implementing the Sida funded gender projects in Estonia, after the initial project run by Kvinnor Kan. Kommunförbundet of course played a role in implementing the project in which they were involved but Språngbrädan have in practice been the main implementing partner in all projects in Estonia. Collaboration with the Estonian and other Swedish partners is judged by those involved to have been successful. The partners speak of the ease of working with Språng-

² EENA was established in 1992, the purpose of the organisations work being to support female entrepreneurs and the position of women in society generally speaking.

brädan. Strong organisation and communication skills are quoted as being two of the reasons for the successful implementation of the projects. The way that the projects were constructed falls very much in line with the way that Språngbrädan usually works³ in terms of methodology but it should be noted that because of the amount of funding made available for the majority of the interventions was relatively small it is hard to compare the way in which Språngbrädan has worked for example in Ukraine with Estonia.

4. Effectiveness

In this evaluation effectiveness is defined as the realisation of expected objectives. Here effectiveness involves two separate concepts: the occurrence of expected results (objectives), as well as the fact that these results are attributable to the projects under evaluation.

In Estonia the project objectives and the overall aim of the projects are linked through the programme logic that revolves around networking and capacity building for gender mainstreaming activities even though the scale of the projects in Estonia was limited in comparison with similar projects carried out in other countries.

4.1 Achievement of objectives

4.1.1 Support to female entrepreneurs

The overall objective of the projects giving support to the development of female entrepreneurs can be summarised as the following: to strengthen the position of women in Estonian society by supporting the development of the Estonian Association of Business and Professional Women in Estonia (EENA) through the transfer of knowledge from the Swedish equivalent 'Språngbrädan'.

The more specific objectives of the projects have included:

- Providing support during the planning and running of two trade fairs so that the Estonian partners are confident in organising successful fairs in the future;
- To develop marketing and sponsorship strategies for the fairs and the work of EENA in general;
- To help add an international dimension to the fairs and to create stronger links with similar European organisations, and women in other Baltic countries and former Soviet States;
- To exchange experiences with other international groups/interested parties.

The objective concerning providing support to for the planning and running of the trade fairs was realised despite several complications. The fairs were organised and attracted female entrepreneurs from within Estonia. It would, however, be fair to say that the second trade fair was judged to be more of a success than the first according to those interviewed. This demonstrates that not only did the Estonian partners improve their capacity to plan and run a fair but that the further support given by Språngbrädan to the second fair in Narva helped to improve their capacity even further.

Despite success in terms of improved capacity the objective of trying to organise sponsors was difficult to achieve. The Estonian partners found it difficult to find sponsorship in Estonia as well as from international companies. This is a problem that those looking to organise more fairs claim still exists.

³ See section 2 overall report for a discussion of this.

Furthermore, due to problems of financing those organising the fairs had to raise exhibiting fees, which actually precluded many female entrepreneurs from taking part. It is therefore the conclusion of the evaluators that this particular objective has not been met. The Estonian partners have in general found it complicated to arrange more fairs on their own since the project has ended, and while many say this is not due to a lack of enthusiasm it is more to do with the time and financial aspects involved in organising a fair.

Many of the Estonian women interviewed spoke of the contacts they were able to make during the fairs with businesswomen from other countries but only a couple were continuing to actively use those contacts that they made. A spin off from the fair is that more women that took part have become members of BPW and are thus automatically part of national and international networks. Within these networks women are supporting women and some, albeit limited, lobbying activity is carried out when there are gender related issues that are of concern to the members. The fairs have attracted female entrepreneurs of all ethnic backgrounds in Estonia and have helped facilitate the integration of several Russian speaking female entrepreneurs into the networks.

Media interest in the fairs was strong at the time that the fairs were held and the Estonian partners understand the importance of 'using' the media to promote their activities as well as to spread their message to society and other female entrepreneurs. The Estonian partners have developed contacts among journalists but at the present time they are rarely used. The extent to which, fairs have helped in the longer run focus on women's issues in society, as was an aim of the projects is difficult to judge.

4.1.2 Gender in politics in Estonia

The overall objective of the gender in politics projects was: to support stable democratic development in Estonia, by helping to increase women's participation in politics and democratic decision making processes.

More specifically the objectives of the project have been to increase women's participation in politics at the municipal level and in the long run to build a base from which more women could be elected in to the Estonian parliament. Key to fulfilling this objective has been the need to train women in political networking and to run in elections.

In terms of results obtained there has clearly been an increase in the confidence and capacity of the women that have stood for election and they all have an increased awareness of gender in politics. Many of the women that took part in the seminars were elected to municipal government, though not all 24⁴, and several of those that were not are still active politically, and intend to stand for elections again in the future. The extent to which the women who participated in the courses are actively supporting other women looking to enter politics varies among the group of women. For example, two ethnic Russian women are actively supporting young women to enter politics and other women are supporting women standing for election by campaigning for them, while on the other hand several women explained that they are caught up in the political arena and have little time to provide support to other women.

Among the women that took part in the seminars the idea of 'networking' has taken root and there is some networking across political parties. The extent to which the networks are used to raise gender issues is, however, limited the networks are used more as a form of support to women.

⁴ It was difficult to verify how many of the twentyfour women were elected to municipal government as information concerning their success in elections was not readily available. But from what the evaluators gather approximately half of this number was successfully elected.

Gender in politics II

In the second gender in politics project implemented in Estonia the objectives of the project were more specifically defined:

- Approximately 75 percent of those Estonian politicians who take part in the project are better at networking across political boundaries and that gender issues have are more widely debated within Estonian politics;
- Five new gender projects, within the framework of county twinning projects are developed and approved for Sida financing, involving about 20 male and female politicians;
- Further strengthen Estonian politicians on regional level through cooperation across political borders both within and outside Sweden;
- To support the development of gender equality in politics in Estonia and in the long run involve male politicians in pushing for gender equality.

In a project evaluation carried out by Språngbrädan 75 percent of Estonian politicians taking part in the project stated that the development of gender equality in politics in Estonia has been supported by the project. But as everyone within the project themselves has recognised it takes a lot more than a small project to solve broad representation problems. However, the organisation of the project, the twinning concept, helped those participating in the project from Estonia to see the benefits of involving more women in politics at the county level. Likewise the Swedish *kommuns* taking part also had the opportunity to take stock of how they are handling gender issues on a day to day basis. Again, however, the extent to which the gender issues are still debated widely in Estonia as a direct result of the project is difficult to judge but of those representatives of the municipalities that were involved in the project the evaluators interviewed, all stated that gender equality issues are being more frequently raised within local government and that as a result of the project there is a larger group of so called 'gender sensitive' men that support such discussions. The number of these 'gender sensitive' men should not, however, be exaggerated the numbers in each municipality are quoted as being in single digits. As only 20 percent of those from Estonia participating in the project were male (1 or 2 per group) much better results cannot necessarily have been expected.

4.2 Mapping the networks

The aim of mapping the networks that have been created and supported through the projects is to see the strength of the relationships between the various actors or nodes and to see where the stronger and weaker relationships exist. The strength or weakness of relationships can to a certain extent be seen as a result of the projects and is therefore a valuable tool for analysing the effectiveness of the projects. While every attempt to ensure that all actors within the network have been identified, even in a relatively small country such as Estonia this is difficult. The identification of different actors in the network was achieved through in- depth interviews with a cross section of individuals who had taken part in the project. The network presented is therefore representative of the networks that they use in relation to gender mainstreaming activities.

Strength of Relationship	Colour code
Regular contact	Green
Intermittent contact	Blue
Limited contact	Red
No contact	Yellow

Nodes	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
A. Parliamentarians (Riigikogu)	-	B	G	B	R	R	R	R	R	R	R	Y	Y	Y	Y
B. Ministries	B	-	G	B	R	R	R	Y	B	R	R	Y	Y	Y	Y
C. Gender Bureau (Ministry of Social Affairs)	G	G	-	G	B	B	B	B	G	G	B	R	Y	R	R
D. National roundtables (2 in total one political and one broad based)	B	B	G	-	B	B	R	R	G	B	R	Y	R	R	Y
E. Regional Round-tables (9 with about 20 women in each)	R	R	B	B	-	G	G	B	B	B	R	R	R	R	R
F. Women in regional politics	R	R	B	B	G	-	G	B	B	B	R	R	R	R	R
G. Men in regional politics	R	R	B	R	G	G	-	B	R	R	R	Y	R	Y	Y
H. Women in business (BPW) (15 clubs a total of 220 members)	R	Y	B	R	B	B	B	-	B	B	R	G	Y	Y	Y
I. Women's NGO's (160 registered in Estonia)	R	B	G	G	B	B	R	B	-	G	R	B	Y	G	R
J. Women's training centre	R	R	G	B	B	B	R	B	G	-	R	B	Y		R
K. Journalists	R	R	B	R	R	R	R	R	R	R	-	Y	Y	Y	Y
L. International Women's Business Association	Y	Y	R	Y	R	R	Y	G	R	B	Y	-			
M. County politicians from Sweden	Y	Y	Y	R	R	R	R	Y	Y	Y	Y		-		
N. International Women's NGOs	Y	Y	R	R	R	R	Y	Y	G	G	Y			-	
O. International female politicians	Y	Y	R	Y	R	R	Y	Y	R	R	Y				-

The matrix clearly shows that the network being used in Estonia is small and that the links between the nodes are both formal and informal in nature. The majority of formal activities revolve around the roundtables that are conducted on a regular basis. Key nodes in the network are clearly the gender bureau in the Ministry of Social Affairs and the Women's training centre. This is to be expected given that key individuals in these organisations are drivers of gender issues in Estonia. Some lobbying activities occur through the network, mainly through the roundtables but the real impact of these roundtables in terms of suggested changes to legislation for example have not been evident. The majority of formal and informal contacts take the form of individual meetings, or contacts through conferences and workshops, though the latter are not held regularly.

The above matrix shows very clearly the strength of the relationships between different nodes in the matrix. There is a strong cluster at the regional level and as well as a relatively dense cluster of contact between the roundtables, the gender bureau as well as women's NGOs. For the network to function more efficiently and to serve the purpose of promoting gender equality issues it would be preferable for the link between the regional cluster and the national level nodes to be stronger, as well as the links between the women's training centre/other women's NGOs and the regional and national nodes to be stronger. Moreover, the matrix shows that the relationship between the national and international networks is limited. The matrix also shows that the dissemination potential of the network relies on the women's training centre and other women's NGOs in Estonia and that these organizations have limited contacts with male networks.

One can see that the network, still, several years after the projects have ended shows that the strength of the regional links still persist which is a result of the project gender in politics and that the network supports the increased role of women in politics. However, while there is support for women's issues we

see little evidence of women regularly and formally campaigning for gender issues. Where this happens this is mostly at the regional political level. The network also clearly supports the ‘empowerment of women’, an objective of the support to female entrepreneurs project but it should be noted that the evaluators found this network exclusive – a tight group of women are involved in this network to some extent to the exclusion of men. This supports the objective of ‘women supporting women’. There are limited links in the network between journalists and those pushing for an increased role for women in Estonian society.

5. Impact

In the following section the quantitative and qualitative impacts of the project are addressed. It is of course difficult to attribute quantitative and qualitative impacts directly to the project, not least because of the limited scale and scope of the projects in the national context but also because of the number of other factors that have an impact on the ‘gender’ situation in Estonia.

5.1 Quantitative impacts

5.1.1 Support to female entrepreneurs

It is difficult to provide quantitative evidence concerning the impacts of the projects in terms of female entrepreneurship as most of the impacts are likely to be indirect. Furthermore, gender aggregated statistics concerning changes in the scale of female entrepreneurship are not readily available. We know that there has been an increase in the size of membership for BPW Estonia but cannot provide more data on this as it is not available. It is however estimated that the membership of the club has grown by 30 percent over the past three years and there is now a total of 15 clubs and 220 members nationwide.

The following table shows the level of self employment, a measure of entrepreneurship, as a share of total employment in Estonia.

Indicator	Year	1993		2000	
		Men	Women	Men	Women
Self employment as a share of total employment in Estonia	10.4	6.2	9.7	6.4	

It is clear to see that while there have been no dramatic changes in the percentage of self employed people in Estonia the percentage of men running their own businesses fell in the period 1993–2000 while the corresponding number of female entrepreneurs rose marginally.

5.1.2 Gender in politics

The following tables show the changes in the number of women standing for elections as well as the proportion of women elected to national and municipal government. It should be noted that the projects have focussed on providing support to female politicians at the municipal level therefore the statistics concerning changes in the percentage of female members of parliament cannot be considered as direct impacts of the project though there might be some indirect links.

Indicator	Year			
	1993	1996	1999	2002
Percentage of candidates which were female in municipal elections	28.3	33	36	38
Percentage of total elected to municipal government which were female	23.9	26.6	28.3	28.4

Source: National Electoral Committee of Estonia (see <http://www.vvk.ee>)

Indicator	Year		
	1995	1999	2003
Percentage of members of parliament (Riigikogu) which are female	11	17.8	19

Source: National Electoral Committee of Estonia (see <http://www.vvk.ee>)

These statistics show clearly that there has been a steady increase in the number of women running for municipal elections as well as an increase in the number of women members of parliament in Estonia to what extent these increases can be attributed to the projects is difficult to say but it is most likely that any impacts resulting from the projects have been made at the municipal level.

5.2 Qualitative

The qualitative impacts of the projects are assessed by applying a set of questions about commitment, awareness and attitudes of different groups of Estonian society, so as to include the more subtle aspects of gender development.

5.2.1 Policy level

As discussed previously under relevance the focus of the current government is on creating the conditions for economic development and a functioning market economy in Estonia. During interviews the evaluators met one Member of Parliament (male), who did not work directly with gender issues. Although the MP seemed aware of the importance of gender balance and gender equality, it was not clear how or if this awareness was put into action, for example, by lobbying on these issues in parliament. To the knowledge of the evaluators there are no members of parliament who have built their platform on gender issues nor that have made it “their” issue to enforce and promote gender equality within national government. Therefore, the status attached to working with the rights of men and women was assessed to be low.

Furthermore, according to interviews with the Department of Gender Equality, the Ministry of Social Affairs, none of the political parties included aspects of gender equality within their agendas, which demonstrates that it is not regarded to be an important issue by the parties. The department also found it difficult to cooperate with other ministries who were judged to be sceptical as to the need to work with gender issues. Allegedly their own ministry, the Ministry of Social Affairs, was the sole one to display interest in gender related issues.

Based on the above described, the rights of men and women were assessed to be only marginal important issues at the Estonian policy level, and the impact of the project in these areas has been very limited.

In one of Estonia’s political parties a women’s group has been organised by one of the former participants in the project. The group was at first opposed by the men in the party but is becoming increasingly accepted, which was assessed to be a positive development. Many of the participants in the projects have been partaking in the roundtables as well, particularly the female politicians. There are

both national and regional roundtables and they primarily aim at creating a forum for the exchange of knowledge as well as political discussions. There are roundtables specifically targeted at gender equality and women's issues, however they existed prior to the projects and can therefore not be attributed to be a direct impact of the projects though some of the project participants are now involved in the roundtables.

5.2.2 Civil society

In civil society there have been many changes in Estonia over the past ten years since independence. In media there is now, for example, a stronger focus on the situation of women, regarding issues such as domestic violence and trafficking. It was also, via interviews with media, apparent that to some extent, men in general do not want to believe that some women are as exposed to violence and abuse as they are. This however is quite common also in Sweden. What has been achieved though in the recent years is the ability of journalists to write on such issues.

There was reported to be limited interest among young people regarding issues of gender equality. Many young women reportedly still expect to rely upon their husbands to provide for them. Of course with the entry into the EU and the subsequent potential for the mobility of labour such attitudes might begin to change. Since few, if any, younger people have been involved in the projects it has not been possible to trace any impacts of the projects beyond middle aged groups of women and men.

The evaluators assessed that there is an ongoing trend in Estonia, towards increased awareness of gender equality issues. However it is very much focussed on domestic violence and abuse, and not so much on women and men in decision making. There also seems to be a risk that the younger generation is not involved and committed to the issues of gender equality.

5.2.3 Male networks

There has only been the limited involvement of men in the projects that have been implemented in Estonia, mainly in the Gender in Politics II project. The men who participated in these projects are maintaining contacts with those women they work with in regional government. Beyond this there are very few impacts that can be attributed to the projects in terms of the changing attitudes of men in Estonian society, or their involvement in networks supporting issues of gender equality.

6. Complementarities

In the following chapter the evaluation address to what extent the projects have interacted and contributed to other initiatives carried out by other national or international partners.

6.1 International initiatives

As described earlier under the chapter relevance, the portfolio of donor activities in the Baltic countries has become smaller during the recent years, due to positive economic and social developments and of course the country's accession to the EU. The evaluators found no evidence of links being made with other donor activities with Estonia. However it should be noted that one of the gender in politics projects involved the Swedish "Kommunförbundet", which co-financed the twinning projects within the Sida funded project. This was regarded as highly valuable by the participants as local politicians from both countries were able to exchange knowledge on gender issues and democratic development.

There has been some cooperation with the Nordic Council of Ministers that is working actively in Estonia. The Council primarily engages in organising different forums for cooperation and exchange

between the Baltic countries and the Nordic countries that support economic, democratic, cultural and sustainable development. It was in fact the Nordic Council of Ministers that helped finance the women's fair held in Narva in 1999. So while there has been very little direct contact between the Nordic Council of Ministers and Språngbrädan they have actually supported the same project at one time.

6.2 National initiatives

There has been intensive cooperation with the Ministry of Social Affairs and different NGOs involved in the projects, but little information on cooperation between the projects and specific public national initiatives was reported during the interviews. Nevertheless, those representatives from NGOs that participated in the projects, in particular those from the Women's training centre and the Business and Professional Women clubs spoke highly of the usefulness of the types and training and methodologies that Språngbrädan used that they now use on a regular basis. These representatives have themselves used these ideas and methodologies with other groups of women and in this respect the capacity of the NGOs and clubs has been strengthened which in the future should help them to drive and/or contribute to national initiatives.

7. Sustainability

7.1 Political and economic factors

Since becoming a member of the European Union the Estonian government is now obliged to improve conditions for gender equality in Estonia. Gender equality is a frequent topic for debate in Estonian politics as well as the media, though in the case of the latter much of the focus is on problems of domestic violence and trafficking. The Ministry of Social Affairs and the Gender Bureau are continuing to push for increased gender equality within the Estonian civil service and society and while progress is being made there is still much to be done in terms of changing attitudes of those in positions of power to understand that changing legislation is not enough, such need to be understood and enforced for there to be real effects.

7.2 Ownership and participation

The women who have participated in the projects are very enthusiastic about supporting other women and have seized upon the concept of networking in this context. The Women's training centre, the Estonian counterpart in the Gender in Politics projects is continuing to actively support the personal and professional development of women in politics and business but faces resource and capacity constraints and so the number of courses offered is limited. There are no courses that, for example, try to support women coming into politics to stand for election. It is instead hoped that the women who took part in the project are motivated to do this themselves but providing this support is not organised in any formal manner. The training centre organises as many activities as possible for women in Estonia but there is also an international focus to their work as several of those attached to the centre work as international gender consultants in for example, the Caucasus.

7.3 Strength and accessibility of the networks

Networking is a common feature of Estonian society and the concept of networking among women is therefore a welcome concept. The strength of the network lies with a couple of key players namely, the gender bureau and the women's training centre. These are key nodes in the network and these nodes in reality consist of a small group of dedicated women who work towards improving gender equality in Estonia. This is a heavy burden for these nodes to bear and it would be preferable that there was a larger number of other actors supporting the development of gender equality in Estonia, for example, through educational institutions. The degree to which the network is readily accessible is also difficult to judge. The network is accessible to those women that are interested in supporting other women but excludes to a certain extent men, particularly in the area of female entrepreneurs.

7.4 Likelihood of survival over the coming years

The projects in Estonia were relatively small scale both in terms of time and money and finished several years ago it is therefore difficult to talk about the sustainability of activities but in short few or no fairs have been organised since the projects ended due to the financial resource constraints that the Estonian women face and no one taking the lead in organising these types of fairs. The women however, that have participated in the projects are empowered and are supporting other women in Estonian society more actively. As is the case with all projects involving politicians, they come and go with elections, but of those the evaluators met there remains a strong interest among those who participated in the project to keep gender issues in the debating arena.

8. Efficiency

The efficiency of the projects is assessed on the basis of the administrative cost, as well as the technical and allocation efficiency. A table providing an overview of the funding for projects implemented by Språngbrädan in Estonia can be found in Annex 2 of this report.

8.1 Administrative efficiency

The total budget for the projects in Estonia has been 2 533 700 SEK, whereof approximately 52 percent was allocated to the gender in politics projects, and the rest for women entrepreneurs and participation in gender conferences. Approximately 4 percent of the total amount has been used for project management according to budgets, and 42 percent for reimbursables.

8.2 Technical and allocative efficiency

The projects have been assessed to be part successful in achieving their objectives and to be moderately relevant to the needs. It is always difficult to judge whether the results could have been achieved to a lower cost, and in the case of Estonia the projects are assessed to be rather small. A number study tours have been conducted, accounting for 35 percent of the total funds, which is considered to be in the high end, seen in the light of the limited impact they have achieved. The conferences and the larger scale networking events, have accounted for approximately 16 percent of the budget, which can be considered to be efficient when looking at the relatively strong informal networks which are present in Estonia.

9. Added value

9.1 Cross-cutting activities

In the projects cross-cutting initiatives between media, business and politics have not been a predominant feature. The projects have been conducted separately and few joint activities were undertaken. In the business projects media and business women participated jointly, the main objective being to ensure coverage of the different activities, such as fairs and conferences. The idea was to spread information and to market women in businesses, so as to create role-models. The approach has been functioning well, as the activities were reported to have been very well covered by the media.

9.2 Cross-country activities

The main cross-country activities that were conducted have been in connection to fairs and conferences, both national and international. Several participants from the women in business projects took part in the Kvinnor Kan Fair in Sweden in 1998, the Arka Fair in Ukraine in 2001, and were involved in organising the fair in Narva in 1999. Groups of participants from other FSU countries were invited to take part in the Narva fair. There have also been some cross-country activities undertaken within the politics project, since the study visits to Sweden coincided with the visit of a group of female politicians from Archangelsk.

During interviews it was reported to be of great value to meet and discuss with women in other countries, as this gave ideas and energy for further work. It was however also clear that few of these connections were sustainable, since very few of the interviewed women had any further contact with the people they had met at different occasions. Hence, the results of the cross-country activities are as such intangible and cannot be judged on other than the participants' assessment.

As described before under the section on complementarities, cross-country activities were built into the design in the second gender in politics project. A key feature of the project was twinning between Swedish and Estonian municipalities. The twinning was regarded by the participants to be highly valuable, giving them an insight to how Swedish local politics function. However, those that participated in the project have not been able to keep in contact with their Swedish colleagues beyond the lifetime of the project.

Annex 1 Interviews in Estonia

Name	Organisation	Location
Ülle-Marike Papp	Head of the Department of Gender Quality	Tallinn
Riina Kytt	Department of Gender Quality	Tallinn
Reet Laja	Chairwoman of the board of the Women's Training Centre	Tallinn
Leena Blum	Project Manager, Board member of the Women's Training Centre	Tallinn
Margot Fjuk (Elmest)	Chairwoman of NAIRE, Reform Party Woman's Association	Tallinn
Ene-Eha Urbala	Politician Vaivara rural municipality government and member of Human Rights Institute, Reform Party	Tallinn
Anne-Ly Reimaa	Politician Jõhvi Town Government	Tallinn
Eve Kislov	Department Head at the Estonian Citizenship and Immigration Board Centre Party	Tallinn
Valentina Vyssotskaya	Parliamentarian, United Peoples Party	Tallinn
Kalli Klement	Director; Nordic Council of Ministers	Tallinn
Mr Eldar Efendiyev	Parliamentarian	Tallinn
Tiiu Sepp	BPW Estonia	Tallinn
Eva Truukverk	BPW Estonia	Tallinn
Helve Remmelgas	BPW Estonia	Tallinn
Virve Poom	BPW Estonia	Tallinn

Annex 2 Table of project budgets

Project	Period	Counterpart	Budget (Sida)	Total budget	Utilized funds
Gender in politics in Estonia	1999	Estonian Ministry of Social Affairs/ Estonian Women's Studies and Ressource Center (ENUT)	SEK 292 600		
Gender in politics in Estonia II	2000–2001 (10 months)	Estonian Ministry of Social Affairs/ Women's Training Center	SEK 1 023 500		93%
Strengthening and Development of EENA through support from Kvinnor Kan	1997–1998 (12 months)	EENA	SEK 785 600	SEK 931 200	
Assistance in planning and arranging the International Professional Women Fair in Narva	1999 (2 months)	EENA	SEK 162 000		
Participation from the Baltic States in the international women's fair "Arka" in Kiev	2001 (oktober)		SEK 270 700		99%

Project	Budget – Politicians	Budget – Entrepreneurs	Budget – Gender Issues	Total budget Estonia
Gender in politics in Estonia	292 600			
Gender in politics in Estonia II	1 023 500			
Strengthening and Development of EENA through support from Kvinnor Kan	785 600			
Assistance in planning and arranging the International Professional Women Fair in Narva	162 000			
Participation from the Baltic States in the international women's fair "Arka" in Kiev	270 000			
Total	1 316 100	947 600	270 000	2 533 700
Share of total Sida budget	52%	37%	11%	

Gender in Politics II, Estonia

	Cons. fees	Budgeted fees	Reimbursables	Budgeted reimbursables	Total for component	Total cost of project
Project management	48 000	9%			48 000	5%
Interviewing Estonian regions	66 000	12%	23 736	6%	89 736	9%
Preparations Swedish municipalities	85 600	15%	20 000	5%	105 600	11%
Study tour to Sweden	168 000	30%	281 450	69%	449 450	46%
Seminar in Sweden and Study Tour	92 800	16%	25 000	6%	117 800	12%
Study tour to Estonia	104 000	18%	57 968	14%	161 968	17%
Total	564 400	100%	408 154	100%	972 555	100%
Contingencies					40 946	
Grand total					1 023 500	
Utilized funds	100%		86%		93%	

Gender in Politics, Estonia

	Cons. fees	Budgeted fees	Reimbursables	Budgeted reimbursables	Total for component	Total cost of project
Project management	24 000	15%	7 540	6%	31 540	11%
Seminar in Tallinn	48 000	31%	16 540	13%	64 540	22%
Study tour to Sweden	54 000	35%	96 180	73%	150 180	52%
Seminars in Estonia	30 000	19%	11 340	9%	41 340	14%
Total	156 000	100%	131 600	100%	287 601	100%
Contingencies					5 000	
Grand total					292 600	

Country Monograph: Kazakhstan

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1. Introduction

Ramböll Management was contracted by Sida to evaluate projects carried out in the field of gender development, by Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in Estonia, Ukraine, Russia, Kazakhstan and the Kyrgyz Republic. The purpose of the evaluation was to evaluate the effectiveness and impact of projects, more explicitly to examine and judge to what extent the projects have been relevant to the needs in each country, if the stated objectives have been achieved, and to what extent the desired impacts have occurred as a result of the projects. Furthermore an assessment was made of whether the specific logic and methodology applied by Språngbrädan, for example, networking, cross-country activities and empowerment had the desired outcome.

Each country is described in a country monograph, where the main findings are described. The overall synthesis and value judgments are presented in the general report, addressing the methodology and approach applied in the projects.

In the following report the findings of the evaluation in Kazakhstan are presented. The projects that have been conducted in Kazakhstan are shown in the following table

Project	Period	Counterpart	Budget SEK
Women's seminar in Kazakhstan	1997	UNDP/GiD	82 460
Development of leadership and networking	1998–1999	UNDP/GiD	906 000
Development of leadership and networking II	2000–2002	UNDP/GiD	2 970 000
Women in Politics I	2000–2002	UNDP/GiD	4 590 000
Total amount Sida funding			8 548 460

The evaluation mission took place in June/July 2004. During the mission the evaluators met with participants in the projects, and involved stakeholders. A list of those interviewed can be found in Annex 1.

2. Relevance

In the following chapter issues of relevance are addressed. The relevance of the projects is considered to be dependent on to what extent the stated objectives and project activities have been in line with Kazakhstan's needs, goals and objectives within gender equality, the stakeholders' and participants' needs, as well as Sida's and other donors' priorities.

2.1 Kazakhstan's priorities and needs in gender development

In 1998, the president of Kazakhstan, Mr Nazarbayev, created a National Commission on Women and Family Affairs, which works directly under the President. During interviews the National Commission was often referred to as the main body working on gender equality in Kazakhstan, by conducting

studies as well as developing and following up the National Action Plan¹, which has been signed by the President. The Commission exists both on national level and regional level. In the Mazhili (congress) there is also a parliamentary group, the Otbasy, consisting of both members from the senate and the congress, with approximately 35 parliamentarians from different parties. The main objective of the Otbasy is to push for issues concerning family, women, health and vulnerable groups. Currently laws on domestic violence and gender equality, drafted by the Otbasy group, are waiting to be discussed. A law on trafficking has recently been approved by the parliament.

However, during interviews it was commonly reported that the commitment of the government was more theoretical than practical. According to interviewees the implementation of laws was limited, in many cases because the actual mechanisms for implementation are lacking, for example, laws have been passed by the government but district courts are not adequately informed as to how to actually implement the new law. It was claimed, moreover, that the dissemination of new laws to the relevant authorities such as the police, local and regional government was slow and again lacked force in terms of the means of implementing these laws. The time frame for the implementation of the NAP is a 30 year period. Women were reported to have very different circumstances and possibilities in urban and rural areas respectively, where rural areas still are still heavily dominated by traditional and patriarchal societies. The number of women in politics is low at both the national and regional level, with women accounting for between 10 and 20 percent of politicians. Furthermore, the level of unemployment is higher among women, especially within well educated groups² and the wages women are receiving are on average 61.7 percent lower than the average salary for men. The number of self-employed women is actually higher than that of men, explanations for this lie in the fact that those managing agricultural and household production are included in these figures. In reality the number of unpaid self employed women is significantly higher than that of men.

2.2 The stakeholders' and participants' needs

A large number of the project participants that the evaluators met with were involved in the ongoing project. A significant number of those female politicians participating in the current project actually came from political parties with close connections to the current party in power, OTAN as well as the President's daughter's party, ASZAR. Some of the opposition candidates who were taking part in the project were apprehensive about taking part in the project as this would draw attention to the fact that they were running for election and might therefore result in them becoming victims of dirty tricks campaigns.

Many of those who have participated in the projects implemented in Kazakhstan have been engaged in promoting gender or social issues prior to participating in the project, via NGO's, business networks or politics. In spite of this the participants spoke of the needs that they had to improve their campaigning, lobbying and networking skills. Many of the project participants also stated that lack of funding and existence of structural and institutional barriers were actually the major obstacles to increasing the role of women in politics and business.

2.3 Sida's and other donor's objectives

Sida's overall development objectives are to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic public structures, efficient government bodies and respect for human rights. Gender equality under-

¹ National Action Plan to improve the status of women in the Republic of Kazakhstan, 1999

² Women and Men of Kazakhstan, Gender statistics, 2003

stood in a broad context entails women's ability to partake and influence at all levels of civil society and politics, which has been an objective of all projects. With regard to development of democratic public structures and respect for human rights, the projects are therefore assessed to have been in line with Sida's objectives.

The democratic situation in Kazakhstan is, however, currently weak and the transparency of government poor. In fact, many of the bilateral donors have begun to reduce support to Kazakhstan as a result of this as well as the improving economic situation within the country.

3. Organisation

In the following section the organisation of the projects, project planning and implementation are described.

3.1 Project planning

UNDP GiD has been promoting initiatives to increase the number of women participating in decision making processes, politics and business in Kazakhstan for over ten years. Initial cooperation between Sida and UNDP GiD emerged through small scale Swedish participation in a women's summer camp organised by UNDP GiD. Following this there was a request from the Kazakh partners and UNDP GiD for further assistance from Sida for other projects. A concrete project proposal was put forward to Sida in 1998 by the Kazakh partners and Sida selected Språngbrädan to be the implementing partner from the Swedish side. The project description aimed to meet the immediate needs of those women interested in taking a larger role in the promotion of women in society more generally.

The project partners were Språngbrädan, UNDP GiD and the Association of Business Women in Kazakhstan (AWBK). The AWBK, led by Raushan Sarsimbaeva was very active in working with women in business at this time and had begun establishing a nationwide network.

3.2 Project Implementation

The staff of the UNDP GiD office based in Almaty have been very involved in selecting the seminar participants, based on criteria agreed with Språngbrädan and have also organised the seminars and conferences. No unforeseen problems have emerged during the implementation of the projects. The project leader and UNDP GiD have tried their utmost to ensure that seminar participants come from a relatively wide range of political parties, business groups and geographical areas. It is not always easy to ensure an even political spread among the project participants, however, as many of them do not want to risk receiving too much attention or for their competitors to know of their intentions to run for election. This is because many women, and especially those who are not running for the largest political parties, and especially those favoured by the President and his family are still fearful of what might happen to them should they choose to run for election.

The fact that UNDP GiD and the AWBK has facilitated regular contact between the participants and organisers of the project which has helped in the implementation of the project. Furthermore, the fact that UNDP has been involved has given many women who were initially sceptical about the possible bias of such projects supporting women in politics more confidence in the aims of the projects and they have consequently felt more confident taking part they claim than if another local organisation had been organising the activities.

The projects have been implemented in line with the project proposal presented to Sida and there have been no significant deviations from what was planned.

4. Effectiveness

In this evaluation effectiveness is defined as the realisation of expected objectives. Here effectiveness involves two separate concepts: the occurrence of expected results (objectives), as well as the fact that these results are attributable to the projects under evaluation.

The overall objective of the projects has been to strengthen the democratic reform process in Kazakhstan as well as to support the 'Action Plan on Improving the Status of Women'.

4.1 Achievement of objectives

4.1.1 Development of leadership and networking

The aim of the development of leadership and networking projects was to strengthen networking between NGOs, local authorities and entrepreneurs. Increased access to the labour market as well as increased interest from women's role in society from the mass media. Expected results included:

- That three key businesswomen understand the value in networking and are sufficiently capable of organising something similar to a Kvinnor Kan fair and that can also act as inspirational figures and trainers for other women;
- Networks are developing between women organisations, NGOs, businesses and politicians in at least seven of the country's fourteen regions;
- Existence of active lobby groups operating in four regions;
- More women are involved in politics;
- Contacts have been made between Kazakh and Swedish business women;
- The 13 computers that have been provided under another project are used for developing women's networks;
- There is active lobbying at the national and regional levels to increase the number of female entrepreneurs;
- Capacity within the UNDP GiD bureau to organise sponsor and media activities;
- A manual about networking is developed and used during seminars that can also be used by UNDP GiD in the future for training purposes.

The target groups were female politicians, entrepreneurs, journalists and NGOs.

A clear result of the project is that the concept of networking among the women involved has been widely accepted and women are actively using the networks that they have created both within the business and political worlds and there is even considerable overlap between these networks. In fact, it is the case that those women involved in the arrangement of the very first trade fair were deeply involved and inspired by the Kvinnor Kan model. Many female entrepreneurs the evaluators met have since being involved in the projects entered into the political arena. This they say is natural transition as they have the financial means to be able to organise election campaigns. This is obviously not the case for all

women who have participated in the seminars but shortly after the project a new political party ‘the Democratic Party of Kazakh Women’ was established by Raushan Sarsembaeva. More recently many of the women who were formerly involved in this party have joined the part of the President’s daughter – Aszar.

Representatives from 12 of the fourteen regions have been working to strengthen the work of NGOs and networking activities among business women and politicians were inspired by the idea of networking and helped them to see the need for organising their work more effectively. Many NGOs had developed for example, but they lacked a clear vision for their work or knowledge about how to organise themselves. Another success of the projects according to the participants was the focus on putting ideas into practice and how to put the National Action Plan into practice. In particular the National Gender Commission changed its understanding and approach to the need to working with NGOs in Kazakhstan. In short, the National Commission understands the value of networking itself. Following the project there were lobby groups consisting of NGOs and female businesswomen and entrepreneurs in more than four of the country’s regions.

Despite losing the women trained as the delegation leader for the component focussing on training three key women the four remaining women (there were actually funds for an extra participant) took part in all the training activities and as a result of this work organised a trade fair in 1999 called Kanatty Ayel (meaning Women with Wings). The women involved in organising this conference used a manual developed by Språngbrädan to help them organise the fair. Key women from all oblasts in the country were motivated to engage as many women as possible from their home regions to participate in the trade fair. Over 2000 women from 22 regions participated in the conference. The organisers were successful in obtaining funding for the event and the website. This was the first time that these companies had sponsored a women’s event. Given the patriarchal structure of the country the ability to organise such an event was a real success. A key question remains, however, over the continued interest in supporting the running of such events in the future.

It was not possible for the evaluators to ascertain whether or not all of the women’s centres that received computers are still using them for networking purposes or that they had working internet connections. At the time of the evaluation the evaluators can confirm that the majority of the computers are still be used for networking purposes using the internet. The National Commission still has a coordinator that supports the networking between the social centres throughout the country. It is clear, however, that some of the centres have faced financial problems in maintaining the computers and the connections.

Some progress was made in helping to improve the capacity of the UNDP GiD bureau in learning to use media contacts. The bureau maintains contacts with many journalists but because of the turnover of staff in the bureau it is not clear to see whether the strength of the contacts are a result of any training during the projects that the previous employees of the bureau have had or not or whether these new individuals have developed these contacts themselves. Nevertheless, as a direct result of this project and the networking among female politicians, entrepreneurs and journalists there has been a presentation of the ‘Business woman of the month’ in the magazine Boss. This is just one example of the change in the attitude of the media to women in politics and business. The activities of the National Commission are regularly publicized in the media.

Many Kazakh women have taken part in the fairs and conferences organised for example in St Petersburg and Kiev, and have had the opportunity to network with women from other CIS countries in which Språngbrädan has been working. The extent of the use of these contacts today is very limited but at the time when the contacts were initially made many women spoke of the way in which they were inspired by other women and enjoyed the opportunity to speak in Russian with women who share at least in part a similar history and struggles.

In short, the most positive results of the projects have been the increased cooperation between the National Commission and NGOs and lobby groups in the regions as well as the ability of those working in the regions to organise their activities in a more efficient manner.

4.1.2 Women in politics

The aim was to support the democratic reform process in Kazakhstan by strengthening the role of women in politics and decision making processes. The target groups of the project were women in parliament, women in politics at the regional/local level and male politicians.

The expected results of the projects included:

- More women standing for election in the next parliamentary election;
- An increased number of initiatives driven by female parliamentarians concerning gender issues;
- A joint gender initiative developed and launched by female parliamentarians;
- Increased support for female politicians from those in executive power and voters;
- At least 50 percent of male participants have an increased understanding and awareness for gender issues;
- At least 50 percent of those in executive power are interested in implementing gender analysis.

As a direct result of the project more women have stood for election and are planning to stand for election in 2004. As far as the evaluators are aware no joint initiative has been taken by the existing female parliamentarians. The National Commission now takes a large role in pushing gender issues within high levels of government and is responsible for monitoring the extent to which Ministries are actively implementing the measures defined in the National Action Plan. This cannot, however, be attributed to the project. There is clearly growing support in many areas for female politicians among voters though support is not overwhelming. Many participants spoke of their continued difficulty in managing to change the opinions of voters who see the role of women as being confined to 'typically female' areas such as the home and family and not therefore capable of getting into to 'dirty politics with men'. This is also a view still held by many male politicians, though of course not all.

4.2 Mapping the networks

The aim of mapping the networks that have been created and supported through the projects is to see the strength of the relationships between the various actors or nodes and to see where the stronger and weaker relationships exist. The strength or weakness of relationships can to a certain extent be seen as a result of the projects and is therefore a valuable tool for analysing the effectiveness of the projects. While every attempt to ensure that all actors within the network have been identified, this is of course difficult and the results presented below are based on information gathered from key people from within the networks.

Strength of Relationship	Colour code
Regular contact	Green
Intermittent contact	Blue
Limited contact	Red
No contact	Yellow

Nodes	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P
A. Female Parliamentarians	-	G	B	B	B	R	G	B	R	R	B	G	B	B	B	B
B. National Commission	G	-	G	G	G	B	G	G	B	G	G	B	B	G	B	R
C. UNDP Gender in Development	B	G	B	-	G	B	G	G	B	B	G	G	B	B	R	R
D. Women in regional politics – six regions and four districts	B	G	R	G	-	B	G	G	Y	B	B	G	B	R	Y	Y
E. Men in regional politics six regions and four districts	R	B	R	B	B	-	R	R	Y	R	R	R	B	R	Y	Y
F. Association of Business Women of Kazakhstan ³	G	G	R	G	G	R	-	B	R	B	B	G	G	R	Y	Y
G. Pavlodar Social Fund – Centre of Partnership	B	G	R	G	G	R	B	-	Y	R	B	B	G	R	Y	Y
H. Institute for Social and Gender Studies of the Kazakh State Women's Pedagogical Institute	R	B	R	B	Y	Y	R	Y	-	Y	R	R	Y	R	Y	Y
I. Taldikoran Women's Resource Centre	R	G	R	B	B	R	B	R	Y	-	B	G	B	R	Y	Y
J. Women's crisis centres (over 47)	B	G	R	G	B	R	B	B	R	B	-	G	R	R	Y	Y
K. Women in business	G	B	R	G	G	R	G	B	R	G	G	-	G	R	Y	Y
L. Regional Chambers of Commerce	B	B	R	B	B	B	G	G	Y	B	R	G	-	-	-	-
M. Journalists	B	G	R	B	R	R	R	R	R	R	R	R	-	-	-	-
N. International Women's Business Association	B	B	R	R	Y	Y	Y	Y	Y	Y	Y	Y	-	-	-	-
O. International Women's NGOs	B	R	Y	R	Y	Y	Y	Y	Y	Y	Y	Y	-	-	-	-
P. International female politicians	R	R	Y	R	Y	Y	Y	Y	Y	Y	Y	Y	-	-	-	-

The above matrix shows that the network that is used to promote gender issues in Kazakhstan is large. Within each of the identified nodes there are large numbers of different organisations that also work towards promoting gender equality in Kazakh society. UNDP GiD and the National Commission are strong links in the network and relationships with them are strong for a number of different nodes. the contact within the network is not so formalised in many and we see a trend of a lot of intermittent contact dominating the matrix. There are very few clusters of regular formal contacts between the nodes. the one educational institution is currently not well connected within the network, nor are the groups of men at the regional level even though there are some stronger links between these groups and other nodes. It is quite possible that the size of the network is a direct reflection of the size of the country but it is important, in order to maximise the impact of the network on Kazakh society that all strategic nodes are more closely connected with each other.

³ Offices in over 21 towns/cities.

5. Impact

In the following section the quantitative and qualitative impacts of the project are addressed. It is of course difficult to attribute quantitative and qualitative impacts directly to the project, not least because of the limited scale and scope of the projects in the national context but also because of the number of other factors that have an impact on the 'gender' situation in Kazakhstan.

5.1 Quantitative impacts

There has not traditionally been significant numbers of women participating in business or politics. This can be partly explained by the difficulties for women in entering into the natural resource business world which has been so male dominated in Kazakhstan. However, the number of women in politics has fallen since Kazakhstan's independence in 1991.

The following table shows the changes in the number of women elected to the senate and congress and local government in Kazakhstan in the period 2000 to 2001, as well as political appointments to the offices of the President and the Prime Minister.

	2000					2001					2002				
	Total	Women		Men		Total	Women		Men		Total	Women		Men	
		No.	%	No.	%		No.	%	No.	%		No.	%	No.	%
Senate delegates	39	5	12,8	34	87,2	39	3	7,7	36	92	39	3	7,7	36	92
Mazhilis delegates	77	8	10	69	89,6	77	8	10	69	90	77	8	10	69	90
Maslikhat delegates (whole republic)	-	-	-	-	-	3225	603	19	2622	81	3321	616	18,5	2705	81,5
Administration of the President	298	120	40	178	59,7	302	120	40	182	60	306	116	38	190	62
Prime Minister's Office	229	104	45	125	54,6	255	120	47	135	53	282	129	46	153	54
Apparatus of the senate	101	46	46	55	54,5	103	45	44	58	56	109	43	39	66	61
Apparatus of the Mazhilis	123	59	48	64	52	157	75	48	82	52	193	87	45	106	55

The table shows that there has been a decrease in the number of women elected to the senate from 5 in 2000 to 3 in 2002, the proportion of women elected to the Mazhilis remains however stable at approximately 10 percent of the total number of seats in the Mazhilis. It is also the case that there has been no dramatic change in the number of women being elected to the Maslikhat across the country, this seems to be stable around the level of 18-19 percent of the total number of seats available. It is of course difficult to judge from these statistics the extent to which there have been any dramatic changes since the 1980s and 1990s but unfortunately statistical data for these years was not available. It is clear to see however, that there have been no dramatic changes over the past few years, but if anything the decrease in the number of women elected to the Senate is the statistic that stands out the most plus the fact that the percentage of women in high civil service positions is much greater, reflecting a trend that runs throughout the FSU.

5.2 Qualitative

The qualitative impacts of the projects are assessed by applying a set of questions about commitment, awareness and attitudes, on different levels of society, so as to include the more subtle aspects of gender development.

5.2.1 Policy level

As mentioned under relevance, the president in Kazakhstan has established a Commission on Women and Family Affairs, to be responsible for the implementation and monitoring of the NAP for improving the status of women. According to interviews the commission was not active in implementing most aspects of the NAP, and little has happened since the NAP was signed by the President. The commission requests yearly reports are produced from all the ministries concerning their compliance with certain aspects of the NAP, which they present in the form of gender statistics are published. However, the commission still lacks the mechanisms to follow up on the implementation of the NAP. Unfortunately, the evaluators did not have the chance to meet with the head of the Commission despite several attempts to rearrange the meeting. In fact during the mission to Astana several other meetings with officials and parliamentarians were also cancelled (mainly men who had been involved in the politics project). This was of course unfortunate, but also adds to the picture of limited commitment to issues of gender equality, though it should be acknowledged that the head of the gender commission faced important deadlines.

The parliamentary group Otbasylar was created before the projects were initiated, by a doctor who after going into politics wanted to create awareness on issues of women's and children's health and situation in the Kazakh society. Currently laws on equal opportunities and domestic violence have been drafted by the Otbasylar and are awaiting a hearing in parliament. No timeframe has been suggested for the eventual passing of the laws, and it was reported that other laws were given priority. There has also been a discussion on whether strengthening the existing legislative framework, instead of developing separate laws on gender equality and domestic violence would be more appropriate in Kazakhstan.

5.2.2 Civil society

The situation in Kazakhstan differs greatly between urban and rural areas, where in the former economic growth and more extensive contacts with Europe and the US have brought about a more cosmopolitan and progressive approach in the main cities Almaty and Astana. In these cities gender sensitivity is more widespread, whereas the rural areas are generally speaking dominated by more conservative and patriarchal attitudes. Public awareness on gender issues was assessed by the interviewees to be low, and gender equality as such was reported not to be an issue among the average group of people. The issue of women not wanting to vote for women was also raised on several occasions, either because women did not think female politicians were good enough or because women vote as the men in the family do.

5.2.3 Male networks

The politics projects have attempted to create networks which also involve male parliamentarians as well as some male journalists, by inviting men to participate in study tours to Sweden. During the evaluation mission, we met with one man who had taken part, the founder of the Otbasylar group. He did not meet with any other of the men that had taken part in the project, but stated that he found it most important to further engage men in the work for gender equality. The other men who were invited to take part in the evaluation cancelled and chose not to take part.

6. Complementarities

In the following chapter the evaluation address to what extent the projects have interacted and contributed to other initiatives carried out by other national or international partners.

6.1 International initiatives

UNIFEM's (the United Nations development Fund for Women,) office for Central Asia is located in Almaty in Kazakhstan. The office mainly engages in issues concerning economic empowerment, political empowerment and domestic violence. There have been some coordination with the projects undertaken by UNDP GiD and Språngbrädan, but this has mainly involved exchanging information. Recently the work of UNIFEM has been focussed on access to land and domestic violence, and the government related issues have mainly been handled by the UNDP GiD. It is the case the UNDP GiD is the link between the Språngbrädan projects and the activities of UNIFEM, but cooperation between the projects is very limited.

6.2 National initiatives

The projects have been coordinated in cooperation with the Commission on Women and Family Affairs, as well as the Otbasy group. Members from these two groups have been taking part in the projects, thus securing a knowledge exchange. Furthermore the NGOs that have been taking part were running different initiatives which had benefited from the training, for example an NGO worked with shelters for women suffering from abuse and domestic violence out in the regions, and others were conducting training within entrepreneurship and politics.

7. Sustainability

The likelihood of the survival of the results of the projects over the coming years is discussed in the following section.

7.1 Political and economic factors

While the President of Kazakhstan has signed the National Action Plan for Gender and a National Commission has been set up with the purpose of making sure that this plan is implemented the theory and practice do not match. Questions remain as to the government's real commitment to implementing all aspects of the national action plan and to implement the legislation that has been passed. This coupled with the falling numbers of women being elected to the Senate suggests that the political commitment to supporting gender equality is not wholehearted.

It is the case in Kazakhstan that there is an increasing number of women in business who are benefiting from the economic growth within the country, though not all women are able to benefit from this economic growth. Many of the women who have gained a certain degree of economic independence that have been involved in the projects are committed to helping other women, through setting up NGOs or organizing micro-credit options. The increased involvement of women in business in supporting civil society is important at this stage of the development of gender equality in Kazakhstan as it is not something that is well funded by the government. There is, however, of course the risk that should there be a change in the level of economic growth in the country that sources of financial support to many NGOs would in fact dry up.

7.2 Ownership and participation

The women who have been involved in the projects in Kazakhstan have seized on the concept of networking and are actively using this in their daily lives. The size of the networks in Kazakhstan are large, which adds to the sustainability of them. Those few women sitting in the senate and congress, however, have shown perhaps relatively less interest in being involved in the project activities. It cannot be assumed that all women that are elected to the senate or congress are interested in supporting other women or lobbying for women's issues.

While some men have engaged in the networking activities and are supporting the changing role of women in Kazakh society there is still considerable resistance among men. Their general lack of participation in the networks is a risk to the sustainability of results, as without the support of men there is the risk that women become increasingly marginalised within politics.

7.3 Likelihood of survival over the coming years

Generally speaking there is momentum to the development of processes of gender equality in Kazakhstan but the rate of change remains slow. There is considerable determination among many women who have on their own initiative established a large number of NGOs that tackle directly problems of gender equality. The risk, however, remains that the structural and legislative barriers to change remain and that in spite of its role to implement the NAP the National Commission does not have the will or the power to make this a reality.

8. Efficiency

The efficiency of the projects are assessed on the basis of the administrative cost, as well as the technical and allocation efficiency. An overview of the funding allocated to projects implemented by Språngbrädan in Kazakhstan can be found in Annex 2 of this report.

8.1 Administrative efficiency

The total budget for the projects in Kazakhstan has been app. 8,5 MSEK, whereof around 54 percent have been allocated to the gender in politics projects, and the other part for women networking and leadership, as well as an early seminar on gender. Around 8 percent of the total amount has been used for project management according to budgets, and 40 percent for reimbursables.

8.2 Technical and allocative efficiency

The projects have been assessed to be only partly successful in achieving their objectives and to be moderately relevant to the needs. It is always difficult to judge whether the results could have been achieved to a lower cost. Therefore the evaluators have chosen to judge the efficiency by the proportion of funds being used for different activities, and the assessed impacts of the same. A number study tours have been conducted, amounting to 26% of the total funds, which is considered to be in the high end, seen in the light of the limited impact they have achieved in terms of democratic development or gender sensitivity among men. The conferences and the larger scale networking events, have taken app. 15% of the budget, which can be considered an reasonable level.

9. Added value

9.1 Cross-cutting activities

In the projects some cross-cutting activities have taken place, between different target groups and also projects. In the Leadership and Networking project joint seminars have been conducted together with the women in politics projects, and men and women have been involved. In the politics project, women who were interested in going into politics were assigned a mentor (female) thus enabling knowledge exchange between parliamentarians and those standing for election. However these issues tend to be sensitive, since the mentors and mentees were often in effect competing for the same seats, and during interviews few tangible results of the approach were reported.

9.2 Cross country activities

The main cross country activities have been conferences and study tours undertaken at the same time to Sweden by Kazak and Kyrgyz project participants. Out of those interviewed none had maintained contact with the Kyrgyz participants.

Annex 1 Interviews in Kazakhstan

Name	Organisation	Location
Gulira Myrzabaeva	UNDP	Almaty
Alma Issabaeva	UNDP (ex)	Almaty
Raushan Sarsimbaeva	Head of Network Women and Business	Almaty
Gulsara Tlenchieva	President of Women Inform Centre	Almaty
Evgeniya Kozyreva	President of the Feminist League	Almaty
Baiskova Zulfia	Women supporting other women running for politics	Almaty (region)
Aigul Soloveva	President of the Union of Women Enterprises	Almaty
Tatyana Popova	British Council	Almaty
Damira Sartbayeva	UNIFEM	Almaty
Gulsum Kunilekova	Journalist Express K	Almaty +
Marina Shlyakhova	Rakhat TV	Almaty +
Saida Isakova	Head of NGO microcredit	Astana
Nelli Moiseyeva	Ministry of Internal Affairs	Astana
Gulnar Darzhumanova	NGO	Pavlador/Astana
Mr. Tutkushev Beksultan	Senator	Astana
Svetlana Dzhalmagambetova	Senator	Astana
Saltaauat Rakimbekova	Businesswoman and advisor to the Governor	Astana
Roza Temirgalieva	Journalist	Astana
Zhumagul Soltieva	Journalist	Astana +
Gulsha Tanibergenova	Prorector, Kazak State Women's Pedagogical Institute	Astana

Annex 2 Tables of project budgets

Project	Period	Counterpart	Budget (Sida)	Utilized funds
Development of leadership and networking	1998–1999	UNDP/GiD	906 000	91%
Development of leadership and networking II	2000–2002	UNDP/GiD	2970 000	99%
Women's seminar in Kazakhstan	1997	UN Gender Bureau	82 460	
Women in Politics I	2000–2002	UNDP/GiD	4 590 000	100%
Total amount Sida funding in Kazakhstan			8 548 460	

Project	Budget – Politicians	Budget – Entrepreneurs	Budget – Gender Issues	Total budget Kazakhstan
Development of leadership and networking		906 000		
Development of leadership and networking II		2 970 000		
Women's seminar in Kazakhstan			82 640	
Women in Politics I	4 590 000			
Total	4 590 000	3 876 000	82 640	8 548 640
Share of total Sida budget	54%	45%	1%	

Development of Leadership and Networking

	Fees	Budgeted fees	Reimb.	Budgeted reimb.	Total for component	Total budget
Project management	34 000	7%	10 000	3%	44 000	5%
Seminars	347 000	68%	196 100	49%	543 101	60%
Study tour to Sweden	127 000	25%	56 000	14%	183 000	20%
Equipment			135 900	34%	135 900	15%
Total	508 000	100%	398 000	100%	906 001	100%
Utilized funds	98%		81%		91%	

Development of Leadership and Networking II

	Fees	Budgeted fees	Reimb.	Budgeted reimb.	Total for component	Total project budget
Project planning	237 500	18%	3 750	0,4%	241 250	10%
Seminars	636 000	47%	332 430	34%	968 430	42%
Conferences	287 000	21%	395 118	41%	682 118	30%
Study tour to Sweden	180 000	13%	239 100	25%	419 100	18%
Total	1 340 500	100%	970 398	100%	2 310 899	100%
Utilized funds	97%		100%		99%	

Women's seminar in Kazakhstan			
	Total budget	Fees (4 days)	Reimb.
Språngbrädan	82 460	24 960	57 500

Women in Politics I						
	Fees	Budgeted fees	Reimb.	Budgeted reimb.	Total for component	Total budget
Project planning	237 500	15%	3 750	0,2%	241 250	7%
Research in Kazakhstan	103 000	6%	47 848	2%	150 848	4%
Seminars in Kazakhstan	266 000	17%	151 050	7%	417 050	11%
Expertseminars in Kazakhstan	176 000	11%	168 650	8%	344 650	9%
Study tours to Sweden (3)	530 000	33%	1 064 500	52%	1 594 501	44%
Conference	119 500	7%	453 536	22%	573 036	16%
Final evaluation	166 400	10%	176 250	9%	342 650	9%
Total	1 598 400	100%	2 065 584	100%	3 663 986	100%

Country Monograph: The Kyrgyz Republic

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1. Introduction

Ramböll Management was contracted by Sida to evaluate projects carried out in the field of gender development, by Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in Estonia, Ukraine, Russia, Kazakhstan and the Kyrgyz Republic. The purpose of the evaluation was to evaluate the effectiveness and impact of projects, more explicitly to examine and judge to what extent the projects have been relevant to the needs in each country, if the stated objectives have been achieved, and to what extent the desired impacts have occurred as a result of the projects. Furthermore an assessment was undertaken of whether the specific logic and methodology applied by Språngbrädan, for example, networking, cross-country activities and empowerment had the desired outcome.

Each country is described in a country monograph, where the main findings are described. The overall synthesis and value judgments are presented in the general report, addressing the methodology and approach applied in the projects.

In the following report the findings of the evaluation in the Kyrgyz Republic are presented. Details of the project conducted in the Kyrgyz Republic by Språngbrädan and UNDP GiD with financing from Sida is shown in the following table.

Project	Period	Counterpart	Budget SEK
Women in Politics I	2000–2002	UNDP/GiD	SEK 2 228 000

A new project has been granted funding in the Kyrgyz Republic (Women in Politics II) but the evaluators did not receive descriptions or budgets for the project prior to the evaluation mission, therefore it is not incorporated in the above table. However, some of the participants who were interviewed during the mission are taking part in the new project, and hence some findings relating to the ongoing project are included in this country monograph. The evaluation mission took place in July 2004. During the mission the evaluators met with participants in the projects, and other stakeholders. A list of those interviewed can be found in Annex 1.

2. Relevance

In the following chapter issues of relevance are addressed. The relevance of the projects is considered to be dependent on to what extent the stated objectives and project activities have been set in line with the Kyrgyz Republic's needs, goals and objectives within the area of gender equality, the stakeholders' and participants' needs, as well as Sida's and other donors' priorities.

2.1 Country and sector level

The Kyrgyz Republic's National Plan of Actions (NPA) for Gender Equality was approved in March 2002, by the President Mr Akayev. The Secretariat of Council for Women, Family's Affairs and Gender development is the executive body responsible for implementation, follow-up and controlling of the NAP. The Council consists of government representatives and women's NGOs, and was originally created in 1998 under the name National Council for Gender Policy, under the President. Today, the active and executive function is undertaken by the secretariat, within the president's administration. Every six months the respective ministries are supposed to report to the secretariat on the progression

being made in implementing the NPA. Previously a programme called Ayalzat was implemented during 1996–2000, building on priorities set forward in the Beijing Platform for Actions.

Based on an analysis of the documents and plans available, the government in the Kyrgyz Republic appear to be firmly committed to promoting gender issues in society. However, it emerged during interviews that there was greater concern for the state of democratic development within the country.

Democratic institutions are still weak in the republic and few of the interviewees believed in the commitment of the government to actively promoting gender equality, in light of its other priorities and centralised power structures. The chair of the secretariat is the wife of the foreign minister and a close friend to the president's wife. The NGOs also reported difficulties in working with the secretariat, since they were not interested in having a dialogue, but rather wanted to steer the work of the NGOs. This was also evident during interviews, when the secretariat several times demanded to be more involved in the projects. The representatives of the secretariat also claimed that working with female parliamentarians was inefficient since they, in the secretariat's view, were only thinking about themselves and not about the good of other women¹.

The constitution in the Kyrgyz republic has been recently been changed meaning that at the next election there will actually be fewer seats in the parliament. The election will also be based solely on individual candidatures, thus eliminating the possibility of being elected via party lists. It is expected that this will have implications for the number of women being elected, making it increasingly difficult for women to get into parliament. There are currently six women in parliament, whereof three were elected via party lists.

2.2 The stakeholders' needs

The projects have provided the participants with skills in campaigning and marketing, political leadership, networking and general gender awareness. According to interviews this has been very useful especially from an empowerment perspective, where the participants feel that the project has helped them assert themselves as politicians and as women in society more generally speaking.

Many women spoke of the main barriers for their entry into politics, including corruption and foul play in the election procedures, along with difficulties with funding of campaigns. To some extent this has been handled within the seminars, via open discussions, but more direct handling of these issues has not been a feature of the project.

2.3 Sida's and other donors' objectives and priorities

Sida's overall development objectives are to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic public structures, efficient government bodies and respect for human rights. Gender equality understood in a broad context concerns women's and men's ability to partake in and influence debates and issues at all levels of civil society and politics, which has been an objective of all projects.

During the mission the evaluators met with the Konrad Adenauer Stiftung, a German funded NGO tied to the Social Democrats, working within development aid. The KAS had previously conducted a programme for networking and training among female politicians. The first project started in 1996 under the name of Women and Politics, and currently they are supporting the development of training centres and round tables in the regions. These activities have been co-financed by ODIHR.

¹ See later in the report for an assessment of the parliamentarians' involvement in the project by the evaluators.

Other donors supporting projects within Kyrgyzstan mainly focus their work on mainstreaming gender equality in different projects and do not support specific gender orientated projects. However, issues such as access to land for women, and support in the implementation of gender equality laws are being supported by UNDP GiD and UNIFEM.

3. Organisation

In the following section the organisation of the projects, project planning and implementation are described.

3.1 Project planning

UNDP GiD has worked to support gender development in Kyrgyzstan over the past ten years. In 1999 the Gender in Development Bureau ran a series of programmes including, for example, 'Promoting Women Leadership and Support to Social NGOs'. Sida had previously provided support to the project for 'Capacity Building for Parliament' a project implemented by UNDP GiD which laid the foundations for the development of further gender projects funded by Sida. The projects implemented in cooperation with Språngbrädan therefore build upon UNDP GiD's experience of working at the national and regional levels with female and male politicians and NGOs.

Several women who had taken part in a project run by Språngbrädan and UNDP GiD in Kazakhstan requested that a similar project be implemented in Kyrgyzstan. Språngbrädan therefore, at the request of Sida began working on a project proposal with UNDP GiD in Bishkek. A positive working relationship was established between the partners and the decision was taken to support the development of sustainable networks between different interest groups concerned with promoting issues of gender equality, in particular, women in politics at the national and regional levels. The idea to do this built not only upon UNDP GiD's experience but also that of Språngbrädan in having worked with large groups of politicians, both male and female at the regional level in other CIS countries.

3.2 Project implementation

The staff of the UNDP GiD office based in Bishkek have been instrumental in selecting the seminar participants, based on criteria agreed with Språngbrädan and have also organised the seminars and conferences. No unforeseen problems have emerged during the implementation of the project and this is mainly due to the good communications between Språngbrädan and UNDP GiD. The seminar participants come from a wide range of political parties and geographical areas, both areas which are more open to the involvement of women in society as well as those deeply conservative Muslim regions in the south of the country. UNDP GiD has worked hard to achieve this balance.

The fact that UNDP GiD has been the local partner has enabled the project/seminar participants to have more regular contact with each other and the bureau because they can readily make contact with the staff in Bishkek. Trying to engage in external communications, to for example, Sweden, would have been impossible state many of the participants.

The project has been implemented in line with the project proposal presented to Sida and there have been no significant deviations from what was planned.

4. Effectiveness

In this evaluation effectiveness is defined as the realisation of expected objectives. Here effectiveness involves two separate concepts: the occurrence of expected results (objectives), as well as the fact that these results are attributable to the projects under evaluation.

The overall aim of the project implemented in Kyrgyzstan, Women in Politics (2000–2002) was to: support to the democratic reform process by strengthening the women in politics to take part in political decision making. This was to be achieved by developing strategies to include more women in politics and women to participate on a larger scale in political decision making, to strengthen cooperation between female parliamentarians and local level politicians.

More specifically the expected results of the project were:

- To double the number of women in local politics;
- Five joint political initiatives taken by female parliamentarians;
- Increased interest and drive among local level female politicians to push gender issues;
- A declaration of the role of women in politics;
- At least 40 percent of elected female politicians are actively pushing gender issues;
- Strong motivation among women to increase the number of women in politics;
- An increased interest and understanding of gender issues among male politicians;
- The majority of seminar participants have a deeper understanding of democracy and gender issues as well as the need for women in politics.

The target groups for the project were women in parliament, women in politics at the regional level and male politicians.

4.1 Achievement of objectives

The project has to a large extent been successful in achieving its objectives at the regional level.

There has been an increase in the number of women running for elections to the local Kenesh, many of whom have been successful. The total number of women elected at the regional/local level has increased but the number of women in local politics has not, however, been doubled. This was an ambitious goal and it is not surprising that this has not been met. It is of course difficult to say that the project was the only contributing factor in the increase of women running for and being elected at the regional/local levels but it has certainly helped. Many of the female participants also spoke of the support that they had had from the female Parliamentarian Mrs. Toktokan Borombaeva who through the NGO she manages has also provided support to them in the run up to elections. Mrs Borombaeva is a key person in the Kyrgyz network of women and has been actively involved in the project.

The participants the evaluators met who had been elected at to the regional Kenesh were also engaged in pushing gender issues, though few had actually used these issues as a platform for their campaign. All of the women interviewed who had been elected to the regional/local Kenesh were also committed to supporting other women run for politics and many spoke of new initiatives that they had taken to support these women building on their experiences from the project in particular what they had seen in Sweden during election campaigns. Several of the women, however, felt that some of the techniques that they had been taught with regard to campaigning were inappropriate given the campaigning

regulations and their own financial situation. The seminars that Språngbrädan ran focussed on providing lowest possible cost techniques for campaigning but it may well be that several of the participants felt that these techniques were not sufficient in comparison with what others campaigning were doing².

While groups of male politicians participated in the project it remains unclear as to what results have actually been achieved with this target group. None of the men who were invited to meet with the evaluators chose to do so. This cannot necessarily be seen as a direct reflection of their interest in gender issues but it is nevertheless an indication of the priority attached to working with these issues. The women who had worked with the groups of male politicians spoke positively about the discussions that developed during the seminars but were less confident about the long term impacts that these seminars had had on the attitudes of the majority of the men participating though they saw it as a significant step forward that they had agreed to participate in the first place.

The six female parliamentarians all spoke positively about the seminars that they had taken part in. All six women stated that they were interested in promoting gender issues but only one of them is lobbying actively within the legislative assembly on these issues. Despite agreement between the women in the interviews that it was important for them to try and work together there are no formal joint initiatives³ being taken by the women and the explanation for this lies partly in their different party allegiances. Earlier in the project five of the female parliamentarians did arrange a press conference following their visit to Sweden and also tried to hold joint meetings but these activities have not been particularly sustainable the nearer the election came. Some of the women spoke of their need to focus their attention on getting on to the party lists, which leaves them little time for working with other female politicians, others thought it better for their careers to focus, for example, on building a name for themselves as both a businesswoman and politician so that they could work in the traditionally male dominated areas of politics, for example, finance and economy. In short there is no evidence of any joint initiatives or and only limited evidence of networking among the female parliamentarians though it should be noted that they have been committed to supporting the project and have all made an effort to support the various seminars and other activities. Mrs Borombaeva stands alone as the one female politician actively working to increase gender awareness within the legislative assembly.

The results of the project are therefore mixed but this is not to be unexpected given the ambitious targets that were set nor the persistence of barriers to change both in terms of trying to work across party lines as well as with men. Significant progress has, however, been made in inspiring women who have taken part in the seminars conducted in the regions to run for politics and the majority of them are actively pushing for increased gender awareness.

4.2 Mapping the networks

The aim of mapping the networks that have been created and supported through the projects is to see the strength of the relationships between the various actors or nodes and to see where the stronger and weaker relationships exist. The strength or weakness of relationships can to a certain extent be seen as a result of the projects and is therefore a valuable tool for analysing the effectiveness of the projects. While every attempt to ensure that all actors within the network have been identified, this is of course difficult and the results presented below are based on information gathered from key people from within the networks.

The network presented below is only representative of the networks used in relation to gender mainstreaming activities that have been supported through Sida financed projects in Kyrgyzstan.

² Some women spoke of the fact that they felt they could not compete with other candidates who had for example invested in road building, or supporting some community projects.

³ The female parliamentarians do, however, communicate a lot more with each other than they have previously and this in itself can be said to be some form of joint initiative.

Strength of Relationship	Colour code
Regular contact	Green
Intermittent contact	Blue
Limited contact	Red
No contact	Yellow

Nodes	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
A. Female Parliamentarians	-	B	B	B	B	R	R	R	B	R	B	R	Y	R	Y
B. Secretariat National Council on Gender Development	B	-	G	B	B	B	B	R	B	R	B	R	Y	Y	Y
C. Ombudsman's Office	B	G	-	B	R	R	R	R	R	R	R	R	Y	Y	Y
D. UNDP Gender in Development)	B	B	B	-	G	B	G	G	G	G	G	G	R	G	R
E. Women in regional politics	B	B	R	G	-	G	G	G	G	G	G	B	Y	Y	Y
F. Men in politics	R	B	R	B	G	-	B	G	R	R	R	R	Y	Y	Y
G. Social Technologies Agency	R	B	R	G	G	B	-	B	G	B	G	B	R	B	R
H. NGO 'Sayapat'	R	R	R	G	G	G	B	-	G	B	B	R	Y	Y	Y
I. Women's NGOs	B	B	R	G	G	R	G	G	-	G	G	B	R	B	R
J. Women Entrepreneurs Support Association	R	R	R	G	G	R	B	B	G	-	G	B	R	R	Y
K. Women in business	B	B	R	G	G	R	G	B	G	G	-	R	R	Y	Y
L. Journalists	R	R	R	G	B	R	B	R	B	B	R	-	-	-	-
M. International Women's Business Association	Y	Y	Y	R	Y	Y	R	Y	R	R	R	-	-	-	-
N. International Women's NGOs	R	Y	Y	G	Y	Y	B	Y	B	R	Y	-	-	-	-
O. International female politicians	Y	Y	Y	R	Y	Y	R	Y	R	Y	Y	-	-	-	-

The matrix mapping the networks clearly shows that the strongest links in the network are UNDP GiD, as well as the women in politics at the regional level. This is evidence not only of the success of UNDP GiD in networking with different groups but also the value in using them as a partner in the project. The key position of the women in regional politics is also clearly visible and this can to a certain extent be attributed to the project. Women spoke of how they had had contacts with other women but had not used them as actively as they do today following their realisation of the importance of them through the seminars. It is also clear to see that women's NGOs are very active in Kyrgyzstan and that there is well developed and regular communication between them and other nodes in the network. The participation of men in the network is, however, very limited. The mapping of their relationships is based on information gathered through other actors in the network, which though not a totally satisfactory method, shows that the other nodes had little contact with them concerning the promotion of gender issues and awareness.

Interestingly we see that the Secretariat National Council has contact with many different nodes in the network. This is positive if one considers that they sit within the President's office and the potential impact that this could have. It is therefore important to keep them informed about project activities but not necessarily appropriate that they take a larger role in defining and implementing the projects as the Secretariat's agenda differs slightly from that of, for example, UNDP GiD and other donors. There is also a fairly weak link between the ombudsman's office and the majority of nodes in the network.

The network is very Kyrgyz based, there are few international contacts that are regularly used. Many of the women working at the regional and local levels quoted it as being highly relevant for them to focus on trying to work together rather than across borders at the present time. One female parliamentarian, Mrs Borombaeva has very strong contacts with international partners, whereas the other parliamentarians claimed that they were not so interested in building such contacts at the present time.

Generally speaking the network is well connected with many different actors participating at various political levels within the country. The project has supported the development of this network, but not the project alone. Many women participating in the project have been inspired to use their contacts more through the project but there are also some highly motivated individuals, as well as the staff at the UNDP GiD office who have been supporting the development of this network before the project began.

5. Impact

In the following section the quantitative and qualitative impacts of the project are addressed. It is of course difficult to attribute quantitative and qualitative impacts directly to the project, not least because of the limited scale and scope of the projects in the national context but also because of the number of other factors that have an impact on the 'gender' situation in Kyrgyzstan.

5.1 Quantitative impacts

As has been the case in many CIS countries the number of women in politics has decreased dramatically since the collapse of the Soviet Union but in Kyrgyzstan the situation has been slightly different. Women have been better represented in politics than in most other countries in the region, particularly at the regional/local level. The significant change, however, came following the economic crisis in 1998 when the number of women in politics fell dramatically. The Gender Secretariat was also closed down but this has recently been re-established.

The following table shows the changes in the representation of women in politics at the national level.

	Before 1995	1995	2000
Total number of Jogorku Kenesh deputies	325	105	105
Of which women	26	5	7
Proportion of women	7,4%	4,8%	6,7%

The figures show that the number of women in the Jogorku Kenesh has despite a decrease since the late 1980s and early 1990s actually increased marginally in the period between 1995 and 2000.

As previously stated in the report it is however expected the number of women elected to the parliament will decrease during the next election.

The number of women elected to the local Kenesh has according to information gathered in interviews increased but the evaluators were not able to find any statistics to support this reported trend.

5.2 Qualitative

The qualitative impacts of the projects are assessed by applying a set of questions about commitment, awareness and attitudes, on different levels of society, so as to include the more subtle aspects of gender development.

5.2.1 Policy level

As described under relevance, Kyrgyzstan has undertaken several measures to strengthen the position of women in society, by adopting a law on domestic violence as well as equal opportunities, and by creating government institutions to execute and monitor the implementation process of the NPA.

A group of female politicians as a direct result of the project worked together to propose legislative changes. It was however reported during interviews that the real commitment from government was scarce; the common belief was that the government engages in the issues mainly as a response to demands from donors. The current legislation is not being implemented and the executive functions such as the police and the judiciary systems were reported to be weak and disinterested.

The NGOs experienced difficulties in working with the Council of Women, Family Affairs and Gender Issues, the Council was mainly perceived to be controlling institution and according to interviews did not display a progressive approach to gender development. One also has to take into account that the government recently pushed through a much criticised referendum on constitutional changes, which among other things will make it even harder for women to be elected. There was also a rumour that the forthcoming election in 2005 would be rigged, and that 10 women already had been “selected” to be elected. It is of course difficult to discern to what extent rumours like this are valid, but it does say something about the democratic climate in the country.

One of the female parliamentarians who have been taking part in the projects seemed to hold a very acknowledged and respected position among the constituencies and other women. Much of the work being done as extra to the Språngbrädan project in the area of promoting women in politics links back to this individual. She has played a significant role in pushing for changes and getting more women to run for politics. This is of course very positive in terms of the impacts of the projects but it should also be recognised that she was very active before the project was started.

5.2.2 Civil society

The Kyrgyz NGOs have managed to push for changes in legislation, as an example the law on domestic violence was drafted by NGOs and submitted together with a significant number of signatures from the public to support it, which by law forced the parliament to take it up. However, it should also be noted that the Kyrgyz republic is still by tradition a patriarchal society, and strong tribal and Muslim traditions still dominate, especially in rural and southern areas of the country, where women tend to have limited influence over the family's economy or resources, and generally believe men to be better equipped to deal with these matters.

Being a largely Muslim country, even though secular, there has recently been an upsurge in religious activity, mainly in the economically disadvantaged southern regions of the country. According to interviews it was still not uncommon for women to vote as their brothers, husbands or fathers do, without reflecting on their own vote or view. With reference to the earlier section on policy level impact, the discrepancy between legislation and norms/attitudes in the country probably account for the slow implementation of laws, since they are not in line with majority public opinion.

The Kyrgyz media has been involved in some of the project activities. During interviews the evaluators received mixed responses concerning the interest of the media in gender issues. Certain individuals were very interested claimed that they tried to work with gender issues in whatever limited way that they could, others stated that it was too difficult with regard to persuading their editors that this was important.

5.2.3 Male networks

At the time of the evaluation male networks were not really developed in the Kyrgyz republic. Nevertheless, the female politicians who had been taking part in the project together with the men, that progress was being made. Some of the interviewees reported that the men's participation had most certainly helped them push through the NPA and the law on domestic violence, since the study tours and the workshops had made the men more aware of these issues. Both the project manager and many of the female participants have stated that although the men were reluctant to be involved in the project some progress had been made in changing their attitudes to gender issues.

6. Complementarities

In the following section the evaluation address to what extent the projects have interacted and contributed to other initiatives carried out by other national or international partners.

6.1 International initiatives

As described earlier under relevance and donor's objectives, the Konrad Adenauer Stiftung and ODHIR have been conducting a programme on networking among women in politics. The training within the projects have been undertaken by the Social Technologies Agency, an NGO. Språngbrädan have met with the project managers, but no concrete cooperation has been undertaken within the project.

6.2 National initiatives

To some extent the training within the projects has interacted with national initiatives, although these have been more on an NGO and individual basis, rather than as a direct part of national policy or initiatives. The National Secretariat has taken part in some of the project activities, but explicitly wished to be further involved in the implementation and planning in the future. Those outside of the Secretariat were overwhelmingly concerned about the implications for the independence of the project should the Secretariat become more involved in the project.

7. Sustainability

In the following section the likelihood of the survival of the results of the projects over the coming years is discussed.

7.1 Political and economic factors

The issue of the participation of women in decision making processes in Kyrgyzstan is widely discussed within the country as the result of the country entering into international agreements, the establishment of the National Gender Secretariat, the implementation of donor financed projects, as well as the growth in the number and strength of NGOs promoting gender issues. The country has a National Action Plan which identifies strategic directions for the implementation of gender policy in the future and which is integral to the system of measures of the Comprehensive Development Framework of the Kyrgyz Republic. This all in theory suggests that the processes of change towards gender equality are gathering some kind of momentum but in reality these processes are taking time and there is a long way to go. Written and verbal commitments from the President, as well as the existence of gender legislation are encouraging but the implementation of the action plans and the ideas remains weak and it is questionable as to what extent working towards gender equality is really a priority for the current government who are trying to juggle many other development challenges.

A further challenge to women wanting to stand for election is the move towards using party lists. Very few women are in a position to get on to the lists and where they do it is not uncommon for them to be placed somewhere in the second half of the list, reducing their chances of being elected. Many women, both at the national and regional/local level face financial constraints when wanting to run for

election. In reality many of the women that are running are businesswomen who have access to financial resources, even though they might be limited. There is little access to financial support for other women, which in many cases prevents them from running for election.

7.2 Ownership and participation

There is no doubt that the majority of those women who have been involved in the projects have a greater understanding of the role that women can play in a democratic society and have been inspired to try and influence the direction of political change in Kyrgyzstan. Mrs Borombaeva, the parliamentarian is a key figure in helping to drive gender issues and debates within Kyrgyzstan but the absence of several other strong women in high positions means that there is a risk that many initiatives will falter should Mrs Borombaeva not remain active. Women working at the regional and local level are supporting each other to a greater extent in campaigning, for example, but if this support does not exist more widely the glass ceilings hindering entry into national politics will remain.

The fact that men have not successfully been engaged in supporting the increased role of women in decision making processes and politics through the project poses a further risk to the sustainability of results over the coming years. It is very important in future projects to work strategically to gain the confidence of men so that they engage in these projects and remain interested in supporting women long after the projects are concluded.

8. Efficiency

The efficiency of the projects are assessed on the basis of the administrative cost, as well as the technical and allocation efficiency. An overview of the funding allocated by Sida to projects implemented by Språngbrädan in Kyrgyzstan can be found in Annex 2 of this report.

8.1 Administrative efficiency

The total budget for the project in the Kyrgyz Republic has been 2 228 000 SEK. Approximately 16 percent of the total amount has been used for project management according to budget, and 48 percent for reimbursables.

8.2 Technical and allocative efficiency

The projects have been assessed to be successful in achieving their objectives and to be highly relevant to the needs. It is always difficult to judge whether the results could have been achieved to a lower cost. Therefore the evaluators have chosen to judge the efficiency by the proportion of funds being used for different activities, and the assessed impacts of the same. A number study tours have been conducted, amounting to 29 percent of the total funds, which is considered to be adequate, seen in the light of the results they have achieved. The conferences and the larger scale networking events, have taken up 33 percent of the budget, which can be considered to be in the high end when looking at the limited international networks which are present in the Kyrgyz Republic.

9. Added value

9.1 Cross target group activities

The activities undertaken in the projects have mainly been targeted towards politicians and potential female candidates. The idea of having mentors, existing politicians, was greatly appreciated by the candidates, who consider the support very important and relevant. Since candidature and running for election also is expensive, some of the women involved are business women who can finance their own campaigns. In this there is a benefit in terms of empowerment and women supporting women, but also a drawback since the business women tend to be more focussed on creating a good platform for supporting their business. Thus, some of the women who were interviewed were not particularly interested in women's issues, democratic development and social policy as such.

The study tours have been conducted with female and male politicians, a feature which was reported to be very important. The women parliamentarians stated that the men had been more interested and displayed a more gender sensitive attitudes after having been to Sweden and seen what they considered to be an interesting model.

9.2 Cross national activities

Some of the participants the evaluators met during the mission had been taking part in conferences and study tours arranged at the same time as study tours to Sweden involving participants from other countries. The participants highly valued the international dimension and felt that it had given them something interesting to think about when addressing gender issues, but very few had developed any permanent or regular contacts with politicians or NGOs in other countries. The use of the international networks is therefore at this stage very limited in Kyrgyzstan.

Annex 1 Interviews in the Kyrgyz Republic

Name	Organisation	Location
Kanysh Akmatova	NGO “Sayapat”	Bishkek
Jyparkul Alakunova	Deputy Chui oblast kenesh	Bishkek
Kulbubu Bekturganova	Writer	Bishkek
Lubov Komissarova	Member of the legislative assembly of parliament	Bishkek
Asel Mambetalieva	Member of the legislative assembly of parliament	Bishkek
Toktokan Borombaeva	Member of the legislative assembly of parliament	Bishkek
Tajinisa Abdurasulova	Member of the legislative assembly of parliament	Bishkek
Oksana Malevannaya	Member of the legislative assembly of parliament	Bishkek
Mrs Alevtina Pronenko	Member of the legislative assembly of parliament	Bishkek
Janyl Usenova	Deputy Alamydyn rayon kenesh	Bishkek
Topchugul Shaidullaeva	Ombudsman office	Bishkek
Chinara Maitikova	Specialist Chui rayon administration	Bishkek
Kalicha Umuralieva	Assistant to member of parliament	Bishkek
Olga Filippova	Secretariat National Council on Gender Development	Bishkek
Jainagul Mambetalieva	Kyrgyz Agricultural Financial Corporation	Bishkek
Farida Nurkalieva	Social and Cultural Development Department Chui oblast administration	Bishkek
Gulnara Baimambetova	Executive director Women entrepreneurs support association	Bishkek
Rabia Karimova	Deputy Osh City kenesh	Bishkek
Anastasia Toropova	UNDP, Country Programmes Gender Coordinator	Bishkek
Natalia Pisareva	World Bank, Research Analyst	Bishkek
Zylfiya Kochorbaeva	Director, Social Technology Agency	Bishkek
Dr. Mira Karybajeva	Konrad Adenauer Stiftung	Bishkek
Bubusara Orozbekova	Public Association on Teenagers, Osh City	Bishkek

Annex 2 Tables of project budgets

Project	Period	Counterpart	Budget (Sida)	Total budget	Utilized funds
Women in Politics I	2000–2002	UNDP/GiD	SEK 2 228 000		100%

Women in Politics I						
	Fees	Total budgeted fees	Reimb.	Total budgeted reimb.	Total for component	Total project budget
Project planning	237 500	18%	3750	0,4%	241 250	10%
Meetings and planning in the Kyrgyz Rep	79 000	6%	29 430	3%	108 430	5%
Research in the Kyrgyz Rep	33 500	3%	7 130	1%	40 630	2%
Seminars/interviews in the Kyrgyz Rep	447 000	34%	140 080	13%	587 080	25%
Study tours to Sweden	220 000	17%	428 200	40%	648 200	27%
Conferences	282 500	22%	455 349	43%	737 849	31%
Total	1 299 500	100%	1 063 939	100%	2 363 440	100%

Country Monograph: Russia

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1. Introduction

Ramböll Management was contracted by Sida to evaluate projects carried out in the field of gender development, by Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in Estonia, Ukraine, Russia, Kazakhstan and the Kyrgyz Republic. The purpose of the evaluation was to evaluate the effectiveness and impact of projects, more explicitly to examine and judge to what extent the projects have been relevant to the needs in each country, if the stated objectives have been achieved, and to what extent the desired impacts have occurred as a result of the projects. Furthermore, an assessment was made of whether the specific logic and methodology applied by Språngbrädan, for example, networking, cross-country activities and empowerment had the desired outcome.

Each country is described in a country monograph, where the main findings are described. The overall synthesis and value judgments are presented in the general report, addressing the methodology and approach applied in the projects.

In the following report the findings of the evaluation in Russia are presented. The projects that have been conducted in Russia by Språngbrädan with financing from Sida are shown in the following table.

Project	Period	Counterpart	Budget SEK
Women's Conference in St. Petersburg 1998	June 1998	International Institute Woman & Management	72 000
Förstudie: Kvinnor i politiken, Archangelsk	July 1998		120 000
Kvinnor i politiken, Archangelsk	1998–2000 (2,5 yrs)	Archangelsk Regional Government	2 491 330
Kvinnor på arbetsmarknaden, svenskt sponsorstöd till projekt Tacis PCP4/SW-2-R	Summer 1999–Winter 2000/01	International Institute Woman & Management/Tacis	219 000 ¹
Women's Conference in Kiev 2001	October 2001		170 000
Women's resource centres in Leningrad, WERAN	October 2001–October 2002	Committee on Economics and Investments of the Leningrad Regional Government/International Institute Woman & Management/NUTEK	1 000 000 ²
Women Changing the World Conference	2002–2003	International Institute Woman & Management	1 391 000
SPB 300 Years – Children and Gender Conference	January 2003–April 2003	St. Petersburg Social & Economic Institute/Manliga Nätverket	2 050 000
Total amount Sida funding			7 513 330

The evaluation mission took place in March 2004. During the mission the evaluators met with a selection of the participants involved in the projects as well as other stakeholders. A list of those interviewed can be found in Annex 1.

The evaluators were not provided with information concerning the ongoing 'male networking' project nor were they able to travel to Arkhangelsk to meet with those who had participated in the project, as it was not possible to make contact with the project participants. This country monograph therefore focuses on those projects whose target groups were mainly women in business.

¹ Co financed by TACIS, the total amount was app.1.1 MSEK

² Co financed by NUTEK and Södermanlands län, the total project amount was 8.5 MSEK

2. Relevance

In the following chapter issues of relevance are addressed. The relevance of the projects is considered to be dependent on to what extent the stated objectives and project activities have been in line with Russia's needs, goals and objectives within gender equality, the stakeholders' and participants' needs, as well as Sida's and other donors' priorities.

2.1 Russia's priorities and needs in gender development

The Russian government made commitments to improve the status of women in the Russian Federation in 1994. The ideas that were discussed at high levels in Moscow included the need to support, for example, a Presidential decree passed in 1993, which emphasized the need to ensure conditions for the genuine participation of women in the activity of State organs and public organisations. A large proportion of women working in state organs and public organisations are women but significant numbers of women are still absent in executive bodies and in the State and Regional Duma, although a female Mayor of St Petersburg has recently been elected. While there is a clear predominance of women specialists with higher education qualifications they count for an insignificant number of heads of companies. The extent to which the government has actually made tackling these issues is debatable, some progress has been made but it cannot be said that gender development is one of the biggest priorities of the government.

There is a clear need for continued socio-economic developments for all groups of society in Russia. Average life expectancy fell significantly following the collapse of the Soviet Union and life expectancy hit an all time low for men in 2004 at 58 years of age for men 72 for women. There are no significant differences in employment rates among men and women on an aggregate level, but there is a clear tendency of more women being employed within the service sector than men, in 2000, 69 percent of the total number of women in employment worked in the service sector.

Domestic violence is a common problem in Russia, and is increasingly being targeted by NGOs and international organisations including Human Rights Watch and Amnesty International. In fact, it is estimated that one out of four families is affected by domestic violence. In many instances cases of domestic violence are connected to unemployment and alcohol abuse.

It is therefore the assessment of the evaluators that it is highly relevant to work in improving gender equality in the Russian Federation by encouraging more women to become involved in politics as well as business.

2.2 The stakeholders' and participants' needs

The evaluators had the opportunity to meet with a number of women involved in the projects providing support to female entrepreneurs. The interviews showed that from the women's point of view the project had been useful for them, from an empowerment perspective. It was stated that the training had given them an increasing sense of self-confidence and solidarity between women as a group, which also helped them in the development of their businesses.

Difficulties associated with starting and running a business in Russia that the project has tried to tackle include for example: the lack of information as well as opportunities to share experience for new entrepreneurs; lack of advanced training and consultations for entrepreneurs concerning changes in legislation, and the business environment; and the lack of opportunities for female entrepreneurs to communicate with representatives of authorities.

Furthermore, according to those interviewed the main barriers to starting a business revolved around difficulties in obtaining funding, a limited market, difficult and lengthy registration procedures, and burdensome legislation. However, to the evaluators' knowledge, few of these issues and ways to cope with them were specifically addressed by the project. Marketing strategies were addressed in the training, but it is the evaluators' opinion that developing marketing strategies alone does not alleviate the fact that for some of the businesses the market was almost non-existent.

It is therefore the evaluators' assessment that the relevance of the projects was moderate, with regard to the actual needs of the participants in order to be able to start or develop a business. Since most of the barriers exist on a structural level, these must be addressed parallel in order for individual empowerment and networking to have genuine impact. Some of the individuals who have been involved in initiating and developing the project have also taken part and participated in different committees and councils for improving gender equality, which probably has influenced the work conducted. However, during the interview the participants gave no examples of training related to overcoming or affecting such structural barriers as described above. Nevertheless, they are aware that two influential individuals who have been heavily involved in the project are actively involved in the development of entrepreneurial support at the national level. It is difficult of course to attribute their involvement in these initiatives directly to the project but there are some indirect linkages between their participation in the project and initiatives for change today.

2.3 Sida's and other donors' objectives

Sida's overall development objectives are to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic public structures, efficient government bodies and respect for human rights. Gender equality understood in a broad context entails women's ability to partake and influence at all levels of civil society and politics, which has been an objective of all the projects in Russia. With regard to development of democratic public structures and respect for human rights, the projects are therefore assessed to have been in line with Sida's objectives.

However, the approach in Russia has to a very large extent been focussed on "women's issues" and references to women as a unique group, with unique (and better) features than men, were often quoted by the participants. This approach is not assessed to be in line with the Swedish government's definition of gender equality³. In future projects the Swedish approach to promoting gender equality needs to be strengthened, since the polarisation of gender issues most often proves to be counter-productive. Labelling men and women with different needs and interests leads to exclusion of men and women, who do not conform to the principles of this basic assumption⁴.

Few other donors are working directly with gender issues, apart from mainstreaming them in their projects. The focus of UNDP work has mainly been in other socio-economic areas.

³ To ensure equal rights, opportunities and obligations for all men and women.

⁴ Please refer to overall report for further elaboration on the issue.

3. Organisation

In the following section the organisation of the projects, project planning and implementation are described briefly.

3.1 Project planning

St Petersburg Social and Economic Institute formerly known as the International Institute of Women in Management (IIWM), managed by Rector Elena Kalinina has been the local partner in the projects concerning support to female entrepreneurs. The Institute has been running programmes for the development of leadership and business in Russia since 1991. Over 300 people have started their own businesses having graduated from the institute and more than 5000 people have taken courses there. The institute has been a preferred partner among Ministries and International Funding organisations for development cooperation projects. The international outlook of the Institute has certainly helped in the planning and implementation of the projects. Språngbrädan has taken a very active role in defining the objectives of the projects in cooperation with the Institute.

The WERAN project has only been partially funded by Sida and other financing parties have included TACIS, NUTEK, The County of Södermanland and Leningrad oblast. These parties have therefore all been involved in the approval of the project objectives for the WERAN project. The projects have been thoroughly planned and the objectives of the projects have been defined although in many instances these objectives could be defined in a more specific manner.

It is the understanding of the evaluator's that the project concerning support to female politicians in Arkhangelsk was developed following a request from government officials based in Arkhangelsk.

3.2 Project implementation

The projects concerned with providing support to female entrepreneurs have been implemented by Språngbrädan with strong support from the Institute. The cooperation has been very positive and even though there have been the usual problems associated with cross cultural working relationships, these have been overcome. Testament to the successful working relationship and implementation abilities of the parties was the organisation of the large conference in St Petersburg in 2003 'Women in a changing world.' The main activities of the project have been seminars and study visits to Sweden. The methodology used in the women in business projects corresponds almost exactly with the methodology presented in Section 2 of the general report. Key to the project's development is first the empowerment of women, which is then used to help encourage the participation of other women in business as well as the networks that have been developed over time.

4. Effectiveness

In this evaluation effectiveness is defined as the realisation of expected objectives. Here effectiveness involves two separate concepts: the occurrence of expected results (objectives), as well as the fact that these results are attributable to the projects under evaluation.

The overall aim of the projects implemented by Språngbrädan in Russia has been to support: the professional development of female entrepreneurs and politicians in North West Russia through increased contact with female Swedish entrepreneurs and politicians as well as to increase awareness of the changing role of men in Russian society.

4.1 Achievement of objectives

4.1.1 Conferences – Women in management and Women who changed the world

Språngbrädan working in close cooperation with the Institute has organised a number of conferences, mainly to support the professional development of and to support networking among female entrepreneurs. In October 2003, the year of St Petersburg's 300 year anniversary celebrations the conference 'Who changed the world' was organised with Sida support. During this conference lectures and seminars, workshops, exhibitions on women's roles in society and female entrepreneurship were carried out. The overall aim of the conference was to strengthen and develop networking cooperation between Sweden and Russia on gender, as well as to exhibit the WERAN project. The target groups for the conference included: men and women interested in gender issues, St Petersburg City Administration, Leningrad Oblast Administration, Swedish companies wanting to link up with Russian companies connected with the WERAN project, participants of other co-operation projects, including those from other FSU countries that Språngbrädan has been implementing other Sida financed projects in.

The conference has been judged by many to have been a success, not least because of the significant media coverage that it received both in newspapers and via television. Another result of the conference was that a handful of new business relationships between Swedish and Russian entrepreneurs were born. There has been an increased awareness among female entrepreneurs of entrepreneurship and the potential for business relationships with other countries. Women participating from other European countries were impressed with the capacity of the Russian and CIS participants but the evaluators have not been able to identify if this has led to anything more concrete other than an increase in the internationalisation of the network. Leningrad oblast inspired by the presentation of the WERAN project took actions to initiate a law on entrepreneurship that special micro-credits should be made available for female entrepreneurs.

4.1.2 Children and equality week in St Petersburg

The Children and Equality week held in St Petersburg in parallel to the 'Women who changed the world conference' was facilitated by Språngbrädan and the Institute though those delivering the seminars were mainly from the Male Network. The aim of the series of seminars was to promote social issues concerning children and gender, as well as to promote cooperation between Russia and Sweden on these issues. The male network with a certain amount of help and guidance from Språngbrädan and the Institute organised seminars on: the role of men in Russia including issues such as, fatherhood, young boys' need for positive role models, necessity of changing traditional male values, problems of domestic violence. The target groups included representatives from the police force, military, politicians and NGOs. Språngbrädan also held a presentation concerning the role of networking and the WERAN project. Seventy seven women and forty nine men took were at the seminars and some of the men present following the seminar expressed an interest in learning more about the male network and further cooperation.

4.1.3 Women's resource centres – WERAN

The overall aim of the WERAN project has been to promote female entrepreneurs in the City of St Petersburg and Leningrad Oblast and to enhance business exchange between Sweden and North-western Russia. Russian partners have been selected and trained in the fields necessary to ensure good and fruitful cooperation with Swedish women running their own SMEs. More specific objectives of the project have included: establishing local resource centres for female entrepreneurs in Leningrad oblast⁵; and setting up a database of female entrepreneurs in Russia and Sweden as well as web-pages to be used by those seeking business contacts and support.

⁵ A similar centre has been established in Leningrad oblasts twin region, Södermanland in Sweden, though not with funding from Sida.

Three resource centres have been established in Leningrad oblast in Vyborg, Luga and Shlisselburg. Staff at the centres have been trained through the project including six business advisors⁶ and four women who manage the website and database through seminars and study visits to Sweden. The evaluators saw evidence of the existence of the website but were not able to establish exactly what the trained 'web-women' are currently doing. The centres are widely advertised and have received some degree of financial support in the form of premises from the Leningrad oblast regional administration.

Over 100 women have now used the centres. Training courses for those wanting to start a business have been run as part of the project where individuals have learnt about how to create business plans and how to market their companies, as well as the importance of networking and supporting other female entrepreneurs. Of those women interviewed who had taken part in the training courses conducted as part of the Sida financed activities all were successful in their businesses, in that their businesses were surviving and in the case of the large proportion of them – they were growing. The women also said that they actively used the network of contacts that they had established within Leningrad oblast.

4.1.4 Women in politics – support to female politicians in Arkhangelsk

The project to support women in politics in Arkhangelsk was carried out between 1998 and 2000. The aim of which was to provide support to female politicians, support groups, journalists and supportive men, mentors and mentees in Arkhangelsk to promote democratic developments, stimulate the development of networks and lobbying activities and to encourage discussions of gender in the media. The final report states that approximately 43 people took part in the project and that the main result of the project was the increased ambition of those women who had taken part to be politicians and to lobby for gender equality. The evaluators are not able to verify these results as no contact could be made with the local partners in Arkhangelsk.

4.2 Mapping the networks

Given the problems that the evaluators have faced in meeting with participants from all of the projects implemented by Språngbrädan in Russia, it is very difficult to map the networks in the same way that it has been possible in the other countries and projects that have been the subject of the evaluation. Therefore, where the evaluators have not been able to verify the strength of the networks the cells have been left blank.

⁶ To the evaluators knowledge none of these advisors had run their own businesses.

Strength of Relationship	Colour code
Regular contact	Green
Intermittent contact	Blue
Limited contact	Red
No contact	Yellow

Nodes	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
A. Parliamentarians/Ministers	-	-	R	-	-	-	-	-	-	-	-	-	-	-	-
B. Leningrad oblast regional administration	-	-	G	G	G	R	-	-	-	-	B	R	R	-	R
C. St Petersburg Social and Economic Institute (formerly IIWM)	R	G	-	G	G	G	-	-	R	B	B	B	G	G	B
D. Local resource centres Leningrad oblast	-	G	G	-	G	R	Y	Y	Y	R	B	B	R	R	R
E. Female entrepreneurs from Leningrad oblast	-	G	G	G	-	B	Y	Y	Y	R	Y	B	B	R	R
F. Women in business (Nationwide)	-	R	G	R	B	-	Y	Y	-	-	R	R	B	R	R
G. Women in regional politics (Arkhangelsk)	-	-	-	Y	Y	Y	-	-	-	-	-	-	-	-	-
H. Men in regional politics (Arkhangelsk)	-	-	-	Y	Y	Y	-	-	-	-	-	-	-	-	-
I. Men's centres/NGOs	-	-	R	Y	Y	-	-	-	-	-	-	-	-	-	-
J. Women's NGO's	-	-	B	R	R	-	-	-	-	-	-	-	-	-	-
K. Journalists	-	B	B	R	Y	R	-	-	-	-	-	-	-	-	-
L. Swedish female entrepreneurs	-	R	B	B	B	R	-	-	-	-	-	-	-	-	-
M. International Women's Business Association (EWMD)	-	R	G	R	B	B	-	-	-	-	-	-	-	-	-
N. International Women's NGOs	-	-	G	R	R	R	-	-	-	-	-	-	-	-	-
O. International female politicians	-	R	B	R	R	R	-	-	-	-	-	-	-	-	-

Unfortunately, by having to leave large areas of the network empty creates an incomplete picture of the network. However, the fact that the evaluators have struggled to make contacts with groups in the network is in itself proof of the fact that there are problems in terms of the level of contact between nodes in the network. From project documents it can be verified that people from different have met and that they occasionally meet at different seminars and conferences. To what extent these contacts have developed into regular and sustainable contact has not been possible to assess. (see further under cross-cutting activities). The evaluators have been informed that the politicians of Arkhangelsk, the local resource centres and entrepreneurs from Leningrad oblast maintain contact with each other, predominantly through the 'Women in a changing world' conferences. The evaluators have, however, been unable to verify this.

This is perhaps not surprising given both the focus of the projects in terms of supporting female entrepreneurs but also because of the size of the country. The pattern shown in the network does however show that few systematic efforts have been made to link key points in the network through the Språngbrädan projects implemented so far in Russia, which has impacts in terms of the usage of the networks supported by Språngbrädan to raise gender issues in different forums. It is clear from the matrix above that the Institute in St Petersburg is an important node in the network in North West Russia. Furthermore, it is clear that within Leningrad oblast a working relationship has been established between the resource centres, entrepreneurs and the regional administration.

5. Impact

5.1 Quantitative Impacts

Due to the nature of the projects evaluated and the lack of statistical evidence it is difficult to make conclusions concerning the impacts of the projects. As the projects have not directly targeted female politicians at the national level it is not relevant to talk about the changing numbers of women elected to parliament and sitting in executive bodies. Unfortunately, due to the problems in making contact with any of the project participants from the women in politics project in Arkhangelsk it is not possible to present a quantitative analysis of the results of the project.

There is a wealth of statistics concerning developments in the SME sector by various Russian and international research institutes but the evaluators were not able to identify reliable gender disaggregated statistics to present the trends. The following data gathered from the UNECE (2004) shows that there has been an increase in the number of women running their own businesses and who are self-employed. The increase in the number of women who are self-employed and employers is significant and is a direct reflection of the service sector in the Russian Federation over the past five years.

Indicator	1995	2000
Total number of female employers and self employed	467,359 ⁷	2,438,146
Female employers and self employed as a percentage of total number of employers and self employed	32.28	47.3
Total number of female employers	47,913	143,416

It is, however, very difficult to assess the impact of the WERAN project, for example, on a quantitative basis in Leningrad oblast. The evaluators did not find any statistics concerning the growth of the SME sector within Leningrad oblast, nor the proportion of this growth that is related to female entrepreneurs starting their own businesses. Furthermore, it is has been difficult for the evaluators to establish exactly how many women have been using the resource centres in Leningrad oblast. It is therefore even more difficult to judge what impacts the project has had in reducing unemployment in the region as well as contributing to economic growth.

5.2 Qualitative

Since the project has been mainly focussed on women (the existence of projects on male networks did not come to our knowledge until after the mission), the direct impacts of the projects are limited to small groups of women. It was difficult to establish any qualitative impacts in terms of changing attitudes or increasing awareness on gender issues beyond these groups. However, the resource centres and the Social and Economic institute reported that interest in the project from the Oblast and City Administrations had increased over the past few years. For example, the City of Luga administration had increased its support by providing the premises for the one of the resource centres. Within the media several events held within the framework of the projects have been covered (conferences, seminars etc) but it has not been possible to verify that any long term impact such as increased focus on gender issues have occurred.

At the time of the evaluation mission a contract had been signed between the Institute in St Petersburg and the Nordic Investment Bank to provide micro-crediting to female entrepreneurs. Although this is not a part of the project, it can probably to some extent be attributed to the WERAN project, and the

⁷ Data gathered from UNECE gender statistics: <http://www.unece.org>

attention it has received both in Sweden and in the regional administrations. The micro-crediting programmes as well as the programmes for allocating preferential loans to female entrepreneurs realised by the Nordic Investment Bank provide opportunities for larger groups of female entrepreneurs to receive support for the development of their businesses. Should this scheme be successful it is therefore likely that the indirect results of the project will of course be greater.

6. Complementarities

6.1 International initiatives

There have been some complementarities between the women in business projects and other international initiatives being implemented in this area. The Språngbrådan project manager has been particularly adept at managing relationships with a number of international stakeholders and as a direct result of this one of the projects implemented by Språngbrådan has been conducted within a Tacis project on women on the labour market, and the WERAN project was co-financed by NUTEK, EU and participating Swedish partners, including for example Södermanlandslän.

6.2 National initiatives

There is little evidence of direct coordination between the WERAN project with national initiatives. There has, however, been some indirect coordination between the project and national initiatives again through the two influential individuals that have been involved in the project. There are, for example, committees and councils where the Institute in St Petersburg has been active during the time of the project implementation, such as the Interdepartmental Committee for realising Gender and Family Policy in Leningrad oblast, and the St Petersburg Coordinating Council for Realizing Gender Equality Policy, to mention a few. It has, however, been difficult to establish what concrete results have been achieved through these initiatives in terms of developing the business environment for female entrepreneurs.

There has, however, as has been previously mentioned some support provided by Leningrad Oblast Administration towards the project in terms of the provision of premises for the resource centres but the strength of this support has developed over time. There are however other committees and councils where the Institute in St Petersburg have been active during the time of the project implementation, such as the Interdepartmental Committee for realising Gender and Family Policy in Leningrad oblast, and the St Petersburg Coordinating Council for Realizing Gender Equality Policy, to mention a few. These were however not referred to during interviews and it is not possible for the evaluators to verify to what extent initiatives have been coordinated on other than individual level (due to individual affiliation).

7. Sustainability

7.1 Political and economic factors

There is support within Leningrad oblast for the development of the resource centres established in the WERAN project. Premises for the centres though temporarily taken away have been reinstated but the degree to which the resource centres have stimulated wider debates concerning gender equality within the oblast is questionable. The extent to which gender issues are a priority in political debates in Russia is questionable generally speaking. Important to the sustainability of activities underway is the need to work at the structural level and for example in closer contact with regional administrations if those female entrepreneurs wanting to start businesses are to have real chances of success. Furthermore, due to the hierarchical nature of decision making processes in Russia it is important to work with both male and female politicians at the oblast and perhaps even national levels.

All female entrepreneurs interviewed stated that the biggest barriers to their enterprises development and to those wanting to start a business include: lack of micro-financing, administrative barriers, lack of contact with decision-makers, corruption and bureaucratic red-tape. The project has not tackled these issues directly and they remain a threat to the sustainability of the activities if women are continuously deterred from starting their own businesses.

7.2 Ownership and participation

The likelihood of survival of the results of the projects over the coming years depends to a large extent on the local ownership and participation in networks geared towards promoting gender equality and the increased role of women in politics and business as well as the changing role of men in society. There is clearly commitment from the institute and this has been critical in terms of the implementation of the projects. There is also commitment from the local resource centres in Leningrad oblast but the future of the resource centres relies on external funding at this point in time. This of course has implications in terms of any assessment of sustainability. It is also the assessment of the evaluators that the networks that have been created could have a greater impact and likelihood of being sustainable if larger numbers of men are included in them.

8. Efficiency

The efficiency of the projects is assessed on the basis of the administrative costs, as well as the technical and allocation efficiency. A table providing an overview of the funding for projects implemented by Språngbrädan in Russia can be found in Annex 2 of this report.

8.1 Administrative efficiency

The total budget for the projects in Russia has been approximately 7,5 MSEK, whereof approximately one third has been allocated to the gender in politics projects, another third for women entrepreneurs and resource centres, and the last third on support to and participation in different gender conferences. Approximately 6 percent of the total amount has been used for project management according to budgets, and 51 percent for reimbursables.

8.2 Technical and allocative efficiency

The projects have been assessed to be moderately successful in achieving their objectives, although it should be noted that it has not been possible to evaluate all projects. It is always difficult to judge whether the results could have been achieved to a lower cost. Therefore the evaluators have chosen to judge the efficiency by the proportion of funds being used for different activities, and the assessed impacts of the same. The conferences and the larger scale networking events, have accounted for 49 percent of the budget, which can be considered to be a high amount. It is difficult to judge the sustainability and impact of the conferences and in this respect cost –efficiency is judged to be moderate to low.

9. Added value

9.1 Cross-cutting activities

The evaluators did not have the opportunity to meet with any participants who had been involved in any cross-cutting initiatives carried out within Russia. Desk research also shows that cross-cutting initiatives carried out between different target groups have not been a major feature of the projects conducted in Russia with of course the exception of the conferences and fairs that have been organised. Those Russian participants that had taken part in the conferences in the fairs while stating that they were inspiring felt that they had not been able to use the opportunities to network with other women working in other regions in Russian or other FSU countries to the extent that was perhaps expected. Unfortunately no clear explanations of why this was the case was provided by the participants.

9.2 Cross-country activities

The conferences that have been conducted in St Petersburg, have involved large numbers of project participants from other Språngbrädan projects. They have been able to participate in the conferences as funding was allocated within other Sida financed projects implemented by Språngbrädan in their respective countries. As in the other country monographs, these occasions are valued and the participants enjoy the opportunity to meet with people from other countries and discuss the situation of women and gender equality. However, the contact rarely continues beyond the conferences but for a handful of people.

In the WERAN project several Swedish business women have been visiting the Women Resource Centres, and a selection of the participants have also had the opportunity to travel Sweden. The majority of women have owned handicrafts, fashion or service-sector businesses. The project participants that the evaluators met with spoke of how they had been inspired by the Swedish business women that they had met. It is, however, the assessment of the evaluators that support towards the empowerment of the women as well as exchanges of experience have not led to tangible results or impacts.

Annex 1 Interviews in Russia

Name	Organisation	Location
Elena Kalinina	Director, Institute of Social and Economic Affairs	St Petersburg
Olga Klimonova	Institute of Social and Economic Affairs	St Petersburg
Journalist, female	Employment Ads paper	St Petersburg
Tamara Toloknova	Head of Luga Resource Centre	Luga
WiB – Handicap Sewing	Luga Resource Centre	Luga
Reporter	“Russian truth”	Luga
Two consultants	Luga Resource Centre	Luga
Perfume/Make-up business	Luga Resource Centre	Luga
Entertainment village start up	Luga Resource Centre	Luga
Design/dress making	Luga Resource Centre	Luga
Printing firm	Luga Resource Centre	Luga
Advertising newspaper	Luga Resource Centre	Luga
Fast-food minibakeries	Luga Resource Centre	Luga
Dressmaking	Luga Resource Centre	Luga
Dairy firm	Luga Resource Centre	Luga
Textiles/Dress-making		St Petersburg
Private School		St Petersburg

Annex 2 Tables of project budgets

Project	Period	Counterpart	Budget (Sida)	Budget (total)	Utilized funds
Women Changing the World Conference	2002–2003	International Institute Woman & Management	1 391 000		
SPB 300 Years – Children and Gender Conference	January 2003–April 2003	St. Petersburg Social & Economic Institute/Manliga Nätverket	2 050 000		
Women's Conference in St. Petersburg 1998	June 1998	International Institute Woman & Management	72 000		92%
Women's Conference in Kiev 2001	October 2001		170 000		73%
Kvinnor på arbetsmarknaden, svenskt sponsorstöd till projekt Tacis PCP4/SW-2-R	Summer 1999–Winter 2000/01	International Institute Woman & Management/Tacis	219 000	1 183 000	
Förstudie: Kvinnor i politiken, Archangelsk	July 1998		120 000		
Kvinnor i politiken, Archangelsk	1998–2000 (2,5 yrs)	Archangelsk Regional Government	2 491 330		98%
Women's resource centres in Leningrad, WERAN	October 2001–October 2002	Committee on Economics and Investments of the Leningrad Regional Government/International Institute Woman & Management	1 000 000	8 500 000	
Total amount			7 513 330		

Project	Budget – Politicians	Budget – Entrepreneurs	Budget – Gender Issues	Total budget Russia
Women Changing the World Conference		1 391 000		
SPB 300 Years – Children and Gender Conference			2 050 000	
Women's Conference in St. Petersburg 1998	72 000			
Women's Conference in Kiev 2001			170 000	
Kvinnor på arbetsmarknaden, svenskt sponsorstöd till projekt Tacis PCP4/SW-2-R		219 000		
Förstudie: Kvinnor i politiken, Archangelsk	120 000			
Kvinnor i politiken, Archangelsk	2 491 330			
Women's resource centres in Leningrad, WERAN		1 000 000		
Total	2 683 330	2 610 000	2 220 000	7 513 330
Share of total SIDA budget	36%	35%	30%	

Women Changing the World, St. Petersburg 2003

	Cons. fees	Total budget	Reim- bursables	Total budget	Total costs	Total project budget
Project management	161 600	30%	15 800	2%	177 400	13%
Information meetings, press conferences, network meetings, marketing	30 300	6%	26 000	3%	56 300	4%
Conference	314 600	58%	383 000	45%	697 900	50%
Participation from Belarus and the Ukraine			48 400	6%	48 400	3%
Participation from Kazakstan, Kyrgyzstan, Uzbekistan, Tajikistan	13 200	2%	192 800	23%	206 000	15%
Participation from Georgia, Armenia, Azerbaijan	13 200	2%	144 800	17%	158 000	11%
Participation from Moldova	6 600	1%	40 400	5%	47 000	3%
Total	539 500	100%	851 200	100%	1 391 000	100%

Barn- och jämställdhetsseminarium i St. Petersburg 2003

	Cons. fees	Total budget fees	Reimburs- ables	Total budget reimbursables	Total for component	Total project budget
Språngbrädan – Planning	131 300	15%	12 000	1%	143 300	7%
Språngbrädan – Implementation April 2003	167 800	20%	65 589	5%	233 389	11%
Social & Economic Institute – Planning	40 500	5%	16 000	1%	56 500	3%
Social & Economic Institute – Market- ing, press & networking in SPB	15 000	2%	6 000	1%	21 000	1%
Social & Economic Institute – Implementation April 2003	34 700	4%	100 000	8%	134 700	7%
Rent of Conference Venue			111 111	9%	111 111	5%
Children's conference	150 000	18%	420 000	35%	570 000	28%
Male Network Seminar	137 000	16%	213 000	18%	350 000	17%
Seminar on Gender Machinery and Women in Economy	178 900	21%	251 100	21%	430 000	21%
Total	855 200	100%	1 194 800	100%	2 050 000	100%

Participation in Women's conference in Kiev, 10–14 oktober 2001

	Total budgeted costs	Utilization of total funds	Budgeted fees	Utilized fees	Budgeted reimb.	Utilized reimb.
Språngbrädan	170 000	124 692 (73%)	38 000	38 000	132 000	8 7120

Study tour: Women in Politics, Archangelsk

	Total budgeted costs	Fees	Reimbursables
Språngbrädan	117 408	76 500	40 908

Women in Politics, Archangelsk						
	Total budgeted costs	Utilization of total funds	Budgeted fees	Utilized fees	Budgeted reimb.	Utilized reimb.
Språngbrädan + Archangelsk Region	2 491 330	2 443 321 (98%)	1 140 000	1 140 000	1 351 330	1 303 321

Women's conference in St. Petersburg 1998						
	Total budgeted costs	Utilization of total funds	Budgeted fees	Utilized fees	Budgeted reimb.	Utilized reimb.
Språngbrädan	72 000	66 000 (92%)	54 000	48 000	18 000	18 000

	Cons. fees	Total budget	Reim-bursables	Total budget	Total costs	Total project budget
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Women's resource centres in Leningrad, WERAN						
	Cons. Fees	Total budget fees	Reimb.	Total budget fees	Total for component	Total project budget
Training of Russian Groups of SMEs	151 000	28%	111 640	32%	262 640	26%
Project planning 12 months (lump sum)					108 000	11%
Register of SMEs, Homepage and Web Lady	144 000	27%			144 000	14%
Establishment of resource Centra in Vyborg, Schlisselburg and Luga	246 000	45%	239 360	68%	485 360	49%
Total	541 000	100%	351 000	100%	1 000 000	100%

Country Monograph: Ukraine

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1. Introduction

Ramböll Management was contracted by Sida to evaluate projects carried out in the field of gender development, by Språngbrädan Utvecklingskonsulter AB (Springboard Development Consultants) in Estonia, Ukraine, Russia, Kazakhstan and the Kyrgyz Republic. The purpose of the evaluation was to evaluate the effectiveness and impact of projects, more explicitly to examine and judge to what extent the projects have been relevant to the needs in each country, if the stated objectives have been achieved, and to what extent the desired impacts have occurred as a result of the projects. Furthermore an assessment of whether the specific logic and methodology applied by Språngbrädan, for example, networking, cross-country activities and empowerment had had the desired outcome was undertaken.

Each country is described in a country monograph, where the main findings are described. The overall synthesis and value judgments are presented in the general report, addressing the methodology and approach applied in the projects.

In the following report the findings of the evaluation in Ukraine are presented. The projects that have been conducted in Ukraine by Språngbrädan and their counterparts, with financing from Sida are shown in the following table.

Project	Period	Counterpart	Budget SEK
Seminars – Gender in Politics	1998–1999 (10 months)	UNDP/GiD	1 100 000
Ukrainian study tour to Sweden	1999 (3 months)	UNDP/GiD	455 000
Seminars for Women in Politics	1999–2000 (3 months)	UNDP/GiD	410 368
Seminar on Gender Issues in Kyiv	2001 (3 days)	UNDP/GiD	542 000
Women's Idea and Trade Fair in Kyiv (ARKA)	2001 (6 months)	UNDP/GiD	990 000
Olga-programme, phase 1	2000–2001 (18 months)	UNDP/GiD	3 900 000
Olga-programme, phase 2	2001–2003 (26 months)	League of Ukrainian women-voters 50/50	4 825 000
Gender role of men in transition societies	2001–2002 (18 months)	UNDP/GiD/Coalition of Violence Prevention in Zhytomyr/Progres- sive Women in Vynnytsa (NGO)/ Manliga Nätverket	1 863 000
Total amount Sida funding			14 085 368

The evaluation mission took place in April 2004. During the mission the evaluators met with participants in the projects, and involved stakeholders. A list of those interviewed can be found in Annex 1.

2. Relevance

In the following chapter issues of relevance are addressed. The relevance of the projects is considered to be dependent on to what extent the stated objectives and project activities have been in line with Ukraine's needs, goals and objectives within gender equality, the stakeholders' and participants' needs, as well as Sida's and other donors' priorities.

2.1 Ukraine's priorities and needs in gender development

Since independence in 1991, Ukraine has been struggling hard to establish the processes of change necessary to create positive socio-economic development. The situation is gradually improving, with regard to economic growth, especially in the urban areas. The situation of men and women is equal in terms of employment; out of the labour force 89 percent of the females and 91 percent of the men were either employed or self-employed¹ in 2000, thus indicating equal access to the labour market. However, socio-economic developments over the past decade or more in Ukraine have brought about negative impacts on the situation of men and women. During interviews it was reported that domestic violence against women is an increasing issue, alcohol abuse is frequent among men in rural as well as urban areas, and life expectancy has dropped dramatically, mainly among men.

Regarding women and men in politics, the situation is similar to that of many FSU countries, in that women since independence play an increasingly marginal role in politics. The situation is worst on the national level, where only approximately 5,1 percent of the Members of Parliament are women (of a total of 450 seats). Recently there had also been made changes to the constitution, limiting the opportunity to be elected on other than party-lists, which according to interviews will make it increasingly difficult for women to be elected. At the local level, the participation of women is higher. According to interviews with UNDP, Gender in Development, men are not interested in municipal politics since there is no "big business" in it.

When analysing the government's priorities in the area of gender equality, the evaluators found little evidence of a well-founded strategy or objectives for development on a national level. For example, at the time of the evaluation mission, a draft of the Equal Opportunities law had been rejected for the third time in Verkhovna Rada (the Ukrainian parliament). According to interviews, there was no real commitment to passing the law in the Rada, and only one of the members of parliament was actively promoting and pushing it. During interviews with UNDP Gender in Development, it was reported that it was much easier to work with the regional and local levels. The commitment at regional and local (oblast and municipal), had enabled the development of regional Gender Action Plans.

2.2 The stakeholders' and participants' needs

The projects in Ukraine have mainly focussed on the following target groups and objectives;

- To support and promote women going into politics at national and regional level
- To support and promote gender issues in the media (through journalists)
- To support men in their changing role in society and making them more gender sensitive
- To support women entrepreneurs in developing their businesses

During the evaluation mission we met with individuals from all target groups, and it was clearly stated that they assessed the training and activities to be highly relevant to their needs. To give a few examples; the men had no previous experience of working within the field of support to men, albeit that they in their positions as police officers, university teachers, for example, often encountered problems of marginalised groups of men. The women had to some extent been active before within NGOs or politics, but they often did not know how to promote themselves or how to form a political platform for their campaigning. Furthermore, it was reported a need of involving men and further develop the cooperation among female and male politicians. This has been addressed accordingly by the projects. The female entrepreneurs have been a small target group within the projects, and according to those

¹ World Bank, Genderstats, database of gender statistics. (<http://devdata.worldbank.org/genderstats/home.asp>)

interviewed the main barriers to them doing business were legislation and regulations, as well as lack of markets. These issues were to some extent addressed by the seminars, which dealt with business plans, marketing and management issues.

2.3 Sida's and other donors' objectives and priorities

Sida's overall development objectives are to create the necessary conditions for reducing poverty and preventing conflict primarily by means of initiatives aimed at promoting sustainable development and improving living standards for the population, and by contributing to the development of democratic public structures, efficient government bodies and respect for human rights. Gender equality understood in a broad context concerns women's and men's ability to partake in and influence debates and issues at all levels of civil society and politics, which has been an objective of all projects. With regard to development of democratic public structures and respect for human rights, the projects are therefore assessed to have been in line with Sida's objectives.

Several other bi-lateral and multilateral donors are involved in Ukraine, although few of them target gender equality specifically, but do so in terms of mainstreaming activities within other projects. The UNDP Gender in Development bureau is mainly working at national level with issues like gender monitoring of laws, access to justice and promoting gender sensitive politics, though they are currently developing their work in the regions with NGOs and local government through gender focal points.

3. Organisation

In the following section the organisation of the projects, project planning and implementation are described.

3.1 Project planning

The first gender projects funded by Sida were implemented by Språngbrädan and the local partner was the UNDP Gender in Development office in Ukraine. The planning of the projects was done by Språngbrädan working in close cooperation with the UNDP Gender in Development Office. The objectives of the project were defined by both these parties and approved by Sida. The initiative to begin the projects came from some Ukrainian partners who had taken part in a Kvinnor Kan conference but the main driving forces in the creation of the projects were Språngbrädan and UNDP.

The direct cooperation for the planning and the implementation of Olga II was, however, carried out between the NGO, League of Ukrainian Women Voters 50/50. this decision was taken for several reasons namely: that UNDP had not proved effective in its administration of previous projects and that there had been delays in the implementation of the project relating to this inefficiency; Oksana Kuts who was instrumental in the implementation of the project when UNDP was the partner left the organisation and began working for the League of Ukrainian women voters 50/50; and that this organisation, as well as Oksana had good experience of implementing projects and the NGO actively supported the raising of gender awareness and gender issues in society.

The UNDP and League of Women voters 50/50 took an active role in selecting the participants for the projects and assured a good cross section of participants across political and geographical divisions. The way in which the projects have been planned and developed has changed over time and the latter projects have shown a very systematic approach to working at the regional level.

3.2 Project implementation

There were some difficulties concerning the implementation of the first gender in development projects implemented by UNDP and Språngbrädan. Though individuals from the UNDP gender in development office were committed to the projects there were complications in terms of the administration of the projects due at least in part to the weighty UNDP administrative machine. The enforcement of certain administrative procedures and decisions delayed the implementation of certain aspects of the project which was unfortunate. Moreover, the UNDP project officer who was managing the cooperation with Språngbrädan chose to leave UNDP partly because of these difficulties meaning that there was no obvious reason to continue using UNDP as the local partner in the projects. It is also apparent that it is only recently that UNDP Gender in Development has shifted part of its focus to working in the regions which was a strategy that Språngbrädan wanted to pursue.

Since the local project manager moved to work for the League of Women Voters 50/50 there have been few, if no problems in the implementation of the projects, this has been to the overall benefit of those participating in the projects. The local project manager has devoted herself to the implementation of the projects and as well as maintaining contacts with key people in the national and regional networks. The presence of a local project manager has contributed to the success of the projects in Ukraine.

In the Oleh project the male centre in Örnsköldsviks kommun, Sweden has been responsible for implementing the project activities together with Språngbrädan and the male network. This arrangement of using sub-contractors with specialised knowledge has worked well and the project participants spoke of the real benefits they feel that they have had from working with a male crisis centre in Sweden rather than just 'generalist' consultants. There is no doubt that the various different actors involved within supporting the development of the male networks in Ukraine compliment each other. The consultants from Språngbrädan provide not only direct input into the project but also ensure the quality of the manner in which the project is managed through their experience of managing international projects.

4. Effectiveness

In this evaluation effectiveness is defined as the realisation of expected objectives. Here effectiveness involves two separate concepts: the occurrence of expected results (objectives), as well as the fact that these results are attributable to the projects under evaluation.

The overall aim of the projects in Ukraine can be seen as twofold to increase the political participation of women as well as to improve dialogue and networking across gender by supporting the changing role of women and men in Ukrainian society.

More specific general objectives have included:

- supporting and promoting the entry of women into politics at national and regional level;
- Supporting and promoting gender issues in the media (through journalists);
- Supporting men in their changing role in society and helping to make them more gender sensitive;
- Supporting female entrepreneurs in developing their businesses.

4.1 Achievement of objectives

4.1.1 Women in politics and Olga

The objective of the women in politics and Olga project has been to increase the number and role of women in politics and to build vigorous networks that will survive without external financing as well as to:

- to gain experience from Swedish elections concerning the organisation of political work, cooperation and networking; mentoring and political campaigning and then to actively apply this experience in the Ukrainian context;
- to develop gender awareness among female and male politicians
- to increase the number of women in political decision making processes
- to increase the level of support from men to women in politics as well as to increase male awareness concerning gender
- to deepen the discussions concerning democracy and gender at the national level.

The evaluation shows that there has been a significant increase in the number of women in politics including both those running for election as well as those actually elected. The greatest increases have been at the regional level as opposed to the national level. The evaluation also shows that these networks are also embedded within Ukrainian society to a large extent and the majority of them can survive without external financing. The goal of having 20 percent more women elected to the parliament was a very ambitious goal that has not been met and is unlikely to be met in the near future as voting according to party lists has been introduced and fewer women are included on these lists.

It is difficult for the evaluators to verify that the following have results have been achieved as stated in the reporting; that 75 percent of seminar participants will see the role of women in politics and will have a political vision of a well functioning society for women and will want to start and partake in networks that support the fulfilment of their new visions; that 50 percent of seminar participants have benefited from the seminars and that they will support women running for politics regardless of political party; that 50 percent of men who have taken part in the seminars are more interested in gender issues than before. Nevertheless, from among those participants interviewed it is clearly the case that participants have a new vision of the role of women in politics, as well as the need to network and support other women. There is a general understanding among the female participants that increasing the role of women in politics is desirable, not least so that their needs are represented but also that social issues are debated more widely and at higher levels within political circles. Yet, of those recently elected who were interviewed very few have made gender issues part of their political platform in reality, though they acknowledge the importance of having more women in politics. Ninety seven percent of project participants according to an internal project evaluation believe in 100 percent more women in politics.

Significant results stem from the involvement of both male and female politicians from six regions and four districts in Ukraine². There are risks associated in working with mixed groups if both parties lack understanding of the meaning of gender equality but this message has obviously been clearly conveyed, by both men and women and this has been instrumental and creating the right environment for the discussion of gender issues among men and women. This work has not been without its problems but of those men interviewed who had taken part in the project many spoke of their changed attitudes to

² The regions represented were Luhansk, Zhytomyr, Kiev, Lviv, Kirovograd and Ternopil. There were also representatives from Ivano- Frankivsk, Poltava, Donetsk and Zaporizhzhia although their regional administrations did not.

gender equality and what this means in practice and talked in a balanced manner of the need to involve more women in politics as well as the implications that this would have for men – issues that men need to be more prepared for in Ukrainian society they claim.

The idea of networking has been introduced and over fifty people are using this principle, some more successfully than others. The networks that have been created which the evaluators have been able to trace are not exclusively female or male. While in certain cases there is female dominance this is not to the exclusion of men. This adds to the sustainability of the networks and supports the messages of gender equality. Twenty seven election groups from six different regions, as a direct result of the projects, have devised strategies to increase the number of women in parliament.

4.1.2 Arka fair

A large idea and trade fair was organised in Kiev in 2000 the aim of which was to give the opportunity for female entrepreneurs and politicians, as well as those from NGOs and male networks to network with each other an added aim was to get women to be taken more seriously in the media. There were over 10 000 visitors, 1000 seminar participants, 140 international guests from 11 countries, 29 workshops and 150 exhibitors and strong media interest in the fair and its associated activities. Of those interviewed who had taken part in the fair all spoke of the positive environment for discussion and lobbying that had been created. It was a challenge to organise such a fair both in terms of logistics as well as financially so there is doubt over whether a similar fair will be organised in the future. Many of those participating in the fair made contacts with people and groups that they had never met before but the strongest contacts remain among those that come from within Ukraine. The strength of international contacts is relatively weak, with only two or three people using these contacts in any significant manner. Moreover, perhaps a reflection of the focus of the projects, fewer contacts were made and kept up among those female entrepreneurs that took part in the fair than among those from political circles. The female entrepreneurs that the evaluators met spoke positively of the fair mainly in terms of the inspiration and motivation it had given them to build their own businesses.

Many of the journalists that had been invited to cover the fair spoke of this as being a positive introduction for them to thinking about gender equality in particular the seminars were highlighted as having been thought provoking. Some of the journalists remain interested in covering gender issues but in the case of those working at the national dailies they have to still have to try and persuade their editors to let them do so. The journalists interviewed who were interested in gender issues were all female.

4.1.3 Developing male networks – Oleh

The aim of the Oleh project has been to support the changing role of men in transition countries. More specifically this has included how to start and manage a conference for men in crisis as well as to raise awareness more generally about the changing role of men in society.

In May 2000 a seminar was organised in Kiev and 42 out of 70 participants were men, including representatives from, for example, NGOs and military prosecutors. Following this the regions of Zhytomor and Vynnytsa were selected as pilot regions where there was a need to develop a forum where these issues could be discussed including the prevention of domestic violence. As a direct result of the project a network – men against violence – has been launched. The male network is very active and has formed strong links with women's NGOs which are supporting its development, for example, by sharing contacts. Key individuals within the network are also working as independent consultants advising on the development of new centres for men in crisis both within Ukraine as well as other FSU countries.

The centres in Vynnytsa and Zhytomor were up and running and at the time of the evaluation and a new centre in Ternopil was under development.. In Vynnytsa approximately 10–15 male clients per month are using the centre on a regular basis. The success of the centre relies on the very strong commitment of those men that support it, as well as their professional standing within the local community.

It is a great help for example, that the police and public prosecutors department is represented in the centre in Vynnytsa. This has helped not only in terms of getting support for the centre at the regional political level but also has helped create ‘credibility’ for the centre in the local society. Those working at the centres state that they continue to face problems, not least in terms of attitudes but their commitment to the purpose of the centres is unswerving, there is therefore little doubt that the centres will continue to grow and that there will be increasing numbers of male clients using the centres in the coming years. In the early stages of their development it is however important to maintain support to personnel.

4.2 Mapping the networks

The aim of mapping the networks that have been created and supported through the projects is to see the strength of the relationships between the various actors or nodes and to see where the stronger and weaker relationships exist. The strength or weakness of relationships can to a certain extent be seen as a result of the projects and is therefore a valuable tool for analysing the effectiveness of the projects. While every attempt to ensure that all actors within the network have been identified, this is of course difficult and the results presented below are based on information gathered from key people from within the networks.

The network presented below is only representative of the networks used in relation to gender mainstreaming activities that have been supported through Sida financed projects in Ukraine.

The below network shows very clearly that there are strong and regular links between regional and NGO/donor nodes. There are, however, weaker links between the regional and national nodes. This is a reflection of the concentration of many of the project activities in the regions but it can be seen that while limited there is some contact with national nodes though the link is mainly UNDP. This means that UNDP is well positioned within the network to push for gender issues within Ukraine. It is therefore important that although Sida financed gender projects are not implemented in cooperation with UNDP gender in development that the bureau is kept to date with the projects activities and results so that more information concerning this can be fed to higher levels within the political system in the Ukraine.

Strength of Relationship	Colour code
Regular contact	Green
Intermittent contact	Blue
Limited contact	Red
No contact	Yellow

Nodes	A	B	C	D	E	F	G	H	I	J	K	L	M	N
A. Parliamentarians	-	B	B	B	R	R	R	B	R	R	R	Y	Y	R
B. Ministries – including Ministry for Family and Youth	B	-	B	B	R	R	R	R	R	R	R	Y	R	R
C. Ombudsman	B	B	-	B	R	R	R	R	R	R	R	Y	Y	R
D. UNDP Gender in Development	B	B	-	-	G	G	G	G	G	R	B	Y	G	R
E. Women in regional politics – six regions and four districts	R	R	R	G	-	G	G	G	G	B	R	Y	B	R
F. Men in regional politics – six regions and four districts	R	R	R	G	G	-	G	G	G	G	R	Y	R	R
G. Men's centres/NGOs	R	R	R	G	G	G	-	G	G	R	R	Y	R	R
H. League of Women 50/50	B	R	R	G	G	G	G	-	G	B	B	Y	R	R
I. Women's NGO's	R	R	R	G	G	G	G	G	-	B	B	R	R	R
J. Women in business	R	R	R	R	B	G	R	B	B	-	R	B	R	R
K. Journalists	R	R	R	B	R	R	R	B	B	R	-	-	-	-
L. International Women's Business Association	Y	Y	Y	Y	Y	Y	Y	Y	R	B	-	-	-	-
M. International Women's NGOs	Y	R	Y	G	B	R	R	R	R	R	-	-	-	-
N. International female politicians	R	R	R	R	R	R	R	R	R	R	-	-	-	-

The matrix also shows that there is good integration of male networks within the Ukrainian networks that have been developed and that there is regular contact between the male and female networks this is very positive in terms of the sustainability of the project activities and also demonstrates the success of the projects in Ukraine in terms of spreading the gender debate more widely among men and women. There are weaker links between the female entrepreneurs and other nodes in the network. This is not surprising given that the focus of the project activities have been on supporting women in politics and widening the gender debate within society more generally.

5. Impact

In the following section the quantitative and qualitative impacts of the project are addressed. It is of course difficult to attribute quantitative and qualitative impacts directly to the project, not least because of the limited scale and scope of the projects in the national context but also because of the number of other factors that have an impact on the 'gender' situation in Ukraine.

5.1 Quantitative impacts

There has been a decrease in the number of women elected to the Ukrainian parliament. The figures show that while there has been a dramatic decrease since the 1980s an small increase in 1998 was short-lived and in the last election the numbers diminished again. It is claimed that part of the explanation for this latest decrease relates to the switch to elections via party lists. Fewer women are included in these party lists, particularly in the top five on the lists making it increasingly difficult for them to stay in or enter politics.

Year	1985	1990	1994	1998	2002
Percentage women of total number of people's deputies sitting the Ukrainian parliament	36	3	5,7	8,1	5,1

The ratio of women to men running for parliament in 2002 was 1:4 but the ratio of women to men elected as people's deputies to the parliament was 1:19. The positive trend is that the proportion of women running for election has increased since 1998, when only 11 percent of those running for parliament were women but in 2002 the figure was 19.6 percent of all candidates.

The gender projects in the Ukraine have been concentrated at the regional level to a large extent so it is therefore worthwhile looking at regional trends. Unfortunately, statistics from the elections in the 1990s were not available but in 2002 40 percent of regional politicians were women, which was a significant increase.

Interestingly, it is possible to compare the ratio of women and men candidates in the election campaign 2002, by region:

Region/City	Ratio of women to men running as candidates in the elections, 2002	Comments
Lviv city	1:15	
Zakarpattia	1:12	
Ivano Frankiv	1:11	
Ternopil	1:11	Increase from 5.68 percent deputies in 1998 to 10.8 percent in 2002
Lviv region	1:10	
Vynnytsa	1:9	
Rivne	1:9	
Chernivetsky	1:9	
Khmelnytsky	1:8	
Autonomous Republic of Crimea	1:3,3	
Donetsk	1:3	
Kirovohrad	1:2,7	1 woman elected in 1998 and 4 women elected in 2002
Donetsk region	1:1,25	

The share of women running for election and being elected is lowest in the western regions of Ukraine where the political sphere is dominated by men. The situation is marginally better in the eastern regions of the country but this is more to do with the way in which the communist party is organized which supports at least in some way the inclusion of slightly more women in politics. It is difficult to conclude that the changes in the number of women running for election in the regions the projects have been run in are solely due to Språngbrädan but it is clear to see that in the regions where the project has been run the ratios of women to men running for election show no clear pattern. The ratio is better in some regions than others and the differences can to a large extent be explained by geographical differences in that the east of the country is less conservative and male dominated in circles of power than the west of the country.

There are deputies out of a total of X sitting on government committees. No women sit on the following committees: freedom of speech and information; against organized crime and corruption; European integration; Issues of pensioners, veterans and the disabled; Legislative support to law enforcement; State Security and Defence; Construction, Transport and Communication. These committees have considerable impact on daily life within the Ukraine but the interests of only select groups are represented.

5.2 Qualitative

The qualitative impacts of the projects are assessed by applying a set of questions about commitment, awareness and attitudes, on different levels of society, so as to include the more subtle aspects of gender development.

5.2.1 Policy level

On national level the interest in gender policy issues and the situation of women and men is moderate. There have been discussions and proposal for an Equal Opportunities act have been put forward, but turned down. During the evaluation mission, the newly appointed Ombudsman stated that the priority of the government was to improve the social-economic situation in the country; and that this would then bring about the desired changes in the situation of both men and women.

According to interviews there is awareness in the government on gender issues, although lately the focus has been on trafficking and prostitution. This is largely attributed to the fact that several donors and the international community at large, are pressing the government into action against the exploitation of women and organised crime. A real and honest commitment from government to this was questioned by the interviewees.

Nevertheless, many of the laws that have been adopted by the Verkhovna Rada are seen as being progressive in content including: Prevention of family violence (2001); Compulsory state social security in the event of unemployment (2000), General compulsory state security in connection with the temporary loss of ability to work and earning caused by birth or death (2001), Employment of the population (2000), and State aid for families with children. What UNDP sees as the remaining problem is that the laws are generally more concerned with protective attitudes towards women than directed at creating good conditions for both sexes based on gender analysis.

5.2.2 Civil society

In society at large the attitudes are reported to be in a process of change. As in several countries in the former FSU, life in Ukraine is hard, and for the majority of the population making ends meet is the first priority. However, there was an on-going change process in civil society, were interviews showed an increasing awareness on gender issues. It was reported during interviews that the interest from media, the educational system and people in general had grown stronger.

One interesting feature in the Ukrainian projects was the early involvement of men in the projects. It is the opinion of the evaluators that this has led to a progressive approach in the projects, where the concept of gender development as equal rights of women and men, have been successfully incorporated. During our interviews we met several very committed men, and the reasoning brought forward from interviewees, both men and women, were in general nuanced and well reflected, thus displaying a systematic and analytical approach to gender development.

5.2.3 Male networks

The male and mixed networks in Ukraine appear to be solid and durable. It is the opinion of the evaluators that those who engaged in the male networks were genuinely committed and driven by a desire to change the situation of both men and women. Another positive feature was that the networks incorporated “high-status” men (university teachers, Police-officers) thus possibly acting as role-models and agents of change within their own organisations.

6. Complementarities

In the following chapter the evaluation address to what extent the projects have interacted and contributed to other initiatives carried out by other national or international partners.

6.1 International initiatives

As stated before under relevance there are several bi-lateral and multinational donors who are active in Ukraine. During the projects there has not been structured cooperation with other international projects, apart from the ones being conducted by Språngbrädan in other FSU countries. Some of the participants who took part in the gender in politics project I and II had previously been engaged in projects funded by the Soros foundation and USAID. UNDP GiD is currently running a project that includes many different micro-projects based in different oblasts in Ukraine. These projects involve working with local government, NGOs and other stakeholders but there is no cooperation between this and any Språngbrädan projects apart from the exchange of information. In fact, no references were made to direct synergies between the projects implemented by Språngbrädan and any other projects being conducted within Ukraine.

6.2 National initiatives

The evaluators have no knowledge of any significant national initiatives or activities underway. There had not been any cooperation with national initiatives or activities, apart from the participation in planning and conducting conferences and the active work with NGOs.

7. Sustainability

7.1 Political and economic factors

New national elections are approaching in Ukraine, and the current president Mr Kuchma is not eligible for another period. His successor, from the same party is predicted in many circles to win the election, not least since there are strong fears of the election being rigged. The level of corruption, organised crime and nepotism is high in Ukraine, and the opposition, headed by Mr. Yushchenko, are assessed to be unlikely to win the forthcoming presidential election on October 31st 2004, even though they hold a strong position in society. If the opposition would win, it would probably mean drastic cleanout actions in many parts of society. However, even if this would to some extent affect the projects sustainability, it is assessed to be moderate since most of the activities and initiatives are targeted at regional and local level.

Recently changes have been made to the election laws, now limiting the number of seats in parliament that are up for individual candidacy. This will in fact mean that women need to be on the party lists, and on a sufficiently high ranking, in order to have an opportunity to get elected. By most interviewees this was predicted to decrease the number of women in politics. Developments such as the described will of course have implications for the projects sustainability, since it is directly counterproductive to the objective of the projects.

7.2 Priorities of the government

Pushing for gender equality was not assessed to be a priority of the government, apart from efforts to accommodate the demands put forward by international donors. The priorities of the government are mainly concerned with economic and social development, which was also confirmed by interviews with the Ombudsman. The general idea behind was that an increase in the quality of life will affect gender equality, and the situation of men and women in society.

In general, female People's Deputies of Ukraine do not consider gender parity a political issue; they do not seem likely to formulate a large-scale strategy to overcome differences in the status of men and women in Ukraine and establish gender parity. The issue of gender seems by and large an issue misunderstood by female Deputies, with one notable exception Katarina Formenko, who took part in the project. Gender education, therefore, is a primary need not only for male Deputies but for female Deputies as well. Relative to the number of women in the Verkhovna Rada, the number of women in local government is high: as statistics correlate, the less influential the governmental body, the higher the number of women in power.

While there are some advancement in gender democracy have been made at the local level, it is important that they are also made in the highest legislative body where laws and major state strategic decisions, as well as state policy, are formed and implemented. Unfortunately, women still have to fight for a place in these higher legislative bodies. The election of women at the local level is their entrance onto the national political arena. Participation in elections is already a very important achievement, because it eventually becomes commonplace for both women-leaders and voters.

7.3 Ownership and participation

The local ownership and participation in the projects was assessed to be very high, with a strong commitment from the participants. However, one issue of concern was that in the current project Olga and Oleh, there was a sense of disappointment and frustration over the fact that no additional funding for micro-projects was made available within the project. According to interviews, the idea was now instead to within the project give support to writing applications to other donor organisations. The approach of depending on donor support is assessed to by some means undermine sustainability. On the other hand, competence in developing and applying for funding could also increase the participants' readiness and willingness to develop their own projects in the future, without the help of international consultants.

7.4 Cultural and institutional factors

There are currently no institutions in Ukraine who deal with issues of gender equality, most of the work undertaken in the field is conducted by NGOs and international donors. Society at large is generally based on a patriarchal system and it is therefore assessed that efforts to engage men in the work of gender equality increase the chances of sustainability, since the projects take in to account working with the power structures and not against them.

7.5 Likelihood of survival over the coming years

Due to a genuine commitment in the projects and an apparent awareness among those involved, the projects are assessed to be sustainable on an individual basis. The work being undertaken and the networks that have been created are more uncertain, although the displayed commitment is assessed to be a positive indicator for survival. It is the opinion of the evaluators that networks are likely to survive, especially the male respectively female networks. To what extent the joint activities will survive is assessed to be more uncertain.

8. Efficiency

The efficiency of the projects are assessed on the basis of the administrative cost, as well as the technical and allocation efficiency. An overview of the funding allocated to projects implemented by Språngbrädan in Ukraine can be found in Annex 2 of this report.

8.1 Administrative efficiency

The total budget for the projects in Ukraine has been app. 14 MSEK, whereof approximately 75 percent has been allocated to the gender in politics projects. Approximately 10 percent of the total amount has been used for project management, and 38 percent for reimbursables.

8.2 Technical and allocative efficiency

The projects have assessed to be successful in achieving their objectives. It is always difficult to judge whether the results could have been achieved to a lower cost. Therefore the evaluators have chosen to judge the efficiency by the proportion of funds being used for different activities, and the assessed impacts of the same. A number study tours have been conducted, and account for 13 percent of the total funds, which is considered to be acceptable, seen in the light of the added value they bring to the projects. The conferences and the larger scale networking events, have accounted for approximately 13 percent of the budget, which can be considered adequate given the level of ‘outreach’ these conferences have achieved.

9. Added value

9.1 Cross-cutting activities

The cross-cutting activities have been an increasingly prominent feature of the projects. In the current project four regions have been selected to receive training and develop micro projects, this involves working with groups of men and women from different sectors, including for example, education, the media and business. At the time of the evaluation mission the project had only been running for a couple of months, but interesting results and cooperation were already visible, and included good ideas for gender analysis and awareness training in different sectors, such as the educational system (elementary school) and local media.

9.2 Cross-national activities

The main cross-national activities have been the conferences held in Ukraine where participants from Språngbrädan’s other projects have taken part. The connections being made at these events are regarded as valuable by the participants, even though few individuals have maintained the international contacts that they made.

The men involved in the projects in Ukraine are actively using their international contacts and are providing consulting support to those involved in setting up a “men against violence centre” in the Kyrgyz Republic. The cooperation indicates that given enough added value and relevance to the actual content of the cooperation, cross-national activities can be highly effective.

Annex 1 Interviews in Ukraine

Name	Organisation	Location
Mr Volodymyr Martseniuk	Leader of the Oleh Project	Kiev
Larysa Kobelianska	Project Manager, UNDP Equal opportunities project	Kiev
Iryna Ihnatova	Expert, UNDP Equal opportunities project	Kiev
Dara Kul'chytska	Member of Lviv branch 50/50 NGO	Kiev
Tetiana Drozdova	Editor in chief "Svitlovodsk Vechirniy"	Kiev
Alina Pochekutova	Member of "Association of Women in Business", Vinnytsia	Kiev
Natalia Kozlova	President of Progressive Women, Vinnytsia	Kiev
Larysa Poluliak	Journalist and member of Progressive Women	Kiev
Mr Volodymyr Motyhin	Men's Centre, Vinnytsia	Kiev
Mr Volodymyr Palamarchuk	Men's Centre, Vinnytsia	Kiev
Mr Mykola Holubev	Men's Centre, Ternopil	Kiev
Mr Yaroslav Hur	Men's Centre, Ternopil	Kiev
Mr Volodymyr Xanas	Men's Centre, Ternopil	Kiev
Tamara Lozova	Journalist, Magazine "President"	Kiev
Svitlana Drobysheva	Executive Director, League 50/50	Kiev
Natalia Petrova	Local Government, Ternopil	Ternopil
Svitlana Dobrikova	Local Government, Ternopil	Ternopil
Valentyna Xanas	Local Government, Ternopil	Ternopil
Mr Yuri Kovalkov	Local Government, Ternopil	Ternopil
Mr Volodymyr Vozniak	Local Government, Ternopil	Ternopil
Mr Olexandr Dobrikov	Local Government, Ternopil	Ternopil
Alla Barykina	Entrepreneur, Khmelnytskyi oblast	Ternopil
Liuba Aleksievska	Entrepreneur	Ternopil
Halyna Skarha	Organized participation in ARKA of rural women from 8 oblast in Ukraine	Ternopil
Liudmyla Taran	Journalist	Ternopil

Annex 2 Tables of project budgets

Project	Period	Counterpart	Budget (Sida)	Total budget (SEK)	Utilization of funds
Olga-programme, phase 1	2000–2001 (18 months)	UNDP/GiD	3 900 000	4 858 613	79%
Olga-programme, phase 2	2001–2003 (26 months)	League of Ukrainian women-voters 50/50	4 825 000	5 486 155	
Seminars for Women in Politics	1999–2000 (3 months)	UNDP/GiD	410 368	473 000	92%
Seminar on Gender Issues in Kyiv	2001 (3 days)	UNDP/GiD	542 000		63%
Ukrainian study tour to Sweden	1999 (3 months)	UNDP/GiD	455 000	531 000	74%
Seminars - Gender in Politics	1998–1999 (10 months)	UNDP/GiD	1 100 000	1 200 000	95%
Women's Idea and Trade Fair in Kyiv (ARKA)	2001 (6 months)	UNDP/GiD	990 000	1 304 900	98%
Gender role of men in transition societies	2001–2002 (18 months)	UNDP/GiD/Coalition of Violence Prevention in Zhytomyr/Progressive Women in Vynnytsa (NGO)	1 863 000	1 973 000	
Total Amount Sida Funding			14 085 368		

Project	Budget – Politicians	Budget – Entrepreneurs	Budget – Gender Issues	Total budget Ukraine
Olga-programme, phase 1	3 900 000			
Olga-programme, phase 2	4 825 000			
Seminars for Women in Politics	410 368			
Seminar on Gender Issues in Kyiv			542 000	
Ukrainian study tour to Sweden	455 000			
Seminars for Women in Politics	1 100 000			
Women's Idea and Trade Fair in Kyiv (ARKA)			990 000	
Gender role of men in transition societies			1 863 000	
Total	10 690 368	0	3 395 000	14 085 368
Share of total Sida budget	76%	0%	24%	

Olga-programme, phase 1						
	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning	239 000	15%	85 310	9%	324 310	13%
Evaluation of programme	45 500	3%	10 896	1%	56 396	2%
Seminars (9)	980 250	61%	471 768	51%	1 452 019	57%
Study tour to Sweden (20 people)	220 000	14%	286 700	31%	506 700	20%
Conference	119 500	7%	74 610	8%	194 110	8%
Total	1 604 250	100%	929 284	100%	2 533 535	100%
Utilized funds	92%		56%			79%

Olga-programme, phase 2

	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning	582 450	24%	45 300	2%	627 750	13%
Conference	34 550	1%	5 000	0,2%	39 550	1%
Training of women candidates	594 000	25%	545 332	22%	1 139 332	24%
Training of journalists	342 400	14%	306 748	13%	649 148	13%
Post-election evaluation and confirmation	131 160	5%	304700	13%	435 860	9%
Study tour to Sweden (27 people)	139 400	6%	406 000	17%	545 400	11%
Training of elected politicians in gender issues	573 000	24%	813 090	34%	1 386 090	29%
Total	2 396 960	100%	2 426 170	100%	4 823 131	100%

Seminars for Women in Politics

	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning	21 500	11%			21 500	8%
Follow-up seminars (2)	169 750	89%	86 376	100%	256 126	92%
Total	191 250	100%	86 376	100%	277 626	100%
Utilized funds	100%		62%			92%

Seminar on Gender Issues in Kyiv

	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Planning and implementation - Sweden/EU	212 000	92%	128 540	41%	340 541	63%
Planning and implementation - Ukraine	18 000	8%	183 400	59%	201 400	37%
Total	230 000	100%	311 940	100%	541 941	100%
Utilized funds	80%		52%			63%

Seminars for Women in Politics						
	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning – Sweden	41 200	9%			41 200	4%
Seminar (6) planning – Sweden	70 000	16%			70 000	7%
Seminar (6) implementation – Sweden	180 000	41%			180 000	17%
Seminar (6) documentation – Sweden	34 500	8%			34 500	3%
Local reimbursables – Sweden			113 700	18%	113 700	11%
Local preparation and implementation – Ukraine	109 880	25%			109 880	10%
Local reimbursables – Ukraine			526 751	82%	526 751	49%
Grand Total	435 580	100%	640 451	100%	1 076 031	100%
Budget Språngbrädan	325 700	75%	113 700	18%	439 401	41%
Utilization of funds – Språngbrädan	100%		82%			95%
Budget UNDP	109 880	25%	526 751	82%	636 631	59%
Utilization of funds – UNDP	71%		94%			90%

Study tour to Sweden for newly elected Ukrainian women politicians						
	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning/management – Språngbräda	19 000	9%			19 000	4%
Project planning/management – Ukraine	9 520	4%			9 520	2%
Study tour to Sweden – Språngbrädan	192 000	87%	244 000	79%	436 001	82%
Study tour to Sweden – Ukraine			66 560	21%	66 560	13%
Grand total	220 520	100%	310 560	100%	531 081	100%
Budget Språngbrädan	211 000		244 000		455 000	86%
Utilization of funds – Språngbrädan	100%		51%			74%
Budget UNDP	9520		66 560		76 080	14%
Utilization of funds – UNDP	100%		96%			96%

Women's Idea and Trade Fair in Kyiv (ARKA)

	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning/management	43 000	10%	3 000	1%	46 000	7%
Seminar 1 in Kyiv – Swedish consultants	111 500	26%	30 000	14%	141 500	21%
Seminar 1 in Kyiv – Kazak expert	3 750	1%	7 000	3%	10 750	2%
Seminar 2 in Kyiv – Swedish experts	87 500	20%	29 000	13%	116 500	17%
Women's Fair in Kyiv – Swedish experts	139 000	32%	40 880	19%	179 880	27%
Women's Fair in Kyiv – Foreign experts			34 300	16%	34 300	5%
Belarous participation in fair – Swedish consultants	43 000	10%	73 000	34%	116 000	17%
Contingencies					25 000	4%
Grand total	427 750	100%	217 180	100%	669 931	100%
Budget Swedish consultants/experts	424 000		102 880		526 880	79%
Utilization of funds – Swedish consultants/experts	100%		98%			98%
Budget Foreign experts	3750		114 300		118 050	18%

Gender role of men in transition societies

	Fees	Total fees	Reimb.	Total reimb.	Total for component	Total project budget
Project planning/management	296 400	29%	51 440	11%	347 840	23%
Special advice to men's centres	160 000	15%	61 500	13%	221 500	15%
Seminar 1	45 400	4%			45 400	3%
Seminar 2	96 600	9%	33 800	7%	130 400	9%
Study tour to Sweden (12 people)	135 200	13%	169 200	35%	304 400	20%
Conference	90 800	9%	61 740	13%	152 540	10%
Seminar 3 – follow-up	97 600	9%	33 800	7%	131 400	9%
Seminar 4 – evaluation	110 400	11%	65 680	14%	176 080	12%
Total	1 032 400	100%	477 160	100%	1 509 561	100%

Appendix 1

Terms of reference for the evaluation of Språngbrädan

1 Background

The focus on equality between men and women in Swedish development cooperation in Central and Eastern Europe is based on the idea that equality is a matter of human rights and a precondition for a functioning democracy. Another important precondition for the support given by Sida, to equality projects, is the notion that a lack of equality will lead to an inefficient use of resources and thus a non optimal economic development of the country. Thus equality between women and men is seen within Swedish development cooperation as an important societal issue, and not only a “women’s issue”. The whole of society – both men and women, and in particular leadership levels, should be engaged in promoting equality.

Sida’s role in the promotion of gender equality issues, is to support the Eastern and Central European countries in their national initiatives and strategies towards increasing equality in order to obtain and maintain an effective and sustainable economic and societal development. Sweden’s many years of experience within the field of equality issues should be used as input in the assistance to the concerned countries.

The guidelines for Sida’s approach to equality is described further in the guideline document entitled: “Mål och riktlinjer för det svenska stödet till ökad jämställdhet I Central- och Östeuropa” (November 2000).

In the period from 1997 to 2003 the Swedish organisation: Språngbrädan have implemented a long range of projects⁷ financed by Sida concerning gender equality in the eastern European countries and Central Asia.

The main target groups of all the projects have been;

1. Female politicians and gender sensitive men
2. Female managers, journalists and entrepreneurs
3. Male groups and networks

The last target group (male groups) is a relatively new initiative with the projects, which should be taken into account in the evaluation.

The activities of the various projects have ranged from seminars, coaching, study tours to direct support in relation to elections etc.

Important stakeholders in the projects have been local authorities and individuals within the target groups.

During the years, UNDP has proven to be an important partner in the implementation of the projects. The cooperation between Sida (with Språngbrädan as implementing agency) and UNDP offices in the recipient countries has been active.

⁷ “Projects” are defined as connected activities within a given region. Typically one project will contain a number of sub-projects and thus include a number of funding decision documents (tilldelningsbeslut).

Språngbrädan Utvecklingskonsulter AB is a privately owned consultancy company based in Sweden. Språngbrädan Utvecklingskonsulter AB (Springboard Management Development Consultants Group) is owned by ms Bonnie Bernström and Carin Lann, who are both actively working on all the projects. Språngbrädan is focused on Gender projects aiming to develop Gender in Politics, Companies and Society.

2 Purpose and scope of the evaluation

The purpose of the evaluation is to assess the gender projects carried out by Språngbrädan and financed by Sida during the years 1997 to 2003. The evaluation should cover projects implemented by Språngbrädan in Estonia, Russia, Ukraine, Kazakhstan and the Kyrgyz Republic.

The scope of the evaluation is:

- To assess the implementation of the projects and how Språngbrädan have identified the specific needs in each country and target group, and how the activities have been planned and executed.
- To assess the extent to which the expected results of the projects have been achieved within each target group and each country. Furthermore, to assess the sustainability of the results, which have been achieved within the individual projects.
- To assess in what way the projects, in an overall cross-country perspective, have contributed to the understanding of, and promotion of, gender equality and democracy issues in the different countries.

The evaluations should thus focus on the projects and on Språngbrädan's results and performance.

3 The assignment

Issues to be covered in the evaluation include the following:

Relevance The evaluators should investigate whether the projects implemented by Språngbrädan have been relevant in relation to four main factors:

- Are the objectives of the projects realistic and relevant given the countries' needs, and are the projects in line with the national gender policy?
- Are the projects developed in line with the original objectives, as defined in the funding decision documents?
- Are the projects developed in line with Sida's country strategies?
- Are the projects developed in line with Sida's overall policy on gender?

Organisation The evaluation should analyse the way projects have been organised and delivered. This involves asking the following questions:

- How have the projects been implemented by Språngbrädan?
- What has been the importance of the role of UNDP as a local cooperation partner?
- How has the cooperation worked?

Effectiveness The main focus is here to investigate, whether the project objectives have been clearly defined and realised in the projects. The evaluation will investigate the following questions:

- Have the stakeholders been actively involved in the definition of objectives for the projects?
- Have any measurable results of the projects been achieved, related to the objectives?
- Have any qualitative effects such as media attention, public awareness etc. been achieved?

Impact As is possible, the evaluation should assess in which way the projects have contributed to equality between men and women and contributed to understanding of democracy amongst the target groups.

Some of the proposed impact indicators could for each country include;

- The creation of new structures/legislation/institutions (formal)
- The creation of new organisations/networks (informal)
- The awareness and discussion in public media concerning women's role in politics and business.
- The awareness and discussion in public media concerning men's role in politics, business and gender equality.
- The development of the number of active women in politics/media/business start ups/etc.

Complementarities The evaluation should include a brief description of the context in which the projects take place, and in what way the projects have interacted with other gender equality initiatives, both national and international.

Sustainability The evaluation will try to establish whether it is likely that impacts/effects of the projects will be sustainable on a long-term basis? One of the questions to be analysed is how strong a commitment there is to the projects on a local, regional and national level?

Cost – effectiveness Have the projects been cost effective or could the same results have been achieved with fewer resources? Are there other, more cost-efficient methods, which would be appropriate to employ in the future?

Added value Have the methodologies and target groups of Språngbrädan's projects generated an added value, by working on different levels and creating cross cutting initiatives (initiatives that reaches across the 3 target groups; entrepreneurs, politicians and male groups).

4 Methodology, evaluation team and time schedule

The Consultant is required to gather information from the various projects through written documentation, interviews, formal documentation from Sida, and project progress and final reports.

The project should include the following phases:

From end Jan to end Feb	1. Desk study and preliminary interviews in Sweden. The consultants will study all relevant material provided by Sida and interview Språngbrädan and Sida personnel.
End of February	2. Methodology paper The consultants will produce a methodology paper describing the evaluation method to be used in this evaluation. This paper should amongst other include discussions on project evaluation, stakeholder analysis, and define performance (effectiveness) and impact indicators. The results of this phase should be presented in an inception report to Sida before end of February 2004. This phase should be concluded before the first mission
From March to August	3. Field missions The Consultants are expected to make 4 missions to involved countries to carry out interviews and other data collection. Missions should cover Språngbrädan's projects financed by Sida in Estonia, Russia, Ukraine, Kazakhstan, and The Kyrgyz Republic. The missions should include interviews with key counterparts on different levels (central and regional) and random samples of target groups. Each field mission should include a minimum of two consultants. The field trips should be conducted during the period March 2004–August 2004.
Until mid August	4. Analysis and final data validation The consultants will have the possibility to collect final data in Sweden through supplementary interviews and data-analysis during August.

Mid August to end September	5. Draft report The draft report shall be delivered to Sida before 15 September 2004
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The composition and competence of evaluation team will be as follows:

- Thomas Bjørnkilde (DK) – Team leader and methodology expert
- Alexandra Wynn (UK) – Evaluation expert and project coordinator
- Karin Attström (SE) – Gender and evaluation expert

Back-up consultant

- Karen Ellen Spannow (DK) – Gender and evaluation expert

5 Reporting

Written report in English of conclusions and main findings of the evaluation to recipient country

Seminar in Stockholm arranged by Sida as part of the overall evaluation assignment

The evaluation report shall be written in correct English and should not exceed 50 pages, excluding annexes. Format and outline of the report shall follow the guidelines in **Sida Evaluation Report – a Standardized Format** (see Annex 1).

The draft report shall be submitted to Sida electronically and in 5 hardcopies (air-/surface mailed or delivered) no later than September 15, 2004.

Within 6 weeks after receiving Sida's comments on the draft report, a final version shall be submitted to Sida, again electronically and in 5 hardcopies.

The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of **Sida Evaluations Data Work Sheet** (Annex 2), including an *Evaluation Abstract* (final section, G) as defined and required by DAC.

The completed Data Worksheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Worksheet, the report cannot be processed.

Appendix 2 Evaluation questions

Evaluation question		
Relevance	Indicator	Data source
To what extent have the project objectives been in line with the participants' actual needs?	<ul style="list-style-type: none"> Degree of correspondence between needs of the participants needs and the objectives of the project 	<ul style="list-style-type: none"> Interview with local stakeholders Interviews with participants
How important are the objectives of the project compared to other needs (in the country/sector)?	<ul style="list-style-type: none"> Degree to which the objectives mirror the immediate needs of the country 	<ul style="list-style-type: none"> Interview with project managers Interview with Sida Area Manager Interview with stakeholders
To what extent have the project objectives set, been in line with and coordinated with Sida's overall aims and objectives?	<ul style="list-style-type: none"> High degree of correspondence between overall goals and project objectives 	<ul style="list-style-type: none"> Documents with Sida's goals and objectives Project documents Interview with project managers
To what extent are the project objectives set in line with, national gender policy aims and objectives?	<ul style="list-style-type: none"> High degree of correspondence between overall goals and national gender policy action plans or equivalent 	<ul style="list-style-type: none"> National gender policy action plans or equivalent Project documents Interviews with project managers
To what extent are the project objectives set in line with partners/ donors aims and objectives?	<ul style="list-style-type: none"> High degree of correspondence between project objectives and those of partners 	<ul style="list-style-type: none"> Project documents Interviews with Project managers Policy documents from partners/ donors Interviews with partners
Organisation		
How have the projects been initiated and planned by Språngbrädan?	<ul style="list-style-type: none"> Methodology for implementation 	<ul style="list-style-type: none"> Project documents Interviews with project managers Interviews with Sida Area Managers
Have any other partners been involved in defining the objectives of projects?	<ul style="list-style-type: none"> Presence of other partners 	<ul style="list-style-type: none"> Project documents Interviews with project managers
How have projects been implemented and what has been the role of UNDP?	<ul style="list-style-type: none"> Methodology employed 	<ul style="list-style-type: none"> Project documents Interviews with project managers Interviews with UNDP
To what extent has the collaboration between UNDP and Språngbrädan functioned satisfactorily?	<ul style="list-style-type: none"> Degree of satisfaction of the partners involved Degree of achievement of expected results and impacts 	<ul style="list-style-type: none"> Interviews with project managers Interviews with UNDP
To what extent has the collaboration between other partners and Språngbrädan functioned satisfactorily?	<ul style="list-style-type: none"> Degree of satisfaction of the partners involved Degree of achievement of expected results and impacts 	<ul style="list-style-type: none"> Interviews with project managers Interviews with partners
Have there been any problems in terms of the organisational set up of the projects and the implementation of them?	<ul style="list-style-type: none"> Number and type of problems that have been encountered 	<ul style="list-style-type: none"> Interviews with project managers Interviews with partners Interviews with UNDP
Effectiveness		
What measurable results have been achieved?	<ul style="list-style-type: none"> Correspondence between expected and achieved results Scope and density of networks 	<ul style="list-style-type: none"> Interview with project managers Interviews with participants Interview with stakeholders
To what extent have the expected (original and where appropriate adjusted) objectives been achieved in the projects?	<ul style="list-style-type: none"> Correspondence between expected and achieved results Scope and density of networks 	<ul style="list-style-type: none"> Project documents Interviews with project managers Interviews with participants

If not achieved fully: is it likely that the objectives will be achieved in the near future?	<ul style="list-style-type: none"> • Density of networks • Extent to which structural/institutional barriers exist 	<ul style="list-style-type: none"> • Interviews with project managers • Interviews with participants
If not achieved fully: what are the reasons for the low degree of achievement of the objectives?	<ul style="list-style-type: none"> • Density of networks • Extent to which structural/institutional barriers exist 	<ul style="list-style-type: none"> • Interviews with project managers • Interviews with participants
Impact		
Quantitative	<ul style="list-style-type: none"> • Number of women in parliament • Regional and local representation of women in politics • Number of women standing for election • Number of women in business • Existence of national/regional gender action plans, including details of resources made available • Existence of gender equality acts/laws • List of local NGOs working in this area • Other non-Sida funded gender initiatives 	<ul style="list-style-type: none"> • UNDP • Official international and local statistics • Chambers of Commerce/Institutes • Gender action plans
Qualitative	<ul style="list-style-type: none"> • Attention in media • Public Awareness regarding gender issues • Awareness of policy makers • Status of rights of men and women • Capacity and commitment to change 	<ul style="list-style-type: none"> • Interviews with external actors
Complementarities		
To what extent are other actors in the gender development field familiar with the projects carried out by Språngbrådan?	<ul style="list-style-type: none"> • Number of donors and organisations aware of the Sida financed projects 	<ul style="list-style-type: none"> • Interviews with local actors in gender development field
To what extent is it possible for other actors in the gender development field to collaborate with Språngbrådan given the type of work Språngbrådan undertakes?	<ul style="list-style-type: none"> • Degree of correspondence between other donors and Språngbrådan's objectives 	<ul style="list-style-type: none"> • Interview with project managers • Interview with participants • Interview with stakeholders
To what extent have the initiatives of partners benefited from collaboration with Språngbrådan?	<ul style="list-style-type: none"> • Degree of collaboration between partners and usability of network • Number of well connected nodes within the network 	<ul style="list-style-type: none"> • Interviews with partners
Sustainability		
Which major factors may favour or prevent the fact the results of the projects will survive in the future?	<ul style="list-style-type: none"> • Density of the network • Level of collaboration and communication within the network 	<ul style="list-style-type: none"> • Interview with project managers • Interview with participants
Are there forces that may challenge the perseverance of those who have been involved in the projects?	<ul style="list-style-type: none"> • Degree of commitment to gender issues at the national, regional and local government levels; • Degree to which legislation supports gender equality • Density of the networks at the national, regional and local levels 	<ul style="list-style-type: none"> • Interviews with participants
How strong is the commitment of the target groups to mainstream gender issues?	<ul style="list-style-type: none"> • Degree of commitment of those in the target groups 	<ul style="list-style-type: none"> • Interviews with participants • Interviews with external actors

Is it likely that the results of the projects will survive in the future?	<ul style="list-style-type: none"> • Well established networks • The project participants are actively using these networks 	<ul style="list-style-type: none"> • Interviews with participants
Efficiency		
Have the administrative costs been kept at an acceptable level?	<ul style="list-style-type: none"> • Share of budget used for administration 	<ul style="list-style-type: none"> • Project budgets
Could the project objectives have been achieved at a lower cost or could more results, outputs and greater impacts have been achieved at the same cost?	<ul style="list-style-type: none"> • Unit costs for comparable activities e.g. training • High degree of divergence in comparable unit costs 	<ul style="list-style-type: none"> • Project budgets
What effect has the cooperation between different Språngbrädan projects had in terms of overall efficiency?	<ul style="list-style-type: none"> • Degree of connectivity between different networks and density of the international network 	<ul style="list-style-type: none"> • Project budgets • Interviews
Added Value		
To what extent have the target groups been subject to cross cutting initiatives?	<ul style="list-style-type: none"> • Extent to which individuals from different projects have established collaboration with others • Degree of connectivity between different nodes in networks 	<ul style="list-style-type: none"> • Interviews with project managers
To what extent have networks that involve all target groups been created?	<ul style="list-style-type: none"> • Presence of target groups within networks and degree of connectivity between them and other nodes in the network 	<ul style="list-style-type: none"> • Interviews with project managers • Interviews with participants
To what extent have cross country networks been developed?	<ul style="list-style-type: none"> • Assessment by project managers • Assessment by participants 	<ul style="list-style-type: none"> • Interviews with project managers • Interviews with participants
What role do these cross target group and country networks have in supporting local and national gender mainstreaming activities?	<ul style="list-style-type: none"> • Degree to which the cross target groups and country networks contribute directly towards local and national mainstreaming initiatives 	<ul style="list-style-type: none"> • Interviews with participants

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