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Sida Review

Madeleine Elmqvist
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Outcome Review of Sida's Development Cooperation with Armenia 1999–2009

Final report

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

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Executive summary

In 2007, the Swedish government decided to limit the number countries to which development cooperation was extended. Armenia was one of the countries where the bilateral cooperation was to be phased out, and part of the decision was to undertake a review of the outcome of the cooperation programme. This report covers the period between 1999 and 2009, and has its focus on nine major interventions.

Two of these started already in 1999 – the institutional support to the cadastral system and to labour market authorities. Soon support to forest development, social statistics was added, as well as a focus on social and gender issues, and two programmes promoting gender equality were initiated. The orientation towards human rights and democracy was further emphasised in the cooperation strategy for 2006–2009. During the period 1999–2009, altogether SEK 105 million (approx. EUR 11 million) has been contributed to projects covered by bilateral agreements in Armenia. The nine projects reviewed in this report cover 90 per cent of all Sida disbursements under bilateral agreements.

Despite shortcomings with regard to programme coordination, emanating mostly from lack of permanent Sida representation, the overall conclusion is that the results are generally impressive:

- a strong contribution to legal and policy development in the forest sector, as regards gender mainstreaming and in human rights;
- capacity building and methodology development of vital institutions, responsible for cadastre and real property, labour policy and services, statistical services, forest sector development, and capacity building also at operational level, in the case of rescue services in Yerevan;
- better services to beneficiaries in the form of awareness creation among management and staff of customer relations and service quality in general as well as improved services in statistics, job information, rescue services and the creation of platforms for future vital services (e.g. GPS, GIS);
- focus on gender and HR, although gender was not mainstreamed in the institutional projects;
- the cooperation has been highly appreciated by Armenian partners and provided for strong personal and institutional relations, which is an impact of the cooperation that may well serve as platform for good relations in other for a (EU, UN, international professional associations and so forth) also in the future.

There are six major lessons to be drawn from the Swedish development cooperation with Armenia, regarding programme formulation, organisation and management.

1. Dialogue and monitoring requires presence.
2. Even though the programme was not large in monetary terms, the cooperation consisted of project in several distinct sectors, and it has not been easy for the Sida officer being responsible for programme coordination to have insights in all these sectors.
3. In the cases where LEA was used as project formulation methodology, partners did not always manage to convince the management of the organisations to be actively involved in these workshops. This led later to less effective modifications of programme design.
4. The tripartite cooperation arrangements, whereby Swedish institutions' experiences from capacity building projects mainly in the Baltic region, were supposed to serve as benchmarks or best practises for institutional development in a transitional economy like Armenia was successfully applied in the

labour market policy cooperation, and could have been more frequently used also in other projects and programmes.

5. Two out of four human rights/gender projects needed a no-cost extension and the third project 'Strengthening of the capacity of HRDO' would have benefitted from an extension as well. Working with human rights, gender and advocacy within government and institutional structures in an unstable political climate are long-term inputs and require longer project periods to have a chance to contribute to envisaged project outcomes.

The assessment has shown that most of the projects and programmes have established conditions for sustainability, through capacity building and systems development. In several cases this work will continue with support from other donors, both bilateral (Norway) and multilateral (EU, the World Bank).

In addition to this and future access to global Sida facilities, there are also some on-going or potential interventions that may provide opportunity for a furthering of the bilateral relations:

- The Open Trade Gate Sweden is an initiative by the Swedish National Board of Trade according to which exporters in Armenia can learn more about the legal and institutional framework for export to Sweden. A workshop with Armenian exporters has been implemented in April 2010 as a first step in this direction. Also, the Swedish Export Council has arranged a commercial visit by a Swedish enterprise delegation to Armenia in 2009 and a reciprocal visit to Sweden by Armenian enterprises is planned for 2010.
- Corporate Social Responsibility, CSR. There is a growing interest among major Armenian companies to work with CSR. One of the companies, Beeline, a major Armenian telecom company came with a suggestion to organise a conference in September 2010 where Swedish companies would be invited to share their knowledge of CSR.
- Moreover, Sida is not the only Swedish agency for bilateral relations. In addition to the trade and business initiatives mentioned above there are also opportunities for cultural exchange through the Swedish Institute.
- The multilateral cooperation will to a certain degree replace the bilateral cooperation. Sweden is presently supporting the OSCE project on "Liberty of expression and media" in Armenia, and Sweden and Poland has promoted an enhanced cooperation between EU and Armenia through the Eastern Partnership initiative.

1 Introduction

In 2007, the Swedish government decided to limit the number countries to which development cooperation was extended. Armenia was one of the countries where the bilateral cooperation was to be phased out. However, other Sida funded programmes, such as humanitarian assistance, ITP (International Training Programmes) and funding through NGOs would remain open for continued development. According to Sida's subsequent phase out plan, a number of criteria were formulated. The process would ensure sustainability of results and in order to provide information about the situation, a review on the outcome of the bilateral cooperation between 1999 and 2009 was commissioned. The review would focus on the results of the cooperation, but also address issues of lessons learned from the cooperation and advice on options for facilitating a further cooperation, beyond the period of bilateral development cooperation.

The assignment to do the review was awarded to SPM Consultants, and the assignment was carried out in March and April 2010 by Madeleine Elmqvist and Lars Rylander. They benefitted from the assistance and support from two senior Armenian consultants, Levon Barkhudaryan and Nairuhi Jrbashyan, who assisted in meetings with stakeholders in Yerevan and with comments on the report from the review. SPM also wants to express its gratitude for the constructive approach assumed by Armenian public and non-governmental organisations in the consultations.

The report covers the period between 1999 and 2009, and has its focus on nine major interventions. Two of these started already in 1999 – the institutional support to the cadastral system and to labour market authorities. With the first Swedish cooperation strategy for 2003–2005 the cooperation was extended to forest development, social statistics, and a focus on social and gender issues was generally introduced, and two programmes promoting gender equality were initiated. The orientation towards human rights and democracy was further emphasised in the cooperation strategy for 2006–2009 when support to the Human Right's Defender and human rights education was started. In this phase an institutional cooperation between the national rescue service organisations was also initiated. In addition to the nine major projects there have been several smaller interventions, e.g., for primary drug prevention, support to a children's initiative, initial contacts in the education sector and forest research cooperation.

During the period 1999–2009, altogether SEK 105 million (approx. EUR 11 million) has been contributed to projects covered by bilateral agreements in Armenia. The support increased rapidly with the adoption of the first cooperation strategy, when disbursements more than doubled from around SEK 5 million per year to more than 10 million a year. It was further increased to almost 20 million a year during the last cooperation strategy period. However, the overwhelming majority of the resources have been used for services provided by Swedish public institutions and other organisations, such as Kvinna till Kvinna and the Raoul Wallenberg Institute. The nine projects reviewed in this report cover 90 per cent of all Sida disbursements under bilateral agreements. In addition, SEK 27 million has been provided by Sida to Swedish NGOs and their projects in Armenia, and the total Sida support in various channels amounts to SEK 145 million.

The focus on Human Rights increased during the last three years, and disbursements to HR-related projects amounted to SEK 25 million, which corresponds to almost half of total disbursements for that period.

Armenia is a party to major international human rights instruments, but even though the governments human rights records have improved over the years serious problem still remain. The country is regarded as partly free according to the international organisation Freedom House, implying a country where there is limited respect for political rights and civil liberties. Among the basic challenges within the government structure in regards to human rights are the lack of trust for possible improvements and

protections of human rights, and no clear understanding, value and vision among authorities on necessity of promotion of human rights.

Armenia has a unicameral National Assembly, which is elected by proportional representation for four-year terms; the president is elected by popular vote for up to two five-year terms. Elections since 1990s have been marred by serious irregularities. At the exhortation of the Council of Europe, the government adopted modifications to the election code in 2005–2006 providing for a more balanced composition of election commissions, though concerns remain about the potential for fair administration of the election process.

Armenia experienced one of its most serious civil and political rights crises since the independence when security forces used excessive force in March 2008 against opposition demonstrators protesting the results of the February 2008 presidential election and several hundred demonstrators were arrested and prosecuted and 10 people were killed. This led to almost a month of a state of emergency and a number of restrictions of democratic freedom and human rights.

The Parliamentary Assembly of Council of Europe (PACE) adopted two resolutions in 2008 on the functioning of democratic institutions in Armenia, raising in particular the issue of arrests of opposition supporters and members of Parliament, of the control over the electronic media and the freedom of assembly as well as of a number of prosecution cases and convictions based solely on police testimony. Several steps were taken by the Armenian authorities and the PACE decided not to introduce any sanctions against Armenia, calling on authorities to continue the process of reforms.

Bribery and nepotism are common among government bureaucrats and corruption is a serious problem in law enforcement and in 2008 Armenia was ranked 109 out of 180 countries surveyed in Transparency International Corruption Index.

Civil society is fragmented and there is little cooperation between NGO's unless brought together under the umbrella of an international project. 3,300 NGO's are registered but only a few are active and there is little trust for NGO's from the side of the government. Still, important steps have been taken in improving the transparency of the government decision-making process and cooperation with NGO's and civil society and NGO's are more frequently invited to participate in drafting legislation or discuss legislative initiatives by governmental institutions.

Armenia has made progress in implementing reforms in the area of tax and custom reforms, financial services and competition policy. Overall progress is needed on political dialogue and reform, including on effectively addressing corruption, on respecting human rights and freedom of expression.

2 Review of project results

In this section the results of the nine major interventions in the cooperation will be assessed. Each project is presented with its key data, and then the expected project results are displayed in a diagram showing the respective results chain. The methodology for results based management (RBM), where results chain are a key element, was not fully developed when most of the cooperation projects included here were formulated. The results chains below therefore represent the authors' interpretation of the expected results at different levels¹. In each section, also the gender aspects and the relevance of the project – for Armenia and in relation to the Swedish cooperation strategy – are assessed, as well as the possible sustainability of the project results.

¹ In the RBM vocabulary, outputs are the immediate results delivered by the project, whereas outcomes represent the benefits for users (often expressed by the "project objectives") and impacts are the long term or development objectives of an intervention.

2.1 Labour market policy

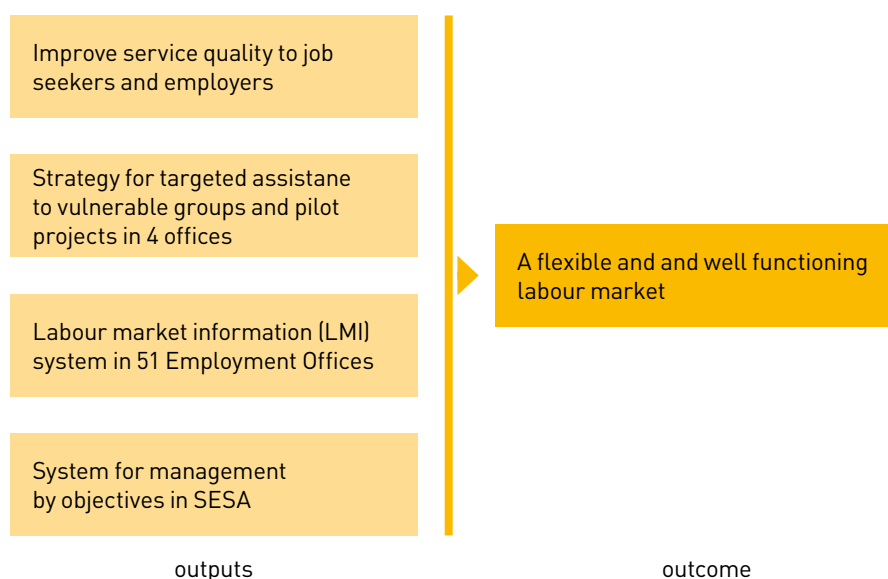
KEY PROJECT DATA	
Project title	Support to Armenian Authorities to Improve Active Labour Market Policy
Partners	Swedish Public Employment Service, Lithuanian Labour Exchange (from 2002), State Employment Service of Armenia
Project duration	Three phases 1999–2002, 2002–2005 and 2005–2009
Disbursements	SEK 20 705 893

The project was initiated in 1999, based on project proposal aiming at strengthening the newly formed Armenian State Service for Employment (SESA). SESA had until then mainly been involved in social assistance to unemployed and needed a strategy for public employment. The first project consisted in principle of a formulation process with study visit to Sweden and Lithuania and with reciprocal visits to Armenia in order to develop more concrete proposals for labour market policy development. In the second phase, four areas of cooperation were identified: vocational rehabilitation of functionally impaired persons, labour market forecasting, vocational training and public employment services. During this phase the experiences from the Swedish cooperation with the Lithuanian Labour Exchange, and the transition from state planning to market economy, were more systematically brought into the cooperation. Phase 2 was evaluated externally and led later to a review of the intervention logics and the development of a comprehensive logframe for the expected result of the cooperation, including performance indicators.

The third phase of the cooperation started in 2005 under the overall objective of providing assistance to the Armenian labour market authority to supporting a flexible and well-functioning labour market. The project was finalised in December 2009 and a final report was produced to summarise the results and lessons learned. The project was also internally evaluated in 2009.

Expected and actual results

The review of the project in relation to the external evaluation can be expressed in the following results chain:



The first output, to improve the quality of services offered to job seekers and employers, has mainly been addressed through staff training at headquarters and regional offices at all levels as well as training of trainers. The training has comprised personal and management development as well as labour market issues. There is no follow up of clients' appreciation of the services, but figures prove that the number

of job-seekers actively using SESA has doubled. An unplanned achievement was the set up of an internal training unit of 18 trainers serving the local employment offices. Another 8 trainers will soon be added to the unit. The methods room, where all training material will be stored, was however not finalised due to lack of funds. SESA's external information has also been improved as result of the this component.

The targeted assistance has been prepared through establishment of a Centre for Rehabilitation in Gyumri and a Youth Centre in Yerevan (civil works funded by the World Bank). The legal regulation for the Rehab Centre was adopted in April 2010 whereas the Youth Centre still requires a state policy to become fully operational. One additional problem with the Youth Centre is that its location does not provide for easy access for youths. This is planned to be overcome with the provision of services through partner organisations in more central locations. The LMI system has been developed and is in operation at all 51 local offices. SESA also confirms that close cooperation with employers will be a priority, and the month of March 2010 was spent to establish good relations with employers on a national scale. The government and parliament of Armenia has also approved a system of annual employment programmes.

The one component where expectations were not met was the establishment of a management system for SESA, based on objectives and performance indicators, although important steps in that direction certainly have been taken. One explanation is the fact that budget management is not fully delegated to agency level. However, a more rational distribution of responsibility between headquarters, regional and local offices has been implemented.

Certainly, there are a number of steps that are needed to be taken until the Armenian labour market is flexible and well-functioning. However, during the project Armenia has become member of the World Association of Public Employment Service and the Armenian Labour Code has also approached the requirements of the European Employment strategy.

Gender aspects

Gender aspects were assumed to be mainstreamed in the project. An analysis of the project's gender aspects was to be included in phase 3, but was not undertaken. However, gender aspects have been applied in all training activities. Moreover, according to SESA 70 % of its beneficiaries are women, and women also make up 80 % of SESA staff (70 % of regional directors).

Relevance and impact for Armenia

With an official registered unemployment of 6 per cent (persons having reported to SESA) it may seem that employment issues are not a priority in Armenia. However, surveys show that the real unemployment rate may be as high as 25 %. With regard to this, it is a major achievement that the project has contributed to setting up a public employment service with a national cover, which is essential in any economy that wants to develop its labour market and economy in general. About 37 % of the registered unemployed are involved in training activities, a service that did not exist before the project started. Also the PRSP of Armenia stresses the need for employment generation, both in urban and rural areas.

Relevance from Swedish cooperation strategies

Employment was particularly mentioned in the first cooperation strategy 2003–2005. Employment policies are naturally an important tool in poverty reduction, since employment means income, which in turn means poverty reduction. The second cooperation strategy puts emphasis on improving the capacity of public institutions, and again well functioning labour market institutions are central in any social and economic (macro as well micro) policy. Well provided labour market training and other initiatives and benefits can also be regarded as a component of a human rights policy.

Sustainability issues

The final report pointed at a number of initiatives needed to ensure sustainability of the results obtained in the cooperation. SESA is aware of these but refers to lack of financial resources to comply

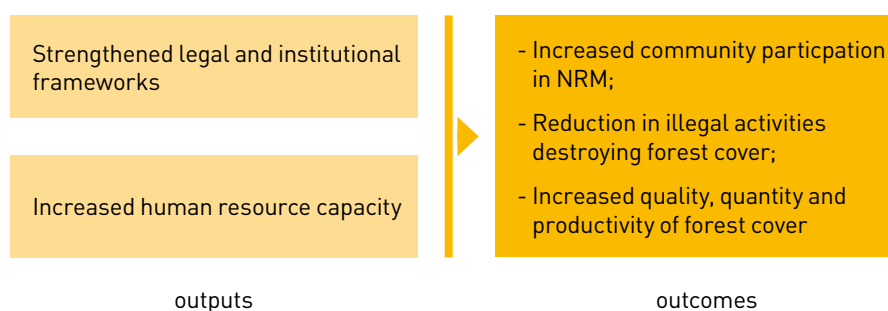
with some of these, as e.g. the methods room to ensure training quality. Generally, however, SESA finds itself in such a good position that the agency is ready to share its results with countries in the region. SESA has also managed to ensure support for future labour consultation workshops from the World Bank and USAID.

2.2 Forest Institutional Development

KEY PROJECT DATA	
Project title	Forest Institutional Support Project/State Forest Management Component of Natural Resources Management and Poverty Reduction Project (NRMPRP)
Partners	The World Bank, Ministry of Nature Protection, Ministry of Agriculture
Project duration	7 years, 2002–2005, 2006–2009
Disbursements	SEK 18 842 273

Both phases of Sida's support were implemented as a part of the forest component under the Natural Resources Management and Poverty Reduction Project, which was mainly funded by the World Bank (USD 8.3 million) and co-funded with grants from the Global Environmental Facility (USD 5.1 million) and Sida (altogether USD 2.5 million). During the first three years Sida's contribution was extended as parallel financing, funding a technical assistance contract for institutional capacity building of forest institutions. In the last period, Sida entered into a co-financing arrangement with the Bank, thereby providing financial resources for the World Bank to contract technical resources for continued work on legal and institutional issues in the forestry sector. This also implied that Sida was responsible for monitoring during the first three years, whereas the World Bank assumed this responsibility in the second phase. However Sida appointed a monitoring consultant for the whole NRMPRP project during the second part of Sida's support. This section will focus only on the forest component of the project, funded by Sida.

The results chain that is relevant for the Sida funded institutional and human resource component of the project is depicted below:



As can be seen, the outputs funded by Sida are not the only which will contribute to the project objectives (outcomes), but also components in other parts of the project are expected to do that. Sida funded activities were not related to the community participation in natural resources management, other than on the legal level, and the attribution from legal, institutional and human resources development to an expected increase in forest cover are likewise not direct or short term.

Expected and actual results

Each output had a number of performance indicators. In the legal and institutional area these were relevant for Sida funding:

- review and improvement of forest-related legislation;
- reduced illegal logging and forest certification;

In HRM the following indicators were formulated:

- training of staff at Hayantar, protected areas and inspection services

During the first phase the technical assistance was provided by a consultancy firm, contracted by Sida. During the three year period the following results were obtained in the *legal and institutional* areas:

- Forest Policy and Strategy;
- Illegal Logging Action Plan;
- National Forest Programme;
- Forest Code;
- Community Forest Management Regulation;
- Legal basis for the State Forest Service;
- Forestry bye-laws.

The *human resource capacity building* focussed on community forest management planning and implementation, and improved forest management and supervision through staff training.

Despite the good results there was some friction between project stakeholders, stemming both from the previous lack of experience of forest organisations in Armenia to work with international partners and consultants, following a participatory methodology, overlapping mandates, shifting ownership and unclear divisions of responsibility between Armenian forest authorities. Moreover, monitoring and dialogue between Sida, the World Bank and the consultancy firm was not constructive, reflecting both differences in work methods and Sida's ad hoc presence in Armenia. The latter difficulties were also the reason for Sida to agree to a co-financing arrangement with the World Bank, whereby Sida funds were disbursed to a trust fund, managed by the bank.

During the second part of Sida's support, the technical assistance was contracted by the World Bank in the form of individual consultants, international as well as national, assisting the Project Implementation Unit in institutional, organisational and legal development, including procurement, and issues related to forest management. The international consultants were however not mobilised until late 2007, 15 months after the approval of the project document. The effective advisory input in the second phase was thus shortened to less than one and a half year.

The forest component of NRMPP was designed in such a way that the first three years would provide the legal and institutional basis for downstream improvements in the overall management and status of the forest sector, with tangible results in community forestry, state forest management and increase in forest cover. Although the ideal forest management structure has not yet been achieved, the project has clarified the roles, mandates and institutional structure in the forest sector, as well as provided the main legal basis for its management. There is yet conflicting legislation, due to the fact that not all necessary bye-laws have been drafted to replace the outdated ones, and also duplication of functions, but the project has highlighted what is needed.

On the overall level the project has led to a significant behavioural change among Armenians. Forestry is now broadly seen as an economic and environmental resource, both by the Government of Armenia and among NGOs. The state budget for forest development increased strongly during the project period. The Forest Code has already been implemented and is ready for revision and illegal logging has been reduced significantly since 2003, partly also due to gasification of communities. Moreover, drafting is underway of remaining bye-laws and state forest enterprises are managed according to forest management plans. What remains to be done is i.a. solving overlaps in forest monitoring and inspections, which is now split between the ministries of Nature Protection and Agriculture. In the mid term

perspective, the role of the private sector in development of the forest sector should also be considered, as well as an enhanced community forest management.

Some of these issues will be addressed in the Forest Law and Governance project, implemented with support from the World Bank and the European commission.

Gender aspects

There has been no gender component in the project and gender issues and mainstreaming have not been observed.

Relevance and impact for Armenia

The forestry sector was in bad condition after Armenia's shift over to a market economy. According to an assessment by Sida in 1998–99, forest areas were about to be destroyed or eliminated, damaging the economy and reducing biodiversity. As mentioned, the project has contributed to the development of a multi-purpose and sustainable forest management. The forest cover is still small, and there are yet no explicit figures on its development, as results of the project. But illegal logging has been strongly reduced, afforestation is on-going through natural plantations and community forestry is probably approaching a state where the benefits are becoming visible for communities.

Relevance from Swedish cooperation strategies

The cooperation, which was justified from the above mentioned assessment, started just before the first cooperation strategy was adopted, and the strategy provides the basis for the continuation of the cooperation, stating that sustainable forestry will combine poverty reduction and environmental action. The second cooperation strategy does not specifically mention the forest project. However, the overall purpose of the cooperation is stated to be creation of conditions for poor people to improve their living conditions, which also is the expected impact of the NRMPPR.

Sustainability

The project has contributed to the establishment of a legal and institutional base for sustainable forestry. The state forest enterprises moreover work along forest management plans that are supposed to ensure sustainability. The private sector has not yet been introduced to work in accordance with sustainable methods, and there is still hesitation among Armenians as regards the sustainability of private investments in forest development and management.

For the furthering of legal and institutional arrangements, the recent project, funded by the World Bank and European Commission is expected to contribute both with governance and legal aspects.

Moreover, Norway is supporting projects on community forestry and the financial situation of the state holding forestry organisation has been stabilised.

2.3 Development of cadastral system

KEY PROJECT DATA

Project title	Development of cadastral system in Armenia
Partners	State Committee of Cadastral and Property Swedesurvey/Lantmäteriet
Project duration	10 years in 3 phases, 1999–2002, 2003–2006 and 2008–2009
Disbursements	SEK 18 878 818

The first agreement became effective in the beginning of 2000, so the project was extended into 2003 in order to bridge over to the next 3-year period, from April 2003–2006. Swedish partner during these two phases was Swedesurvey, the commercial arm of the Swedish central agency for land

administration, Lantmäteriet. Swedesurvey was contracted by Sida for the services. For the last and concluding phase the services were provided through an institutional cooperation agreement between Sida and Lantmäteriet. This procedure, including a reduction of Sida's budget, as well as the approval procedure in Armenia delayed the effective start of the third phase until 2008, which meant that the 3-year project had to be implemented in two years. The possible impact on the services from the delay was, however, not significant.

Expected and actual results

Based on project documentation, the following final results chain can be derived:



The project was initially formulated in an LFA workshop in 1998, and the problems that were identified comprised a considerably broader project than the results chain above show. From the beginning the project was planned to include development of an electronic real property register, land and property valuation methodology and user information on the real property register. It was also envisaged to strengthen the training centre of SCC.

However, already during the project's inception period, the management of SCC decided to exclude work on the real property register, the Armenian Land Register, the reason being that USAID had offered funding for computerised system, later known as ARPAC. Unfortunately, ARPAC has never been fully installed – updates cannot be done on-line, each local office maintains its own database – and training on the software has not been fully implemented. SCC management wanted Swedesurvey to include land consolidation instead, against the backdrop that the average agricultural holding in Armenia is 1.2 ha, and moreover often spread between up to five different plots. This change was agreed upon and pilot projects were considered. Soon it turned out from consultations with farmers that any form of compulsory procedure to consolidate land would be unfeasible, reminding the farmers of the harsh communist times, which eventually implied that funding was needed to facilitate any consolidation.

For various reasons the SCC training centre was closed and replaced with a policy whereby training would be conducted by the different SCC departments for their respective staff. Moreover, the work on a system for mass evaluation of real property never took off, due to differences in the view on methodology for valuation. The Swedish consultants recommended a valuation model that was built on the market value for real property, whereas SCC management preferred a model where the initial building cost and other parameters formed the basis for the valuation. SCC produces a monthly summary of estimated real property values that is submitted to the government for information purposes.

So for the last and final phase three major components remained: land consolidation, geodesy/GPS² and GIS³. The work on geodetic network development started already in phase one, with training in GPS and network establishment. A geodetic network is the foundation for all mapping, and the more accurate the network the better will the quality be of the maps. Without a proper geodetic network

² GPS = Global Positioning System

³ GIS = Geographic Information System

there is no capacity for land and real property management. During phase two a zero order network was established and connected to the European network, EUREF in 2004. Work has then been ongoing to raise the standard to second and third order networks, with further increases of the accuracy. In the last phase work has been ongoing on a new geoid model, whereby SCC has increased the accuracy especially in mountainous areas and laid the foundation for effective GPS application. At the end of the project there are yet no commercial users of GPS. The GIS component has focused on GIS training on GIS databases, metadata and applications. There is now a pilot model in Yerevan with 95 information search possibilities, based on administrative registers. One major problem is that ARPAC data cannot be used for GIS and SCC is aiming at creating a unified system, which integrates ARPAC and GIS. The work in land consolidation has been based on a pilot survey funded by FAO in 2007 in one pilot community. However, the socio-economic environment in rural areas is not conducive for land consolidation, and the eventual change may not come until farmers and farmed families are pulled into urban areas due to better employment and income opportunities. It was also said that there is an ongoing, but undesirable, consolidation process in the sense that well off Armenians are investing in land, mainly for risk aversion and maybe speculation purposes.

To summarise, the cadastre development project has been narrowed down over the project period, from being a broad capacity building intervention to a focus on areas where Armenia has not been able to mobilise other support. The remaining areas are central for the development of quality services, but the lack of long term strategic planning has reduced the overall benefits of the cooperation. This is not to say that the results are not good – the services provided are highly appreciated by the Armenian counterparts – only that the overall results might have been even stronger if the initial orientation had prevailed.

Gender aspects

Gender aspects have not been addressed in the project, neither in selection training participants, nor in disaggregating or observing gender in cadastre registers.

Relevance and impact for Armenia

Land and real property management is a fundamental service in social and economic development. Not only does a proper register protect land owners – small as well as large – from land grabbing and various forms of illegal attempts of land encroachment. It also serves as the basis for the development of the credit market, serving as prime collateral and releasing potentially huge amounts of credit for investment purposes. Moreover, applications such as GIS and GPS are valuable planning and operational instruments both for local and central authorities and for users in general.

Relevance from Swedish cooperation strategies

The first cooperation strategy, 2003–2005, expressively mentions that a national property register is important in the privatisation process and for the country's land reform programme. As mentioned above, land consolidation has not taken place yet, but will eventually be facilitated by a proper real property register. As regards the most recent strategy, the cadastre development project is well in line with the two objectives, increased capacity of public institutions and increased respect for human rights. A legally protected and transparent system of land and real property fends off attempts of land grabbing and encroachment, provided of course that rule of law prevails. Likewise, stronger capacity among cadastre central and local offices facilitates all forms of development and spatial planning and can also serve as basis for popular consultations in urban and rural planning issues.

Sustainability

According to both Lantmäteriet and SCC, there has over the project been established capacity in SCC for it to continue developing along a modernisation path. Some of the issues which may influence negatively on the sustainable management of these capacities and systems refer to legal development (e.g. land consolidation) and lack of financial resources (e.g. GIS). It is therefore interesting to note that the government of Norway is ready to contribute 10 MNOK for continued development of GIS.

Other possible hurdles to sustainability is the poor coordination between departments of SCC in the management of certain systems (e.g. GIS) and also the poor participation in international meetings such as EUREF and the Working Party on Land Administration of the UN Economic Commission for Europe (UNECE). These platforms are important opportunities for exchange of experiences in essential land management and technical and systems issues. One explanation seems to be that few managers command English and therefore tend to give priority to CIS conferences and meetings.

2.4 Social statistics

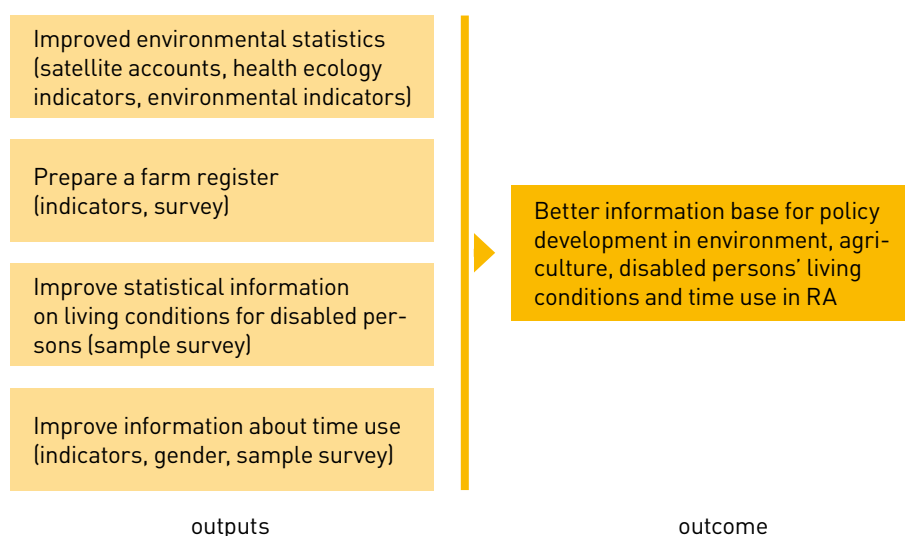
KEY PROJECT DATA	
Project title	Social Statistics in Armenia
Partners	Statistics Sweden and the National Statistical Service of Armenia
Project duration	8 years in two phases, 2002–2005, 2006–2009
Disbursements	SEK 6 638 871

The cooperation started as an extension of an earlier regional statistical project, including also Azerbaijan and Georgia between 1998 and 2000. Following its completion, a project formulation mission was undertaken between Statistics Sweden and the National Statistical Service of Armenia. Sida decided to support the project proposal and the first agreement was signed in 2002 for a 3 year period. The cooperation was internally evaluated by Statistics Sweden in 2005 which strongly recommended a continuation. A second phase was agreed between the partners in 2006, covering the period July 2006 – December 2009.

There was no formal project document developed for the second phase. Instead a Terms of Reference served this purpose and also as the basis for Sida's decision to fund the extension of the cooperation. The terms of reference presents the following project structure (summarised):

Expected and actual results

As mentioned, the project was a continuation of a previous and less successful regional project in South Caucasus. However, the good relations between Statistics Sweden and its Armenian counterpart provided a platform for a bilateral continuation, which also included the financing of the demographic statistics publication for Southern Caucasus 1958–1999⁴, developed in the regional project. The project has been rather small in monetary terms, only SK 6 million during a six year period and must be considered to be quite cost-effective.



⁴ Äts formal title was “Demographic Outline Southern Caucasus 1958–1999”.

As can be seen from the results chain the bilateral cooperation focussed on four components, which mainly included study visits to Sweden, consultancy missions to Armenia and sample surveys. There were also funds set aside for IT equipment based on tender procedures, mainly for computers and related equipment. The IT status of the Statistical Office is, however, still weak.

In the environmental area the project has produced satellite accounts for water, to be published as an annex to the macro economic accounts demonstrating the effectiveness of water use in Armenia. Work is on-going to finalise also an air account table and to step by step establish a green Gross Domestic Product. The work on satellite accounts is done in close cooperation with the Ministry of Nature Protection and is produced in accordance with EU standards. The project has also done a pilot survey on environmental expenditure by the private sector, which eventually is intended to be published as an annual report. The intended work on health ecology indicators was considered to be too ambitious given existing resources and was subsequently not furthered. The statistical information shows a rapid deterioration of water management, and the Statistical Service work together with the Ministry of Nature Protection and around 100 green NGOs to promote the government to set up a national environmental database. Despite these achievements the capacity to produce environmental statistics is yet limited within the Statistical Service.

A farm register is still lacking in Armenia, and since there are 340,000 agricultural households in Armenia involving 103 trade organisations for commercialising the agricultural output, this means that the government and sector institutions and organisations lack fundamental knowledge of the status and trends in the sector. The project has so far prepared the ground for an agricultural census, which also is a requirement for EU accession. A law on agriculture census has been adopted. Other preparations have included development of a questionnaire with EU relevant indicators and which has been tested in pilot survey of 500 agricultural households. The questionnaire will serve as the foundation for the forthcoming agricultural census. However, an even higher priority is the population census, planned to be undertaken in 2011, and an alternative strategy has been formulated by the project whereby the Statistical Service would include around 10 agricultural indicators in that census.

The survey on living conditions for disabled persons was initiated already in 2002, and the knowledge development in this component has primarily consisted in sampling methodology. There were initially some doubts about trusting the results of sample surveys in this sector, but the surveys conducted in 2002 and 2007 have produced a survey instrument which is now available and accepted. The 2007 survey was done in 4 regions and based on a 5 % sample, which was then extrapolated to full scale. The survey results were presented at a press conference and were appreciated by the Ministry of Social Affairs. These surveys require external funding to be continued, and if these are not forthcoming there are plans to include indicators in other regular surveys.

The work on time use statistics has also emanated in a survey instrument in accordance with EU standards, based on a previous small pilot survey. A more large scale sample survey was done in 2008 and the draft report, which produced information about gender differences, has been disseminated at a press conference.

In addition to these expected results, the cooperation has also provided benefits in a better organised and accessible library, establishment and reliance on a network of administrative registers as data sources and a strategy of including municipal sources in the statistical network. Largely speaking the cooperation has established methodological knowledge in vital statistical areas which can contribute to policy development in important social and HR areas. In 2009 a joint evaluation by Eurostat, EFTA and UNECE was done of the Statistical Service to assess conformity with accepted European and international standards. In a similar evaluation by the World Bank the Statistical Service scored 93 points out of 100, the gap being the lack of agricultural census.

Gender aspects

Except for the time use statistics, the project has not had any explicit gender component or strategy. Gender is not mentioned in project documents or reports.

Relevance and impact for Armenia

Statistical information can be regarded as a fundamental social infrastructure, needed both for reform planning and monitoring. The selected areas in the cooperation are also well in line with Armenian priorities: agriculture is the sector where most Armenians have their livelihood and is also important from a macro-economic and poverty reduction perspective. The statistics on the environmental status and on living conditions for disabled people are likewise very relevant. Finally, the time use survey will shed light on the gender differences and will surely be used by both NGOs and public institutions.

Relevance from Swedish cooperation strategies

The strategy for 2003–2005 explains that “the bilateral statistical project should be allowed to continue during the strategy period”, a formulation which can give the impression that it would then be phased out. However, as mentioned above statistical information production is a vital social activity, and is well in harmony with the policy directives of the cooperation strategy for 2006–2009, with its focus on increasing capacity of public institutions, and particularly for creation of opportunities for transparency, popular influence and meeting the needs of women, men and minorities. Information about time use and showing living conditions for disabled people is also relevant from a HR perspective.

Sustainability

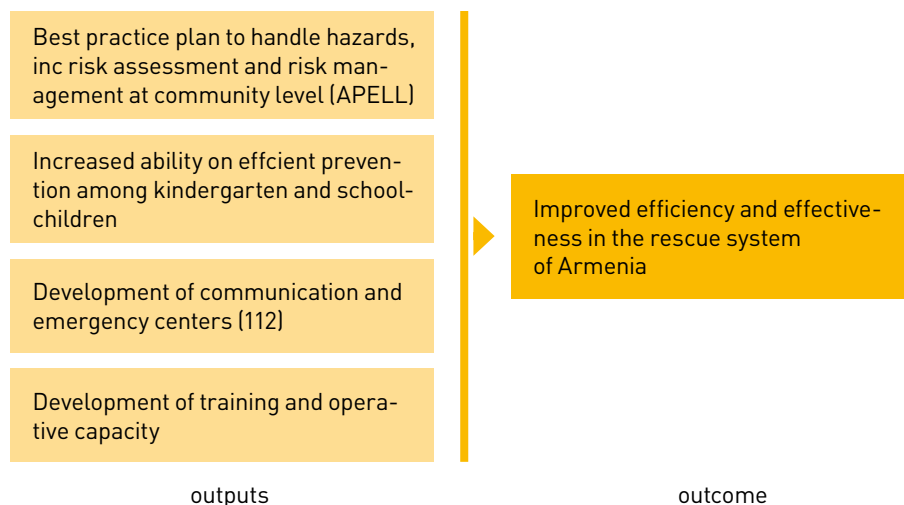
Methodological knowledge has been established in important fields and administrative sources have been linked to the Statistical Service, which has increased the quality of the statistical production. One sustainability concern is that most of the surveys need external funding to be continued and followed up. To a certain extent can data on agriculture and disabled persons be captured by other sources, but the environmental statistics and the time use surveys must be financially ensured by the government unless they will only serve as a one time activity.

2.5 Civil protection capabilities development

KEY PROJECT DATA	
Project title	Development of Civil Protection Capabilities Project in Armenia
Partners	Armenian Rescue Services (former name The Emergency Management Administration, The Estonian Rescue Board, The Swedish Civil Contingencies Agency (former name The Swedish Rescue Services Agency)
Project duration	2006–2009
Disbursements	SEK 6 669 995

The three partners had previous experiences from cooperation, in the case of Sweden and Estonia from a 14 year institutional cooperation. Both countries also have previous cooperation with Armenia; Sweden in support to the Spitak earthquake in 1988 and Estonia in the form of a cooperation in emergency prevention and awareness. When the project was initiated it became natural to draw on the Swedish-Estonian cooperation and establish a tripartite agreement.

The project document was prepared through an LFA workshop and can be summarised in the following results chain:



Expected and actual results

The first cooperation in the area of rescue services took place already in 1988 when the Swedish Rescue Service Agency participated in the rescue work in relation to the earthquake in Spitak. The current cooperation was initiated as part of the cooperation strategy for 2006–2009, and started with an LFA workshop in 2005, which identified five, later reduced to four, major blocks of cooperation (see the results chain). In addition to the Swedish agency also the Estonian Rescue Board was invited to the cooperation. In fact, the components were divided among partners so that the Estonian Rescue Board has been responsible for the design and implementation of components 2 and 3, i.e. prevention in schools and kindergartens and the concept of a 112 alarm system. Sweden was subsequently responsible for block 1, APELL, and the combined training and operational block, which initially was supposed to consist of one training block and one separate block for formulation of a vision and development plan for the Armenian Rescue Service. This later block was cancelled on the request by ARS and the operational part – strengthening fire and rescue stations in Yerevan – was added to the training block. The focus of block 4/5 has been to strengthen the operational capacity of ARS through integrating fire and rescue services.

The results in block 1 are that a plan for best practice for local communities to handle hazards, risk assessment and risk management has been developed and disseminated to four pilot communities. Local groups in accordance with the APPELL⁵ methodology have been formed in these communities, but yet without inclusion of local NGOs. An internal evaluation showed that three of the four participating municipalities had improved their coordination with police, rescue service and ambulance service. Related to this work is the fact that the National Security Council of Armenia has requested ARS to prepare a risk map for risk management at local level to be presented during 2010. Block 2 has resulted in a manual for evacuation of schools and was based on the Estonian similar manual. It has been presented and printed in Russian in 1,100 copies, and will be translated to Armenian language during 2010 and printed and disseminated to Armenian schools.

The result of block 3 is a kind of concept paper for the establishment and equipment of a dispatcher service for ARS, developed in a workshop in Tallinn. The purpose is to create a 112 alarm system in Armenia. Block 4/5 has mainly consisted of training and resulted in the examination of 10 Armenian rescue instructors in three step training in theoretical, practical and tactical course in integrated fire fighting and rescue. The instructors serve at rescue stations in Yerevan. The instructors have until now trained 455 staff at these stations. The training material has been handed over to the

⁵ APPELL is a UNEP Programme for Awareness and Preparedness for Emergencies on a Local Level.

Crisis Management State Academy. The Academy has integrated the training material in their yearly educational plan and is conducting courses on their own. In addition, nine instructors at the Academy were trained in medical response in rescue operations. Four of these took part and acted as medics during the practical fire and rescue training, step 2. Moreover, as part of this block, a training container for in house fire extinction training has been built in Yerevan and personal protection equipment as well as fire and rescue equipment, including a fire truck has been donated to ARS. As a result of block 4/5 three fully operational fire and rescue stations in Yerevan have been established, which are equipped with modern fire and rescue equipment, protective gear and have international standard of training. These stations cover most of the area of the city.

The final report does not assess to what extent the project has achieved its main objective (outcome). ARS states that they are satisfied with the cooperation, and would want it to continue. Certainly the results do not seem impressive, and it has been difficult to form an opinion on the project's eventual capacity effect on ARS.

Gender aspects

The project did not have a gender focus in its design. Rescue services are a predominant male professional and all of the 10 instructors that were trained were men. Of the medical instructors that were trained two were women.

Relevance and impact for Armenia

The ARS was recently established when the project was initiated and could certainly benefit from international cooperation in its field of activities. Armenia is prone to natural disasters, man made as well as natural, with its location in the Southern Caucasus. It also suffers from landslides, heavy rains and flooding due to snow smelting. Fire and traffic accidents are also frequent.

Relevance from Swedish cooperation strategies

The cooperation with ARS was initiated at the introduction of the current cooperation strategy. The strategy does however not speak elaborately about rescue services or risk management capacity building as a priority area. Rescue services does not have a particular HR perspective but is more related to governance issues of providing effective protection for the population in case of emergency. In this perspective it could be argued that the project represents capacity building of a state institution with an important agenda. However, given the priorities of the strategy it is not evident that the project would be part of Sida's cooperation with Armenia.

Sustainability

Several of the services provided require external funding for its sustainable use. As regards the 112 alarm system there are opportunities to apply for support through the EU TAIEX programme. For the APELL and future training and capacity building at rescue stations, not only in Yerevan, but generally in the country, additional resources are needed.

2.6 Kvinna till Kvinna

KEY PROJECT DATA	
Project title	Kvinna till Kvinna South Caucasus programme
Partners	Kvinna till Kvinna, Society Without Violence, Women's resource centre, Democracy Today, Women's Rights Centre in Armenia
Project duration	2003–2006, 2007–2009
Disbursements	SEK 3 354 000 in Armenia only ⁶

⁶ The exact disbursement is difficult to appreciate, as some funds are related to both Armenia and Azerbaijan. In 2008 Norad took over some of the funding.

Through a framework agreement with Sida, Kvinna till Kvinna, KtK, has been active in the Southern Caucasus since 2002, starting with the establishment of a project office in Tbilisi, and initially working with activities in Georgia only. In 2003 a regional project started covering Georgia, Armenia and Azerbaijan. In Armenia Sida has supported KtK over two project phases: 2003–2005, prolonged to 2006 and 2007–2008. In the second half of 2008 the Norwegian Ministry of Foreign Affairs took over the support after Sida and now provides program funding through KtK for regional work in Armenia and Azerbaijan, and also direct funding to some of the organisations in Armenia. KtK still has support from Sida in Georgia. This review mainly focuses on the activities in Armenia and some of the regional activities where Armenian NGO's have participated, spilling over into 2009.

KtK's work is based partner organisations in conflict regions and KtK has cooperated with four organisations in Armenia:

Society Without Violence (SWV): strives to improve young girl's self-belief and their opportunity to influence to influence politics and political bodies.

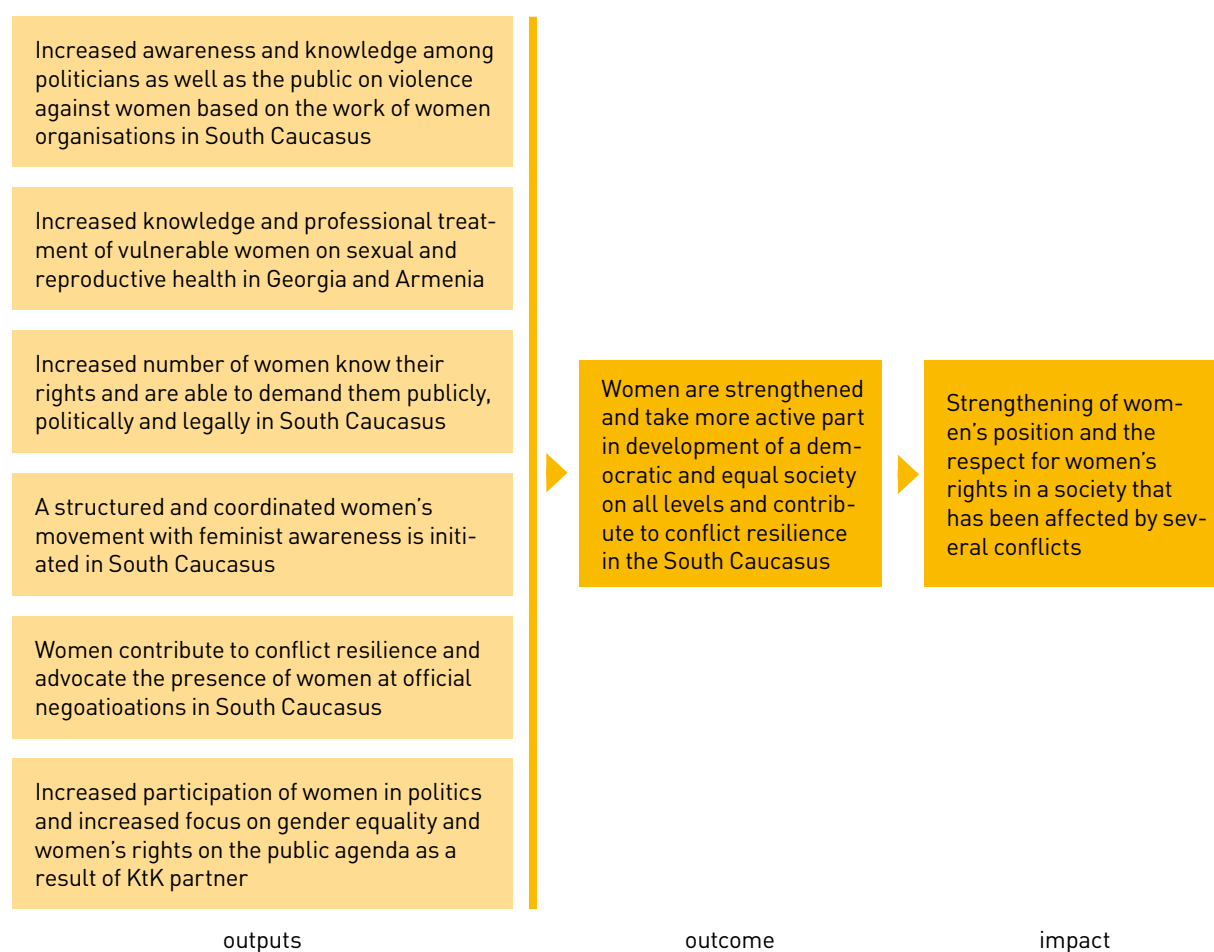
Women's Resource Centre (WReC): works to improve women's participation in public life and job and career opportunities, and issues around reproductive health, HIV/AIDS, abortion and domestic violence.

Democracy Today (DT): focusing on women's participation in political elections.

Women's Rights Centre (WRC): support women victims of violence and trafficking.

The result chain below is based on the current project document 2007–2009, which is also relevant for the period of 2003–2006, as this first project phase can be regarded as a fact-finding and start-up phase for the second phase.

The programme has the following result chain:



Expected and actual results

2003–2006

In 2003–2006 KtK's main objective in South Caucasus was to support women's empowerment in their own society, primarily in Georgia, and only to a smaller extent in Armenia and Azerbaijan.

In 2004 KtK signed contract with Women's Rights Centre in Yerevan, in 2005 with the remaining three organisations in Armenia mentioned above. In 2005 all four organisations had started some project activities with KtK in their respective areas. In 2006 some results were noted such as women elected as mayors on local levels through the efforts of DT. WRC started to operate a national Hot-Line, Emergency Shelter and Women's Support Centre to support victims of domestic violence and started drafting a law on domestic violence. WReC established a centre in Yerevan for training and education for young women on women's sexual and reproductive health and rights. SWV did regular training and workshops at universities throughout Armenia on women's rights, leadership etc. In 2006 WReC also prepared to open the very first Women's Centre in Shushi, Nagorno-Karabakh. The only deviance was the decision not to establish a project office in Armenia, which was originally envisaged in the project application.

2007–2009

Looking at the first output, in 2009 WRC submitted a draft law on domestic violence to the Armenian government. The draft law is the result of several years of work together with intergovernmental agencies, ministries and the police. Public awareness activities have created a better understanding of what domestic violence implies and women's rights in this context, which has led to an increased use of the hotline and more women seeking shelter.

Sexual and reproductive health is a taboo subject in South Caucasus. WReC is one of few organisations that publicly try to change the general attitude in society on these matters, and every month an increasing number of young women come for training and awareness building, both in Yerevan and in schools in Shushi, Nagorno-Karabakh. WReC has started a hotline for young women abused through sexual violence and WRC has noted a demand for education and professional treatment from their beneficiaries.

The third output deals with how women are able to demand their rights publicly, politically and legally in South Caucasus. The assessment from the KtK partners is that a change has taken place and that women participate more through media and are willing for example to take cases of domestic violence to court.

One important and critical factor, perhaps one answer to the slow progress for women's issues in Armenia is the absence of an autonomous women's movement. The same applies on a regional level. There are some networks though, such as the Young Women's Network of South Caucasus, which is of growing importance.

During the past years, there has not been any major official negotiation in Southern Caucasus. Through the support of KtK, WReC in Armenia and the Association for the Protection of Women's Rights after D. Aliyeva, APWR, in Azerbaijan have started a unique cooperation focusing on conflict resilience on Nagorno-Karabakh. On a regional level there are several such initiatives, which promote women's participation in official peace negotiations.

Looking at increased participation of women in politics, DT's project 2005–2009 has focused on the empowerment of women in local governance. This led to election of women mayors and members of village councils. In 2008 some of these women were not re-elected, but DT has continued to give support and a mentorship programme is created with 300 young women preparing for the next election.

An important idea behind the framework system is that support to civil society is most fruitful when channeled through other civil society organisations. The main role of KtK has been to identify and support national organisations working towards the objectives of the Swedish cooperation strategy and in line with Swedish priorities. Looking back over the whole period two major results contributing to the outcome of the programme can be noticed: first the four organisations in Armenia have on an organisation level been considerably strengthened when it comes to attracting members and volunteers, further outreach in the regions, better organised and more systematic activities, improved communication and advocacy etc. All four organisations underline the added value of working with KtK in this regard. Secondly all organisations have become more professional in their respective areas contributing to the core areas of the programme. There is a greater openness for gender in the rural areas and the capabilities of women have increased. Overall in the region there is a trend that women are more active in NGO's rather than directly on the political scene. Women activists feel that they have more power to pursue their own questions in NGO's. The Young Women's Network is an important outcome of the programme in this respect as the younger generation is regarded as the way forward in South Caucasus.

Gender aspects

KtK in South Caucasus supports women's organisations with different aims and missions but all with the goal to make women more visible as an active force in the peace building process and the building of a democratic, participatory society. The partner organisations help women legally and psychically, involved in women's health issues and sexual and reproductive rights and they inform women, and men, of women's human rights, empower and further educate women activists and politicians. The organisations counteract violence against women and human trafficking and educate authorities and influence decision-making processes and legislation. Primarily the programme involves women, but a growing number of men, particularly younger men, have been involved in activities and awareness raising.

Relevance and impact for Armenia

Although the awareness around gender issues has slightly grown over the past few years the situation for women in Armenia is difficult. Armenian women often encounter a society where they by law have equal rights, but where real life situations show that they cannot exercise these rights, neither in public nor in private life. This creates not only a frustration and insecurity but also diminishes the self-confidence and assertiveness making women passive and blocking them from taking responsibility in the society. By creating an open discussion on values and attitudes in the area of gender in private and public life, the KtK programme partners have contributed to protection, education and awareness building of women in urban and rural areas, changing women's subordination and gender stereotypes and promoting a culture of equality and peace resilience, which in a longer perspective will have an impact on the overall society of Armenia and in the region.

Relevance from Swedish cooperation strategies

The KtK programme has had its relevance in both country strategies. In first strategy the social sector is mentioned as priority as well as regional cooperation through Swedish framework organisations. The second country strategy underlines both the need for conflict management on a regional level and the need for greater respect for human rights through enhanced gender equality between women and men, girls and boys.

Sustainability issues

Through the cooperation with KtK the partner organisations have been able to build up their organisations and in some cases open up branches in different regions and organising in networks. They now have a sustainable pool of dedicated and competent staff providing professional competence such as training of trainers, organising round-table discussions, running the offices and doing out-reach

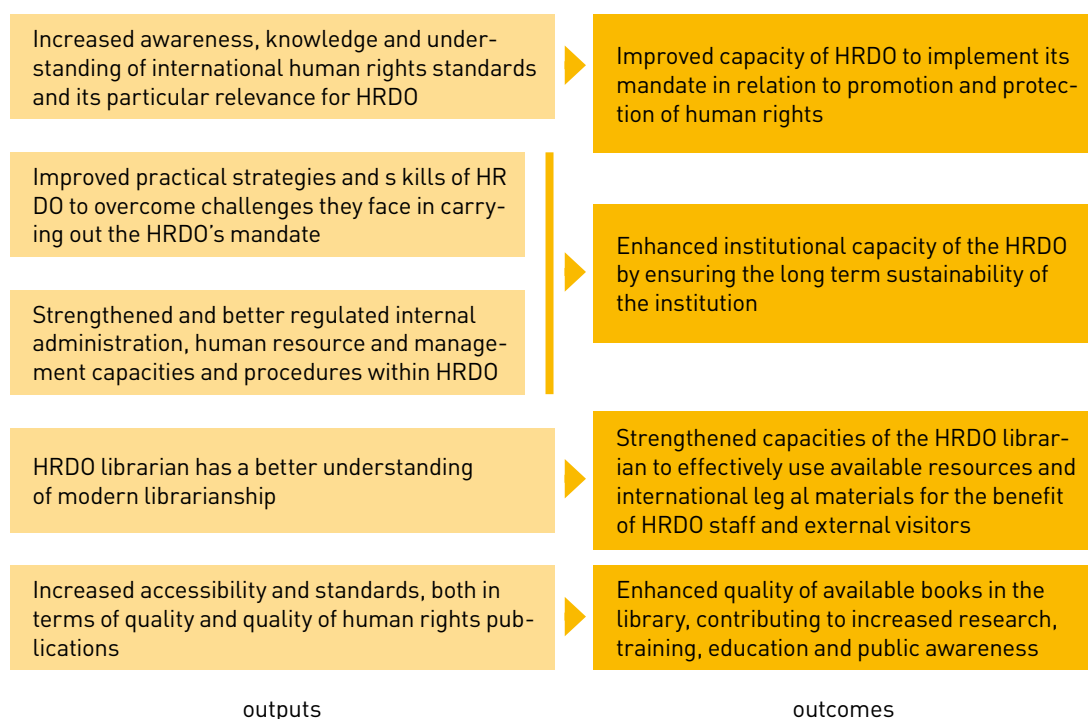
activities, running shelters etc. Some of the partners have also diversified their financial funding through more sources. Still, there is a continuous need for funding as services develop, which so far mainly has been remedied through support from the Norwegian Ministry of Foreign Affairs.

2.7 Human Rights Defender's Office

KEY PROJECT DATA	
Project title	Strengthening the human rights capacity of the Human Rights Defender's Office in the Republic of Armenia
Partners	Raoul Wallenberg Institute, UNDP Armenia and HRDO
Project duration	2006–2009
Disbursements	SEK 8 700 000

This project has been a tripartite cooperation between Raoul Wallenberg Institute-RWI, UNDP Armenia and Human Rights Defender's Office, HRDO. The Project aimed at enhancing respect for human rights, the rule of law and democracy in Armenia by strengthening the capacity of the HRDO to carry out its mandate to promote and protect human rights in Armenia. It started in October 2006 and was completed by 31 December 2009. RWI was responsible for the overall quality control of project activities, including providing international expertise to carry out activities, while UNDP was responsible for the use of project finances for local costs and for the day-to-day supervision of the Project in Armenia. A baseline study was made in June 2007 and a Follow-up study of the Baseline report was made in December 2009.

The project can be described in the following result chain, which has been slightly changed over the project period compared to the original project document.



Expected and actual results

The first output, to increase awareness, knowledge and understanding of international human rights standards has mainly been addressed through three training workshops in the area of housing rights and two on prevention of torture along with one summer course. Four additional trainings as well

as the activity on analysing the compatibility of legislation with international human rights standards were cancelled by HRDO due to time constraints. This output also includes the production of a newsletter and other public awareness activities, and in 2009 a tour of different regions in Armenia by the HRD.

The second output focused on enhancing the HRDO's capacity to work strategically, facilitating efficient and uniform complaints handling procedures and improving internal communication and information exchange. Through the support of Ameria, a local consultancy company specialised in management and institution building, a number of steering documents were produced: a Draft Strategic Plan for HRDO 2009–2013, including work plans and a Draft Code of Conduct, including guidelines for complaints handling and for receiving the general public. The project has also provided the HRDO with specific software for management of information and complaints handling.

The internal administration and human resources have also been strengthened through a number of tools such as job descriptions, procedures, organisational charts etc. And additional software for financial management is provided. The last two outputs where a librarian has been trained and the library has been equipped with human rights publications are fully implemented and HRDO now has a dedicated and professional librarian and a library with 1000 titles of human rights literature listed, some translated from English to Armenian by the project.

In regards to outcomes it can be concluded, both through this review, the Follow-up study and reports from RWI and UNDP that there is an enhanced capacity of the HRDO to apply human rights law in their daily work, service provision and public outreach since the project started. Due to the cancellation of half of the training programme, the effects were less than expected. The fact that the project has provided the HRDO with a well-equipped library and a professional librarian is a major success that has opened up the institution for research, education and for the general public and will surely contribute to improved capacity of and dialogue with HRDO. The newsletters and other public awareness activities along with outreach activities by the HRDO has led to a new visibility for the HRDO, which step by step will contribute to the office's possibilities to implement its mandate. The office has the necessary tools to continue building its institutional capacity, both when it comes to complaints handling and internal administrative and financial procedures. So far the practical impact has been minimised by the lack of implementation within the HRDO.

Several internal and external factors affected the timely and efficient implementation of project activities. The inception period was too short to get all three project partners to agree on the activities, ways of cooperation, recruitment of staff etc and the project lost six months of its implementation time. All through the project period the workload of HRDO staff has been very high, which to a certain extent was foreseeable. But the political unrest after the presidential election 2008 added to the work and changed the priorities for the HRDO as the office received an increased number of complaints from the public. At the same time there has under the project period been a staff turn-over of around 40 %. A no-cost extension would have been beneficial for the project, as occurred with the two UNDP-projects in the Swedish portfolio, but this was not possible due to the phase-out schedule of the Swedish development cooperation.

Gender aspects

Initially RWI suggested thematic training seminars on human rights of women, but HRDO staff had already received gender sensitisation training through the UNDP Gender and Politics programme and it was deemed by the Ombudsman that this training had been sufficient. Apart from trying to ensure a gender balance among the participants attending various training activities, as well as trainers and lectures, there was no specific gender mainstreaming of the project activities.

Relevance and impact for Armenia

The HRDO and the Ombudsman have positioned themselves as an essential actor with growing influence in the society. Following the presidential election in 2008 there were violent confrontations between law enforcement officers and protesters and the HRDO received an increased number of complaints, additional monitoring visits to places of detention, reporting cases of torture, follow-up correspondence with state officials and writing of ad hoc reports on the events. The HRDO has since become an important independent channel for the population in a country where there are very few channels for complaints or dialogue in regards to institutions such as the police and the courts or in relation to property rights, judicial rights, rights within the social, labor and civil spheres as well as freedom of expression and information. During the project period the HRDO has also become more visible through public awareness activities and also increased coverage in the media and overall the trust towards the institution has increased. The fact that Sida, the international donor community and EU support the HRDO has been crucial in a political climate where both government and opposition have tried to capture the position of the Ombudsman.

Relevance from Swedish cooperation strategies

Sweden's main objective in Armenia has according to the Country strategy 2006–2009 been to support the democracy process and to enhance respect for human rights, in particular support to independent institutions that monitor compliance with human right. The HRDO is mentioned as a priority in the strategy. A HRDO with a strong mandate can, as a complement to existing state institutions within the field of administration of justice, make a difference between a society unable to deal with the current human rights violations and a society taking important steps towards an improved human rights record.

Sustainability issues

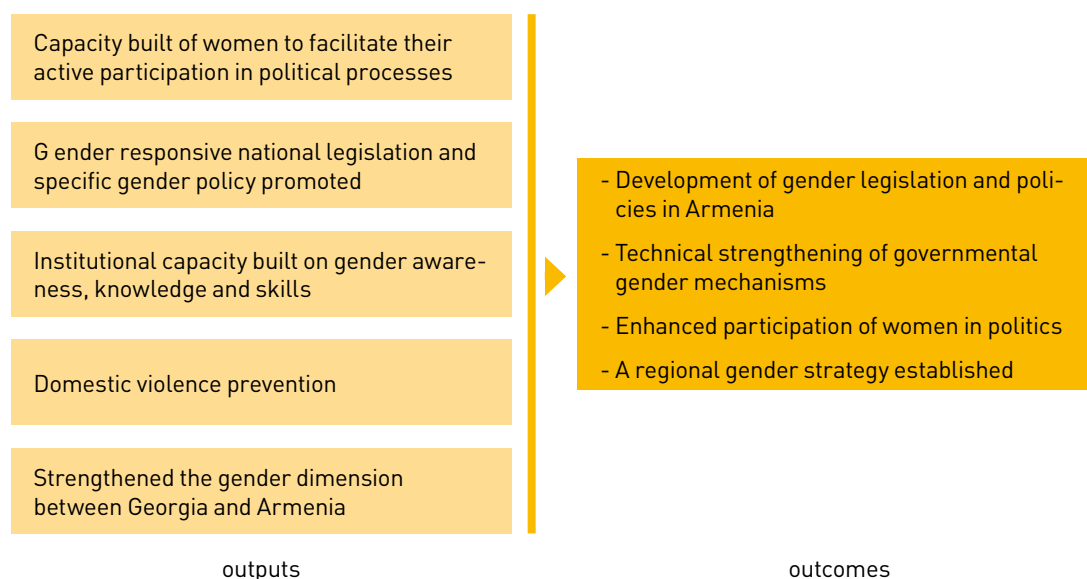
The project has provided the HRDO with knowledge and tools for management and administration purposes to sustain the institutional development. The UNDP has transferred its knowledge of partner cooperation to the EU Twinning project currently active at HRDO, with an aim that EU can support the HRDO to implement the new administrative and financial systems. A number of project results, such as the well-equipped library, the translation of human rights literature into Armenian and the information system management system will continue to benefit both HRDO and the civil society. The HRDO relies on government funding, which has gone down in recent years. Continued support from donors will be necessary to secure the further development of the office. The fact that Sida has supported the HRDO has attracted other key donors to fund and build the capacities. One important issue is how much the HRDO can absorb in terms of funding considering the heavy work load of the office and the high staff turn-over.

2.8 Gender and Politics

KEY PROJECT DATA	
Project title	Gender and Politics Programme in Southern Caucasus: Armenia and Georgia
Partners	UNDP, Ministry of Territorial Administration, Ministry of Labour and Social Issues, National Institute for Labour and Social Research
Project duration	2004–2008
Disbursements	USD 1 130 000 (In Armenia only)

This programme was initiated in 2004 with an aim to increase women's representation in decision-making in Armenia and Georgia, and to support the government of Armenia in the implementation of the 2004–2010 National Action Plan on 'Improving the statues of women and enhancing their role in society'. It has been implemented through a National Executive Modality, consisting of the Ministry of Territorial Administration and the Ministry of Labour and Social Issues (MLSI), which is the line

ministry in the Armenian government responsible for gender, women and children issues. Several of the components were implemented by the National Institute of Labour and Social issues, a think tank affiliated to MLSI. The programme had a long and slow start and received a no-cost extension from the original end-date of 2006 until end of 2008. The main results of the programme came in 2007–2009.



Actual and expected results

To promote women representation in the local self-government bodies (local election of 2008), an NGO, CAA, conducted a number of capacity building trainings for potential women candidates and members of regional branches of political parties on management skills, electoral systems and procedures, roles and responsibilities of the community leaders in five selected provinces. Result shows that the women gained leadership capacities, knowledge and skill. To raise awareness on gender equality and promote women in politics a country-wide public awareness campaign reaching 2,200,000 people has been implemented, with a variety of media products through national and local TV's, radio and media print outlet. To further substantiate the process, the programme conducted gender sensitisation trainings for 30 journalists, which has led to a network of media organisations.

The major output of the programme has been to promote gender responsive national legislation and policies through:

- The implementation of a comprehensive gap analysis of national legislation (Labour, Family, Electoral, Civil and Criminal Codes, and the Law on Employment) in terms of its compatibility with international gender norms.
- A baseline study on causes of women's underrepresentation in decision-making
- Support to the development of a gender equality law: Draft Law on State Guarantees for Equal Rights and Equal Opportunities for Women and Men.
- The development of Concept Paper on State Gender Policy.
- Review of the PRSP 2nd generation 2009–2012 and the MDGs through a gender lens.

Armenia lacks National Gender machinery. To strengthen national institutional capacities the programme has worked with several dimensions. It has developed gender modules that are now part of the mandatory training curriculum for civil and municipal servants. Three universities have also piloted an introduction of a gender module and training of trainers. Through regular capacity building of regional gender focal points and the staff of the departments on Women and Children Issues in the regional administration enhanced knowledge and awareness of gender has been achieved. A pilot

on comprehensive analysis of national statistic data was done, which led to the production of the brochure *Women and Men in Armenia 2007* with gender disaggregated information. A gender-responsive budget was piloted for the Ministry of Labour and Social Issues.

The output on prevention of domestic violence had in 2005–2006 some activities such as the preparation of a baseline study, training and seminars. In 2007–2008 UNFPA launched a comprehensive three-year project on combating gender-based violence and to avoid duplication it was decided that no further resources were to be allocated from the programme.

The regional output has consisted of a number of joint conferences, workshops and round-table discussions between Armenia and Georgia on gender and legal issues, gender institutional mechanisms, women and local political processes etc. The political development in Georgia has impeded the planned activities under this output.

The programme has been strategic and worked in three main directions; policy advice, capacity building and public awareness, and work at the local level, and has contributed to several outcomes. In regards to the policy level the Government of Armenia recognized the importance of promotion of gender equality and reflected it as a priority in the Government Programme of 2008–2010. The Concept Paper was adopted by the Parliament in March 2010. The Draft Law on Equal Rights and Equal Opportunities, which was part of a huge stakeholder involvement including NGO's, government agencies and universities was submitted to the Government in 2008 and it is expected that the law will be adopted in 2010.

National, sectoral and local development strategies and educational intuitions incorporated gender equality provisions and it is expected that around 7 000 civil servants will be gender sensitized in the next few years through the Civil Service Council. Through the project the main partners, the Ministries of Territorial Administration and Labour and Social Issues have built their capacities along with the National Institute for Labour and Social Research, paving the way for a National Gender Machinery.

On a local level, the capacity building of women in five selected provinces led to the increase of elected women as commune council members with 21,7 %. In contrast, in the regions not being part of the training programme, the number of elected women dropped by almost 25 %.

The main weakness of the programme is its regional aspect, which has due to political unrest not been fulfilled. This killing factor is beyond the scope of the programme.

Gender aspects

The main focus of the programme has been gender mainstreaming, focusing on both men and women.

Relevance and impact for Armenia

Promotion of gender equality is one of the challenges that Armenia faces. Women comprise 52 % of the population of the country and 58 % of those with the higher education. However, the level of women's representation and participation in governance and decision-making is low and women only comprise 8,4 % of parliament members, and 2,5 % of leaders on local self-governance bodies, which is not only a deficit of democracy but also an indication of ineffective use of human resources on all levels in society. Although the Government of Armenia adopted the 'National Plan on improving the status of women and enhancing their role in society 2004–2010', no national machinery and financial resources were in place to implement the plan. By adopting the Concept paper on State Policy and hopefully adopt the Draft law on Equal Rights and Opportunities, the Armenian Government can secure the legal framework needed to promote equal opportunities for women and men.

Relevance from Swedish cooperation strategies

The programme has been well in line with the main objective of both Country strategies to create the necessary conditions for reducing poverty and preventing conflict by contributing to the development

of democratic public structures, efficient government bodies and respect for human rights. The programme's main objective was improved gender equality in politics, which is a priority of the Swedish cooperation with Armenia.

Sustainability

Methodological knowledge and awareness on gender have been established in important fields of government institutions on all levels and the National Institute for Labour and Social Research has produced number gender-related research, policy recommendations, training and other activities. It is now critical to keep the momentum going and continue to support these processes for the next several years to ensure strategic vision and proper policies on gender equality are in place and implemented. The Government of Armenia has confirmed its commitment to promote gender equality in its 2008–2010 Government programme, but the funds allocated for this purpose are insufficient.

2.9 Human Rights and Human Rights Education

KEY PROJECT DATA

Project title	Protecting Human Rights and Promoting Human Rights and Human Rights Education in Armenia
Partners	UNDP Armenia and Ministry of Foreign Affairs
Project duration	2007–2010
Disbursements	SEK 2 200 000

The project started in 2007 with an aim to contribute directly to the realisation of one or several human rights of the Armenian population, with a particular focus on marginalised, disadvantaged, and excluded group. The project can be regarded as four small projects under one umbrella, which though complementing each other, were implemented separately with targeted national counterparts within the government and civil society and in diverse areas. Due to aftermath of the presidential election in 2008, several activities were stalled and delayed. The project therefore received a no-cost extension of the agreement until June 2010. Some of the components have been co-funded by both Sida and UNDP. Based on the different components the project can be described in the following result chain.



Expected and actual results

The first output was finalised already in 2008. Through the assistance of an Armenian NGO, FOICA – Freedom of Information Centre of Armenia, 17 communes were involved in a campaign on the right of access to information. With the help of billboards certain awareness was built among the population,

and at the same time relevant staff of the municipalities improved their knowledge on their role as duty bearers to provide information in accordance to international law and Armenian legislation, the Freedom of Information Law. Information brochures were distributed to specific target groups (pregnant women, disabled and youth). The Ministry of Territorial Administration supported the process and signed special decrees for each of the 17 communes to regularly make information available for the citizens, and provide requested information as requested by the law.

The second output has been a joint cooperation between HRDO, the Court of Cassation and the RA Judicial School. After research was done on the level of application of the UN Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) in the Armenian courts, a report with recommendations on areas to be strengthened was developed by HRDO and the Court of Cassation. Based on the report a manual and a module of the application of CAT has now been included the module in the training curriculum of judges at the Judicial School. The HDRO has continued to work with the inclusion of CAT in the legal framework of Armenia and has suggested a package of amendments to the Criminal Code and criminal Procedural Code of RA vis-à-vis CAT, now submitted to the office of the Prime Minister.

The third component has focused on promoting tolerance, or rather peace education among the younger population in Armenia, covering areas such as identity and diversity, conflict resolution, human rights, discrimination and prejudice and peace culture. Through a long and participatory process, the National Institute of Education has produced a tolerance education manual; starting with training of the Master Teachers in Middle school, and later on in 2010 1 500 teachers will be trained. The ambition is that all 9 000 teachers in Armenia will receive training on tolerance. In the non-formal education sector the project has through grants worked with local NGO's and media in a Tolerance Network.

Human rights curriculum and training module were developed and included in the Civil Service training programme starting in January 2009 and 247 civil servants selected to participate in the HR course in 2009. This component was jointly implemented with the Gender and Politics programme and the National Institute of Labour and Social Research, which supported gender mainstreaming of the Civil Servants' training curriculum.

The project has contributed to envisaged outcomes. The support has been strategic, aiming at focal points within education and training to maximise results and reach specific targets groups such as judges, civil servants and teachers. The research on the application of the UN Treaties has significantly visualised the UN HR Conventions and the importance of meeting the obligations on a national level. Tolerance and tolerance attitudes as concepts are new in Armenia and the project has triggered a discussion, paving the way for future dialogue and respect for plurality and peace education. On a separate note it should be mentioned that the tolerance manual, which has been tested in a pilot, has the potential to break the regular classroom teaching in Armenia and introduce a shift to interactive learning contributing not only to a new content in schools but also a new pedagogy. The component on right to access to information was not followed-up and the full result is not clear. Building awareness for both rights holders and duty bearers on the right to access to information is a long process that needs to continue.

Gender aspects

The project has had a clear rights-based approach, including gender. The project has also cooperated with the Gender and Politics programme.

Relevance and impact for Armenia

Prior to this project human rights education for key professional groups had only been provided in the form of short ad hoc trainings with almost no in-service training on a systematic/strategic basis, and there was a need to ensure strategic human rights education in public institutions such as the judiciary, and the administrative bodies. The strengthening of UN human rights treaties has benefitted not only

the HRDO, but also the broader human rights system, raising awareness of judges in Armenia concerning the country's UN mechanisms and standards as well as facilitating the active application by the judges of these standards. Education in and for human rights creates a culture of human rights and is an essential component in the establishment of a sustainable and stable democracy in Armenia.

Relevance from Swedish cooperation strategies

The Swedish cooperation strategy 2006–2009 has two objectives: Enhanced capacity in public institutions promoting democratic and effective governance and greater respect for human rights. The Human rights education project has been relevant in regards to both objectives contributing to public awareness on human rights as well as building the capacities of public institutions on improved governance.

Sustainability

The project has ensured sustainability through the institutionalisation of training of judges on the UN CAT. The same applies for the inclusion of human rights education in the training curriculum for civil servants. The tolerance education component has a manual and there is a potential for this education to become sustainable if fully included in the national training curriculum for Middle school teachers.

3 Summary achievements and contribution to overall goals in cooperation strategies

The cooperation had two rather distinct phases: first institutional cooperation in key social sectors in the first phase with support to establish and develop necessary social infrastructure in areas such as cadastre development, social statistics, labour market policies and institutions, as well as poverty reduction through forest development. Some of these areas were initiated before the first official Swedish cooperation strategy and were also made priority areas during the first strategy period. The strategy also refers to models, methods and experiences from Sida's previous experiences of working with other countries in transition, essentially from the Baltic countries. This implied working with well known and experienced public partners in institutional cooperation arrangements. Forest development is moreover a strong Swedish sector, and where there are considerable experiences from international development projects and programmes. The second phase brought change and a more strategic approach, targeting human rights and democracy. It did not constitute a total reorientation, but a broadening of the programme which paved the way for cooperation with partners active in human rights and democracy. Generally speaking, the cooperation strategies have not been exclusive, shutting out or reducing support to certain sectors, but served more as directional guidelines.

The strategy for first phase was probably partly designed to allow for successful implementation without Sida presence for monitoring and dialogue: the reliance on experienced Swedish authorities that were expected to deliver in accordance with expectations. However, the support to forest development suffered from poor Sida presence in the dialogue.

Project formulations were also mainly left to the partners. Sida's involvement was more active in the labour market sector, where the mid term review improved the design of the project and strengthened the overall goal structure, setting clear performance indicators. Sida did also take initiative to propose LFA workshops as method for project formulation in cadastre development and in rescue services. In some cases, there seems to have been an underestimation on the Swedish side of the capacity and experiences of Armenian institutions to conduct strategic dialogue and to implement projects (mainly in the forest sector and, to a lesser degree, in rescue services).

Also on the Armenian side there has been very little dialogue on the overall programme strategy and design of the cooperation with Sweden, without any appointed governmental unit for programme cooperation. Instead the cooperation has been driven by Armenian actors, often in close cooperation with Swedish partners in jointly formulated project documents and annual work plans. Despite the overall shortcomings of programme coordination the results are generally impressive:

- a strong contribution to legal and policy development in the forest sector, as regards gender mainstreaming and in human rights; (there was also legal development in statistics, but without the direct contribution from Statistics Sweden);
- capacity building and methodology development of vital institutions, responsible for cadastre and real property, labour policy and services, statistical services, forest sector development, and capacity building also at operational level, in the case of rescue services in Yerevan;
- better services to beneficiaries in the form of awareness creation among management and staff of customer relations and service quality in general as well as improved services in statistics, job information, rescue services and the creation of a platform for future vital services (e.g. GPS, GIS);
- focus on gender and HR;
- the cooperation has been highly appreciated by Armenian partners and provided for strong personal and institutional relations, which is an impact of the cooperation that may well serve as platform for good relations in other for a (EU, UN, international professional associations and so forth) also in the future.

It is not possible to assess the overall impact of the Swedish cooperation. The programme has been too diverse and also too small both in monetary terms and in time to have generated a clear impact in any development direction. It has, though, contributed to increased awareness and knowledge in three other areas, over and above the results at project and institutional level.

First and foremost, the cooperation has been provide exposure to the role of central agencies and state management in a market economy, as has been demonstrated and discussed in the formulation of project components, not least in the areas of cadastre development and forest development. This has certainly been appreciated by several of the Armenian authorities, although there are also examples where this has not yet been fully accepted or understood (e.g. valuation of land and fixed property, affecting also land consolidation), where the reflexes of central planning are still practised.

Secondly, the cooperation has, wherever relevant, been formulated to address the requirements of EU standards. This refers mainly to the areas of statistics, where EU methods and requirements for environmental, agricultural and time use statistics have guided the work. Also the cooperation in labour market and cadastre development have followed the European protocols and codes where applicable, and with the institutions becoming members of European or international networks.

Thirdly, among the gender and human rights projects/programmes the cooperation has contributed to strategic inputs, which if fully implemented, will have major effects on several important areas of the Armenian society. The adoption of the Concept paper on State Gender Policy and the expected adoption of the Law on Equal Rights and Equal Opportunities, which is a systemic law, will affect all other laws and it is a real opportunity to move Armenia into a new development. There have been synergy effects between all four human rights/gender projects in regards to joint activities, exchange of information and materials, conferences and workshops etc, which have added a value to the cooperation in this area beyond what was foreseen.

Lastly, it is quite evident that gender has not been mainstreamed in the other programmes/projects, although gender is one of the priorities in the Swedish Country strategy 2006–2009.

4 Lessons learned

There are six major lessons to be drawn from the Swedish development cooperation with Armenia, regarding programme formulation, organisation and management.

1. Dialogue and monitoring requires presence. Sida's ad hoc visits were not sufficient for strategic follow up and dialogue. Sida's monitoring had instead to be largely based on annual reports by partners and brief project visits where all aspects of the programme should be analysed and followed up during a week's visit.
2. Even though the programme was not large in monetary terms, the cooperation consisted of project in several distinct sectors, and it has not been easy for the Sida officer being responsible for programme coordination to have insights in all these sectors. The coordinating officer tried at times to involve sector specialists, but the relatively limited size of the projects were not convincing argument for sector specialists to get involved, especially since also the regional cooperation projects never became constructive.
3. In the cases where LFA was used as project formulation methodology, it seems that the partners did not manage to convince the management of the organisations to be actively involved in these workshops. In both cases this led later to substantial reformulations of the projects, in one case (rescue services) to the closing down of the strategic component in exchange for more direct operational support, in another (cadastre) to the replacement of a fundamental component (design of software for the cadastre registration system) with work on a component for which there was little readiness for implementation (land consolidation).
4. The tripartite cooperation arrangements, whereby Swedish institutions' experiences from capacity building projects mainly in the Baltic region, were supposed to serve as benchmarks or best practises for institutional development in a transitional economy was successfully applied in the labour market policy cooperation. Study visits, especially to Lithuania, were also included in other projects and the connection with the Baltic states was generally much appreciated by Armenian institutions. In the institutional project in rescue services, the design of the project was not built on previous cooperation arrangements between Estonia and Sweden. The project rather divided the responsibilities of components between the Estonian and Swedish rescue service, and it seems that the overall result from this design became more limited than it could have been.
5. HRDO: The design of the project would have benefitted from fewer more focused components, designed to draw on RWI's particular expertise within the human rights area. In regards to the implementation, without the logistic day-to-day support and implementation of UNDP, the project would probably have lost even more pace. At the same time RWI could not fulfil its full role as true implementing partner ultimately responsible for achieving results. Historically both UNDP and RWI approached Sida for cooperation with HRDO and the compromise to involve both parties in the same project along with the HRDO resulted in unnecessary bureaucratic layers, which often led to work delays. The project should also have been more flexible in its design, meeting the changing climate that the project has operated in (new governments, new HRDO leadership, new staff etc). Project documents, including budgets, would have been designed accordingly.
6. Two out of four human rights/gender projects needed a no-cost extension and the third project 'Strengthening of the capacity of HRDO' would have benefitted from an extension as well. Working with human rights, gender and advocacy within government and institutional structures in an unstable political climate are long-term inputs and require longer project periods to have a chance to contribute to envisaged project outcomes.

5 Recommendations concerning strategies to pursue objectives of democratic governance and respect for human rights

Sida's plan for phasing out the bilateral development cooperation with Armenia underlines that attention will be given to ensure sustainability of results achieved so far and that the European Neighbourhood and Partnership Instrument (ENP) shall serve as framework for future relations.

As this assessment has shown most of the projects and programmes have established conditions for sustainability, through capacity building and systems development. In several cases this work will continue with support from other donors. For instance in the legal and institutional area in the *forest sector* with vital poverty alleviation implication, the European Commission in cooperation with the World Bank has initiated support to the Forest Law and Governance project which will carry on the work with finalising the legal and institutional framework in the sector. Also, in order to further the community forest development, Norad has signed a contract to support community forestry.

In *cadastral development*, the development work in GIS will continue to receive support for its operationalisation with a grant of 10 million NOK from Norad, and SCCs relations to EUREF and other international organisations will serve as platform for further upgrading. In *labour market* policy development there will be further support to SESA's consultations with employers through support from USAID and the World Bank, and in *rescue planning* ARS is planning to extend the work on a national alarm system (112) through support from TAIEX, the European Commission's instrument for exchange of knowledge and expertise between ENPI partner countries and EU member countries.

TAIEX is also planned to be the instrument for extended support to *HRDO* and its work on administrative and financial systems, and the support from Sida has attracted other donors to support the Office. The Norwegian Ministry of Foreign Affairs has committed to fund the cooperation between KtK and its organisations in Armenia to continue the work of these organisations within *gender* and conflict resolution, both locally and on a regional level. (Norway has also taken over the funding of KtK's organisations in Azerbaijan.) UNDP has an ambition to slot funds from other UN Organisations such as UNFPA to further push for the adoption of a Law on State Guarantees for Equal Rights and Equal Opportunities for Women and Men. Together with Armenian government's commitment to promote gender through the adoption of the Concept Paper on State Gender Policy there are already some modalities in place to ensure that support to awareness will continue.

Within the ENPI, Sweden will also support the ENP Action Plan and particularly the objectives mentioned under "Democracy and rule of law", which are "strengthening the stability and effectiveness of institutions guaranteeing democracy and the rule of law, through strengthening democratic institutions, reform of the judiciary, civil service reform and fight against corruption". In the Armenian response to the Action Plan a National Indicative Programme was formulated with three priority areas, of which two focus on rule of law, public administration reform, regulatory development and capacity building on public institutions. A sub-priority is human rights, fundamental freedom, civil society and people-to-people contacts. The indicative programme is hence in full harmony with the goals of the Swedish cooperation strategy.

According to the latest progress report⁷, Armenia made some progress in implementing reforms which constitute key priorities under the ENP Action Plan. Progress was made in particular on tax and customs reforms, financial services and competition policy. Important steps were taken

⁷ Implementation of the ENP 2008, Progress report Armenia, 23/04/2009.

in improving transparency of the government's decision-making process and cooperation with NGOs and civil society, although more remains to be done, including in building dialogue with the opposition. Armenia also took steps to strengthen the Human Rights Defender by increasing its range of activity and independence.

As mentioned initially, there are global Sida programmes for which Armenia is eligible as partner country. The most relevant in this respect are the International Training Programmes, which offer professional services and change management in a great number of sectors and specialisations and through which some of the established institutional relations could continue to foster. The cooperation between NGOs is another such broad programme, which could further the cooperation on HR/democracy and gender.

In addition to these modalities, there are some on-going or potential interventions that may provide opportunity for a furthering of the bilateral relations:

- The Open Trade Gate Sweden is an initiative by the Swedish National Board of Trade according to which exporters in Armenia can learn more about the legal and institutional framework for export to Sweden. A workshop with Armenian exporters has been implemented in April 2010 as a first step in this direction. Also, the Swedish Export Council has arranged a commercial visit by a Swedish enterprise delegation to Armenia in 2009 and a reciprocal visit to Sweden by Armenian enterprises is planned for 2010.
- Corporate Social Responsibility, CSR. There is a growing interest among major Armenian companies to work with CSR. One of the companies, Beeline, a major Armenian telecom company came with a suggestion to organise a conference in September 2010 where Swedish companies would be invited to share their knowledge of CSR.
- Moreover, Sida is not the only Swedish agency for bilateral relations. In addition to the trade and business initiatives mentioned above there are also opportunities for cultural exchange through the Swedish Institute.
- The multilateral cooperation will to a certain degree replace the bilateral cooperation. Sweden is presently supporting the OSCE project on "Liberty of expression and media" in Armenia, and Sweden and Poland has promoted an enhanced cooperation between EU and Armenia through the Eastern Partnership initiative.

Annex 1 Terms of reference

Outcome Review of Sida's development cooperation with Armenia

Background

Sida's development cooperation with Armenia started in the late 90ies. The portfolio has been limited, and it has mainly been handled from Sida Headquarters without representation in the field. The cooperation started with a number of Contract Financed Technical Cooperation projects between Swedish and Armenian governmental agencies. There are still three such ongoing projects, all in their last phases irrespective of the phase-out, dealing with labour market, statistics and cadastre. This cooperation is foreseen to produce a number of sustainable results in the institutional areas where work has been in process, and thereby provide a contribution to the ongoing democratic processes in Armenia.

When the current Strategy for Development Cooperation with Caucasus was approved in 2006, it changed the direction of the support and put more focus on strengthening democracy and enhancing respect for human rights. However, due to scarcity of Swedish funding for the region in general (an average of MSEK 20 per year for Armenia), delays in the implementation of specific Contract Financed Technical Cooperation projects, as well as extensions that this type of contractual relations allow if requested by the Armenian counterparts, there was very little funding for new projects in 2006 and 2007. This resulted in a slow introduction of the prioritised areas of human rights and democracy.

All in all, there are nine Sida-financed projects in Armenia that have been or will be finalised at latest in the end of 2009. Apart from the three Contract Financed Technical Cooperation projects, Sida has supported a tripartite rescue service project between the Swedish Civil Contingencies Agency (MSB), the Armenia Rescue Service and the Estonian Rescue Board. Sida has also, since 2002, supported a World Bank project on natural resources management and poverty reduction with focus on forestry management. The other projects are related human rights. The first project is a cooperation between the Human Rights Defender's Office in Armenia and the Raoul Wallenberg Institute on strengthening the human rights capacity of the Defender's Office. The second project is a human rights education project implemented by the UNDP. The third project is regional, with Kvinna till Kvinna as the implementing agency. It has Georgia as a focal country of cooperation, but also Azerbaijan and Armenia are included. There is also another regional UNDP project covering Armenia and Georgia with focus on gender and politics.

In 2007, the Swedish Government decided to make development cooperation more effective by limiting the number of cooperation countries. Armenia was one of the countries where bilateral development cooperation would be phased out and other forms of cooperation would take over. However, Sida funded activities like humanitarian assistance, International Training Programmes and funding through Swedish frame organisations are not affected by the decision to phase out. Sida was commissioned to develop a phase out plan that would span over 2008–2009. The phase out plan maintains the overall goals as stated in the Strategy for Development Cooperation with Southern Caucasus (2006–2009). An additional objective is to carry out a responsible phasing-out process in close dialogue and cooperation with Armenian counterparts and stakeholders. Sida would also aim to secure sustainability of results achieved in ongoing projects.

In order to contribute to a responsible phasing-out process with sustainability of results, Sida decided to commission an outcome review towards the end of the cooperation period. The outcome review is aimed to provide Sida, the Swedish Government and the Armenian stakeholders with information

on the results of the programme, lessons learned and guidance on how to facilitate continued cooperation with Armenia beyond development cooperation.

Purpose

The main purpose of the assessment is to establish the outcome, and where possible, the impact of Sweden's development cooperation with focus on the period 1999–2009.

The assessment shall also give recommendations as to how Sweden can continue to support the development of democratic governance and respect for human rights through other channels, e.g. dialogue, the EU and other donors.

Scope

The limited scope of development cooperation motivates a rather narrow assessment of results achieved during the period. The review shall hence focus on the bilateral cooperation and selected regional projects.

Projects to be assessed are:

- *Natural Resources Management and Poverty Reduction Project*, World Bank (2002–2005, 2006–2009).
- *Development of the Cadastral System in Armenia*, Armenian State Committee of Real Property Cadastre and Swedesurvey/Lantmäteriet (1999–2009).
- *Support to the Armenian Authorities to Improve Active Labour Market Policy*, State Employment Service Agency of Armenia and Swedish Public Employment Service (1999–2009).
- *Development of Civil Protection Capabilities project in the Republic of Armenia*, Swedish Civil Contingencies Agency (MSB) and Armenia Rescue Service (2006–2009).
- *Strengthening the Human Rights capacity of the Human Rights Defender's Office in the Republic of Armenia*, Raoul Wallenberg Institute and Human Rights defender's Office in Armenia (2006–2009).
- *Social Statistics in Armenia*, National Statistical Service of the Republic of Armenia and Statistics Sweden (2002–2009).
- *Protecting Human Rights and promoting Human Rights and Human Rights Education in Armenia*, UNDP (2007–2009).
- *Gender and Politics in Southern Caucasus*, UNDP (2004–2009).
- *South Caucasus Program, Kvinna till Kvinna* (2007–2009).

Review questions

The consultant will together with Sida discuss and agree on a set of review questions. The questions include:

- Have the projects achieved the objectives stated in the project documents? What are the outputs? What is the explanation, should any deviances be found?
- What are the main outcomes of the projects?
- How do the outcomes relate to Sida's objectives of democratic development and a strengthening respect for human rights in the cooperation strategies and the phase out plan for Armenia?
- Are the results different among targeted men and women?

What are the impact of the project activities on the human rights situation in Armenia?

How can Sweden continue to support the development of democratic governance and respect for human rights through other channels than development cooperation?

Methodology

As the cooperation with Armenia has not taken the form of programme cooperation there is not one common objective against which results could be assessed. Project objectives as stated in project documents vary in the degree to which they are clear and measurable. The consultant will therefore either have to reconstruct a set of objectives based on the project information available or use the objectives outlined in the two Strategies for development cooperation (*Country Strategy for Development Cooperation Southern Caucasus 2003–2005* and *Strategy for Development Cooperation with Southern Caucasus 2006–2009*).

As cooperation would remain limited and projects carried out in different areas i.e. statistics, cadastral, rescue service, judiciary, Sida did not commission a baseline study prior to the start up of development cooperation. The consultant will therefore have to turn to external human rights- and other relevant reports over the time period to be able to assess changes. The project owners/beneficiaries will also be important sources of information.

The assessment should be carried out through:

1. Desk study of project reports, reports on the human rights situation e.g. Council of Europe, EC, Swedish Ministry for Foreign Affairs (only in Swedish), Human Rights Watch.
2. Consultations with the Sida country coordinator in Stockholm and relevant people at the Foreign Ministry.
3. Interviews with project owners in Armenia.
4. Interviews with responsible people at the partner institutions (Statistics Sweden, Swedesurvey/Lantmäteriet, Raoul Wallenberg Institute, Kvinna till Kvinna, WB, Swedish Public Employment Service, Swedish Civil Contingencies Agency, UNDP).
5. Interviews with project beneficiaries/target groups in Armenia.

Work plan and schedule

The consultant shall produce a report which shall contain the following:

- short general description of the democratic development and human rights situation and how it has changed over time
- short description of the projects funded by Sida
- results achieved by the projects and any obstacles/factors that have prevented the projects to achieve stated objectives.
- discussion on achieved impact and lessons learned for the future
- recommendations on how Sweden can continue to support democracy and respect for human rights through other channels
- *Present the findings at a seminar in Armenia*

The consultant should adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management as far as possible.

The assignment should preferably start in February 2010 and be completed by mid- April 2010. Sida estimates the timeframe of the assignment to approximately 5 working weeks including the presentation of the findings.

In order to provide an opportunity for comments and avoid any errors of fact or misunderstandings a preliminary draft of the final report shall be submitted to Sida and the organisations in question at a date that will be specified in the contract. The consultant will then allow a one week time period for comments and corrections of alleged errors.

The final report shall be submitted to Sida no later than one week after Sida and the organisations have submitted their final comments to the first draft.

The final report shall be maximum 30 pages including a summary, written in English and submitted to Sida in the form of an e-mail and a CD. The report shall have been professionally proof-read and edited before being sent to Sida. The consultant is also responsible for correcting the first proof from the printers Edita.

The consultants shall be responsible for organising meetings with relevant stakeholders. The consultants shall be responsible for all travel arrangements, such as booking of tickets and hotels.

The organisations and Sida will provide the necessary documentation.

Qualifications of the consultant

The consultant team shall:

- have knowledge and documented experience of the region, Southern Caucasus;
- have knowledge and documented experience of human rights and good governance;
- have knowledge and experience of result follow-up;
- have good knowledge of and documented experience of conducting at least two similar reviews;
- have good methodological, analytical and communication skills.

Selected references

“Plan for Phasing out Development Cooperation with Armenia”, Sida (2008).

“Country strategy for development cooperation, Southern Caucasus January 2003 – December 2005”
<http://www.regeringen.se/content/1/c6/03/97/74/157f858f.pdf>

“Strategy for development cooperation with

Southern Caucasus, January 2006 – December 2009”, Swedish Government
<http://www.regeringen.se/content/1/c6/03/97/72/66b7b766.pdf>

Annual progress reports, etc, from EC on the implementation of the European Neighbourhood Policy:
http://ec.europa.eu/world/enp/pdf/progress2009/sec09_511_en.pdf

Annex 2 List of persons interviewed

In Armenia:

Statistical service:

Ms. Anahit Safyan, Director of International Cooperation

Mr. Vanush Davtyan, Member of Council

Mr. Gagik Gevorgyan, Member of Council

Mr. Mr Gagik Ananyan, Member of Council

Mr. Yuri Pogoshyan, Member of Council

SCC:

Mr. Yervand Zakharyan, Chairman, SCC

Mr. Khajak Karayan, Adviser to the Chairman

Mr. Narek Gregoryan, Director of International Cooperation

Mr. Hovsep Petrosyan, Director, Centre of Geodesy and Cartography

Mr. Sambat Davtuyan, Head of Information Centre

Mr. Aram Stepanyan, GIS officer

Mr. Vazdan Ghazagyozyan, Head of Land Monitoring Centre

Mr. Ara Petrosyan, Deputy Minister, Ministry of Labour and Social Affairs

SESA:

Ms. Sona Harutyunyan

Ms. Anush Pugoshyan, Assistant to the Head of SESA

Ms. Haykuhi Gevorgyan, Youth Centre

Forest sector:

Mrm. Andranik Ghulijanyan, Forest Research and Education Center

Mr. Martun Matevosyan, Director of Hayantar

Mr. Rubik Petrosyan, Chief forester of Hayantar

Mr. Viktor Martirosyan, Natural Resources Management and Poverty Reduction PIU

Ms. Siranush Galstyan, WWF and formerly Assistant/Consultant at the FISP project

Mr. Armen Gevorgyan, former Forestry Component Coordinator of the NRMPRP project

Mr. Artavazd Hakobyan, Programme Manager, WB office

Armenian Rescue Services:

Mr. Barshegyan, Director

Ms. Emma Mkrtchyan, Assistant to the Director

OSCE:

Mr. Sven Holdar, Democratization Officer

UNDP /Gender and Politics:

Mr. Dirk Boberg, Deputy Resident Rep. UNDP

Ms. Alla Bakunts, Portfolio Analyst Democratic Governance, UNDP

Mr. Hovhannes Poghosyan: former Gender Project Coordinator

Mr. Artem Asatryan, Deputy Minister of Labour and Social Affairs

Mr. Aaik Avagyan, Director National Institute of Labour and Social Research

Ms. Armine Mkhitarian, Head of Social Protection Department, National Institute of Labour and Social Research

Mr. Arshavir Ghukasyan, CAA (NGO)

Ms. Anoush Begloyan, Former Executive Director of Gender project

Ms. Jina Sargizova, Gender expert

Mr. Artsvik Minasyan, Current MP, former Deputy Minister of Labour and Social Issues

UNDP/Human Rights Education:

Ms. Marine Malkhasyan, Project Coordinator

Mr. Norayr Ghukasyan, Director National Institute on Education

Ms. Karine Harutyunyan, Social Science Expert, National Institute on Education

Ms. Narine Mnatsakanyan, Public Education Dep. Ministry of Education

Ms. Narine Sargsyan, President NGO The Future is Yours

Mr. Seiran Martirosyan, head of KhoranArd Intellectual NGO

RWI/HRDO:

Mr. Armen Harutyunyan

Kvinna till Kvinna:

Ms. Susanna Vardanyan, Head of Women's Rights Centre

Ms. Gulnara Shahinian, Head of Democracy Today

Ms. Lara Aharonian, Head of Women's Resource Centre

Ms. Anna Arutshyan, Head of Society Without Violence

In Sweden:**Sida**

Ms. Jessica Pellrud, Programme manager Armenia

Ms. Anna Rosendahl, ex-Programme manager Armenia

Ms. Nina Strandberg, ex-Programme manager Armenia

Ms. Birgitta Weibahr, ex-Programme manager Armenia

Ministry of Foreign Affairs

Mr. Hans Gunnar Adén, Ambassador for Armenia

Mr. Dag Sjöögren, Desk officer, Armenia

National Board of Trade

Ms. Åsa Christiansson, Trade adviser

Raoul Wallenberg Institute, Lund

Ms. Anna Nilsson, Programme officer

Kvinna till Kvinna

Ms. Christine Bender, Co-ordinator South Caucasus



OUTCOME REVIEW OF SIDA'S DEVELOPMENT COOPERATION WITH ARMENIA 1999 – 2009: FINAL REPORT

In 2007, the Swedish government decided to limit the number countries to which development cooperation was extended. Armenia was one of the countries where the bilateral cooperation was to be phased out, and part of the decision was to undertake a review of the outcome of the cooperation programme. This report covers the period between 1999 and 2009, and has its focus on nine major interventions. Two of these started already in 1999 – the institutional support to the cadastral system and to labour market authorities. Soon support to forest development, social statistics was added, as well as a focus on social and gender issues, and two programmes promoting gender equality were initiated. The orientation towards human rights and democracy was further emphasised in the cooperation strategy for 2006–2009. During the period 1999–2009.

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