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Sida Decentralised Evaluation

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Evaluation of Forum Syd and Diakonia's Democracy and Human Rights programmes in Cambodia

Final Report

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September 2012**

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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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Abbreviations and Acronyms

ADHOC	Cambodia Human Rights and Development Association
BCV	Building Community Voices
CBO	Community Based Organisation
CCHR	Cambodian Center for Human Rights
CDP	Cambodian Defenders Project
CIVSAM	Sida's Civil Society Unit
CLEC	Community Legal Education Center
COMFREL	Committee for Free and Fair Elections in Cambodia
DK	Diakonia
FACT	Fisheries Action Coalition Team
FS	Forum Syd
GADC	Gender and Development for Cambodia
KYA	Khmer Youth Association
ICSO	Indigenous Community Support Organisation
INGO	International Non-Governmental Organisation
LICADHO	Cambodian League for the Promotion and Defence of Human Rights
MSEK	Million Swedish Kroner
NGO	Non-Governmental Organisation
OECD-DAC	Organisation for Economic Cooperation and Development – Development Assistance Committee
PNKS	Ponleu Ney Kdey Sangkhum
RGC	Royal Government of Cambodia
RBM	Results Based Management
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
USD	United States Dollars
UNTAC	United Nations Transitional Authority in Cambodia
VSG	Village Support Group

Preface

This evaluation was commissioned by the Embassy of Sweden in Cambodia, through Sida's framework agreement for reviews and evaluations with Indevelop. The evaluation concerns Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia.

The evaluation team consisted of three members:

Erik Bryld, Team Leader: Erik is a seasoned evaluator in the areas of good governance, human rights, justice and democracy.

Henrik Alffram, Human Rights Specialist: Henrik is a lawyer and sociologist by training with more than 16 years' work experience with human rights, rule of law and civil society issues.

Dr. Kim Sedara, Governance Specialist: Dr Sedara is a senior research fellow with the Cambodian Development Resource Institute who has focused the last 12 years on democratic governance and post-conflict reconstruction of Cambodia,

The evaluation was jointly implemented by Tana Copenhagen and Indevelop.

Executive Summary

The Embassy of Sweden in Cambodia has commissioned an evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia. The evaluation has been jointly implemented by Tana Copenhagen and Indevlop.

The evaluation has two purposes whereby the first serves to inform the second:

- 1) A backward-looking part, focusing on the achieved results of the organisations supported, and vis-à-vis the Swedish country strategy at the time of implementation, and
- 2) A forward-looking part, with particular emphasis on the relevance of new partners and focus areas while taking past experience into consideration.

To meet the purpose of the evaluation, the Terms of Reference (ToR) clearly outlines the questions to be addressed by the evaluation team.

To enable the team to work with the questions in a systematic manner and to ensure evaluability, the team in agreement with the Embassy:

- 1) Grouped the evaluation questions in accordance with the OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability),
- 2) Revised the questions to enable their more targeted use as evaluation questions

The revised evaluation question matrix served as the major evaluation tool. All team members used the same format for data collection to ensure that all areas are covered and that there is consistent application of the methodology. The ToR, and subsequent interviews with the Embassy in particular, emphasise evaluating the effectiveness and comparative advantages of the capacity development efforts of Forum Syd and Diakonia. This has been taken into account in the evaluation.

The overall finding of the evaluation is that there is evidence that Forum Syd and Diakonia make a difference for the protection of human rights and democracy in line with Sweden's policies, but that there is room to enhance the documentation, effectiveness, and efficiency of capacity development activities.

In terms of relevance, in 2009, Sida assessed that the programmes proposed by Diakonia and Forum Syd were in line with both Sweden's civil society policy and its Cambodia cooperation strategy. The overall socio-political context in which Forum Syd and Diakonia's programmes are being implemented remains by and large the same as in 2009, and the overall design and objective of the intervention has not become less relevant from a needs perspective. However in several cases, the overall objectives of some Forum Syd and Diakonia partners, as well as their activities, are less relevant to the current Swedish policy.

In terms of effectiveness, our evidence shows that activities were implemented as planned and that the Sida support channelled through Diakonia and Forum Syd has contributed to meeting the objectives of Sweden's Cambodia strategies for the period of evaluation. There is reason to assert that Diakonia and Forum Syd support has contributed to the effectiveness of partners and their contribution to Swedish objectives.

Evidence of the effectiveness of capacity development activities lacks systematic documentation. However, the qualitative assessment part of the evaluation points to a difference in effectiveness, depending on the degree to which capacity development activities are demanded by recipients/partners (in contrast to supply-driven activities), and have a high degree of partner ownership.

The evaluation finds that grants in the form of core funding provide the most effective support to partners. Capacity development has been assessed to be most effective when provided through core funding to the larger Phnom Penh based organisations, while the smaller organisations prefer a combination of capacity development through core funding together with trainings and workshops facilitated by Forum Syd and Diakonia.

The effectiveness and efficiency of most partner organisations is undermined by the inability of their donors to harmonise their requirements and to align with the organisations' own processes and systems. Even though Diakonia and Forum Syd are described as listening donors, with good understanding of the conditions under which their partners are operating, both of them could do more to help increase efficiency.

The current funding modality applied by Forum Syd is burdensome for some of its partner organisations. To receive funding at the margins of an organisations' stated goals carries a risk of reducing ownership as well as diverting organisations from their core mandate and fields of expertise. While Diakonia by and large utilises a well-functioning core funding modality and is regarded by its partner organisations as having a flexible approach, the organisation could better align its proposals and reporting requirements with the systems of its partners.

Without a baseline and follow-up, it is not feasible to link the capacity development activities of Forum Syd and Diakonia to the human rights work of their partner organisations. However, there is evidence that improved results-based management and improved partner understanding of demand-driven capacity development through Forum Syd and Diakonia have made a difference. The financial contributions to the organisations, combined with coaching, have been assessed to be one of the most important contributions. By choosing the right partners and coaching them on the strategy and approach to human rights and democracy, Diakonia and Forum Syd have enabled partners to achieve the outcomes identified in the recent partner-level evaluation, and confirmed by this evaluation.

With no indicators or systematic follow-up on the outputs and outcomes of Forum Syd and Diakonia's capacity development initiatives, it is not feasible to assess whether the capacity development activities of the past have been sustainable. There are however, strong indications that supply-driven capacity development is less sustainable (this is evidenced by the repetition of organisational development training themes in consecutive years), while those activities demanded by the organisations (according to interviews with partners) appear to have a higher degree of institutionalisation.

1 Introduction

1.1 PURPOSE AND INTENDED USERS

The Embassy of Sweden in Cambodia has commissioned an evaluation of Forum Syd and Diakonia's Democracy and Human Rights Programmes in Cambodia. The evaluation has been jointly implemented by Tana Copenhagen and Indevlop.

The evaluation serves two purposes, with the first one informing the second one:

- 1) A backward-looking part, focusing on the achieved results of the organisations supported, including vis-à-vis the Sida country strategy at the time of implementation, and
- 2) A forward-looking part, with particular emphasis on the relevance of new partners and focus areas while taking past experience into consideration.

The evaluation will first and foremost inform the Embassy of Sweden on past progress and guide future support to human rights in Cambodia through NGOs, and secondly, provide findings and recommendations to Diakonia and Forum Syd to assist them in future programming in the human rights sector.

Forum Syd and Diakonia have commissioned a separate evaluation focusing on the effectiveness of Forum Syd and Diakonia partners; this Sida evaluation focuses more on the effectiveness of Forum Syd and Diakonia themselves. The two evaluations are thus complementary.

1.2 METHODOLOGY

To meet the purposes of the evaluation the Terms of Reference (ToR) clearly outline the questions to be addressed by the evaluation team: 10 points related to the backward-looking part of the evaluation, and two points related to the forward-looking part.

To enable the team to work with the questions in a systematic manner and ensure evaluability, the team agreed with the Embassy during the inception phase (and described in the inception report) to:

- 3) Group the questions in accordance with the OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability), and
- 4) Revise the questions to enable their more targeted use as evaluation questions.

The revised evaluation question matrix served as the major evaluation tool. To ensure that all areas are covered and that the methodology is consistently applied, all team members used the same format for data collection. The matrix can be found in Annex C.¹

The ToR and subsequent interviews with the Embassy, in particular, emphasise the importance of evaluating the effectiveness and comparative advantages of the capacity development efforts of Forum Syd and Diakonia. This has been taken into account in the evaluation.

The scope of the evaluation means that the findings have – as planned - been based on desk studies combined with key informant interviews in Phnom Penh and two other provinces. The evaluation has thus relied on first hand qualitative data, while the desk study relied on information provided by partners on the ground. Forum Syd and Diakonia have indeed reported in accordance with Sida regulations; therefore the team had access to all progress and financial reports throughout the period of evaluation. While the qualitative reporting is good, the more systematic follow-up on indicators is less pronounced (see section on Limitations below). There are thus gaps in terms of measuring progress at the outcome as well as the output level for both organisations, in particular with regard to capacity development activities. For example, there is some reporting on inputs (frequency and type of trainings), but very limited reporting on the changes in staff and institutional capacity (outputs) from training or coaching. Three evaluations and reviews have been undertaken over the last five years², which has informed the mission and compensated for some reporting limitations. The above has been complemented by field mission data collection and annual review meetings with partners. In summary, the available data has enabled qualitative analysis on effectiveness and selected outcomes (and to a lesser extent impact).

1.2.1 Missions, interviewees, and triangulation

Two complementary missions have been undertaken by the evaluation. The first with a focus on partners in the field, and the second with a focus on Forum Syd, Diakonia, donors, peers and partners in Phnom Penh. The team developed the methodology around having a limited number of available days. On the one hand, focus was placed on partner proximity to be able to reach out to a sufficient number of them; and consequently, the first field mission was implemented in Battambang and

¹ Note, that the team decided to deal with the question of comparative advantage of Forum Syd and Diakonia under Efficiency as well as Effectiveness, with an emphasis on the latter. The rationale is that comparative advantage relates more to the ability to deliver effective development rather than the input-output ratio of this. However, comparative advantage is also dealt with under efficiency, thus reflecting on the efficiency of the Diakonia and Forum Syd approach.

² Forum Syd and Diakonia (2008): Mid-Term Review of Human Rights and Democracy Programme 2006-2008; Forum Syd and Diakonia (2012): Final Evaluation of Human Rights and Democracy Programme; Cameron, P and P Winai (2009): Mid-term Review of Sida's Support to Civil Society in Cambodia through Forum Syd and Diakonia 2007-2009

Banteay Meanchey. On the other hand, the team sought to ensure diversity (reaching out to as many Forum Syd and Diakonia partners as possible, covering large as well as smaller partners and partners with different mandates) among the interviewed NGOs on the ground to capture as many nuances as possible in the evaluation.

The second mission in Phnom Penh focused on: (1) donors, for assessing the harmonisation and alignment, as well as perception, of Forum Syd and Diakonia's effectiveness; (2) peers, in particular like-minded INGOs, to assess aid modalities and effectiveness as well as the comparative advantage of Forum Syd and Diakonia; (3) implementing partners, to assess effectiveness and impact and relate this to aid modalities (16 out of 26 present and past partners were interviewed); and finally, (4) Forum Syd and Diakonia to assess the self-perception of their performance and evidence of impact. All partners have also informed the mission about the context. Finally, a validation workshop was held in Phnom Penh on 19 June with Sida, Forum Syd, Diakonia and selected partners to discuss and verify the findings of the team.

To enable the highest level of objectivity and to ensure an evidence-based approach, the team applied a method of evaluation triangulation that is presented in table 1.1 below.

Table 1.1 Triangulation of evidence

Source	Explanation
Desk review. Examination of documents (see Annex B) from Forum Syd and Diakonia (e.g. strategic documents, annual reports, audits, studies reports and the four mid-term reviews mentioned in the ToR), Sida (Swedish Country Cooperation Strategy, field mission reports, Forum Syd and Diakonia's support documents), partners (progress reports, annual review meeting reports), and contextual documents such as human rights group observations/reporting, donor reports from the sectors.	Advantage: Efficient way of obtaining information. Limitation: Difficult to assess validity and reliability of secondary data.
Semi-structured interviews with Forum Syd and Diakonia affiliated persons (e.g. Forum Syd and Diakonia, partners such as ADHOC, LICADHO, KYA, DanChurchAid, KYA among others, The Embassy of Sweden in Cambodia).	Advantage: Flexible in-depth approach. Easy to implement. Limitation: Risk of biased presentation and interpretation by the interviewee.
Semi-structured interviews with non-affiliated persons (e.g. human rights activists/experts in Cambodia including politicians, UNOHCHR, other donors such as Asia Foundation and Danida).	Advantage: Flexible in-depth approach. Easy to implement. Limitation: Interviewees want to keep good relationship with Sida, but the risk of biased presentation is less pronounced.

A full list of interviewees can be found in Annex A. The same questions were addressed through all the approaches presented in the table above and assessed against each other. Interviews have been made anonymous to safeguard the interviewees.

1.2.2 Relevance

The evaluation is challenged by the fact that (1) the policy objectives as stated in the Swedish strategy for Cambodia have changed during the course of implementation, and (2) the aid modalities and partners of Forum Syd and Diakonia have also changed over the course of implementation.

The change in policy was made recently and does not affect the backward-looking part of the evaluation. In this part, the questions of relevance vis-à-vis Swedish policies relate to the policy at the time of implementation only. For the forward looking part of the evaluation the team has assessed relevance vis-à-vis the new Swedish co-operation strategy, i.e. the extent to which the Forum Syd and Diakonia support is aligned with the new Swedish strategy or will require adjustments to ensure alignment.

The changes in aid and capacity development modalities as well as the change of partners means that the team had to relate to these differences as they changed over time. The different modalities provide for the opportunity to look into differences in their effectiveness (examples be found in table 3.1 below).

1.2.3 Real time, theory of change, and contribution

The evaluation has been undertaken ‘in real time’ by providing inputs and lessons learned to ongoing interventions. Using a real time approach, the team has worked to provide feedback in a participatory way in real time, i.e. during the evaluation field-work to Sida, Forum Syd and Diakonia.

The real time element was in use during: (1) the initial meetings with Diakonia and Forum Syd aimed at ensuring ownership of the evaluation with the implementing partners, (2) the ongoing dialogue with staff in Cambodia, and (3) the final workshop that provided an opportunity for Sida, Forum Syd and Diakonia and partners to engage in dialogue with the evaluation team and discuss the preliminary findings in greater detail.

The real time evaluation looked at the progress of ongoing activities as well as the probability of longer term impact based on (i) the history of related previous interventions by the organisations, and (ii) the current findings of relevance, effectiveness and sustainability.

The evaluation builds on the Theory of Change that forms the basis for explaining the logic of the programme and the intended actions and reactions of the interventions. In this case, Sida supports Diakonia and Forum Syd, who in turn support local NGOs to meet the objectives of the Swedish Cooperation Strategy as it relates to democracy and human rights (see the following chapter). In other words the theory of change, on the one hand, predicts changes in the approach and skills of partners (assessable) and recipients, while offering overall assistance to ensure a lively civil society. See Annex D for an overview of the programme logic. Based on this logic, the team has worked to assess the contribution of Sida support in meeting the objectives

of The Swedish Cambodia strategy (backward-looking), and to redefine this in light of the new cooperation strategy (forward-looking).

The ToR rightly underline that extraneous factors may have contributed to the achieved results. Several of the partner organisations have indeed also received funding from other sources, and the team's ability to encapsulate Sida's contributions and thus ensure attribution depend on several factors, including the extent to which Sida's support has been accounted for separately, and whether capacity development activities funded by Sida have been monitored during implementation. Where evidence is less explicit, we have relied on a contribution analysis and extrapolated to determine Sida's contribution.

In practice, this means that the team has mapped the capacity development efforts of Forum Syd and Diakonia's partner organisations, and the extent to which they have been effective. The desk research has served to identify the practical application of these steps, and interviews with partners have identified where these persons concur that capacity development has made a difference.

In short, the steps taken were as follows:

- 1) The team identified the logical link between activities, outputs and outcomes: External factors that impact each level, donors, expected results and performance measures were specified. By recognising these, the problem of attribution was acknowledged.
- 2) The team assessed existing evidence: the intended results were clearly based on the chain of results and their indicators. Where links between elements of the results chain were weak, further evidence was sought through interviews (see limitations below).
- 3) The team assessed the related capacity development initiatives not funded by Sida (which could explain changes). The most likely alternative explanations were identified and assessed against existing evidence.
- 4) Based on 1-3, the team described the performance story, outlining and actual accomplishments.

1.3 LIMITATIONS

Data was made available by all partners on request. This provided a good overview of the interventions. In particular for Forum Syd there is also a good overview of activities and inputs. However, when it comes to capacity development effectiveness at the output and outcome level, the data is weak, with no systematic follow-up on what works, or what does not work (i.e. lack of proper indicators, baselines and post-capacity development assessments). To compensate for this lack of data, the team assessed capacity development effectiveness based on: (1) good practices for effective capacity development as identified by OECD-DAC, and (2) the perceived relevance, effectiveness and ownership of the capacity development initiatives expressed by the partners who benefited from capacity development activities (see section on effectiveness for details).

2 Human Rights Activities of Forum Syd and Diakonia

Since the signing of the Paris Peace Agreements in 1991 a large number and broad variety of civil society groups have emerged in Cambodia. However, the space granted to them has been uneven. NGOs, community-based organisations and networks, trade unions and media outlets concerned with human rights, democratic development and the protection of land and natural resources have often faced problems ranging from bureaucratic obstruction to violent attacks, for which those responsible have not been held to account.

Despite geopolitical changes and the growing capacity of the Cambodian state and civil society over the past 20 years, financial support from Western donors is generally welcomed by both sets of actors. Donors thus enjoy formal and informal opportunities to influence both civil society and the government through aid relationships. In an attempt to enhance democracy and human rights, several key bilateral institutional donors support a combination of supply and demand side initiatives.

Sida's specific support to Cambodian human rights and democracy stems from NGOs that were initiated in 1997 with the overall purpose of promoting democracy and respect for human rights. Support has been channelled through the Swedish organisations Forum Syd and Diakonia. These two organisations work with their Cambodian NGO partners to help acquire the requisite capacity and knowledge to effectively advocate for, and promote respect for, human rights, as well as to empower people to engage in democratic processes.

Since the start of its democracy and human rights programme in 1997, Diakonia has been working with some of the larger and more established human rights organisations in the country. In recent years, Diakonia has become more focused on issues of local democracy and gender, and there has also been increased cooperation with NGOs working on community organisation and grassroots mobilisation.

Diakonia currently has seven partner organisations, among them well-known human rights watchdogs Adhoc and Licadho, along with more community development-oriented organisations PNKS, ISLP and Khmer Ahimsa. Diakonia also supports NGO-Forum, a large NGO-coalition, and the gender and development initiative GAD/C. For its 2010 – 2012 Local Democracy and Development Programme, Diakonia received about 24 MSEK from Sida. Its objective has been “deepened democratic participation among grassroots to facilitate a strong local development, leading to a reduction of poverty, increased self-determination and better material and emotional standards of living.”

Traditionally, Forum Syd's programme has, to a high degree, focused on supporting NGOs that work on issues of democracy and elections. In recent years there has been a gradual shift towards increased cooperation with youth organisations and organisations working on issues relating to natural resources, the environment, climate change and indigenous rights. Forum Syd has also started to directly support CBOs.

The objective of Forum Syd's programme for 2010-2012 is "poor and marginalised people in Cambodia have increased access to democratic influence, rights and natural resources". This objective is broken down into two outcomes, namely (i) "better participation and influence of poor and marginalised women, men and youth to enjoy their rights and access to natural resources so that they are respected, protected and promoted" and (ii) "high levels of partner capacity and participation in national and local processes of governance and decision making for heightened involvement of target group and other stakeholders".

For the period 2010 – 2012, Forum Syd has primarily continued with previously established partnerships, while also taking on a few new partners. In 2011, support was channelled to eleven different organisations (CDP, COMFREL, FACT, KYA, PDP, Star Kampuchea, VSG, ICSO, MVI, KADRA and KYSD). Forum Syds total budget for the three years amounts to roughly 38 MSEK.

The two organisations have applied different capacity development approaches during the period of evaluation. An overview of these is provided below in figure 2.1.

Figure 2.1 Funding and capacity development approaches used by Diakonia and Forum Syd in Cambodia over time (darker areas illustrate high use of approach, lighter areas illustrate more limited use of approach).

2007 - 2012				
----->				
Diakonia	Project funding			
	Core funding			
	Resource advisers			
	Training (supply)			
	Coaching			
	Training by core funds			
Forum Syd	Project funding			
	Core funding			
	Resource advisers			
	Training (supply)			
	Coaching			
	Training by core funds			

3 Findings

Below the team presents the findings of the evaluation in accordance with the OECD-DAC evaluation criteria.

3.1 RELEVANCE

Relevance generally concerns the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.³

In this section the focus will be on the extent to which Diakonia and Forum Syd's programmes have been consistent with the objectives of Sweden's 2008-2010 development cooperation strategy for Cambodia and to what extent the adoption of a new strategy covering 2012 and 2013 affects their relevance. A reflection on the programmes' relevance in relation to country needs is also made.

3.1.1 Relevance in relation to country needs

Sida's December 2009 assessment memoranda of Diakonia and Forum Syds funding applications concluded that the proposed programmes were in line with both Sweden's civil society policy and the Cambodia cooperation strategy. The programmes were seen as aiming to "complement the work of the Royal Government of Cambodia (RGC) as well as supporting organisations playing the important role as watchdogs to government activities."

It was further pointed out that "a vibrant and strong civil society is crucial for the development of a more democratic Cambodia" and that recent developments had proven that "democracy is still not a given and that respect for human rights is far from guaranteed." In this context of shrinking democratic space, Forum Syd and Diakonia, and especially their partner organisations, were seen as an important counter-balance.⁴

³ See also the OECD-DAC Glossary on Key Terms in Evaluations and Results-Based Management (2002), which underpins all definitions used in this evaluation.

⁴ Sida, Assessment MEMO, Democracy and Human Rights in Cambodia 2010-2012, Forum Syd, December 2009; and Sida Assessment MEMO, Human Rights and Local Democracy Programme in Cambodia 2010-2012, Diakonia, December 2009

Since 2009, the overall context in which the programmes have been implemented has not significantly changed. The human rights situation remains highly problematic in many areas, especially with regard to access to justice, land rights and rights that have an immediate effect on the ability of civil society to operate (i.e. freedoms of expression, assembly and association).

There have been some changes over the past few years in terms of programme focus and partner selection, though these maintain adherence to Sida policies. Forum Syd has maintained its long-term cooperation with the main election monitoring group in Cambodia, and has continue to work with organisations that focus on human rights issues relating to natural resources, the environment and climate change. Throughout the programme period, Diakonia has continued to cooperate with some of the larger and better-established human rights organisations in the country, while maintaining cooperation with organisations more focused on gender, local democracy and grassroots mobilisation.

Both Forum Syd and Diakonia have decided on their strategic directions and made their choices of partners based on thorough assessments and a good understanding of the context in which they are operating. There is broad consensus among interviewees that, from a needs perspective, the two organisations are focusing on among the most relevant areas in Cambodia today.

Diakonia and Forum Syd work with a fairly diverse group of partners in terms of size, capacity, geographic focus, and strategies applied and thematic foci. Both the partner organisations and Diakonia and Forum Syd have presented this as added value, because it can serve to facilitate learning, and the sharing of experiences and cooperation across thematic, geographic and, to some extent, ideological borders.

Regarding the overall relevance of Sweden's support to human rights NGOs, it is noteworthy that DFID has recently left Cambodia, that DANIDA is about to close down its operations and that USAID is allegedly about to both cut down and redirect its funding within the field of human rights. Many of Forum Syd and Diakonia's partner organisations have previously had significant support from these donors.

3.1.2 Sweden's cooperation strategy 2008-2010

The overall objective of Sweden's development cooperation with Cambodia was, according to the country strategy for 2008-2010, "...for poor women and men to have better access to legal rights and adequate non-discriminatory public services."

Within the area of human rights, the objective was more specifically "a lively civil society as promoter of democracy and human rights." The strategy also stated, in terms of direction and scope, that "...a representative civil society has an especially important task as a promoter and monitor of democracy and respect for human rights."

The overall objectives of Forum Syd and Diakonia's programmes are, on the whole, in line with the strategy. Nevertheless, several remarks should be made regarding its reference to an improved "access to legal rights" and the role of civil society as a "promoter and monitor of democracy and respect for human rights".

A majority of the partner organisations work on awareness raising and advocacy on particular rights issues, often related to land or natural resource disputes. Only a few of them work on the promotion and protection of human rights more generally. This is linked to the fact that there are few partner organisations that concern themselves with, and have the skills required for, human rights monitoring.

Several partner organisations are trying to influence the development of Cambodia's legal framework and to contribute to increased legal awareness; but other types of access to justice initiatives are rare. Only two or three of the current partner organisations can be said to apply a more comprehensive "equal access to justice" approach that, in addition to normative protection and legal awareness raising, also includes a focus on legal assistance, conflict resolution and law enforcement.⁵

It should be noted that Forum Syd previously had a much stronger focus on legal empowerment and access to justice. Following reports of internal mismanagement in two legal aid partner organisations, it had to end its cooperation with them. Today, ADHOC and LICADHO are the only partners that provide legal aid, albeit to a limited extent, to Diakonia and Forum Syd.

3.1.3 Sweden's cooperation strategy 2012-2013

While this evaluation primarily assessed Forum Syd's and Diakonia's programmes in relation to Sweden's 2008-2010 cooperation strategy, the ToR also tasked the team to reflect on support relevance in light of the new country strategy for 2012 and 2013.

The overall objective of the strategy is to "strengthen conditions for a sustainable and democratic development with increased respect for human rights", thus firmly placing human rights at the very centre of Sweden's development cooperation with Cambodia.

It further divides the area of democratic development and respect for human rights into two sub-areas with two corresponding sub-goals:

- 1) Respect for human rights and the rule of law, and support to actors for democratisation:
 - I. Increased knowledge about civil and political rights and rule of law principles within elected assemblies and the public administration at the national and local level, and strengthened institutional mechanisms to secure their implementation.
 - II. Improved dialogue and regular cooperation between representatives of public institutions and civil society at both the national and local level.
- 2) Development and the strengthening of democratic institutions and procedures:
 - I. Strengthen the democratic influence and accountability at the local level through a successful decentralisation process.

⁵ Sida, A guide to equal access to justice programmes, 2010

- II. Greater transparency and increased effectiveness in public administration with a special focus on public financial management systems.

The strategy provides some additional guidance in addition to these goals. The following guiding principles can be derived, with a direct bearing on the support channelled through Diakonia and Forum Syd:

- Enhance the capacity of civil society (and government) on human rights and the rule of law.
- Support civil society organisations that carry out norm-based advocacy in order to promote democratic development.
- Support organisations promoting the capacity of the general population to demand political accountability.
- Increase focus on civil and political rights in general (in particular transparency and the accountability of public institutions).
- Explore possibilities for increased support to freedom of expression and anti-corruption initiatives.
- Promote dialogue between government and civil society.

The consequences of these guiding principles are twofold: on the one hand, partner organisations that are primarily concerned with economic, social and cultural rights and that do not prioritise a strengthening of the ability of rights-holders to demand accountability from state actors may have limited relevance in relation to the new strategy. On the other hand, initiatives that focus on transparency and accountability in general, and freedom of expression and anti-corruption in particular, will have increased relevance.

Unlike in the 2008-2010 strategy, no direct reference is made to human rights monitoring, awareness raising, public demand for accountability or an evidence-based human rights dialogue to require human rights investigations, monitoring and research.

3.2 EFFECTIVENESS

Effectiveness is defined as the ability of the interventions (activities and outputs) to meet their stated objectives (outcomes and impact). In this evaluation we focus on assessing the extent to which the support of Diakonia and Forum Syd (grants and capacity development) has contributed to achieving their expected outcomes.

3.2.1 Implementation as planned

The Diakonia and Forum Syd proposals to Sida do not specify activities or implementation plans in any detail. Rather, they are formulated as background information and broad intentions. It is thus not feasible, based on the proposals, to see if the capacity development activities of Forum Syd and Diakonia have been implemented as planned. In the case of Forum Syd, yearly capacity development activities are expressed in the individual capacity development plans of the supported partners (Diakonia does not operate with such plans). With a few exceptions (see e.g. FACT 2009

annual report), there is only limited reporting against capacity development plans, but training is reflected on in the annual review meetings, though not to the same degree as in the plans, and in some cases without much reflection on outputs as well as outcomes (example from the KYA 2010 report, in which reflections on capacity development are limited to: *KYA's staff capacity on gender, network advocacy plan, fundraising and financial management have significantly improved*).

An assessment of the progress of the individual partner organisations is required to assess the extent to which implementation has occurred according to plan. Almost all partners have developed useful logframe matrices with SMART indicators that are easily measurable, though some still rely on input indicators (see in particular LICADHO's proposal to Diakonia 2010-2012). Some organisations engage in reporting on progress against the work plan and activities. For instance, this is the case for ADHOC and KYA, as illustrated by their 2010 reporting. The ADHOC reporting also shows improved Results-Based Management (RBM) reporting against the baseline and targets in 2010/11 as compared with the 2007/8 reports, which can be contributed to the RBM capacity development of partners (this was confirmed by most partners interviewed).

There is a great variance in the ability to achieve targets. All partners underperform in some areas and over-perform in others. When underperforming exists, it has been reasonably reflected in the reports, especially in the reports after 2008. In most instances, activities have been implemented as planned (with a few exceptions such as when KAL stopped activities in mid-2011 due to internal conflict).

3.2.2 Effectiveness and contribution to objectives

On the qualitative side, there have been an extensive number of societal changes at the local and national level, that are directly or indirectly attributable to Diakonia and Forum Syd support, thus indicating that the support is indeed effective.

As described in the background section, Sida provides support to Diakonia and Forum Syd based on the theory of change whereby partnership support by Forum Syd and Diakonia to Cambodian human rights NGOs enables them to increase exposure to, advocate for, and promote human rights and their protection. For the partnership to be successful, Diakonia and Forum Syd must assist in enabling their partners to successfully perform the mission. There are many examples of the partners contributing to these objectives. A few examples include:

1. The National Election Commission passed a law on voter registration that included 3 of 14 of COMFREL's recommendations (2008).
2. The anti-corruption law was passed, as advocated for by ADHOC (2009).
3. 15 commune councils accepted the inclusion of women's activity plans in their commune investment plans for the following year as a result of GADC local level advocacy (2010).
4. The cancellation of land concessions was directly linked to advocacy with the authorities through SK (2011).
5. Women are now extensively present as candidates for local elections, due to the influence of awareness and advocacy by Banteay Srei (2012).

It can be challenging to measure the direct effect of Sida support on these events, but we can estimate by following how Sida's support to Diakonia and Forum Syd on contributed to their partner organisations. In accordance with the theory of change, the support Diakonia and Forum Syd provide to their partners will enable them to meet the stated objectives. Diakonia and Forum Syd provide two types of support: grants and capacity development. The grant usually represents 15-30% of the total budget for the partner. As these funds are either provided as core funding or as targeted funding for human rights issues, the funds will have contributed to the partner's relevant results within human rights and democracy. If capacity development activities are more effective (resulting in the planned outputs), then the contribution to outcomes can be determined to be greater.

The missing link is thus measuring partners' contributions vis-à-vis the objectives. The links at the local level can more easily be measured. Here the reporting and past evaluations show how partners have been able to make a difference for individual recipients through legal aid and awareness raising (outputs), and community empowerment (outcome level) among others (in other words, the theory of change has proven effective at the local level).

It is more challenging to assess the contribution of outcomes in which the partners represent only one factor of influence to change policy, legislation and practice of the state. To assess this we have, on one hand, sought confirmation with peers, politicians and donors to confirm this link (which they have), and on the other hand, used the five selected cases above to identify events (activities and outputs) of influence by the partners immediately prior to the recording of the outcome (workshops, protest movements, dialogue/advocacy meetings with decision-makers, networking and influencing activities). As an example, many of the Forum Syd and Diakonia partners (including ADHOC) have arranged public hearings and dialogue with the Government that have resulted in changes to, and postponement of the approval of, the NGO Law, that would otherwise have been formulated in a way that limits the space of human rights NGOs further (which again indicates that the theory of change is confirmed). Another example is that GADC has provided awareness raising and dialogue with community councils (outputs), and has supported local community-based organisations prior to the introduction of women's issues in community investment plans (outcomes).

The objectives of some of the partners are not well aligned with the objectives of Sida support (e.g. ISLP, PNKS, FACT⁶). The partners can thus be effective in their

⁶ This is particularly the case for ISLP and KNKS. FACT works for Cambodian fishermen and women to exercise their rights as they relate to Natural Resource management. The mission however remains very focused on natural resources: *'FACT mission is to strengthen and work as Coalition of NGOs and Cambodian Fishers, research and disseminate information, and facilitate dialogues between relevant stakeholders, and support conservation activities, in order to empower Fishers to become a strong social forces in supporting a sustainable conservation and development of fisheries resources in the Tonle Sap, Mekong, and Coastal regions.'*

own right, but less effective in terms of meeting Sida objectives as they relate to the protection of human rights. On the other hand, Forum Syd and Diakonia do provide support to most of the major stakeholders. Interviews with peers, donors and politicians confirm that Forum Syd and Diakonia reach out to most of the major NGOs that work with human rights and democracy in Cambodia (these include, but are not limited to ADHOC, LICADHO and COMFREL).

3.2.3 Effectiveness of capacity development

In line with the ToRs and requests by the Embassy, the section below will look more thoroughly into the effectiveness of capacity development.

There are several positive indications of the improved capacity of Diakonia's and Forum Syd's partners. An example is that the reporting of Forum Syd and Diakonia's partners have become more results-oriented. The partners have pointed to enhanced capacities, and Forum Syd and Diakonia have provided qualitative reporting on capacity improvement. However the systematic evidence base of the reporting is weak in most cases.⁷ Forum Syd has substantively improved reporting on capacity with qualitative and some quantitative indicators. In the reporting (from partners to Forum Syd and Diakonia and from Forum Syd and Diakonia to Sida), there has been increased use of storytelling and case studies to describe achievements of the interventions by all partners as well as Forum Syd and Diakonia. However in most cases, reported information is insufficient to properly map the effectiveness of capacity development interventions. An important exception is the logframe developed by Forum Syd for its latest proposal to Sida (2010-2012). The logframe makes use of clear indicators, including capacity development indicators, such as the Octagon scoring system⁸. Forum Syd plans to follow-up on the indicators at the end of the programme. Until then the measure of effectiveness will need to be based on qualitative assessments and projected effectiveness.

The indicator discussion has been brought up in several reviews of the two programmes vis-à-vis the application of Results-Based Management. Improvements have been made by Forum Syd and Diakonia, as well as by partners over the course of the programme.

Measuring the effectiveness of Forum Syd and Diakonia's interventions is challenged by the limited use of, and systematic follow-up on, SMART indicators. Both programmes have indicators at all levels; however, in several cases the indicators are

⁷ Example from Diakonia 2010 Annual report reflections on improvement in administrative capacity is limited to: All partners have in recent year undergone intensive training...The capacity has increased...We believe all partners should be able to score high on the assessment at the end of 2011 as targeted. Example

⁸ The Octagon system however has limitations due to the relative subjectivity of capacity assessment making comparisons from year to year difficult unless a very strict methodology is followed in the assessment.

either too vaguely formulated to enable measurability, or are input indicators that give an overview of progress vis-à-vis the work plan, but provide little information about their degree of effectiveness.

In the absence of systematically gathered information on capacity improvement by partners linked to Forum Syd and Diakonia's capacity development and grant support, the evaluation will instead assess if the approach to capacity development builds on commonly agreed upon denominators for effective capacity development as identified by OECD-DAC⁹. The following criteria are based on the OECD-DAC and UNDP work on ensuring virtuous capacity development:

- 1) Capacity development must be grounded in the context of the partner, and thus must respect their needs and understand the political economy of the operations.
- 2) It must be relevant to the context as well as to the partners.
- 3) It must build on mutual trust (and restraint) and the ability to listen to the needs and challenges of the partner organisation.
- 4) It should preferably focus on the institution rather than the individual to ensure sustainability.
- 5) The donor must be ready to commit to a long-term partnership, i.e. continued support over several years.
- 6) Finally, it must be built on ownership and responsibility of the recipient partner.

We have used these criteria to serve as a basis for assessing effectiveness.

Effectiveness is first and foremost dependent on the extent to which intervention is relevant. If this is not the case then intervention cannot meaningfully and effectively contribute to the objectives of a programme, and will thus be rendered ineffective. The intervention must be relevant to the objectives, the context of its application, and to the partner receiving capacity development.

For some of the supported partners, the effectiveness of capacity development support will only be that it contributed to a lesser extent to the programme objectives, while for others, the support will have had a higher level of influence. This difference in relevance for partners (especially between larger and smaller NGOs) is illustrated in Table 3.1 in the section below.

The type of capacity development must be relevant to the partner to be effective. In principle, two types of capacity development are made available to the partners by Forum Syd and Diakonia: (1) organisational development such as financial management, results-based management, reporting and leadership, and (2) thematic capacity development, i.e. the development of capacity within partners' core thematic areas such as e.g. legal issues, gender human rights conventions, election laws. Interviews with partners and reviews reveal that the bulk of the capacity development undertaken

⁹ OECD-DAC (2006): 'The Challenge of Capacity Development – Working Towards Good Practice'

with the support of Diakonia and Forum Syd falls under the category of organisational development. More thematic capacity development was primarily undertaken using core funding means by the partners, who were of the opinion that Forum Syd and Diakonia did not have the in-house capacity to provide specialised human rights and democracy assistance.

In particular, smaller partners expressed appreciation for the capacity development they received, as well as a need for continued capacity development assistance in organisational development. Larger partners spoke less about this need when interviewed. With the introduction of the Octagon scoring system by Forum Syd, the needs of individual organisations in terms of organisational development can more easily be assessed and addressed.

While Forum Syd and Diakonia's approaches to capacity development are supposed to be applied in a holistic manner, it remains feasible and relevant to segregate the different types of capacity development activities and to assess their individual contributions to effectiveness.

Bilateral donors, foundations and international NGOs to civil society organisations in Cambodia provide two main categories of capacity development: supply driven and demand driven. Within these two categories there are varying degrees of supply/demand. On the supply side, there are joint pre-scheduled workshops, which are developed to be contextually relevant for the partner organisation. On the demand side, activities, on the one hand, include advisers who the organisations can call upon, as well as capacity development procured through core funding. This option allows partner organisations to identify and procure capacity development services according to their own needs.

With insufficient follow-up indicators, the team based effectiveness assessments on its perception as explained by the recipients, and the extent to which the partner organisations expressed ownership and provided examples of the usefulness of the capacity development. The field research showed that the perception of usefulness differed between organisations according to their size. The key results are presented in table 3.1 below.

Table 3.1 Overview of perceived relevance, effectiveness and ownership of different capacity development initiatives targeting partners

Capacity development activity	Perceived relevance	Perceived effectiveness	Expressed ownership	NGO type*
Supply-driven				
Joint trainings	Several partners felt the joint trainings were a repetition of previous courses	Limited as the information provided is not new	Limited as the utility is limited	Large
	Useful for new staff who are not familiar with e.g. FM requirements	Useful for new staff	General agreement that activity was useful	Small
Six-monthly workshops with other partners	Some partners saw the workshop as a means of enabling cooperation with other partners	Effective in creating networks	Mixed, depending on the utility	Large

Capacity development activity	Perceived relevance	Perceived effectiveness	Expressed ownership	NGO type*
	Relevant in terms of learning from other (large) partners	Effective in ensuring lessons learned are shared among organisations	General appreciation though more influence on agenda and timing preferred	Small
Supply-driven workshops	Occasionally relevant depending on the current needs of the partner	For some partners these events take too much time away from daily work. Others are more appreciative of improved capacity	The supply-driven nature, means that most of the large partners see this as a donor requirement	Large
	In most cases appreciated as relevant	Effective as tailored to the partner	High degree of ownership as contextualised to partner	Small
Scholarships	Perceived relevant for individual staff training	Effective at individual level, which also contributed to organisation	High with individual staff member	Large
	Perceived relevant for individual staff training	Effective at individual level, which also contributed to organisation	High with individual staff member	Small
Demand-driven				
Adviser on request	Only used by some for Sida reporting requirements	Effective for adhering to Sida/FS requirements	Limited as no demand	Large
	Frequently used, in particular for reporting	Effective in solving issues as they arise	High as demanded	Small
Coaching	In most cases, less relevant than capacity in place (according to NGOs)	Can be effective when used for input on Sida reporting	Limited as and therefore limited demand of service by large NGOs	Large
	Very relevant at providing an opportunity for targeted learning tailored to organisational needs	Very effective in particular in relation to reporting	High when the coaching is undertaken with few staff members	Small
Own procurement (through core funding)	Very relevant (all interviewed) as NGOs were able to procure according to needs, including areas not covered by FS and DK capacity	As effective as meeting needs identified by NGO. Furthermore, enables flexibility to act as per the context	Very high, as the organisations are fully in charge of planning and implementation	Large
	Very relevant (all interviewed), as NGOs were able to procure according to needs, including areas not covered by FS and DK capacity	As effective as meeting needs identified by NGO	Very high, as the organisations are fully in charge of planning and implementation	Small

** Large NGOs are here defined as NGOs with a multiple region focus, which usually have its headquarters in Phnom Penh.*

As can be seen from the table above the perceived relevance and effectiveness as well as the degree of ownership increase as the provision of capacity development becomes more demand-driven. Interviews with partners showed a high degree of appreciation for using core funding for capacity development. The ability to fully decide for themselves (in dialogue with Diakonia or Forum Syd) allowed the organisations to ensure that provided services fully met their needs. Furthermore, the core funding arrangement enables organisations to act more quickly to changing needs. Several organisations pointed to the fact that Forum Syd and Diakonia could not cover needs arising from changing contexts (such as changes in laws or legal disputes), which require immediate specialised assistance.

The move away from joint training to more specialised training and coaching was appreciated by all those interviewed. The joint training provides opportunities for introducing areas common to all organisations, but partners expressed concern about bringing staff from different organisations with different capacities together, as this created a risk of providing capacity development to partners whose needs have been addressed in-house. Several interviewees confirmed this. In contrast to this, there was much appreciation for coaching and training tailor-made for an individual organisation.

Another interesting finding was the difference in the demand for different types of capacity development, according to the size of the organisation. Larger organisations (and generally organisations with strong capacity), had a strong preference to have capacity development limited to their core-funding budget (so that they are fully in charge of capacity development according to their own needs), while smaller organisations had a higher degree of appreciation for coaching and tailor-made training (as provided by Forum Syd) in addition to core funding. This was in particular demand, with regard to assistance on reporting to Forum Syd and Diakonia and the adoption of recommendations from mid-term reviews.

3.2.4 Effectiveness of the overall approach – The ability to listen

While the previous section presents findings related to individual types of capacity development, the types are in most cases mutually supportive, and designed to be part of a holistic approach to capacity development. Forum Syd and Diakonia's approaches differ.

In the case of Forum Syd, all aspects of support are seen as capacity development. In practice this means that the dialogue of a programme officer with the organisations is complemented by training and workshops along with inputs from resource advisers. In addition, Forum Syd undertakes field visits to partners (announced and unannounced) and involves partners in bi-annual workshops to discuss progress. This setup means that Forum Syd has regular and close interaction with all its partners. This, combined with the long-term relationship (some since 1997), has resulted in a very high degree of trust, which was expressed by all interviewees.

Diakonia has, in the latest phase, focused more or less entirely on capacity development through the core funding grant. The relationship with the partners is then substantiated through regular dialogue. One partner described how Diakonia provided “emotional support”, meaning that Diakonia was there to provide support when the organisations were subject to harassment or legal actions from the State. Two partners openly expressed that Diakonia was “their best donor by far” as a consequence of close relations and core funding principles. Over the last year, Diakonia has not made any noteworthy use of the joint resource advisers¹⁰ and none of the Diakonia partners mentioned the resource advisers as part of the support they receive.

The difference in approach is also reflected in the type of funding provided to the organisations. Forum Syd and Diakonia both emphasise the need for partners to identify outputs and activities, and to have emphasis on ownership. However the application of this in terms of funding differs between the two. Forum Syd provides a grant, based on a proposal. 20% of this grant is assessed to be full-fledged core funding. In addition, USD 5,000 is allocated for capacity development procured by the partner organisation. The remaining funds are provided as *de facto* project funding. In contrast, Diakonia provides all its funds through core funding, of which 5-10% are used for capacity development.¹¹ As with capacity development efforts, the partners were clear in expressing appreciation of the core grant approach versus the more project-oriented grant approach.

Interviews and reports show that Diakonia and Forum Syd’s approaches differ from other donors. The following was mentioned:

- Overall there are very few donors engaged in funding capacity development to Diakonia and Forum Syd-supported NGOs. These are usually one-time interventions compared to Diakonia and Forum Syd’s continuous support.
- Other donors do not provide regular coaching and interaction.
- Other donors do not use core-funding type capacity development interventions (particularly relevant for Diakonia).
- The palette of capacity development tools provided, such as resource advisers, trainings, coaching and workshops, is much wider.

The close links with partners and the coaching of these through regular dialogue demands in-depth knowledge of the organisations, and the requirements of civil society in Cambodia, which Diakonia and Forum Syd have, and which is a comparative advantage compared with direct implementation by Sida.

¹⁰ Diakonia and Forum Syd have four Joint Resource Advisers in the areas of gender, legal issues, advocacy, and organisational development available for the partners. The evaluation team found that the advisers are mostly called upon by the partners for advice on reporting issues. The advisers are funded through and housed within Forum Syd.

¹¹ The use of the term ‘Core funding’ is however partly incorrect, as the funds are provided to a dedicated account against a separate funding agreement using Diakonia financial management guidelines and procurement procedures, and in most cases with separate Diakonia reporting.

3.3 EFFICIENCY

Efficiency is, in this report, assessed primarily in relation to limiting the transaction costs between Sida and its partners, and secondly, to reflect the resources used to achieve the desired results (inputs vs. outputs). The possibility of assessing the efficiency of Diakonia and Forum Syd's programmes in any financially detailed manner is affected by the above-mentioned absence of a comprehensive system to measure results, and to link achievements to expenditures. Efficiency has therefore primarily been looked at, in accordance with the terms of reference, from the perspective of aid effectiveness and the principles of coordination, alignment, harmonisation and ownership.

3.3.1 Use and control of funds

A key issue when assessing ownership is the extent to which supported civil society organisations are able to use and control the funds set aside for their work and development. During 2010, Diakonia's total expenditures under the human rights and democracy programme amounted to roughly 7.2 MSEK. Of this amount, roughly 73 percent was transferred directly to the partner organisations. An additional 4 percent was used for the capacity development of partners, while most of the remaining funds were used to monitor and administrate the programme.

Of Forum Syd's total expenditures of roughly 12.9 MSEK for 2011, about 55 percent were channelled to its Cambodian partner organisations or to CBOs. The remaining funds were used for the capacity development of these organisations and to cover Forum Syd's operational costs^{12 13}.

Despite the methodological difficulties in making comparisons across organisations and different forms of support, it may be relevant to compare the overhead and use of funds with Sida's civil society framework organisations. Sida CIVSAM has, in line with the principles of aid effectiveness, defended the principle vis-à-vis these organisations, that as large a share as possible of the funds received from Sida should be channelled to local partner organisations. A review of several of Sida's assessments of applications from framework organisations show that concerns over low

¹² It is not feasible to separate funding to capacity development and operational costs for 2007-2011. According to the 2011 budget monitoring report about 1,1 MSEK was used for trainings/workshops, technical support and advisory services, 3.3 MSEK for operational costs in Cambodia and 1.1 MSEK was overhead for FS in Sweden.

¹³ It should be noted that Forum Syd has carried the costs of three Cambodian capacity development advisors, who have been shared with and to some extent have also been utilized by Diakonia. Forum Syd has one additional in-house adviser working for Forum Syd partners only.

levels of disbursement to partners have been expressed when no more than 60 to 70 percent of the total budgets have been transferred to them.¹⁴

3.3.2 Excessive and uncoordinated donor demands

Serious concern has been raised by the partner organisations regarding the extensive amount of time they must spend to meet the requirements of their donors. Most of them have several donors whose requirements are rarely harmonised. The number of proposals and reports they have to draft is considerable, as is the number of monitoring visits they have to facilitate.

Most of the partner organisations state that the amount of time they spend on meeting funding requirements seriously reduces the time they can spend implementing their mandates and programmes, and thus undermines their efficiency. Many donors do not accept proposals and reports in Khmer and most partner organisations only have a few senior staff members with the language skills necessary to write in English. As a consequence, senior staff members often have little time left to guide the operations of their organisations.

Diakonia and Forum Syd are among the donors that do not accept project and programme documents and reports in Khmer. Besides that, Diakonia's partners otherwise give the organisation and its staff credit for being able to listen, be flexible, understanding of their needs and priorities, and not be overly demanding in terms of formal reporting. The somewhat formalistic approach to capacity development set out in Diakonia's programme document appears not to have been rigorously implemented. As an example, the document has as a goal to ensure that all of Diakonia's partners have policies on gender, youth, HIV/AIDS, environment, and non-discrimination and equal opportunities, as well as a documented mechanism of social sustainability in place by the end of 2012. The team was not able to identify these documents with the partner organisation. To make these policies known and operational throughout the organisations could undoubtedly have been quite time consuming, and questionable with regard to their add value as the initiatives would be seen as being imposed rather than partner-driven.

The views expressed regarding Forum Syd are somewhat different. While some partners also credit Forum Syd with being a listening organisation, several partner organisations also regard it as a very demanding donor. While these views partly stem from Forum Syd's requirements on project design and monitoring, they also relate to its *de facto* preference for project support. It should be noted, however, that some partners believe that Forum Syd recently showed a more flexible attitude in relation to its capacity development demands.

¹⁴ Indevalop, Evaluation of Olof Palme International Center, October 2011

3.3.3 Core funding

The term "core funding" has a different meaning for different actors, and discussions with Diakonia and Forum Syd reveal that they have somewhat different views of what the term entails. For the purpose of this review, the Evaluation Team uses the concept as used by OECD/DAC.¹⁵ Core funding thus has the following characteristics:

- An unconditional grant to the organisation against its strategy and overall work plan.
- The funding of the individual donor goes to the main account and cannot be separated from other funding sources.
- Auditing, procurement and reporting are global using the organisation's systems and procedures.

Diakonia states in its programme document that it will maintain a policy of aiming for core funding. It flags nevertheless that, in practice, it works with a mix of project and core funding. In its programme document, Forum Syd also provides an explanation as to why the organisation does not always see core support as the preferred modality. Both organisations raise the dilemma that not all priorities and activities of a partner organisation may match their own priorities.

Neither Forum Syd nor Diakonia provide core funding in accordance with the OECD-DAC definition. While Diakonia has provided unconditional grants (albeit often with a separate project document and to a dedicated account), against the strategy and overall work plan, including to organisations with broad mandates and fairly weak overall human rights focuses, Forum Syd has been reluctant to give this kind of funding even in cases where the objectives and activities of the organisation in question appear to fit well with its own priorities. Whereas in its 2009 application to Sida, Forum Syd stated that four of its partner organisations received core support, none of the partners today, as far as the team understands, are receiving full-fledged core funding.

Most other donors primarily provide project funding, but a couple of those interviewed in connection with this evaluation expressed a preference for core funding, provided that the recipient organisation has sufficient capacity to handle such support, and that all aspects of the organisation's programme fit with the priorities of the donor.

What is clear is that those organisations that receive core funding are very appreciative of this funding modality as it provides them with a higher degree of flexibility and reduces the number of proposals and reports that have to be prepared.

¹⁵ Paris Declaration on Aid Effectiveness.

3.3.4 Harmonisation

With regard to harmonisation, Diakonia's programme document states that the organisation, due to a growing number of staff members and the fact that it now shares an office with likeminded Christian donors, has increased its capacities with regard to donor coordination, and that it intends to join more in co-financed initiatives. Forum Syd has, in the past, at the urging of Sida, also tried to contribute to increased donor coordination and the streamlining of requirements.

Even though both Diakonia and Forum Syd view enhanced donor coordination as essential, there is still room for improvement when it comes to donor coordination. There are several external reasons for this (both when it comes to provision of grants and capacity development) including (i) limited interest or ability on the part of other donors, (ii) the fact that many donors do not have a permanent presence in Cambodia and (iii) insufficient attempts by the partner organisations to coordinate their donors.

3.3.5 Overlaps in funding

Funding emanating from Sida is, in some cases, channelled to one and the same partner organisation – albeit from different allocations to different goals – through more than one cooperation agreement. The partner organisation PDP, for instance, currently has three sources of funding. Apart from receiving human rights and democracy support from Forum Syd, the organisation also receives money from the Forum Syd-initiated Joint Climate Change Initiative (JCCI) and from Forum Syd's Swedish membership organisation IOGT-NTO.¹⁶

3.4 IMPACT

Impact is assessed as the positive and negative, primary and secondary long-term effects produced by Sida support to Forum Syd and Diakonia.

There is broad consensus among the interviewees that one of the most significant changes to Cambodian society over the past few years is that ordinary citizens have an increased ability to enter into a dialogue with, and demand services from, local government officials. Faced with serious challenges to their basic livelihood, they have also shown an increasing preparedness to come together and fight against injustices together.

Linked to this is an increasing level of cooperation between different informal issue-based groups at the community level. To some extent, the better-established NGOs in Cambodia have also come to cooperate with these groups, even though some observers claim that many of them ought to take on a more supportive, rather than a leading, role.

¹⁶ The support to PDP is emanating from two different budget allocations: (1) the civil society allocation where Sida has no influence on geographic prioritisation, and (2) the Cambodia budget frame.

The human rights groups are also frequently credited for having managed to enable a level of democratic activity. Many are of the view that the space and pluralism that is allowed for ideas and expression would not have existed without the NGOs. After all, the rights and freedoms put in place during the UNTAC-period and through the 1993 Constitution were largely alien to Cambodia's ruling elite; there has therefore been a constant battle to ensure that they are not taken away.

The challenge of identifying the impact of the programme is complicated by the limited use of, and follow-up on, SMART indicators in the past (Forum Syd is in the process of being rectified in the current phase). If we do not know if capacity development has been effective, it is difficult to determine if Sida support to Diakonia and Forum Syd has had an impact. In spite of this, good indications of impact can be drawn from the qualitative contribution analysis.

As highlighted in the effectiveness chapter, there are an extensive number of stand-alone outcomes of the partners' work, such as improved legislation, the rectification of land rights issues, an enhanced ability of communities to stand-up for their rights etc., which will positively impact the lives of the people affected. In most cases the impact is not documented systematically, but individual case stories show good examples of impact for selected recipients (whether people have improved lives after having regained their land is more probable, but is not documented).

The challenge is in measuring the contribution of the partners vis-à-vis the objectives. In the effectiveness chapter it was established that the partners had contributed to these outcomes. The contribution of Diakonia and Forum Syd to these outcomes can be assessed in terms of, on the one hand, the financial contributions to the partners, and, on the other hand, through capacity development contributions. As Diakonia and Forum Syd provide 15-30% of the partners' budget, either as core funding or as project funding, the two organisations have contributed to this change. Furthermore, the capacity development efforts, which have been assessed to be effective (owned and demand-driven interventions), will have further enabled the organisations to promote this change. The latter is particularly relevant as most of the organisations receive very little capacity development funding from sources other than Sida. The Sida funding is thus the main contributor to the partners' enhanced capacity.

3.5 SUSTAINABILITY

Sustainability is assessed at two levels:¹⁷ (1) the extent to which partners' operations will be rendered sustainable following an exit of Diakonia and Forum Syd support, and (2) the extent to which the capacity development support to the partners is sustainable.

¹⁷ Given the rationale of the evaluation as outlined in the methodology section, sustainability of partners' outputs such as community empowerment and rights awareness falls outside the scope of the evaluation.

All partners are dependent on external financing. None of the partners have the option of obtaining alternative income through e.g. provision of services or by having constituencies pay membership fees. There is no tradition or client base for these opportunities. As a consequence, all partners will now, as well as in the foreseeable future, have to rely on outside funding sources.

With no alternative funding mechanisms available, it is even more pertinent that support is provided to leave organisations with a minimum of risk and ability to deal with changing levels of funding. It is in other words feasible to enhance elements of sustainability through the provision of support. The evaluation team documented three ways in which Diakonia and Forum Syd's support promotes partner sustainability:

- 1) The partners supported (except for one case) receive a maximum of 30% of their total funding from Diakonia or Forum Syd. Limiting the funds to less than a third of the total funding base, on the one hand, leaves the partners less reliant on Forum Syd and Diakonia funding, while on the other hand, it motivates partners to seek alternative funding sources.
- 2) Diakonia and Forum Syd provide long-term commitments to all partners. This approach provides a degree of stability at the funding level, and enables the partners to undertake strategic (long-term) planning and thus engage in multiple-year activities, which are often needed to meet their stated goals (as an example, the use of enhanced capacity in e.g. planning and monitoring or gender equality takes time to institutionalise before becoming effective for the partners).
- 3) The provision of capacity development enables organisations to plan and administrate in situations of fluctuating funding levels (this will become increasingly relevant with the reduction in aid from several donors in the coming years, which includes the phasing out of development assistance from Danida and a restructuring of development assistance from USAID).

Assessing the sustainability of individual capacity development interventions is more challenging given the limited follow-up on the effectiveness of capacity development. The move away from individual (e.g. personalised training and bachelor degrees) to more institutional-focused capacity development (e.g. capacity development based on partner procurement and aligned with partner strategies) enhances the likelihood of sustainable interventions. A clear result of the sustainability of capacity development by Diakonia and Forum Syd is the improved monitoring and reporting of the partners (see section on effectiveness).

From an institutional perspective, the focus on individual training during the first years was assessed to have been less sustainable. This is evidenced by the fact that several organisations have received the same type of training several times over the course of the two programme phases (this is particularly the case of financial management, monitoring and evaluation). In other words, capacity development to the organisations has not been institutionalised, resulting in a continued need for additional capacity development for the same topics as in the past.

4 Evaluative Conclusions

The overall finding of the evaluation is that there is evidence that Forum Syd and Diakonia make a difference for the protection of human rights and democracy in line with Sida's policies, but that there is room to enhance documentation of the effect of capacity development activities, and to further enhance their effectiveness and efficiency.

The three key results of Sida support to Forum Syd and Diakonia are:

- 1) Partner organisations (that have relevant mandates) funded through Forum Syd and Diakonia have contributed to Swedish Country Cooperation strategy by (i) improving awareness of the rights of the citizens of Cambodia at the local level, and (ii) assisting in improving (or preventing) national legislation (anti-corruption law, NGO law etc) as it relates to the protection of human rights.
- 2) Qualitative evidence of an improved capacity of partner organisations to fulfil their role as human rights and democracy watchdogs and awareness raising organisations. This is particularly the case for organisations that have received demand-driven and core funding approaches to capacity development.
- 3) Forum Syd and Diakonia have comparative advantages in their approach to the provision of grants and capacity development to partner organisations in Cambodia.

4.1 RELEVANCE

In 2009, Sida assessed that the programmes proposed by Diakonia and Forum Syd were in line with both Sweden's civil society policy and its Cambodia cooperation strategy. The overall socio-political context in which Forum Syd and Diakonia's programmes are being implemented remains by and large the same as in 2009, and the overall design and objective of the intervention has not become less relevant from a needs perspective. It is significant, however, that the amount of funds available for the human rights groups in Cambodia is likely to shrink over the coming years. The evaluation team therefore finds the work of Sida, Diakonia and Forum Syd's to be relevant, and that that relevance is expected to increase even further in the coming years.

Despite the high general relevance of Diakonia's and Forum Syd's programmes from a needs perspective, it is necessary to reflect on the relationship between the priorities of Sweden's 2008-2010 country strategy, and the focus areas of the partner

organisations. These concern the access to justice strategies, human rights monitoring and the mandate of partner organisations:

Forum Syd has had to end cooperation with several legal aid organisations due to their mismanagement of funds. There are, however, partner organisations that work with more comprehensive access to justice strategies as well as access to legal aid.¹⁸

The 2008-2010 strategy also refers to civil society as having had an important role both as a promoter and a monitor of human rights. However, only to a limited amount of the support channelled through Forum Syd and Diakonia is used for human rights monitoring.

Considering that some of the partner organisations of Forum Syd and Diakonia have fairly broad mandates and implement programmes that does not have an obvious or direct human rights focus, a more rigorous selection of partners will be required before moving in the direction of more genuine core support.

4.2 EFFECTIVENESS

The evidence shows that activities were implemented as planned, and that Sida support channelled through Diakonia and Forum Syd has contributed to meeting the objectives of Sweden's Cambodia strategies for the period of evaluation. There is reason to assert that support to Diakonia and Forum Syd has contributed to the effectiveness of partners and their contribution to the Sida objectives.

The evidence of the effectiveness of capacity development activities has not been sufficiently documented. The qualitative assessment part of the evaluation, however, points to a difference in effectiveness depending on the degree to which capacity development activities are demanded by the recipient/partners (in contrast to supply-driven activities) and have a high degree of partner ownership.

The evaluation finds that the most effective support to partners is grants in the form of core funding.

Overall conclusions related to effectiveness:

- Capacity development is assessed to be most effective when provided through core funding to larger organisations, while smaller organisations prefer a combination of capacity development through core funding together with training and workshops facilitated by Forum Syd and Diakonia.
- Supporting human rights and democracy in Cambodia through civil society is insufficient as the only means of meeting Sida's objectives as stated in the new

¹⁸ Sida defines access to justice as: a condition in which all people are able to resolve conflicts and seek and obtain remedies for grievances, through formal or informal institutions of justice, in compliance with human rights standards.

Cambodia strategy. Support to demand-side activities must continue to be complemented by active policy dialogue with the Cambodian authorities, by the Embassy, as well as through more direct support to the supply-side (i.e. the Government) to enable dialogue.

The team was asked to assess whether Forum Syd and Diakonia have a comparative advantage. Based on the findings, the evaluation finds that support through Forum Syd and Diakonia have comparative advantages in three areas in particular (they are interlinked):

- 1) Forum Syd and Diakonia are trusted organisations, to a large extent because of their ability to listen to their partners (true partnerships). All partners expressed a high degree of appreciation for the work of the two organisations, and underscored the latter's ability to listen. This is closely related to the coaching approach, with regular interaction with the partners, where Forum Syd and Diakonia discuss options rather than provide instruction to partners.
- 2) Forum Syd and Diakonia undertake innovative approaches to capacity development. This is particularly the case with the core funding approach to capacity development, which enables a high degree of ownership of capacity development activities, along with high degrees of demand from the partners. The effectiveness of this approach has been assessed to be higher than with the more traditional training approach as applied by most donors in Cambodia.
- 3) Finally, the fact that very few donors engage in the capacity development of NGOs in Cambodia does give Forum Syd and Diakonia a comparative edge. Their approach of coaching partners on strategy, human rights and democracy enabled partners to achieve the outcomes documented in previous evaluations (including this one).

4.3 EFFICIENCY

The team finds that the effectiveness and efficiency of most partner organisations is undermined by the inability of their donors to harmonise their requirements, and to align with the organisations' own processes and systems. Even though Diakonia and Forum Syd are described as listening donors, with good understanding of the conditions under which their partners are operating, both of them could do more help increase efficiency.

The current funding modality applied by Forum Syd is burdensome for its partner organisations. The approach carries a risk of limiting partner ownership and of potentially diverting organisations from their core mandate and/or fields of expertise (i.e. when the partner mandate differs from Forum Syd funding objectives). Furthermore, only 55 percent of the funds received from Sida are channelled directly to its partners, which may arguably be to fit poorly with the aid effectiveness principles of ownership, and with Sida's general approach to support through Swedish CSOs.

While Diakonia by and large utilises a well-functioning core funding modality and is regarded by its partner organisations as having a flexible approach, the evaluation team finds that Diakonia could further align its proposals and reporting requirements with the systems of the partners. The team also finds that Forum Syd and Diakonia

could take further initiative to coordinate their monitoring and follow-up activities with those of other donors, even though, in this regard, the limited ability and interest of other donors to do so creates limitations.

Funding emanating from Sida is, in some cases, channelled to the same partner organisation through multiple cooperation agreements. Though individual cases may explain such an overlap, it is obviously undesirable from a cost effectiveness perspective.

It should be mentioned, on the other hand, that for Sida, the arrangement of channelling support through Forum Syd and Diakonia means that a fairly limited financial contribution can reach a large number of organisations, while still ensuring follow-up and monitoring, along with substantially closer dialogue with recipient partners.

4.4 IMPACT

Without a baseline or follow-up it is not feasible to link the capacity development activities of Forum Syd and Diakonia to the human rights and protection work of their partner organisations. However, there are indications of impact. These include:

- Improved RBM in the partners reporting.
- The appreciation of demand-driven capacity development by the partners indicates that Forum Syd and Diakonia have made a difference. One of the most important contributions has been assessed to be financial contributions to the organisations combined with coaching.
- This evaluation has confirmed that by choosing the right partners, and coaching them on a strategy and approach to human rights and democracy, Diakonia and Forum Syd have enabled partners to achieve the outcomes identified in the recent partner-level evaluation. In other words, considering that several of Diakonia and Forum Syd's partner organisations, besides being among the largest human rights organisations in the country, are also among those with the best reputation, it can be fairly safely assumed that Swedish support has contributed to all of the above mentioned developments.

4.5 SUSTAINABILITY

With no indicators or systematic follow-up on the outputs and outcomes of Forum Syd and Diakonia's capacity development initiatives, it is not feasible to assess if the capacity development activities of the past have been sustainable. There are, however, strong indications that point to less sustainable supply-driven capacity development (this is evidenced by the repetition of organisational development training themes in consecutive years), while activities that are demanded by the organisations (according to interviews with partners) appear to have a higher degree of institutionalisation. Sustainability of the grants is limited, as all partners supported by Forum Syd and Diakonia depend on grants. However, the Forum Syd and Diakonia approach has been assessed to enhance sustainability as it:

- Minimises the dependency to Forum Syd and Diakonia to 30%
- Provides organisational development to assist partners adjust for changing funding levels, and is therefore an appropriate approach to the context.

5 Recommendations

The evaluation team recommends that Sida continue to support Cambodian NGOs for the promotion and protection of human rights and democracy, with some modifications.

Based on the findings of the evaluation, the team has identified recommendations to Sida and Diakonia/Forum Syd aimed at enhancing the relevance of the support in accordance with the new Swedish Country Cooperation Strategy for Cambodia, and the effectiveness of support to NGOs within human rights.

The team recommends that the next phase of Sida support:

- 1) Target the most relevant organisations. In doing so, Sida must define clear selection criteria of partner organisations and ensure that these are aligned with Sweden's Cambodia Country Cooperation Strategy objectives. This is particularly relevant to the enhanced use of core funding. Forum Syd and Diakonia must partake in the dialogue defining these criteria, and, in reporting to Sida, document how the selection has taken place along with its relevance to partner organisations. The selection criteria may be divided into two categories: (1) organisations capable of receiving core funding, and (2) organisations that will need additional capacity development before core funding is feasible. Criteria will need to be developed, but may include:
 - a. Organisational capacity criteria related to e.g. policy formulation, planning, budgeting, and financial management to ensure that basic capacity is in place to receive core funding, or have a commitment to reach a core funding level;
 - b. An organisational type to ensure that a broad variety of organisations are reached from Phnom Penh-based think tanks and advocacy groups, to national or regional organisations with outreach, to communities in different parts of the country;
 - c. Previous performance of the organisation;
 - d. Organisational setup which ensures that funding promotes good internal governance, constituency-based organisation with internal democratic procedures for determining management, vision and direction of the organisation; and finally
 - e. Relevance to ensure that the organisations supported with Sida funding are fully aligned with the new Sida strategy. Criteria based on the strategy should include: (i) organisations with a specific emphasis on civil and political rights at the core of their mandate, (ii) organisations working to enhance awareness on civil and political rights, including freedom of speech, (iii) organisations promoting interaction with public sector institutions at the central and local level, (iv) organisations that are committed to gender equality and women's empowerment, and (v) organisations that work to uphold the rights of the citizens of Cambodia.

Once criteria have been discussed by Sida, Diakonia and Forum Syd and decided by Sida, it is suggested that Diakonia and Forum Syd undertake an assessment of existing partners as well as potential partners against the criteria, and determine their relevance vis-à-vis the new Sida criteria (and thus the Sida Cambodia strategy).

- 2) Emphasis on the provision of core funding as the primary funding mechanism. In cases where this is not feasible, capacity development aimed at enabling organisations to become core funding partners should be provided. In line with this, Forum Syd and Diakonia should work to further align partners' systems and procedures with core funding. This may include accepting joint reporting and reporting in the organisations own formats (consider accepting reporting in Khmer).
- 3) Focus on capacity development on demand-side activities, preferably by using core funding. For the smaller organisations this support should be complemented by training/mentoring activities as agreed by the organisations. There is no need to provide additional capacity development activities to the already capacity-strong larger organisations such as ADHOC and LICADHO.
- 4) Harmonise to the extent feasible. Sida can continue to stress this in relevant donor forums. At the partner level, Forum Syd and Diakonia should enhance the dialogue with other donors to improve coordination with partners including through the use of joint proposals and reporting. Diakonia and Forum Syd should motivate partners to stress the need for joint approaches with other donors.
- 5) Focus on efficiency. Forum Syd and Diakonia should seek to further enhance efficiency by channelling a greater percentage of the budget to recipient institutions (this has been assessed to be increasingly feasible via the application of core funding for capacity development, and thus requires less involvement by Forum Syd and Diakonia staff in capacity development activities).

Annex 1 – List of persons met

Organisation	Person	Designation
Client		
Sida / Embassy of Sweden	Anette Dahlström	First Secretary
Implementer		
Diakonia	Martin Gemzell	Country Manager
Forum Syd	Åsa Thomasson	Country Manager
	Ith Pov	Senior Programme Officer
	Yin Dara	Programme Officer
	Mar Sophal	Programme Officer
	Nhek Sarin	Programme Manager
Forum Syd/Diakonia joint advisers	Try Horng	Legal Advisor
	Bin Socheat	Communications and Advocacy Advisor
	Chan Sambath	Senior Gender Advisor
Partners		
ADHOC	Thun Saray	President
	In Kea	Secretary General
	Chhan Sokunthea	Head of Admin
	Nicolas Agostini	Technical Assistant
	Ny Chakrya	Head of Monitoring Program
	Chuon Chamrong	Head of Women's and Children's Rights Section
	Nay Vanda	Deputy Head of Monitoring
Banteay Srey	Panya	Director
BCV	Pry Phally Phuong	Executive Director
	Ran Sopheak Pagna	Programme Coordinator
CCIM	Pa Nguon Teang	Executive Director
CLEC	Yeng Virak	Director
COMFREL	Koul Panha	Executive Director
FACT	Chan Rotha	Programme Manager
	Minh Bunly	Programme Manager
	Kheang Sokhai	Admin & Finance Manager
GAD/C	Ros Sopheap	Executive Director
ICSO	Sao Vansey	Executive Director
KYA	Mak Chamroeun	President
	Choun Sambo	Head of Gender Equality
	Seng Rithy	Head of Human rights & Democracy
	Him Yun	Program Manager
LICADHO	Naly Pilorge	Director
Morodok	Oung Tivea	Executive Director

My Village	Sun Youra	Executive Director
PDP	Yong Kom Eng	President
PNKS	Leak Chowan	Development Manager
Star Kampuchea	Chet Chariya	Executive Director
	Te Sokenow	NRM Program Coordinator
	Tina Frænke	Advisor
	Ly Kimlin	Accountant
Partners in the field		
ADHOC	Tin Megly	Coordinator
	Sun Thankea	Coordinator
	Thin Narin	Coordinator
Bantaey Srey	Chim Bun Chinna	Program Manager
	Sun Maly	Team Leader Safe House
	Neth Poeu	Coordinator Safe House
CCHR	Ngik Narun	Human Rights Activist
COMFREL	Young Sokhel	Facilitator
KYA	Ek Chandara	Coordinator
LICADHO	Sun Thoek	Coordinator
	Phun Chhin	Human Rights Monitor
PDP	Chan Thim	Coordinator
	Keo Chouk	Coordinator
	Tang Kimsun	Project Assistant
VSG	Snoun Chan	Project Assistant
	Soun Viseth	Climate Change Coordinator
	Ros Chorvyvorn	Executive Director
	Sorn Montha	Project Assistant
Donors / peers		
Asia Foundation	Nicole J. Sayres	Deputy Country Representative
	Neam Khoy	Senior Programme Officer
Civil Rights Defenders	Brittis Edman	Head of Southeast Asia programme
DanChurchAid	Katja Levin	Regional Representative
Danida	Michael Enquist	Human Rights Advisor
Danmission	Ernst Jürgensen	Country Representative
East West Management Institute	Max Howlett	Head of Law programme
Heinrich Böll Stiftung	Manfred Hornung	Country Director
Norwegian People's Aid	Tang Sun Hao	Country Director
Raoul Wallenberg Institute	Andreas Ljungholm	Head of Asia Unit
Resource persons		
Sam Rainsy Party	Son Chhay	Member of Parliament
UNOHCHR/Cambodia	Keat Bophal	Human Rights Officer
	Sam Sophal	Human Rights Assistant
HR Specialist	Maia Diokno	Freelance consultant

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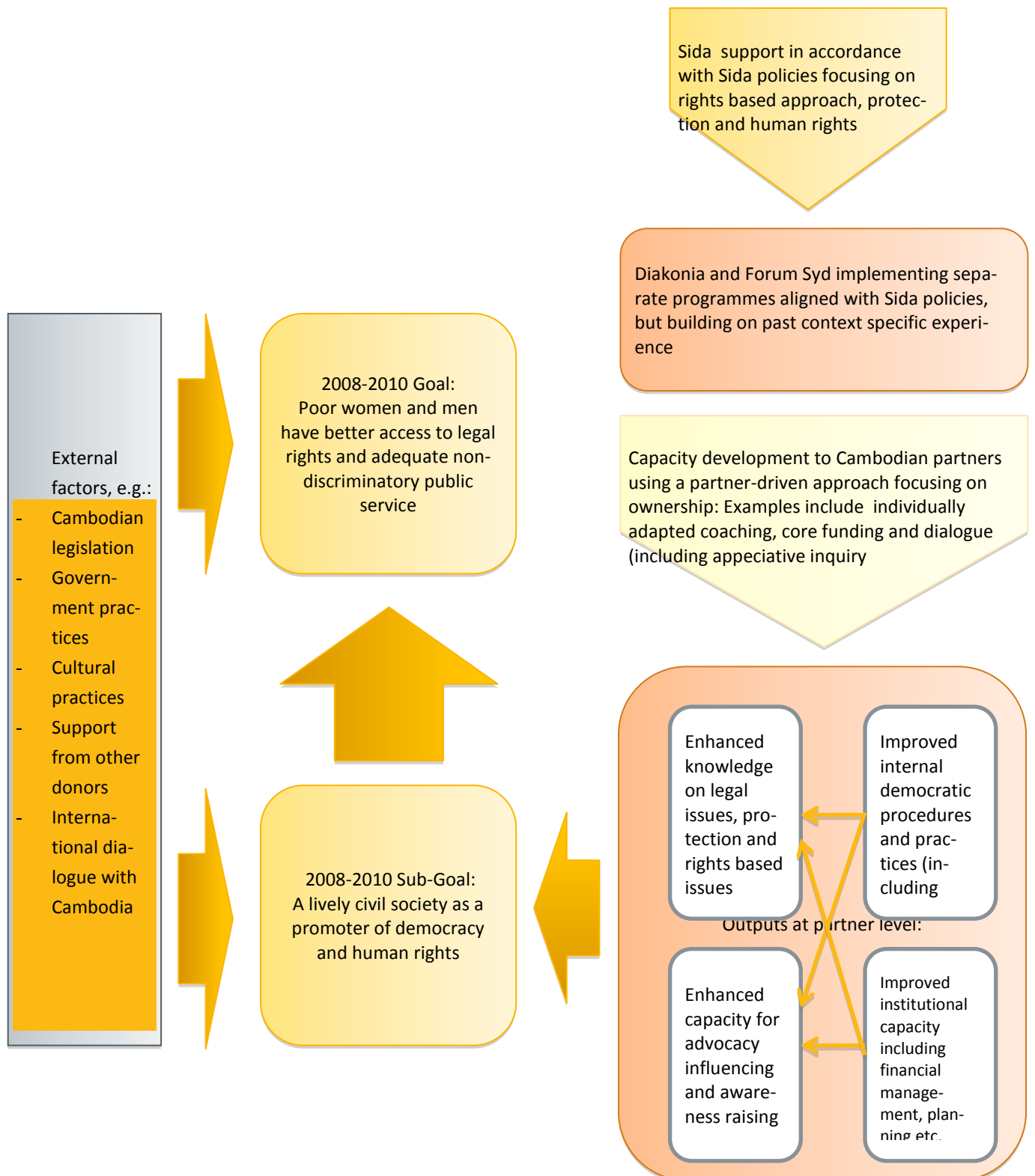
- KYSD (2012): Activities Plan
- LICHADO (2007): Annual Activity Report 2007
- LICHADO (2008): Annual Activity Report 2008
- LICHADO (2009): Activity Report 2009
- LICHADO (2010): Activity Report 2010
- LICHADO (2011): Annual Activity Report 2011
- MVI (2010): Annual Results Report
- MVI (2011): Annual Results Report
- MVI (2011): Annual Review Meeting, minutes
- MVI (2011): Budget
- MVI (2011): Internal Evaluation Documents
- MVI (2011): LFA 2010-2012
- MVI (2011): Partner Proposal
- MVI (2011): Financial Report
- MVI (2012): Annual Operations Plan
- MVI (2012): Internal MVI Evaluation Report
- MVI (2012): Global Budget
- MVI (2012): Annual Review Meeting, minutes
- NGO Forum (2007): Annual Progress Report 2007
- NGO Forum (2008): Annual Progress Report 2008
- NGO Forum (2009): Annual Progress Report 2009
- NGO Forum (2010): Annual Progress Report 2010
- NGO Forum (2011): Annual Narrative Report 2011
- PDP (2010): Annual Updated Activity Plan
- PDP (2010): Annual Financial Report
- PDP (2010): Partner Proposal 2010-2012
- PDP (2010): Results Report
- PDP (2011): Annual Review Meeting, minutes
- PDP (2011): Workplan
- PDP (2011): Annual Results Report
- PDP (2011): Six-monthly financial report
- PDP (2011): 3-Year Budget
- PDP (2011): Annual Updated Activity Plan
- PDP (2012): Annual Updated Activity Plan
- PDP (2012): Annual Review Meeting, minutes
- PNKS (2010): Annual Narrative Report 2010
- PNKS (2011): Annual Narrative Report 2011
- Sida (2007): Sida comments on Forum Syd's annual report 2007
- Sida (2007): Avtal om stöd til Diakonia Democracy and Human Rights Programme 2007-2009 under 2007-2008
- Sida (2009): Management Response to MTR
- Sida (2010): Agreement on Support to Diakonia Human Rights and Local Democracy Programme During 2010-201
- Sida (2007): Annual Review Meeting Forum Syd and Sida, Minutes
- Sida (2008): Annual Review Meeting Forum Syd and Sida, Minutes
- Sida (2009): Annual Review Meeting Forum Syd and Sida, Minutes
- Sida (2010): Annual Review Meeting Forum Syd and Sida, Minutes
- Sida (2011): Annual Review Meeting Forum Syd and Sida, Minutes
- Sida (2012): Strategi för Sveriges utvecklingssamarbete med Kambodja 2012-2013 (DRAFT)
- Star Kampuchea (2006): Annual Review Meeting, minutes
- Star Kampuchea (2006): Staff Development Plan
- Star Kampuchea (2006): Final report 2004-2006
- Star Kampuchea (2006): Case Study Krang Aim Ten
- Star Kampuchea (2006): Case Study civil society
- Star Kampuchea (2006): Case Study Kbal Spean

- Star Kampuchea (2006): Capacity Building Report
- Star Kampuchea (2006): Financial Report
- Star Kampuchea (2007): Annual Report for Partners
- Star Kampuchea (2007): Financial Report
- Star Kampuchea (2007): Annual Review Meeting, minutes
- Star Kampuchea (2007): Staff Development Plan
- Star Kampuchea (2007): Capacity Building Report
- Star Kampuchea (2007): Case Study Mr. Um Hot
- Star Kampuchea (2007): Narrative Action Plan
- Star Kampuchea (2008): Annual Review Meeting, minutes
- Star Kampuchea (2008): Annual Report
- Star Kampuchea (2008): Financial Report
- Star Kampuchea (2008): Workplan
- Star Kampuchea (2008): Staff Development Plan
- Star Kampuchea (2008): Capacity Building Report
- Star Kampuchea (2008): Case Study Prey Prick
- Star Kampuchea (2008): Narrative Action Plan
- Star Kampuchea (2009): Annual Review Meeting, minutes
- Star Kampuchea (2009): Application for funds, Staff capacity building
- Star Kampuchea (2009): Narrative Action Plan
- Star Kampuchea (2009): 2010-2012 proposal to Forum Syd
- Star Kampuchea (2009): Staff Development Plan
- Star Kampuchea (2009): Annual Report
- Star Kampuchea (2009): Case Study Bos Knor
- Star Kampuchea (2010): Annual Review Meeting, minutes
- Star Kampuchea (2010): Financial Report
- Star Kampuchea (2010): Summary Accomplishments
- Star Kampuchea (2011): Annual Review Meeting, minutes
- Star Kampuchea (2011): Annual Report
- Star Kampuchea (2012): Annual Review Meeting, minutes
- UNDP (2010): Civil society empowerment and democratic governance in Cambodia
- VSG (2007): Capacity Building Plan
- VSG (2007): Annual Report
- VSG (2007): 3-Year Application
- VSG (2007): Successful Stories on Advocacy and Fisheries
- VSG (2007): Annual Budget
- VSG (2008): Activity Plan
- VSG (2008): Revised Capacity Building Application
- VSG (2008): Outcome Report
- VSG (2008): Financial Report
- VSG (2008): Annual Review Meeting, minutes
- VSG (2009): Annual Review Meeting, minutes
- VSG (2009): Annual Report
- VSG (2009): Final Report to Forum Syd for 2007-2009 work
- VSG (2009): Results Report
- VSG (2009): Capacity Building Plan Proposal
- VSG (2010): Activity Plan
- VSG (2010): Organisational Development Plan
- VSG (2010): Annual Review Meeting, minutes
- VSG (2010): Results Monitoring Report
- VSG (2011): Annual Review Meeting, minutes
- VSG (2011): Annual Results Report
- VSG (2011): Success Stories
- VSG (2012): Annual Review Meeting, minutes

Annex 3 – Evaluation Matrix

Evaluation question	Answer from desk analysis/interview	Source
<i>Relevance</i>		
1.1 Did the FS and DK objectives contribute to the 2008-2010 Cooperation Strategy?		
1.2 Is the Swedish implementation strategy in support of HR and protection through FS and DK and the way it is implemented relevant to the Cambodian context? And how can it be made further relevant (and effective)?		
1.3 Are the FS and DK interventions aligned with the 2012-13 Cooperation Strategy?		
1.4 How can Sida best meet its Cooperation Strategy objectives in partnership with Forum Syd and Diakonia?		
<i>Effectiveness</i>		
2.1 Did the work of DK and FS contribute to meeting the programme objectives? And were they implemented as planned?		
2.2 To what extent can the results be attributed to the activities of DK and FS? 2.3 What are the reasons for the achievement or non-achievement of objectives?		
2.3 Does the capacity development approach of DK and FS represent a comparative added value compared to other donors/INGOs in the sector?		
<i>Efficiency</i>		
3.1 Are FS and DK modalities applied in a way that ensures ownership and alignment with beneficiaries and national partners, and harmonisation which limits transaction costs?		
<i>Impact</i>		
4.1 Have the capacity development activities of FS and DK led to the improvement in the protection and human rights work of the organisations supported?		
4.2 What has been the human rights and protection related outcomes of the change in FS and DK capacity development modalities?		
<i>Sustainability</i>		
5.1 To what extent has the capacity development support of FS and DK to partners resulted in enhancement of institutional capacity of partners beyond the period of support?		

Annex 4 – Programme logic





Evaluation of Forum Syd and Diakonia's Democracy and Human Rights programmes in Cambodia

Sida has been supporting human rights and democracy civil society organisations in Cambodia through Forum Syd and Diakonia since 1997. In 2012 Sweden adopted a new country cooperation strategy for Cambodia with emphasis on human rights. Indevalop together with Tana Copenhagen was commissioned by the Embassy of Sweden in Cambodia to assess the achieved results of the support to Forum Syd and Diakonia and make recommendations related to the relevance of the support vis-à-vis the new country cooperation strategy.

The overall finding of the evaluation was that there is evidence of Forum Syd and Diakonia making a difference for protection of human rights and democracy in line with Sweden's policies, but that there is room for enhancing the documentation of the effect of the capacity development activities and for further enhancing effectiveness and efficiency of these.

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