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Sida Decentralised Evaluation

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Mid-term Review of the Sida supported *Femmes Africa Solidarité* (FAS) programme “Enhancing Civil Society in Human Security, Conflict Prevention and Peacekeeping” during the period 2010-2012

Final Report

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Human Security, Conflict
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**Final Report
February 2013**

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Justine Elakano
with Ian Christoplos and Jessica Rothman**

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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

ABD	African Bank for Development
ACBF	African Capacity Building Foundation
ACHPR	African Commission for Human and Peoples' Rights
ADF	African Development Fund
AU	African Union
AUWC	African Union Women's Committee
AWDF	African Women Development Fund
CEPGL	Conférence Économique pour les Pays des Grands Lacs
CoNGO	Conference of NGOs in Consultative Relationship with the United Nations
CSO	Civil Society organisation
DCAF	Democratic Control of Armed Forces
DFID	Department for International Development
DPA	UN Department for Political Affairs
DPI	Department of Public Information
ECA	Economic Commission for Africa
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
EU	European Union
FAS	Femmes Africa Solidarité
FGI	Focus Group Interviews
GIMAC	Gender Is My Agenda Campaign
HRC	Human Rights Council
ICGLR	International Conference on the Great Lakes Region
ILO	International Labour Organisation
IOM	International Organisation for Migrations
M&E	Monitoring and Evaluation
MP	Member of Parliament
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
NGO CSW	NGO Commission on the Status of Women
NWI	Nobel Women's Initiative
ORSG SViC	UN Office of the Secretary General on Sexual Violence in Conflict
OSIWA	Open Society Initiative for Western Africa
PAC	Pan African Centre
REC	Regional Economic Community

ABBREVIATIONS AND ACRONYMS

SEK	Swedish Krona
Sida	Swedish International Development and Cooperation Agency
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIFEM	United Nations Development Fund for Women
UNSCR	United Nations Security Council Resolution
UPEACE	University for Peace
UPR	Universal Periodical Review
USD	United States Dollar
WB	World Bank
WFP	World Food Programme
WILFP	Women International League for Freedom and Peace
WLB	Women Led Business
YWCA	Young Women Christian Association

Preface

This evaluation of Femmes Africa Solidarité (FAS) was completed in early 2013. Sida's Department for Programme Cooperation commissioned Indevelop to undertake the evaluation through Sida's Framework Agreement for Reviews, Evaluations and Advisory services on Results Frameworks.

The purpose of the evaluation is to assess the effectiveness, relevance, efficiency, sustainability, and impact of the FAS programme supported by Sida from 2010 to 2012, aimed at engendering the peace process for the attainment of human security and durable peace in Africa. Information about FAS and the programme can found at www.fasngo.org.

The intended users of the evaluation are both Sida and FAS. The evaluation will provide Sida with valuable input when deciding whether or not to continue the support to FAS, and it will provide input to FAS on how their work with developing and strengthening the organisation has progressed and may be further strengthened.

The independent evaluation team consisted of:

- Mr. Jérôme Gouzou as Team Leader, a member of Indevelop's Core Team of professional evaluators, and
- Ms. Justine Elakano, a consultant with Channel Research based in Burundi.

Indevelop provided active support in the planning and execution of the evaluation; quality assurance of the methodology and reports was provided by Ian Christoplos while Jessica Rothman coordinated and managed the process throughout.

Executive Summary

This report presents the findings of the evaluation of Femmes Africa Solidarité (FAS) programme for the period 2010-2012, submitted to and funded by the Swedish International Development Cooperation Agency (Sida) under its “*Call for Proposals to Civil Society Organisations within the area of Peace and Security in Africa*”. This evaluation was commissioned by Sida, based on the Terms of Reference (ToR) developed by the Agency and adopted by FAS.

This evaluation shows that the programme, developed and implemented by FAS during the period 2010-2012, is characterised by a mix of impressive achievements and structural weaknesses that are real obstacles to the organisation from reaching its full potential.

There are a number of elements of the programme wherein performance is quite considerable. The ability of FAS to access and mobilise grassroots organisations as well as influential personalities at the highest levels of decision-making, whether at the UN or the AU, is a notable aspect of the programme. FAS has been able to develop a wide network of organisations and influential women in almost all African countries but also in the major European capitals and the United States, which allows it to mobilise these resources efficiently and effectively for its advocacy work. Moreover, the fame of the founder of FAS, who is able to open doors that few other organisations have access to, is true value added. In addition, the reputation of the credibility of the information contained in its advocacy work, the capacity of the organisation to meet its commitments and to deliver what is expected of it, make FAS a reliable and credible partner to national, regional and international institutions that have been approached during this evaluation.

Furthermore, one of FAS’ approaches, which is not only to advocate on behalf of women victims in armed conflict, but allows them to have direct access to decision-makers in New York, Geneva and Addis Ababa, reinforces its legitimacy and visibility. Added to this is its presence in the field, either directly through projects that FAS is responsible for, or in partnership with local networks of women's organisations, which contributes to making FAS a relevant organisation, as it is engaged with the reality on the ground. Finally, the capacity of FAS to react quickly and adequately to political situations that entail a high potential of violence, as was the case around the elections in Senegal in 2012, has strengthened the image of the organisation as a non-biased and effective actor for conflict prevention and dialogue.

However, the evaluation also highlights a series of contrasting results. FAS is characterised by a structural programmatic weakness that has negative consequences for the overall work of the organisation. FAS does not properly understand and use Results-

Based Management (RBM) and the strategic planning of the programme is therefore insufficient. The formulation of the objectives is often inappropriate (they are too vague and/or formulated as outputs), which makes them difficult to achieve. Moreover, the strategies are not directly related to an analysis where problems are clearly identified and formulated. Consequently, the project proposals, and especially the poor quality of the narrative reports, do not reflect the quality of work of the organisation. There are numerous negative impacts of this weakness. First, FAS faces difficulties in convincing donors to support the programme, with the narrative reports being one of the major tools of external visibility that the organisation has. FAS is forced to develop short-term projects to fund the programme, which increase pressure on the staff and undermine the overall performance of the programme.

FAS, however, engaged in a transition phase during the past two years, during which many project management tools were developed. These tools are insufficient, because it is the programming logic that needs to be revised. In addition, the evaluators conclude that the FAS approach to capacity building requires in-depth strategic reflection at all levels of the organisation. It is doubtful that FAS training sessions, despite their relevance in terms of the content and quality of their preparation, are sufficient in quantity to enable behavioural changes among their beneficiaries.

It is important that FAS draw some lessons from both the most remarkable features of its work, but also from its problems in order to develop an even more relevant, effective, efficient and sustainable programme in the years to come.

Recommendations to Sida:

- Carry on with funding FAS for a new period of three years and at least maintain its current financial support (5 MSEK per year).
- Take the lead of Scandinavian donors (Sweden, Norway, Finland and Denmark) and strongly argue in favour of the creation of a basket fund covering the institutional and programme needs of FAS, which would allow for more financial stability and sustainability for the organisation.
- Provide FAS with technical support available within Sida's framework agreement for advisory services on Results Frameworks.
 - This support should be ideally provided during the first half of 2013.
 - This support should consist of training FAS staff and relevant board members in RBM and helping FAS review the Results Framework included in the new programme (2013-2016).
 - To consider the possibility to extend its support during one year by providing an external resource that will help FAS better monitor its work and develop relevant indicators at output and outcome levels. This might be done within the Results Framework or by accepting to fund a specific budget line in with the FAS new programme proposal dedicated to this support.

Recommendations to FAS:

- Plan for an internal capacity building process in RBM for its staff and its board members active in the Operation Committee. This capacity building project should focus on enhancing their skills on:
 - Methods to perform a problem analysis,
 - Transforming a problem analysis into the formulation of objectives/outcomes,
 - Developing strategies/activities that clearly address the causes of the problem,
 - Integrating elements of outcome mapping in FAS project management, especially:
 - The identification analysis of FAS boundary partners,
 - The formulation of outcome challenges with each boundary partner, which will allow FAS to develop relevant and quality indicators throughout the implementation phase of its coming programme.
- Reassess its concept of capacity development and find a more plausible conceptual framework wherein output and outcome targets and indicators more clearly reflect the expected levels of activities.
- Strengthen its capacities to capitalise on and share its experience in capacity development.
- Find a more plausible role of the PAC aiming at clarifying its links with the projects in the field and the advocacy work of the organisation.
- Develop strategies aiming at bridging the lack of systematic links between the field offices and the offices in charge of advocacy in Geneva and New York.
- To continue the leadership transition process along the following lines:
 - Use the first half of 2013 to recruit a new Executive Director. FAS should recruit a person with at least the following competences:
 - An African woman (or man) with experience of working with international organisations, preferably with the UN and/or the AU
 - A person already known by international actors, especially on the African continent
 - Experience in advocacy at international level
 - Fluency in English and French
 - Use the first half of 2013 to recruit a Programme Manager with the following competences:
 - Knowledge and experience of working with RBM
 - Experience of managing projects/programmes in a international environment
 - Fluency in English and French

1 Background

1.1 INTRODUCTION

Founded in 1996, Femmes Africa Solidarité (FAS) is a non-religious, apolitical NGO working to promote the role of women in conflict prevention, management and post-conflict reconstruction on the African continent. In July 2009, FAS submitted a funding proposal to The Swedish International Development Cooperation Agency (Sida) under the “Call for Proposals to Civil Society Organizations within the area of Peace and Security in Africa”. Sida has since 2010 funded a programme support to FAS with the total amount of 15 MSEK (2010: 5 MSEK, 2011: 5 MSEK, 2012: 5 MSEK). The overall objective is to engender the peace process for the attainment of human security and durable peace in Africa.

Since its inception in 1996, in answer to the Beijing Platform for Action, FAS has been working in war-torn countries hand-in-hand with local women’s peace groups in order to harmonise their work and to bring women’s voices to peace negotiations. By doing so, it has put the universal concepts of human security, women and peace into practice in the African context. FAS’ mission is to make these linkages a reality at all levels – local, national, sub-regional, regional, continental and international while using two main complementary axes of intervention: empowerment at the grassroots and national levels, and advocacy at the sub-regional, regional, continental and international levels. In order to achieve the overall objective, FAS has identified two main objectives: (1) empowering African women to assume a leadership role in building peace; and (2) promoting gender parity and mainstreaming, and women’s rights in Africa. Several priority areas fall under these two main objectives: peace promotion, post-conflict reconstruction, early warning and conflict prevention, and policies into practice.

FAS is involved in the Mano River region (Liberia, Sierra Leone and Guinea), the Great Lakes Region (DRC, Rwanda and Burundi), the Horn of Africa (Sudan), in Addis Ababa and other African cities where African Union (AU) Summits and the African Commission on Human and Peoples’ Rights (ACHPR) take place, and in New York and Geneva for international advocacy activities.

As the three years of the programme are coming to an end in December 2012, an independent evaluation was needed to assess the performance of the programme support at this stage and to determine the progress made with regard to set goals as contained in the logical framework. The purpose of this evaluation is to assess the effectiveness, relevance, efficiency and sustainability of the programme supported by Sida from 2010-2012. The evaluation aims at achieving a fair, objective and accurate assessment of the project performance and at providing strategic lessons and recommendations for future FAS interventions and possible Sida support in the field of engendering the peace process for the attainment of human security and durable peace in Africa.

2 Methodology

2.1 FOCUSING THE EVALUATION

This assignment started with an inception phase during which the evaluator clarified the evaluation criteria and the scope of the evaluation. The initial ToR indicated a series of evaluation questions. In its Implementation Proposal, Indevelop suggested to amend some of the evaluation questions in order to make the assignment more feasible and to provide Sida and FAS with useful conclusions and recommendations. It was agreed that this assignment would address the following evaluation questions:

Evaluating the relevance of the programme:

- Has the programme design been articulated in a coherent structure: are the outcomes and outputs clearly articulated?
- To what extent do the activities carried out address the causes of identified problems?
- Are the programme objectives addressing the identified needs of the target group(s) in national and regional contexts?

Evaluating the effectiveness of the programme:

- To what extent does the programme contribute to reaching its objectives (outcomes)? For example, to what extent does it contribute to shaping policies at national, regional and/or international levels?
- Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?

Evaluating the efficiency of the programme:

- Has FAS' organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Has the appointment of a Deputy Director led to more efficient work and decentralisation of the organisation? And has it led to less dependency on the Executive Director?
- Are the costs associated with having several offices justified considering the benefits? What are the alternatives?

Evaluating the sustainability of the programme:

- Do regional/national/local institutions support the programme? Do these institutions demonstrate leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them?
- Has the funding base been sufficiently diversified? What has been the result of the work to obtain financial sustainability and reduce the dependency on Sida core support, and is this sufficient?

Focusing the scope of the evaluation was also necessary. FAS implements a rather large programme with a series of projects in the field in three different regions (West Africa, the Great Lakes Region and the Horn of Africa) with operating offices in Geneva, Dakar, New York and Addis Ababa. Moreover, the FAS programme and activities use several complementary implementation strategies:

- The primary strategy lies in the fact that FAS takes a holistic approach, geographically and thematically. FAS operates simultaneously at the local level and at the national, sub-regional, regional, continental and international levels. Furthermore, FAS projects target several areas of interventions, not only women's capacity-building for example, but also changes in policies and political structures and programmes. This approach creates a synergy of effects and a stronger impact.
- Empowerment at the grassroots and national levels and advocacy for sub-regional, regional, continental and international levels.
- Bringing women together to gather their force, encouraging solidarity among them, strengthening existing local and national networks, building networks among them, helping them to reach a critical mass and create national coalitions, and coordinating them at the regional level to agree on a peace agenda is an important strategy that is used by FAS to give them a **stronger voice**, that can be heard more easily, more frequently and more loudly.
- Reaching-out at the **grassroots** level as well as to young women is also an important issue for FAS in order to better represent women's overall concerns and better contribute to their empowerment.
- As well, to maximise their impact, FAS interventions focus on the **regions it knows best** such as the Mano River, the Great Lakes and the Horn of Africa, and to favour a **sub-regional, regional and continental approach** to peace rather than a national one, which is not sustainable enough.
- Another important strategy used by FAS to empower African women is to **facilitate their access to various relevant fora of decision-makers** including African heads of state.
- Finally, to accompany women's mobilisation, it is also paramount to directly **target decision-makers** such as the African heads of state and relevant international community stakeholders, such as the Special Rapporteur on women's rights. This is made possible thanks to FAS' prestigious advisory board and wide network.
- **Documenting and publishing women's progress and achievements** is also a way to create visibility and empowerment, thus encouraging more and more women to become mobilised, and allow them to get more support.¹

¹ This section is taken from FAS Proposal to Sida for the period 2010-2012

The budget and time allocated to this assignment did not allow the team of evaluators to visit each region and/or office. We therefore decided, in consultation with FAS, to focus the scope of the evaluation on a series of projects that were selected according to the following criteria:

- The projects should be representative of the whole programme. None of them is an isolated activity;
- The projects should be representative of the different strategies used by FAS;
- The projects in the field should highlight both the different components and strategies of the programme.

We are convinced that these criteria allowed the evaluation team to gain a representative picture of FAS, to reach conclusions and to provide recommendations that are valid for FAS as a whole. Guided by these selection criteria and by opportunities offered during the timeframe of the field visits, the evaluation puts a particular emphasis on the following functions/strategies and projects:

- The Great Lakes Region. The evaluators have focused on two projects implemented in Burundi and Rwanda:
 - Development of National and Regional Action Plans on the implementation of the UNSCR 1325 in Burundi and Rwanda
 - Building Democratic institutions through Gender Equality in Burundi
- The capacity building/empowerment strategy and projects run by FAS in Dakar and in the field (Mano River, Sudan and the Great Lakes);
- The advocacy function at national, regional and international levels implemented from Dakar, Geneva, New York and Addis Ababa.

This choice also guided the field visits in the following manner:

- The Team Leader originally planned to travel to Geneva to meet with the FAS team working on advocacy with the UN agencies located there. However, for budget and time constraints, these interviews were done on Skype and through several telephone conferences;
- The Team Leader travelled to Dakar to meet with the staff in charge of FAS operations in the field and to visit the FAS Pan African Centre for Gender, Peace and Development (PAC) training facility;
- The Team Leader has been invited by FAS to participate in its board and staff meetings that took place in Addis Ababa in January, prior to the Gender Is My Agenda Campaign (GIMAC) that was organised in the premises of the African Union. This allowed the evaluator to meet with all FAS staff, partners and institutions that FAS intends to influence through its projects;
- Finally, the second evaluator, Justine Elakano, who is a gender and Great Lakes expert employed by Channel Research, visited Bujumbura and Kigali to interview the beneficiaries and implementing partners of FAS projects in the Great Lakes.

2.2 CLARIFICATION OF THE USERS AND OF THE INTENDED USE OF THE EVALUATION

On the donors' side, the main user of the evaluation is Sida. Some other donors might, however, be interested in the final product. This evaluation is going to help Sida to better understand the work of FAS and will serve as a basis for deciding on future commitments with the organisation.

For FAS, the evaluation is an opportunity to have someone from the outside reflect on the strategies, accomplishments and on the organisational structure and capacity. The assessment is not only meant to look backwards but also to use the findings, insights and lessons to inform the new Strategic Plan. FAS is an organisation that has grown since its creation and has gone through organisational changes. The evaluation is an opportunity to gain expert advice on the focus and approach in the Strategic Plan 2013-2017.

The evaluation will also be an opportunity to provide evidence to potential donors and partners regarding the value of FAS as a partner.

2.3 EVALUATION APPROACH AND METHODOLOGY

2.3.1 General Approach

This assignment has integrated different methods. They have been adapted to the various types of informants and information that the evaluation team believes were necessary to approach and to collect. A detailed evaluation matrix is attached as an annex to this report. The team has incorporated a mix of three key methods to analyse the information in a variety of ways.

i. Analysis of the available documentation

The evaluators have analysed all relevant documents provided by FAS (proposal, narrative reports of the programme as a whole and of each specific projects, publications related, or not, to the projects, capacity building/empowerment material, advocacy campaigns' documents), the documents provided by Sida (assessment memos, decisions, communication between Sida and FAS), and a few documents provided by organisations that FAS has been interacting with. The purpose of this analysis was to trace important information related to the relevance and efficiency of the organisation.

ii. Interviews

The evaluation used different interview techniques, depending on the type of information that needed to be collected.

One-on-one interviews with key informants

This method has been primarily used with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis, and with representatives from institutions that FAS tries to influence. Key informants who do not belong to FAS staff were selected in relation to the type of information that the evaluation team needed in order to assess the relevance and the effectiveness of FAS (AU, Burundian Members of Parliament (MPs), officials from the Burundian and Rwandan Governments that have collaborated with FAS, United Nations Development Programme (UNDP), UN Women). The one-on-one interviews have been conducted using a mix of forced-choice questions (mainly aiming at clarifying the role of the informant in FAS project or specific activity) and of open-ended questions aimed at collecting the perception of the informant on the strategy used by FAS and the possible effects the intervention has had on his/her organisation or on the process he/she participated in.

Focus Group Interviews (FGI)

This method has mainly been used with FAS staff in the offices in Dakar and Geneva, with beneficiaries of the FAS capacity development project in Burundi and with board members during our meeting in Addis. The FGIs have been conducted using open-ended and one-dimensional questions that allowed the respondents to elaborate on the questions and build on each other's answers. This method has mainly been used to assess the relevance of FAS interventions and the efficiency of the organisation. For these two purposes, a set of questions aimed at collecting relevant information has been prepared. Both one-on-one interviews and FGIs used semi-structured questions. Departing from prepared sets of questions that followed the issues highlighted in the ToR, the evaluation team also let the respondents talk about what was important to them. This approach, which sometimes allowed the interviewees to bring in aspects or issues other than those planned by the evaluators, has proven very useful to add qualitative information to purely structured interviews.

iii. Questionnaire

A questionnaire was prepared that the evaluators intended to send to key informants, working for institutions that FAS tries to influence through its advocacy efforts, that the evaluation team would not be able to meet during the field visits. The questionnaire consisted of a mix of forced-choice and open-ended questions. The questions were dedicated to obtaining information on the relevance of FAS intervention and on its level of effectiveness. However, as the Team Leader was able to meet with key informants at the meeting in Addis, and the questionnaire has therefore not been used.

2.3.2 Evaluation criteria and questions

i. *Assessing relevance*

The relevance criterion is meant to assess the extent to which the outcomes/objectives of a project or a programme are valid and adequate, whether in their initial form or after they have been adjusted. The relevance criterion allows answering the following question: does FAS (and, where relevant, its implementing partners) do the right thing?

What does doing the right thing mean? Doing the right thing or being relevant imply two things:²

- To what extent are the strategy and the programme/project of FAS appropriate in relation to the needs and priorities of the beneficiaries?
- To what extent are the strategy and the programme/project of FAS appropriate in relation to the objectives defined in the Strategy for Regional Development Cooperation with Sub-Saharan Africa?

The relevance criterion is also meant to focus on the logic of a given intervention, on its consistency. Assessing relevance means, thus, to evaluate the extent to which the activities and outputs of the programme are consistent with the attainment of its objectives.

Finally, and beyond the two dimensions mentioned above, the relevance criterion is also meant to investigate the responsiveness of organisations. Does FAS take into account changes in the environment in which the organisation intervenes? The following two questions have guided our thoughts in that matter:

- To what extent are the objectives of the programme still valid?
- If any, are the new activities and outputs of the programme consistent with the intended effects?

In order to be as objective and transparent as possible, a two-step qualitative rating system was applied to the assessment questions.

First step: The evaluators provide a grade for each question (Cf. Box 1) and comments explaining/justifying the reason for the grade.

Box 1: The grading system:

D: not performed by FAS because not in the organisation's mandate

C: not done by FAS, although it could / should have been

B: FAS attempts to do it, but room for improvement

A: FAS does it well

² Cf. Sida at Work

Second step: Synthesise findings for each chapter.

- The evaluator count the number of A, B, C and/or Ds.
- The evaluator synthesises the comments in order to give a global picture of the relevance of FAS. This results in a rating system that is presented in Box 2.

Box 2: The rating system

Doubtful relevance: majority of D or C

Organisation potentially relevant: majority of B

Organisation highly relevant: majority of A

ii. Assessing effectiveness

In order to assess the extent to which the expected outputs and outcomes formulated in FAS' proposal have been achieved, the evaluation team led a series of interviews with key informants and visited a couple of their programmes in the field (see section 1). The focus was on FAS capacity building provided to different types of beneficiaries and on its advocacy efforts. The following questions aimed at finding evidence of effectiveness during the interviews and the field visits:

- Have FAS capacity building efforts generated new knowledge?
- How has knowledge been used:
 - Have FAS capacity building efforts led to organisational changes? Which ones and why? If not, for what reasons?
 - Have FAS capacity building efforts led or contributed to the development and/or the implementation of new policies at organisation/institutional, national, regional and/or international levels? If not, for what reasons?
 - Have FAS capacity building efforts led to the development of new working tools and/or methods or approaches? Which ones and why? If not, for what reasons?
- How does FAS perform the monitoring of its work and how does it nurture the reporting of the organisation at activity, output and outcome levels?
- Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?

iii. Assessing efficiency

The efficiency criterion aims at assessing the extent to which the human and financial resources have been used in an optimal manner. As mentioned in section 1 of this report, the evaluation has focused on the following questions:

- Has FAS' organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Has the appointment of a Deputy Director led to more efficient work and decentralisation of the organisation? And has it led to less dependency on the Executive Director?
- Are the costs associated with having several offices justified considering the benefit? What are the alternatives?

iv. *Assessing sustainability*

In this evaluation, the focus for the sustainability criterion was on the ownership and replicability of FAS projects and on its financial dependency on Sida's funding. The following question have guided the evaluation team:

- Do regional/national/local institutions support the programme? Do these institutions demonstrate leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them?
- Has the funding base been sufficiently diversified? What has been the result of the work to obtain financial sustainability and reduce the dependency on Sida core support, and is this sufficient?

2.4 COMMENTS ON THE SOURCES

The interviews have been carefully planned to include key people within partner organisations and other actors who are expected to give constructive external opinions on the programme. The informants from each category have been selected as follows:

- FAS provided information on the programmes of each partner and put the evaluation team into contact with relevant partners' staff.
- FAS planned meetings with each of its partners in Dakar and Addis, and facilitated the fieldwork in Burundi and Rwanda. The evaluators led these meetings without the presence of FAS staff.
- Other important stakeholders and observers have been selected based on the evaluators' networks in Dakar, Addis, Bujumbura and Kigali, in order to get information that cannot be suspected as biased. Whenever possible, other actors (international and local NGOs, AU staff) have been approached. The objective of meeting other international and local actors was to gain a clearer picture of what it entails to work with gender issues in the Great Lakes Region, in West Africa and at the level of intergovernmental institutions such as the AU for example.
- It is worth noting that the collaboration with FAS and its partners has been very fruitful, each of them providing key documents, willing to discuss their strengths but also being very open to exchange about their weaknesses. FAS has even invited the Team Leader to participate in its annual staff meeting that took place before the Gender Is My Agenda Campaign in Addis. He was welcome to attend every session, including sensitive discussions such as the ones on staff issues. We feel it important to highlight this effort to be totally transparent as a finding in itself.

2.5 LIMITATIONS AND LESSONS

Within the framework of this assessment, the evaluators visited several partner organisations, each of them different in their nature, mandate and organisational structure, which are active in different parts of the continent with specific contextual issues. A great amount of time has been spent with the FAS team and management in order to better understand the logic of the programme, as well as with other informants to get

a fair picture of the opportunities and constraints faced by organisations aiming at bringing gender issues onto national, regional and international agendas. Our method has attempted to, as much as possible, minimise difficulties linked to dealing with complex issues in complex environments. We would, however, like to point to the following limitations:

- This assessment is not a final retrospective evaluation of FAS work, nor can it be considered a full-fledged relevance and/or effectiveness evaluation. This assessment shall be seen as a learning tool for FAS and Sida. It aims at providing FAS with strategic guidance on several aspects of its work that require a clear improvement in the next phase of its programme. It is also meant to provide Sida with insights on FAS work in order to optimise its support in the future.
- The fact that the evaluators did not send the questionnaire to key informants in countries that have not been visited is due to time constraints. Our experience is that the usual low rate of responses within a short amount of time does not allow for the collection of reliable and valid statistically data. Moreover, this tool would have been very useful to draw stronger conclusions on the effectiveness of the programme if the evaluators had had time to formulate quality indicators together with FAS staff prior to sending the questionnaire, which was not the case. In ideal conditions, the questionnaire would have allowed for a clearer level of attribution (see next bullet point) through a more representative sample of respondents and increased statistical significance.
- The issue of attribution has been a constant concern for the evaluation team. Due to time, human and financial constraints, it was not possible to fully evaluate the effectiveness of FAS programme and draw conclusions on the effective changes (at outcome level) that could be attributed to FAS. What we have been able to highlight are the contributions of FAS.
- It would have been relevant and interesting to spend time in each country and/or region where FAS is active in the field. It would have allowed the evaluators to verify the credibility of the claims made by FAS and by its partners. However, the time and resources allocated for this assessment only allowed the visit of two projects (Burundi and Rwanda).
- Apart from making sure that gathered information answers the evaluation questions, our approach and the focus on utilisation have ensured that the evaluation process would allow FAS, their partners and stakeholders to reflect on their work and, thus, learn from the evaluation process. The Team Leader has shared the initial findings of the evaluation with FAS management and available board members during the final day of his visit to Addis.
- None of the external informants has provided information that might question the trustworthiness of the information collected through the staff, the partners and/or the beneficiaries. This strengthens our confidence in the credibility of the results of this assessment.

3 Results of the Evaluation

3.1 EVALUATION OF RELEVANCE

3.1.1 Relevance to Sida's strategic priorities

The document of reference to assess FAS relevance to Sida's strategic priorities is the Cooperation Strategy for Regional Development Cooperation with Sub-Saharan Africa (2010-2015).³ We have highlighted the main focus areas of the Strategy Document in order to evaluate the relevance of FAS programme.

Capacity to work in priority dialogue issues

Comments	Grade
FAS works in line with one major objective related to Aid Effectiveness, which is to ensure that the African Union and the Regional Economic Communities (RECs) commitments towards gender equality are met and that follow-up mechanisms are strengthened. This is FAS <i>raison d'être</i> , and most of the work done by the organisation is dedicated to this objective. FAS is working in close collaboration with the AU, Economic Community of West African States (ECOWAS) (for its Mano River project) and the International Conference on the Great Lakes Region (ICGLR).	A

Capacity to work in priority sectors

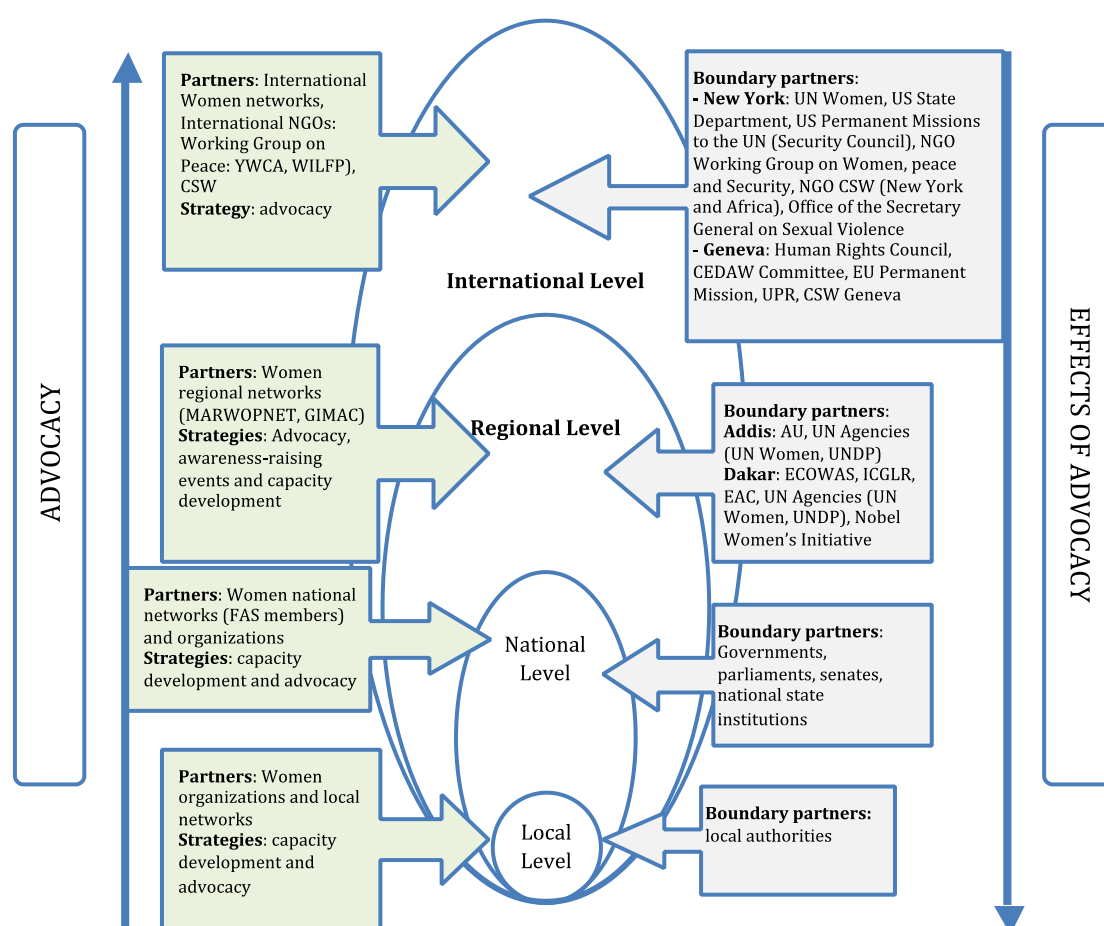
Comments	Grade
The FAS programme is relevant to sector 1 of the Strategy, namely Peace, Security and Conflict Management. FAS is involved in and promotes regional initiatives on the implementation of UN Council Resolution 1325. FAS fills a gap in Sida's portfolio of partners, as it is the only organisation that is totally dedicated to engendering peace processes, with a specific focus on the protection of women in armed conflicts and on their participation in the negotiations and in post-conflict political institutions.	A

³ Cooperation Strategy For Regional Development Cooperation with Sub-Saharan Africa (2010-2015), Ministry for Foreign Affairs Sweden, October 2010, 16 pages.

3.1.2 Relevance of the programme to the contexts in which FAS intervenes

This part of the evaluation addresses the relevance of FAS approaches, methodologies and strategies. FAS is an organisation that is dedicated to one main area of intervention – advocacy – which Graph 1 attempts to synthesise. However, the organisation and its advocacy work rely on one complementary approach that FAS refers to as empowerment. This approach, in turn, consists of several strategies: solidarity missions in conflict-torn regions, awareness raising events (Livingstone Formula) and capacity development. We assess these three different levels, while putting a special emphasis on capacity development.

Graph 1: FAS Approaches to Advocacy



Relevance of capacity development

Comments	Grade
We analyse this issue further in the chapter dedicated to effectiveness, but the relevance of the approach is of great importance to the evaluators, as it triggered interesting discussions with FAS staff and management during the field visits in Dakar and Addis. FAS consider capacity development as one cornerstone of their advocacy work. According to the management of the	A

organisation, capacity development has to be understood as a series of efforts to provide the necessary skills to understand the content of UN Resolution 1325 and its implications for women as negotiators and actors in post-conflict reconstruction. FAS is very professional in the planning phases of its training sessions: the organisation systematically assesses the capacities of the future trainees, the training curricula are of good quality, the trainers recruited to perform the workshops are competent and FAS evaluates the knowledge of the participants before and after each training session in order to measure the transfer of knowledge that took place during the workshop. However, the evaluators must raise what they consider to be a discrepancy between the objectives of FAS capacity development efforts and the number of training sessions that are organised to reach them. FAS is trying to share knowledge on complex tools, such as, for example, gender budgeting, to target groups that do not necessarily have any academic background. These target groups are only exposed to one or two workshops during each project. While there is no reason to question the quality of each capacity development session organised by FAS, we believe that the issue of the perhaps implausible link between the means (number of workshops) and the ambition (women shall be able to use this newly acquired knowledge to influence political institutions in their respective countries). This is a matter for in-depth reflexion. This will be confirmed in the part of the evaluation that is dedicated to the effectiveness of FAS capacity development activities, taking the projects in Burundi and Rwanda as examples.

Moreover, FAS launched its Pan African Centre in Dakar in 2005. The Centre was supposed to do research, orientate FAS programming in the future, and serve both as resource and venue for capacity development. During the period 2010-2012, the PAC has contributed to the development of training curriculum for the project in Burundi, and has only organised one short course (seven days) and trained the Senegalese military on gender issues (one day). The limited human resources allocated to the PAC (one administrator helped by an intern) did not allow the PAC to play the role initially planned and it has not been a resource to the projects in the field. Most of the energy of the staff has been put in the development of a Master 2 programme (14 modules, 1200 teaching hours) co-organised with the University for Peace (UPEACE) and the University of Dakar. The Master is planned to start during the spring of 2013. It is a result of several years of negotiations with UPEACE, the University of Dakar, which will harbour the course, and potential donors. The African Capacity Building Foundation (ACBF), which is based in Harare, will fund 95% of the costs and the World Bank will fund the rest. A first test will take place over a three-year period from 2013 for a total cost of 3 Million USD. There will be four staff allocated to the PAC to manage the Master. More than one thousand applications from all over Africa have already been received. Only 30 students will be selected (10 from Senegal, as planned in the contract with the university of Dakar. This might be revised in the future). The FAS Board and management expect a series of multiplying effects once the Master has started, as they are

B

convinced that the PAC will be able to play its role of capacity building in the long-term. The evaluators believe that the Master is a relevant strategic move and that it potentially entails many opportunities for the visibility of FAS. The role of PAC as an integral part of FAS work in the field and advocacy work still remains to be clarified, and the full potential of organising a Master will only be reached if the staff recruited for that purpose is available as a resource for FAS as a whole.	
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We therefore recommend FAS to:

- **Reassess its conception of capacity development and find a more plausible conceptual framework wherein output and outcome targets and indicators more clearly reflect the expected levels of activities**
- **Find a more plausible role of the PAC aiming at clarifying its links with the projects in the field and the advocacy work of the organisation**

Relevance of awareness raising events and advocacy

Comments	Grade
This is, without any doubt, the strongest part of FAS work. It is well thought-through, built around relevant complementary approaches and benefits from the extraordinary combination of grass root networks and influential personalities dedicated to FAS work. The work relies on a series of approaches that reinforce each other and that can be summarised as follows: FAS believes that successful advocacy is based on confidence building (women organisations shall feel comfortable with the fact that they are entitled to claim their rights and to address decision-makers), knowledge (capacity development), access to spheres of decision in order to share their conditions and make their demands heard, and on the creation of strong coalitions (difficult to do, as women are as divided as men in conflict situations, but nevertheless necessary). The capacity of FAS to bring women platforms to the AU in Addis, to the UN in New York and Geneva, and to create a space where their voices are heard, increases the relevance of FAS advocacy. However, during the staff meeting in Addis and during the focus group discussions and individual interviews, the staff mentioned a lack of systematic links between the field offices and the offices in New York and Geneva.	A

We therefore recommend FAS to develop strategies aiming at bridging the lack of a systematic link between the field offices and the offices in charge of advocacy in Geneva and New York.

3.1.3 Relevance in relation to the logic of programming

In this chapter, we assess the logic of programming of FAS and the capacity of the organisation to reorient parts of its programme due to constraints imposed by changes in the political environments in which the organisation is involved.

Consistency of programming

The main issue here is to assess the extent to which the programme is logically planned and whether the activities and the outputs of the programme are consistent with the attainment of its objectives.

Comments	Grade
This is probably the main weakness of the organisation. FAS does not properly understand and use Results-Based Management (RBM) and the strategic planning of the programme is therefore weak. The formulation of the objectives is often too vague and objectives are often formulated as outputs, which makes analyses of outcomes problematic. Moreover, the strategies are not directly related to an analysis where problems are clearly identified and formulated. The project proposal also highlights 10 challenges for FAS work. None are problems that FAS could try to address through its programme, and they are not formulated as specific objectives. They are considered as crosscutting issues that are mainstreamed throughout the programme. However, these challenges contribute to the lack of logic of the programme. Consequently, the project proposal and especially the poor quality narrative reports do not reflect the quality of work of the organisation.	C
However, FAS has been going through an in-depth transition period since 2010. Among other aspects, this transition has consisted of equipping the organisation with a series of new management tools. FAS has recruited a firm of consultants based in Geneva to develop new project management tools and procedures and to train the staff in Geneva and Dakar. These tools include a series of templates, including tools for risk analysis and the development of indicators. The project staff has started to use these tools for each project since 2011-2012. In addition, FAS has worked with another external resource to develop a RBM manual. This is undoubtedly a very positive and relevant development for the organisation.	A
However, the RBM manual does not explain fundamental aspects of RBM, meaning the different phases of the logic of planning (problem analysis, from problem analysis to the formulation of objectives/outcomes, development of strategies/activities that clearly address the causes of the problem). The new management tools will only reach their full potential when/if FAS understands and masters the different steps in the logic of programming.	B

We therefore recommend Sida to:

- **Provide FAS with technical support available within the Results Framework. This support should be ideally provided during the first half of 2013.**
- **This support should consist of training FAS staff and relevant board members in RBM and of helping FAS review the Results Framework included in the new programme (2013-2016).**

v. *Capacity of the FAS to adapt its programme to changing environments*

This part of the evaluation assesses the extent to which FAS adapts its programme to changes in the different environments in which the organisation is involved. It assesses whether the objectives, as they were initially formulated, are still valid and whether the new activities and outputs of the programme are consistent with the intended effects.

Comments	Grade
As the FAS logic of programming and programme management skills have been deficient during the period 2010-2012, the organisation has not systematically adapted its programme to changes in the environment nor has FAS reformulated the different objectives of its programme in order to make them more relevant and realistic. FAS has mainly been reactive, taking for example, the decision to freeze parts of this programme because of a lack of funding (Women Led Business (WLB)) or because of a mix of a lack of funding and difficulties to work in the field (Darfur project). As a result, the staff currently uses the new management tools but is still using the original objectives and strategies.	C
This negative statement shall, however, not overshadow the quality of the strategic discussions that take place around the advocacy work of the organisation. FAS constantly examines different options and strategies to reach out to power holders and decision makers in order to have the maximum effect. Unfortunately, as the objectives of the programme are not specific enough, this strong aspect of FAS work does not appear in the narrative reports produced by the organisation.	B

3.1.4 Conclusion on relevance

The evaluation of FAS relevance highlights a majority of A, making FAS a **highly relevant partner organisation for Sida**. However, the assessment has pointed out a series of weaknesses that FAS needs to address. The structural weaknesses in programme planning and management are major obstacles to FAS performance.

We therefore recommend FAS to plan for an internal capacity building process in RBM for its staff and its board members active in the Operation Committee.

This capacity building project should focus on enhancing their skills on:

- **Methods to perform a problem analysis,**
- **Transforming a problem analysis into the formulation of objectives/outcomes,**
- **Developing strategies/activities that clearly address the causes of the problem,**
- **Integrating elements of outcome mapping in FAS project management, especially:**
 - **The identification analysis of FAS boundary partners,**

- **The formulation of outcome challenges with each boundary partner, which will allow FAS to develop relevant and quality indicators throughout the implementation phase of its coming programme.**

3.2 EVALUATION OF EFFECTIVENESS

3.2.1 FAS capacity building efforts and generation of new knowledge

This issue has been partly addressed in the part of this report dedicated to the relevance of FAS capacity development efforts. Beyond the doubt expressed by the evaluators on the sustainability (real capacity to bring about lasting change) with a limited number of training sessions for a small set of trainees, the question is whether each training programme generates knowledge. The analysis of the documents made available by FAS (workshop reports), and a series of interviews in Burundi and Rwanda, with beneficiaries of FAS capacity development efforts, allow the evaluators to formulate the following preliminary conclusions. They are only preliminary, as the small number of interviewed beneficiaries and analysed documents do not allow for more assertive deductions.

- The planning and the balanced content of FAS training sessions (not too many topics tackled per day), together with the competence of the facilitators, are conducive to learning;
- According to the evaluations performed by FAS, the transferred knowledge is relevant to the needs of the participants;
- The evaluation that FAS undertakes after each training session, which allows the organisation to measure the transfer of knowledge, tends to show that the participants are learning what has been presented;
- Beneficiaries in Burundi and Rwanda have confirmed that participating in the workshops organised by FAS has enhanced their capacities, especially on the content of the UN Resolution 1325 and on gender budgeting. They have acknowledged the fact that there was a good balance between theoretical and practical knowledge.

3.2.2 Use of acquired knowledge

This part is devoted to assessing the extent to which the knowledge acquired by the participants in FAS capacity development sessions has been used to undertake organisational changes, to develop new policies and/or of new working tools or methods.

i. Effects of FAS capacity building efforts in terms of organisational changes

Organisational changes are not one of the FAS objectives, although the organisation is also involved in stimulating the creation of women CSO platforms. This is an interesting issue, as FAS might consider revising parts of its strategies in the future. FAS considers building platforms to be necessary to increase the chance for women's organisations to be heard in their advocacy work. The priority for FAS is that coalition building is a response to emergencies. So far, FAS has not developed any capacity enhancement plans at an organisational level with its partners on the ground. FAS

considers that it does not have the human and financial resources to develop this programmatic orientation.

Following up on our concerns about the sustainability of FAS capacity building efforts, we believe that FAS would benefit from reconsidering its general approach to capacity development. This does not necessarily mean that FAS will have to change the nature of its partnership with women's organisations on the ground, but it might highlight the need to, for example, develop other forms of partnerships with organisations that will be able to more systematically support women's networks.

This issue triggers a second reflection, which is linked to what FAS expects from its capacity development efforts. So far, the priority has been rightly put on the development of national and regional action plans on the UN Resolution 1325. There might be a need, in the coming phase of the programme, to change the focus towards the level of implementation of these plans, identifying the obstacles to their full implementation and their causes, and develop strategies to address these causes. Organisational changes might then become a topic of interest for FAS.

ii. Effects of FAS capacity building efforts on the development and/or the implementation of new policies

It is doubtful that FAS capacity building efforts alone have led to the development or the implementation of new policies. However, the combination of capacity development and advocacy initiatives has contributed to policy making at national and regional levels.

- In Burundi and in Rwanda, the Governments have elaborated and adopted National Action Plans (NAP) on the UN Resolution 1325.
- In Rwanda, interviews with high-level personalities have confirmed that FAS interventions have contributed to the creation of a Steering Committee (*Comité de Pilotage*), which is chaired by the Ministry of Gender and in which several key ministries are represented. Moreover, FAS has contributed to the creation of a working mechanism between the State and civil society and elected bodies. In addition, FAS has contributed to the reform of the Gender Monitoring Office, which is now dedicated to NAP and no longer to the follow-up of the Beijing Conference.
- In Burundi, FAS has contributed to the creation of a Steering Committee for the implementation of the NAP on R1325.
- FAS has also contributed to the development and the adoption of a NAP on R1325 in the DRC.
- At regional/international levels, FAS has strongly advocated in favour of Regional Action Plans on R1325. Combined with initiatives from other organisations, FAS has contributed to the adoption of plan for action by the Commission Économique pour les Pays des Grands Lacs (CEPGL) during a meeting organised by the International Conference on the Great Lakes Region. FAS has also contributed to the decision taken by the Mano River Union in 2010 to develop a Regional Action Plan (RAP) on R1325.

iii. Effects of FAS capacity building in terms of new working tools and/or methods or approaches

This is a part of FAS work where the performance has been rather poor. FAS has not developed a strategy to capitalise on its capacity building efforts nor on the knowledge acquired by the participants. As we mentioned before in this report, the PAC has played a limited role during the period 2010-2012, due to different constraints (development of a Master programme, lack of human resources), but mainly because of a lack of strategy on the role the PAC should play as a support to FAS as a whole.

We therefore recommend FAS to embark on a strategic reflexion involving the Board aiming to:

- **Formulate clearly FAS conception and approaches to capacity development,**
- **Strengthen FAS capacities to capitalise on and share its experience in capacity development.**

3.2.3 Effectiveness of FAS advocacy programme

The main issue addressed in this part of the report concerns the perceptions of the partners, the target groups and the beneficiaries of FAS programme. The evaluators have assessed the extent to which they consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping.

The results of our interviews with different stakeholders are quite impressive. FAS is perceived as a key organisation in enhancing women's roles and visibility. This is due to a series of factors. In the following lines, we will only present those that have been mentioned by at least four interviewees in different meetings.

- FAS and its leader have been visionary. The organisation has been able to express a vision on how to transform ideas into practice.
- FAS is able to bring gender issues to the agenda of local, national, regional and international actors. As an example of FAS capacity to reach-out to international levels, FAS Founder and President, Mrs Diop, addressed the United Nations Security Council on 30 November 2012 during the Open Debate of the Security Council to commemorate the 12th anniversary of resolution 1325 on women, peace and security. Ms. Diop spoke on behalf of the NGO Working Group on Women, Peace and Security.
- FAS has been able to develop close relationships with committed supporters sitting in key positions within the AU and many UN agencies. As a result, FAS has developed valuable knowledge about the ways that these international organisations function. According to an informant working at a high level within the AU "without this knowledge and the contacts within the institution, nothing works".

- FAS is a reliable and innovative partner. The organisation is always delivering quality work and is committed to change. FAS often suggests methods that have not been tested before or that the target groups are not used to.
- FAS is a non-biased, impartial partner. The work of the organisation in Senegal during the election is a good example. This is an important finding of this evaluation, as some donors and partners questioned the nature of the relationship between FAS and the Government in place before the elections. The President of the Electoral Commission asked for some support from the United Nations Development Programme office in Dakar, for the first time ever, because of the tense situation prior to the elections of 2012. The United Nations Department for Political Affairs (DPA) and the UNDP organised an assessment mission and met with FAS on that occasion. The UNDP was trying to support, with limited financial means, a few relevant initiatives aiming to ease tensions. The UNDP appreciated FAS' innovative approach, particularly the Situation Room, where FAS planned to monitor the electoral process in real time with individuals and partner organisations present in polling stations throughout the country. According to the UNDP, this was real substantive work, and UNDP is impressed by the project. The Situation Room turned into a 'go-to place': every relevant and important actor involved in the elections went there (the AU, national and international civil society organisations, international donors and Senegalese politicians). It is the credibility of the information that attracted observers. According to the UNDP, FAS Situation Room legitimacy has contributed to transparent elections in Senegal and to the recognition of the results by President Wade. This is partly due to the quality of the organisation of the event and to the mobilisation of respected women (former politicians, civil society activists from many West African countries) who would talk to politicians and policemen in voting offices. For the UNDP, *"something different has happened: during the second round, the Situation Room was a place to see and be seen, it was strongly and efficiently relayed by the media. 90 minutes after the closure of the polls offices, Wade announced he was beaten"*. Other international actors have confirmed the fact that FAS has acted very professionally and with impartiality during the electoral process.
- FAS has shown rare capacities in terms of flexibility. The organisation has been able, for example, to adapt to changing political contexts within the AU and to the challenges linked with working with a sometimes-slow bureaucracy.
- FAS has the capacity to maximise even small opportunities, to react to and to capitalise on the smallest openings that are provided by political actors. The ability of FAS to convene capacities through its network is impressive, and the organisation is able to mobilise relevant human resources quickly.
- For the AU, UNDP and UN Women, FAS has largely contributed to increased participation of women in peace building, and to the emergence of women in political debates (in the Mano River Region particularly) through the creation of women's platforms that have become essential dialogue and implementing partners for UN agencies and the AU.

3.2.4 FAS monitoring

This part is dedicated to assessing the performance of FAS monitoring. The focus is on the methods that are used by FAS to monitor its work and on the extent to which it nurtures the reporting of the organisation at activity, output and outcome levels.

As mentioned previously in this report, FAS has, since 2010, embarked on a transition process aiming at enhancing the professionalism of the organisation. An important part of this process has consisted of developing a Monitoring and Evaluation Manual.

The Manual contains many relevant templates (baseline, risk analysis, development of indicators), which is very positive, and it highlights the fact that Monitoring & Evaluation (M&E) does not only concern the field projects but all aspects of FAS work. A potential risk with this management tool is its heavy aspect (too many templates and procedures, time consuming). However, FAS has decided on minimum requirements, i.e. on ways to optimise the use of the Manual in order to make it a real management tool and not a discouraging one.

Discussions during the staff meeting in Addis showed that there was still widespread confusion about indicators and that the staff was not yet fully familiar with the tool. FAS has already started to train the staff and is planning to train the existing staff further in the future. Moreover, risk analysis can be improved, especially at project level.

FAS monitoring has been weak in the past. The organisation has not been able to produce quality reports, as the planning and monitoring systems did not allow for systematic use of the collected information to describe and analyse what FAS had achieved, especially beyond an activity level. However, the recent developments are encouraging, even though FAS has not yet been able to demonstrate any effect of the work that has been undertaken. The latest available narrative report (2011), in which a majority of the presented results are in fact activities, illustrates this lack of measurable progress. We have already stressed the fact that despite the general quality of the manual, the absence of clear instructions and methods on strategic planning and on what the organisation needs to put in place to develop indicators will not allow the organisation to fully benefit from the many relevant tools included in the Manual.

We therefore recommend Sida to extend its support during one year by providing an external resource that will help FAS better monitor its work and develop relevant indicators at output and outcome levels. This might be done within the Results Framework or by accepting to fund a specific budget line in the FAS new programme proposal that is dedicated to this support.

3.3 EVALUATION OF EFFICIENCY

3.3.1 FAS organisational structure

This first part of the assessment of FAS efficiency attempts to answer the following questions:

- Have FAS organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Has the appointment of a Deputy Director led to more efficient work, decentralisation of the organisation and has it led to less dependency on the Executive Director?

The transition process mentioned previously in this report has also involved changes in management structures and procedures at the level of the Board and of the staff. The Board created three new committees in 2010 on operations, fundraising and finances. These committees meet twice a year in order to better follow-up the work of FAS. It is difficult to assess with certainty the effects of these changes, as they are rather newly put in place. However, according to the staff, the commitment of the Board and the fact that they can meet more often with the members of the Committees has both increased the ownership of the projects at the level of the organisation as a whole, and has allowed for more in-depth support. The Committee members shared their experience and expertise with the staff, and the fact that they now meet twice a year allows them to go much more into the details of FAS work than during the annual Board meetings.

The coordination mechanisms that have been put in place since 2010 have clarified the roles and responsibilities of each office. Dakar is in charge of the operations, including the overall responsibility of advocacy. The office in Geneva deals with fundraising and relationships with donors (the major ones are in Europe), and with the financial control of the whole organisation. This function was strengthened when FAS put in place its new system of financial management, the choice of Geneva to harbour it being based on the need to have a control function that would be impartial, far from the potential pressures from the field. The person in charge of the overall administrative and financial responsibility is based in Geneva. This separation between the financial control/audit in Geneva and the day-to-day accounting in Dakar has led to improvements in the quality of financial reporting.

Important parts of the transition, the programme coordination mechanisms have started to be adjusted together with a change of leadership. The Founder and Executive Director of FAS, Mrs Diop, has played a tremendous role in the development of FAS, its visibility and credibility. Her work with FAS has made her a prominent personality worldwide (she was even listed by Time Magazine among the hundred most influential personalities in the world in 2012). The recognition of Mrs Diop has opened many doors for FAS, and as we mentioned before in this report, the organisation has access to high-level decision-makers to an extent that few international NGOs have. However, what has been, and still is, a very valuable asset for FAS might also be problematic for the organisation if the succession of Mrs Diop is not properly

planned. The risk with such strong dependency is that the legitimacy of the organisation, its capacity to have access to and mobilise institutions at high level, may decline when Mrs Diop is not going to be as active as she has been since the creation of FAS. The Board is very aware of that risk, as is Mrs Diop, and discussions on a smooth transition started several years ago. The process of transition was launched in July 2011 when FAS recruited a Vice Director to second and support the work of the Mrs Diop. The next step consisted of a switch between the President of the Board, Mrs Baricako, and Mrs Diop. In early 2012, Mrs Baricako was appointed Executive Director, while Mrs Diop replaced her as President of the Board. This first withdrawal of Mrs Diop from a direct management position is a positive step.

The recruitment of a Vice Director has, however, not led to improved coordination mechanisms nor has it led to more efficient work. For different reasons, she left FAS after one year. FAS did not recruit the right profile. The Vice Director was an activist with no experience or knowledge of programme coordination and management. It is important that FAS make a clear distinction between the role of the future Executive Director, who will mainly be in charge of coordinating the work of the organisation and lead the fundraising and advocacy work, and the role of Programme Manager who will be in charge of the daily implementation of the programme and of the proper use of FAS project management tools. This is a vital function for the organisation. Despite the fact that Mrs Diop has systematically encouraged the visibility of her staff and shared her contact network with them, the dependency of FAS on its founder is still very strong.

We therefore recommend FAS to continue the leadership transition process along the following lines:

- **Use the first half of 2013 to recruit a new Executive Director. FAS should recruit a person with at least the following competences:**
 - **An African woman (or man) with experience of working with international organisations, preferably with the UN and/or the AU**
 - **A person already known by international actors, especially on the African continent**
 - **Experience in advocacy at international level**
 - **Fluency in English and French**
- **Use the first half of 2013 to recruit a Programme Manager with the following competences:**
 - **Knowledge and experience of working with RBM**
 - **Experience of managing projects/programmes in a international environment**
 - **Fluency in English and French**

3.3.2 FAS cost efficiency

This assessment only focuses on the rationale for, and on the costs related to having several offices. This analysis allows the evaluator to draw some conclusions on the need and the relevance to think of possible alternatives.

FAS is currently structured in the following manner. The organisation runs four offices in Geneva, Dakar, New York and has recently stationed one staff member in Addis Ababa. The office in Geneva is the first one put in place by FAS in 1994, which is still registered as a Swiss Non Governmental Organisation. It consists of one Coordination Officer, one Administration and Finance Officer, one Advocacy and Networking Officer, one Research and Documentation Officer, one Information and Communications Officer, and of one Fundraising and Partnership Officer. The regional office in Dakar was officially opened in 2003 and became operational in 2005. It consists of the Executive Director, one Programme Officer, one Information and Communication Officer, one Administration and Finance Officer, one Coordination Officer, one Coordinator for the Pan African Centre, and of one Administrative Support Officer. Interns, whose number varies with time, support this permanent staff. The office in New York was set up in late 2004, and consists of one Advocacy and Networking Officer, who is supported by a part-time staff in charge of administrative tasks. Since 2012, FAS has one Advocacy Officer based in Addis.

Table 1 shows the share of institutional costs during the period 2010-2012. The table highlights the rather high levels of the institutional costs and their constant increase, as their share has moved from 46% in 2010 to 52% in 2011 and up to 66% in 2012.

Table 1: Share of FAS Institutional and Programme Costs (2010-2012)

EXPENSES	2010 (CH)	2010 (SEK)	2011 (CH)	2011 (SEK)	Interim figures 2012 (CH)	Interim figures 2012 (SEK)
Programme Costs	1,494,762.75	10,313,862.98	1,884,377.54	13,007,205.03	1,168,743.47	8,064,329.92
Institutional Costs	684,056.25	4,719,988.13	971,607.28	6,704,090.23	776,178.53	5,355,631.88
TOTAL	2,178,819.00	15,033,851.10	2,855,984.82	19,706,295.26	1,944,922.00	13,419,961.80

Table 2 shows the costs related to the different offices. It highlights the predominant share of the office costs in Geneva, which are mainly due to office rental costs. The low office costs in Dakar and Addis are due to the fact that FAS does not pay any rent in the two countries. The organisation signed an agreement with the Senegalese government, which puts office space at the disposal of FAS, and the Economic Commission for Africa (ECA) provides the office in Addis. The small office in New York has limited costs.

Table 2: Costs Related to FAS Offices (2010-2012)

EXPENSES	2010 (CH)	2010 (SEK)	2011 (CH)	2011 (SEK)	Interim figures 2012 (CH)	Interim figures 2012 (SEK)
1- Geneva Office						
Staff cost	167,417	1,155,179	199,887	1,377,841	200,256	1,381,768
Office cost	76,864	530,361	94,091	649,231	92,900	641,010
Total	244,281	1,685,540	293,778	2,027,071	293,156	2,022,778
2- Dakar Office		-		-		-
Staff cost	147,808	1,019,875	208,603	1,439,357	149,853	1,033,986
Office cost	35,696	246,302	49,165	339,239	35,520	245,088
Total	183,504	1,266,178	257,768	1,778,596	185,373	1,279,074
3- NY Office		-		-		-
Staff cost	52,545	362,560	62,190	429,109	101,267	698,744
Office cost	12,514	86,349	21,277	146,813	28,130	194,096
Total	65,059	448,909	83,467	575,922	129,397	892,840
4- Addis Office		-		-		-
Staff cost	61,012	420,981	61,012	420,981	61,012	420,981
Office cost	-	-	-	-	-	-
Total	61,012	420,981	61,012	420,981	61,012	420,981

Staff costs in Geneva are, on average, 25% higher than in Dakar. This trend will change when the management transition is finalised, as it is due to the fact that Mrs Diop is still salaried in Geneva. Moreover, the recruitment of an Executive Director and of a Programme Manager based in Dakar will strengthen the Regional Office.

The analysis of FAS institutional costs and the weight represented by its different offices brings to light a characteristic that deserves some comments: FAS is highly dependent on institutional/core support, and this dependency tends to increase with time. FAS is facing a series of options:

- Either the organisation succeeds in raising more institutional support,
- Or it has to increase the volume of its projects,
- Or it has to decrease some of its institutional costs, and explore the possibility of reducing the number of offices.

The first two points are dealt with in the following chapter. The question of FAS office costs has to be comprehended through an analysis of the relative value of the costs and of the value added provided by having these four offices.

The relative value of the institutional costs, including office costs, is relatively limited compared with other International NGOs. According to the figures provided by FAS, the cumulated institutional costs (staff and office costs) during the period 2010-2012 represent less than 400 000 SEK per month.

The value added of having offices in Geneva, Dakar, New York and Addis needs to be further analysed. There are a series of strong arguments, even though this list is not exhaustive, in favour of this presence:

- This presence is at the origin of the creation of FAS: no Africans were talking about the situation on the ground in Geneva or New York. The African pres-

ence is an essential component of FAS *raison d'être*, as it brings legitimacy to its advocacy work;

- FAS is the only African NGO working on Women, Peace and Security with an office in New York;
- An organisation working with advocacy needs a daily presence in order to be seen as a resource. FAS staff in Geneva and New York participate on a daily basis in meetings to inform other organisations (CSOs, donors, UN agencies) on the situation on the ground in the Great Lakes Region, in Mali, Liberia, Guinea and/or Ivory Coast, and also on best advocacy procedures;
- Presence in Geneva and New York means access to information in real time (what issue or country is a priority at the UN Security Council, for example). It increases the responsiveness of FAS, but also its visibility and effectiveness. FAS was, for example, able to liaise with the Office of the UN Secretary General on Gender-Based Violence in DRC, which later on led FAS to facilitate a meeting in DRC when he visited Congo;
- Presence in Geneva and New York also allows FAS to follow on policies. The day-to-day dialogue with actors is essential to influencing them. FAS has become a major intermediary between international organisations and African women;
- The presence in New York is also justified by the will to reach out to the US State Department, which is based in Washington DC. FAS is regularly invited to participate in meetings. When Hilary Clinton travelled to Dakar, she was able to meet with women's organisations on the ground and this work was planned from the office in New York;
- Finally, FAS participates in the three annual sessions of the Human Rights Council (HRC), of the CEDAW Committee, which now only gathers in Geneva. Each of them is three-weeks long;
- The office in Dakar is also strategically placed. The UN Regional Headquarters for West Africa is located in Dakar. The UN Women office in Dakar is now expanding, as it will integrate the former United Nations Development Fund for Women (UNIFEM) office for Central Africa. Moreover, the fact that FAS is going to co-organise the Master with UPEACE and the University of Dakar strengthens the need for a presence in Senegal.

The evaluators believe that the option consisting of closing down one office to lower the institutional costs would be detrimental to the work of FAS. It is, at least, not the first option. FAS priority should instead be on raising more institutional support, either through enlarging its portfolio of donors and/or through innovative fundraising strategies (see next chapter). If FAS proves unable to raise more core/institutional support, the Board would then be forced to take strategic decisions on the future of the FAS structure. Once the new management is in place, FAS might have to reconsider some of the programme support functions based in Geneva without jeopardising its African presence, which is an important aspect of its work. The Board might then consider downsizing the office in Geneva, leaving only what the evaluators consider vital functions for the organisation as a whole: financial control and advocacy.

3.4 EVALUATION OF SUSTAINABILITY

3.4.1 Ownership and support from local, national and/or regional institutions

In this section, we will address the level of support provided by regional, national and/or local institutions (their possible financial support is dealt with in the following part), in particular the level of their leadership, commitment and technical capacity made available to FAS programme. The issue of their commitment to continue and/or replicate the efforts and activities supported by the FAS programme has been dealt with in the chapter on effectiveness.

It is difficult to say that regional institutions support the FAS programme. However, we have already stressed the fact that FAS has developed strong relationships with influential personalities within these institutions, and that they serve as essential relay, especially in terms of their leadership and commitment to the work undertaken by FAS. This is particularly true at the level of the AU. The presence of Mrs Zuma, Chairperson of the AU Commission, to launch the latest Gender Is My Agenda Campaign that took place in Addis Ababa in January 2013 is good example of commitment. A high-level AU official has even indicated to the Team Leader of this evaluation that the AU participates in FAS activities to an extent that is largely superior to any other NGO.

3.4.2 FAS financial sustainability

Table 3 shows the respective share of all financial partners that have funded FAS during the period 2010-2012. The analysis of the chart triggers a series of comments and highlights weaknesses in the financial situation of FAS.

First, the chart shows that FAS has made strong efforts to diversify its funding base. Around 30 financial partners have supported FAS activities during the past three years. This is a positive sign, as it tends to demonstrate that FAS is seen as a reliable partner by many donor agencies. Moreover, a great majority of them are African donors, which is also an interesting fact, for at least two reasons. It first tends to confirm the main findings of the evaluation: FAS is perceived as an important actor within the gender, peace and security sector in Africa, as a relevant implementing partner, and the organisation is able to mobilise energy from grass roots to higher institutional levels. It also highlights an appealing trend, which, if it were to be confirmed with time, would mean an increasing responsibility taken by African institutions and lower dependency on European funds. However, this picture needs to be nuanced. The majority of FAS financial partners only support specific, short-term projects, involving limited grants with no institutional support. At best, FAS is able to include the salary of one project officer in each of these short-term projects. The financial contributions of African institutions are still limited, and it is very likely that this situation will remain unchanged in the coming years, as they are themselves dependant on foreign funding.

Table 3: Contributions of FAS Financial Partners (2010-2012)

	2010	2010	2011	2011	2012	2012
I N C O M E	CHF	SEK	CHF	SEK	CHF	SEK
Gvt of Norway	166,451	1,148,512	509,144	3,513,094	647,940	4,470,786
Gvt of Finland	173,688	1,198,447	417,454	2,880,433	218,337	1,506,525
DFID	479,719	3,310,061	-	-	-	-
AWDF	-	-	61,798	426,406	-	-
Gvt of Spain	371,757	2,565,123	-	-	-	-
EU	143,054	987,073	141,677	977,571	9,649	66,578
Private Donation	28,878	199,258	39,698	273,916	-	-
Gvt of Senegal	-	-	209,380	1,444,722	124,799	861,113
Sida	627,956	4,332,896	748,949	5,167,748	668,087	4,609,800
UNDEF	65,258	450,280	90,034	621,235	122,718	846,754
UNESCO	-	-	14,210	98,049	-	-
WFP	-	-	9,474	65,371	-	-
ECA	-	-	22,405	154,595	-	-
OSIWA	-	-	12,857	88,713	-	-
ABD	-	-	3,759	25,937	-	-
Private sector (CCBM)	-	-	3,759	25,937	-	-
Gvt of Rwanda	-	-	12,300	84,870	-	-
ILO	24,000	165,600	20,877	144,051	-	-
DCAF	-	-	82,542	569,540	52,722	363,782
UNIFEM	-	-	125,358	864,970	-	-
Luxembourg	-	-	32,465	224,009	-	-
Financial & extraordinary income FAS	-	-	113,708	784,585	-	-
UNWOMEN	-	-	-	-	90,561	624,871
UNDP	-	-	-	-	110,752	764,189
AWDF	-	-	-	-	18,699	129,023
ACBF	-	-	-	-	189,780	1,309,482
Mo IBRAHIM	-	-	-	-	27,805	191,855
Fellowship	-	-	-	-	41,073	283,404
Other Donors (IPAS, UAF, IPI)	70,630	487,347	3,580	24,702	34,269	236,456
TOTAL INCOME	2,151,392	14,844,605	2,671,849	18,435,758	2,441,191	16,844,218
Sida's share		29.19%		28.03%		27.37%
Others Donors		70.81%		71.97%		72.63%

Source: FAS financial reports

The second main feature of FAS' financial status is the capacity of the organisation to attract powerful donors such as DFID or the Government of Spain, but it has not yet proven long-lasting. Their support has been based on short-term projects, and FAS has not yet succeeded in developing sustainable relationships with them.

Finally, and as a direct consequence of the previous two points, FAS is in a situation of strong dependency on a limited number of donors: the cumulated contributions of Sweden, Norway and Finland represented almost 60% of the total funding during the period 2010-2012. Sida's financial support alone amounts to around 30% of the total on a yearly basis. More worrying for FAS is the fact that Sida is the only donor that is

providing institutional support. The other ones only fund activities of specific projects included in FAS programme.

The creation of a Fundraising Committee within the Board shows its commitment to improve and sustain the financial stability of the organisation. It has helped orientate the strategic discussions on fundraising: the President of the Committee has approached and met with different potential donors (Ford Foundation, Government of Denmark) and FAS is now thinking of a fundraising event in Europe and/or in the US. This is a positive development for FAS, although it has not yet led to tangible effects.

FAS remains in a fragile financial situation, which brings about negative consequences for the sustainability of the organisation and of its programme. FAS is very reactive and responds to many short-term calls for proposals, which increases the workload of the staff and gives the impression of an organisation that is spreading itself thin. FAS is not able to provide middle-term employment security to its staff, and the turnover is very high. As a result, FAS relies to a large extent on technical expertise provided by interns and external competences working voluntarily. This, in turn, is detrimental to the continuity and the durability of the work.

We therefore recommend Sida to:

- **Carry on with funding FAS for a new period of three years and at least maintain its current financial support (5 MSEK per year)**
- **Take the lead among Scandinavian donors (Sweden, Norway, Finland and Denmark) and strongly argue in favour of the creation of a basket fund covering the institutional and programme needs of FAS, which would allow for more financial stability and sustainability for the organisation.**

4 Conclusion and Recommendations

This evaluation shows that the programme developed and implemented by FAS during the period 2010-2012 is characterised by a mix of impressive achievements and structural weaknesses that are real obstacles for the organisation in reaching its full potential. On the one hand, there are a number of elements of the programme whose performance is quite considerable. The ability of FAS to access and mobilise grass-roots organisations as well as influential personalities at the highest levels of decision-making, whether at the UN or the AU, is a notable aspect of the programme. FAS has been able to develop a wide network of organisations and influential women in almost all African countries, but also in the major European capitals and the United States, which allows it to mobilise these resources efficiently and effectively for its advocacy work.

Moreover, the fame of the founder of FAS, who is able to open doors that few other organisations have access to, is a true value added. In addition, the reputation of the credibility of the information contained in its advocacy work, the capacity of the organisation to meet its commitments and to deliver what is expected from it, make FAS a reliable and credible partner to national, regional and international institutions that have been approached during this evaluation. Furthermore, one of FAS approaches, which is not only to advocate on behalf of women victims in armed conflict, but allows them to have direct access to decision-makers in New York, Geneva and Addis Ababa reinforces its legitimacy and visibility. Added to this is its presence in the field, either directly through projects that FAS is responsible for, or in partnership with local networks of women's organisations, which contribute to making FAS a relevant organisation, as it is engaged with the reality on the ground. Finally, the capacity of FAS to react quickly and adequately to political situations that entail a high potential of violence, as was the case around the elections in Senegal in 2012, has strengthened the image of the organisation as a non-biased and effective actor for conflict prevention and dialogue.

However, the evaluation also highlights a series of contrasting results. FAS is characterised by a structural programmatic weakness that has negative consequences for the overall work of the organisation. FAS does not properly understand and use the approaches of results-based management and the strategic planning of the programme is therefore weak. The formulation of the objectives is often incorrect, which makes them difficult to reach. Moreover, the strategies are not directly related to an analysis where problems would be clearly identified and formulated. Consequently, the project proposal and especially the poor quality narrative reports do not reflect the quality of work of the organisation. The negative impacts of this weakness are numerous. First, FAS faces difficulties to convince donors to support the programme, the narrative reports being one of the major tools of external visibility that the organisation has.

FAS is forced to develop short-term projects to fund the programme, which increases pressure on the staff and undermines the overall performance of the programme. FAS, however, has engaged in a transition phase during the past two years, during which many project management tools have been developed. These tools are not enough, because it is the programming logic that needs to be revised. In addition, the evaluators conclude that the FAS approach to capacity building must be the subject of an in-depth strategic reflection at the level of the organisation. It is doubtful that FAS training sessions, despite their relevance in terms of content and quality of their preparation, are sufficient in quantity to enable behavioural changes among its trainees.

It is important that FAS draw some lessons both from the most remarkable features of its work, but also from the imperfections that characterise it in order to develop an even more relevant, effective, efficient and sustainable programme in the years to come.

We recommend Sida to:

- Carry on with funding FAS for a new period of three years and at least maintain its current financial support (5 MSEK per year)
- Take the lead among Scandinavian donors (Sweden, Norway, Finland and Denmark) and strongly argue in favour of the creation of a basket fund covering the institutional and programme needs of FAS, which would allow for more financial stability and sustainability for the organisation.
- Provide FAS with technical support to strengthen their focus on results:
 - This support should be ideally provided during the first half of 2013.
 - This support should consist of training FAS staff and relevant board members in RBM and of helping FAS review the Results Framework included in the new programme (2013-2016).
 - To consider the possibility to extend its support during one year by providing an external resource that will help FAS better monitor its work and develop relevant indicators at output and outcome levels. This might be done within the Results Framework or by funding a specific budget line in the FAS new programme proposal dedicated to this support.

We recommend FAS to:

- Plan for an internal capacity building process in RBM for its staff and its board members that are active in the Operation Committee. This capacity building project should focus on enhancing their skills on:
 - Methods to perform a problem analysis
 - Transforming a problem analysis into the formulation of objectives/outcomes
 - Developing strategies/activities that clearly address the causes of the problem
 - Integrating elements of outcome mapping in FAS project management, especially:
 - The identification analysis of FAS boundary partners,

- The formulation of outcome challenges with each boundary partner, which will allow FAS to develop relevant and quality indicators throughout the implementation phase of its coming programme.
- Reassess its conception of capacity development and find a more plausible conceptual framework wherein output and outcome targets and indicators more clearly reflect the expected levels of activities
- Strengthen its capacities to capitalise on and share its experience in capacity development
- Find a more plausible role of the PAC aiming at clarifying its links with the projects in the field and the advocacy work of the organisation
- Develop strategies aiming at bridging the lack of a systematic link between the field offices and the offices in charge of advocacy in Geneva and New York
- To continue the leadership transition process along the following lines:
 - Use the first half of 2013 to recruit a new Executive Director. FAS should recruit a person with at least the following competences:
 - An African woman (or man) with experience of working with international organisations, preferably with the UN and/or the AU
 - A person already known by international actors, especially on the African continent
 - Experience in advocacy at international level
 - Fluency in English and French
 - Use the first half of 2013 to recruit a Programme Manager with the following competences:
 - Knowledge and experience of working with RBM
 - Experience of managing projects/programmes in a international environment
 - Fluency in English and French

Annex 1 – Terms of Reference

Mid-term review of the Sida supported FAS programme “Enhancing Civil Society in Human Security, Conflict Prevention and Peacekeeping” during the period 2010-2012

1. Background

Femmes Africa Solidarité (FAS) is a non-religious, apolitical NGO working to promote the role of women in conflict prevention, management and post-conflict reconstruction on the African continent. Founded in 1996, FAS undertakes advocacy and builds capacities to support the implementation of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, the UN Security Council Resolution 1325, and the Solemn Declaration on Gender Equality in Africa.

In July 2009, FAS submitted a funding proposal to The Swedish International Development Cooperation Agency (Sida) under the “Call for Proposals to Civil Society Organisations within the area of Peace and Security in Africa”. Sida has since 2010 funded a programme support to FAS with the total amount of 15 MSEK (2010: 5 MSEK, 2011: 7,5 MSEK, 2012: 2,5 MSEK). The overall objective has been to: *Enhance the civil society in human security, conflict prevention and peacekeeping*. As the 3 years of the programme are coming to an end in December 2012, an independent mid-term review is needed to assess the impact of the programme support at this stage and to determine the advancement made of the set goals as contained in the logical framework.

2. Purpose

The purpose of this evaluation is to assess the effectiveness, relevance, efficiency, sustainability, and impact of the programme supported by Sida from 2010 to 2012. The mid-term review aims at achieving a fair, objective, and accurate assessment of the project performance and provide strategic lessons and recommendations for future FAS’s interventions and possible Sida support in the field of engendering the peace process for the attainment of human security and durable peace in Africa.

The evaluation will provide Sida with valuable input when deciding whether or not to continue the support to FAS. The evaluation will also give input to FAS on how their work with developing and strengthening the organisation has progressed and may be further strengthened.

3. Evaluation questions

The overall objective of the evaluation is, as stated above, to review the FAS programme supported by Sida and analyse the results that have been achieved during the programme period considering the relevance, effectiveness, efficiency, impact, and

sustainability of it. In terms of scope, the evaluation will cover the following key areas and respond to the following evaluation questions:

Evaluating relevance

- Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?
- Are the programme objectives addressing identified needs of the target group(s) in national and regional contexts? To what extent does the programme contribute to shaping policies in the sub region?
- Do the activities carried out address the problems identified?

Evaluating effectiveness

- What progress has been made towards the achievement of the expected outcomes and expected results?
- Has the program design been articulated in a coherent structure? Is the definition of goals, outcomes and outputs clearly articulated?
- How does FAS engage and cooperate with other organisations?
- To what extent are different donors harmonised and coordinated in their support to FAS?

Evaluating efficiency

- Have FAS's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- Have the appointment of a Deputy Director lead to more efficient work and decentralisation of the organisation? And has it lead to less dependency on the Executive Director?
- Are the costs associated with having several offices justified considering the benefit? What are the alternatives?

Evaluating impact

- What impact do FAS have on women's participation in peace processes in the region? And what are the intended and unintended effects on the group(s) and institutions affected by the programme?

Evaluating sustainability

- Is the programme supported by regional/national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them?
- To what extent is there a local ownership of FAS's work?
- Have the funding base been diversified? How has the work to obtain financial sustainability and reducing the dependency on Sida core support turned out?

4. Methodology

The evaluation exercise will be consultative and participatory, entailing a combination of comprehensive desk reviews of documents (e.g. programme documents, re-

ports, action plans, and/or other relevant documentation), surveys/questionnaires, and interviews. While interviews are a key instrument, all analysis must be based on observed facts to ensure that the evaluation is sound and objective. On the basis of the foregoing, the consultants will further elaborate on the method and approach in a manner commensurate with the assignment at hand and reflect this in the inception report, which will subsequently be shared with FAS and Sida.

5. Support and participation in the evaluation process

Complying with the key evaluation principles guiding FAS and Sida's evaluation efforts, this evaluation shall involve relevant stakeholders throughout the evaluation process. They shall actively take part in the evaluation from the inception of these Terms of Reference until the final dissemination of the evaluation results. Beginning with reviewing these Terms of Reference and ensuring the feasibility and scope of the same, FAS and Sida shall also review the draft report and final report, provide feedback and contribute to the recommendations.

Throughout the evaluation process all necessary help and support shall be given to the consultants in terms of facilitating information gathering, data collection, interviews, and meeting set-up with programme partners, other donors, and target beneficiaries. The relevant stakeholders shall also take part in the evaluation-related activities (meetings, interviews, etc.) as required.

6. Work plan and Schedule

The evaluation should be conducted in the course of one month with a maximum of 20 working days, including travels and visits to FAS's International Secretariat in Geneva and the Regional Office in Dakar. The target date for commencement of the assignment is in October/November 2012. The timetable is suggested to be broken down as follows:

- Day 1-4: Briefing, desk review and submission of inception report and other preparations;
- Day 5-12: Field visit, interviews and consultations;
- Day 13-17: Drafting report of key conclusions and recommendations;
- Day 18: Presentation of draft conclusions and recommendations to FAS and Sida;
- Day 19-20: Finalisation and submission of report to FAS and Sida.

7. Reporting

The expected outputs of the evaluation will be a draft and a final evaluation report. At the end of the assignment, a final evaluation report will be produced containing as a minimum:

Part one (main body)

- Executive Summary
- Introduction
- Overview of key findings and challenges
- Analysis of findings and challenges
- Lessons learned and recommendations

Part two (annexes)

- Bibliography
- Mission schedule and list of people met/interviewed
- Terms of Reference, etc.

The final report should be in English with no more than 35 pages (excluding annexes) and with a summary of maximum four pages. The draft report will be presented to FAS and Sida for comments before finalisation.

8. Evaluation team

The consultant/team of consultants shall possess the following skills and experiences:

- A minimum of 3 years of working experience in evaluation and/or social research, with at least 2 years working with developing countries and a demonstrated understanding of the challenges and opportunities faced by conflict and post-conflict countries;
- Have a good knowledge and documented experience in conducting impact assessment, preferable also experience reviewing projects/programmes of Sida;
- Have a good knowledge and documented experience of peace and security architecture in Africa;
- Have a good knowledge and understanding of gender issues in general and women's role in conflicts/peace process in particular;
- Excellent written and spoken English and proficiency in French;
- Familiarity with, and understanding of the region is strongly preferred.

Annex 2 – Inception Report

Overall Scope of the Evaluation

Founded in 1996, Femmes Africa Solidarité (FAS) is a non-religious, apolitical NGO working to promote the role of women in conflict prevention, management and post-conflict reconstruction on the African continent. In July 2009, FAS submitted a funding proposal to The Swedish International Development Cooperation Agency (Sida) under the “Call for Proposals to Civil Society Organisations within the area of Peace and Security in Africa”. Sida has, since 2010, funded a programme support to FAS with the total amount of 15 MSEK (2010: 5 MSEK, 2011: 5 MSEK, 2012: 5 MSEK). The overall objective is to engender the peace process for the attainment of human security and durable peace in Africa.

Since its inception in 1996, in answer to the Beijing Platform for Action, FAS has been working in war-torn countries hand-in-hand with local women’s peace groups in order to harmonise their work and to bring women’s voices to peace negotiation tables. By doing so, it has put the universal concepts of human security, women and peace into practice in the African context. FAS’ mission is to make these linkages a reality at all levels – local, national, sub-regional, regional, continental and international while using two main complementary axis of intervention: empowerment at the grassroots and national levels, and advocacy at the sub-regional, regional, continental and international levels. In order to achieve the overall objective, FAS has identified two main objectives: (1) empowering African women to assume a leadership role in building peace; and (2) promoting gender parity and mainstreaming, and women’s rights in Africa. Several priority areas fall under these two main objectives: peace promotion, post-conflict reconstruction, early warning and conflict prevention, and policies into practice.

FAS is involved in the Mano River region (Liberia, Sierra Leone and Guinea), the Great Lakes Region (DRC, Rwanda and Burundi), the Horn of Africa (Sudan), in Addis Ababa and other African cities where African Union Summits and the ACHPR take place, and in New York and Geneva for international advocacy activities.

As the three years of the programme are coming to an end in December 2012, an independent evaluation is needed to assess the performance of the programme support at this stage and to determine the advancement made towards the set goals contained in the logical framework. The purpose of this evaluation is to assess the effectiveness, relevance, efficiency and sustainability of the programme supported by Sida from 2010-2012. The evaluation aims at achieving a fair, objective and accurate assessment of the project performance and at providing strategic lessons and recommendations for future FAS’s interventions and possible Sida support in the field of engen-

dering the peace process for the attainment of human security and durable peace in Africa.

The assignment has started with a brief *inception period*, which has the purpose of clarifying the users, and their intended use of the evaluation. It will also develop the methodology and finalise the work plan, in order to ensure that the evaluation is appropriately focused to the needs of the users. A desk review of the basic programme documents (FAS strategic plan, FAS proposal and the programme log frame, Sida assessments memos and decisions) has been undertaken and an inception meeting held with Sida in Stockholm on December 6th. Moreover, the evaluator conducted a series of conference calls with the Executive Director of FAS. The proposed methodology has been prepared and is based on the analysis of the documents and on the content of the discussions with FAS and Sida, who are the main users of the evaluation. This *inception report* provides an outline of the evaluation framework and is the basis for the undertaking of the evaluation. The evaluation team welcomes any comments and suggestions that can improve the focus and particularly the usability of the evaluation.

Focusing the evaluation

The inception phase allowed the evaluator to focus the evaluation on two levels: the evaluation criteria and the scope. The initial ToR indicated a series of evaluation questions. In its Implementation Proposal, Indehav suggested to amend some of the evaluation questions in order to make the assignment more feasible and to provide Sida and FAS with useful conclusions and recommendations. Sida agreed that this assignment addresses the following evaluation questions:

Evaluating the relevance of the programme:

- Has the programme design been articulated in a coherent structure: are the outcomes and outputs clearly articulated?
- To what extent do the carried out activities address the causes of the identified problems?
- Are the programme objectives addressing identified needs of the target group(s) in national and regional contexts?

Evaluating the effectiveness of the programme:

- To what extent does the programme contribute to reaching its objectives (outcomes)? For example, to what extent does it contribute to shaping policies at national, regional and/or international levels?
- Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?

Evaluating the efficiency of the programme:

- Have FAS' organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?

- Has the appointment of a Deputy Director led to more efficient work and decentralisation of the organisation? And has it led to less dependency on the Executive Director?
- Are the costs associated with having several offices justified considering the benefit? What are the alternatives?

Evaluating the sustainability of the programme:

- Do regional/national/local institutions support the programme? Do these institutions demonstrate the leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them?
- Has the funding base been sufficiently diversified? What has been the result of the work to obtain financial sustainability and reduce the dependency on Sida core support, and is this sufficient?

Focusing the scope of the evaluation was also necessary. FAS implements a rather large programme with a series of projects in the field in three different regions (West Africa, the Great Lakes Region and the Horn of Africa) with operating offices in Geneva, Dakar and New York. Moreover, the FAS programme and activities use several complementary implementation strategies:

- The primary strategy lies in the fact that FAS takes a **holistic approach**, geographically and thematically. Indeed, on one side, FAS operates, at the same time, at the local level and at the national, sub-regional, regional, continental and international levels. On the other side, FAS projects target not only one area of interventions but several, that is not only women's capacity-building for example but as well changes in policies and political structures and programmes. This approach allows creating a synergy of effects and a stronger impact.
- Empowerment at the grassroots and national levels and advocacy for sub-regional, regional, continental and international levels.
- Bringing women together to gather their force, encouraging solidarity among them, strengthening existing local and national networks, building networks among them, helping them to reach a critical mass and create national coalitions, and coordinating them at the regional level to agree on a peace agenda is an important strategy that is used by FAS to give them a **stronger voice**, that can be heard more easily, more frequently and more loudly.
- Reaching-out **grassroots** as well as young women is also an important issue for FAS in order to better represent overall women's concerns and better contribute to their empowerment.
- As well, to maximise their impact, FAS interventions focus on the **regions it knows best** such as the Mano River, the Great Lakes and the horn of Africa, and favour a **sub-regional, regional and continental approach** to peace rather than a national one which is not sustainable enough.
- Another important strategy used by FAS to empower African women is to **facilitate their access to various relevant fora of decision-makers** including African heads of state.
- Finally to accompany women's mobilisation, it is also paramount to directly **target on the other hand the decision-makers** such as the African heads of

state and relevant international community stakeholders such as the Special Rapporteur on women's rights. This is made possible thanks to FAS' prestigious advisory board and wide network.

- **Documenting and publishing women's progress and achievements** is also a way to give them visibility and empower them, thus encouraging more and more of them to join their mobilisation, and allowing them to gain more support.⁴

The budget and time allocated to this assignment does not allow the team of evaluators to visit each region and/or office. We have therefore decided, in consultation with FAS, to focus the scope of the evaluation on a series of projects selected according to the following criteria:

- The projects shall be representative of the whole programme. None of them is an isolated activity;
- The projects shall be representative of the different strategies used by FAS;
- The projects in the field shall highlight both the different components and strategies of the programme.

We are convinced that these criteria allow the evaluation team to give a representative picture of FAS to reach conclusions and to provide recommendations that will be valid for FAS as a whole. Guided by these selection criteria and by opportunities offered during the timeframe of the field visits, we propose that the evaluation select to place a particular emphasis on the following functions/strategies and projects:

- The Great Lakes Region. The evaluators will focus on two projects implemented in Burundi and Rwanda:
 - Development of National and Regional Action Plans on the implementation of the UNSCR 1325 in Burundi and Rwanda
 - Building Democratic institutions through Gender Equality in Burundi
- The capacity building/empowerment strategy and projects run by FAS in Dakar and in the field (Mano River, Sudan and the Great Lakes);
- The advocacy function at national, regional and international levels implemented from Dakar, Geneva, New York and Addis Ababa.

This choice will guide the field visits in the following manner:

- The Team Leader will first travel to Geneva to meet with the FAS team and work on advocacy with the UN agencies located there;
- The Team Leader will then travel to Dakar to meet with the staff in charge of FAS operations in the field and to visit FAS training facility called the Pan-African Centre for Gender, Peace and Development (PAC);

⁴ This section is taken from FAS Proposal to Sida for the period 2010-2012

- The Team Leader has been invited by FAS to participate in its board and staff meetings that will take place in Addis Ababa in January, prior to the Gender Is My Agenda Campaign (GIMAC) that will be organised in the premises of the African Union (AU). This will allow the evaluator to meet with all FAS staff, partners and institutions that FAS intends to influence through its projects;
- Finally, the second evaluator will visit Bujumbura and Kigali to interview the beneficiaries and implementing partners of FAS projects in the Great Lakes.

The methods chosen to collect informants and information are described in chapter 3.

Indevelop's proposal budgeted and planned for a national consultant who would be recruited during the inception phase. A national consultant has been finalised for the evaluation team, Justine Elakano who is a gender and Great Lakes expert. She is based in Burundi and will conduct the field work in Bujumbura and Kigali.

Clarification of Users and Intended Users of the Evaluation

On the donor side, the main user of the evaluation is Sida. Some other donors might, however, be interested in the final product. This evaluation is going to help Sida to better understand the work of FAS and will serve as a basis for deciding on future commitments with the organisation.

For FAS, the evaluation is an opportunity to have someone from the outside reflect on the strategies, accomplishments and on the organisational structure and capacity. The assessment is not only meant to look backwards but also to use the findings, insights and lessons to inform the new Strategic Plan. FAS is an organisation that has grown since its creation and that went through organisational changes. The evaluation is an opportunity to get expert advice on focus and approach in the Strategic Plan 2013-2017.

The evaluation will also be an opportunity to provide evidence to potential donors and partners regarding the value of FAS as a partner.

Evaluation approach and methodology General approach

This assignment integrates different methods. They are adapted to the various types of informants and information that the evaluation team believes are necessary to approach and to collect. A detailed (yet, still under development) evaluation matrix is attached as an annex to this report. We propose to incorporate a mix of three key methods that will allow us to analyse the information in a variety of ways:

- **Analysis of the available documentation.** Analysis of all relevant documents provided by FAS (proposal, narrative reports of the program as a whole and of each specific projects, publications related or not to the projects, capacity building/empowerment material, advocacy campaigns' documents), analysis of documents provided by Sida (assessment memos, decisions, communication between Sida and FAS), analysis of documents provided by organisations that FAS has been interacting with.

- **Interviews.** The evaluation team intends to use different interview techniques, depending on the type of information that needs to be collected.
 - *One-on-one interviews with key informants.* This method will be used primarily with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis, and with representatives from institutions that FAS tries to influence (AU and ECOWAS, Burundian MPs, Officials from the Burundian and Rwandan Governments that have collaborated with FAS, for example). Key informants who do not belong to FAS staff will be selected to provide the type of information that the evaluation team needs in order to assess the relevance and the effectiveness of FAS. The one-on-one interviews will be conducted using a mix of forced-choice questions (mainly aiming at clarifying the role of the informant in FAS project or specific activity) and of open-ended questions aiming at collecting the perception of the informant on the strategy used by FAS and the possible effects the intervention has had on his/her organisation or on the process he/she has participated in.
 - *Focus Group Interviews (FGI).* This method will mainly be used with FAS staff in the offices in Dakar and Geneva, with beneficiaries of the FAS capacity development project in Burundi and possibly with board members during our meeting in Addis. The FGI will be conducted using open-ended and one-dimensional questions that allow the respondents to elaborate on the questions and build on each other's answers. This method will mainly be used to assess the relevance of FAS interventions and the efficiency of the organisation. For these two purposes, a set of questions aiming at collecting relevant information will be prepared. Both one-on-one interviews and FGI will use semi-structured questions. Departing from prepared sets of questions, the evaluation team will also let the respondents talk about what is important to them. This approach, which sometimes allowed the interviewees to bring in aspects or issues other than those planned by the evaluators, has proven very useful to add qualitative information to purely structured interviews.
- **Questionnaire.** A questionnaire may be developed and sent to key informants working for institutions that FAS tries to influence through its advocacy efforts that the evaluation team will not be able to meet during the field visits. The questionnaire will consist of a mix of forced-choice and open-ended questions. The questions will be dedicated to getting information on the relevance of FAS intervention and on its level of effectiveness. It is too early, at the time of writing this report, to know who these informants might be. In the coming weeks, FAS will inform the Team leader on key informants who will not attend the meeting in Addis. FAS leadership will assist the Team Leader in order to increase the probability that the questionnaire will be filled in and sent back in due time. More information will be provided to Sida upon demand during the course of the evaluation. A detailed account on this aspect of the method will be provided in the final report of the evaluation.

The inception phase was limited in time to allow a full-fledged analysis of the partners and key informants to be interviewed during the evaluation. This will continue as a work in progress. Complementary information might be made available to Sida up-

on demand throughout the evaluation process. The final evaluation report will, however, provide extensive details on this aspect of the assignment.

Evaluation criteria and questions

Assessing relevance

The relevance criterion is meant to assess the extent to which the outcomes/objectives of a project or a programme are valid and adequate, whether in their initial form or after they have been adjusted. The relevance criterion allows answering the following question: does FAS (and, whenever the case, its implementing partners) do the right thing?

What does doing the right thing mean? Doing the right thing or being relevant implies two things⁵:

- To what extent are the strategy and the programme/project of FAS appropriate in relation to the needs and priorities of the beneficiaries?
- To what extent are the strategy and the programme/project of FAS appropriate in relation to the objectives defined in the Strategy for Regional Development Cooperation with Sub-Saharan Africa?

The relevance criterion is also meant to focus on the logic of a given intervention, on its consistency. Assessing relevance means, thus, to evaluate the extent to which the activities and outputs of the programme are consistent with the attainment of its objectives.

Finally, and beyond the two dimensions mentioned above, the relevance criterion is also meant to investigate the reactivity of organisations. Does FAS take into account changes in the environment in which the organisation intervenes? The following two questions will guide our thoughts in that matter:

- To what extent are the objectives of the programme still valid?
- If any, are the new activities and outputs of the programme consistent with the intended effects?

In order to be as objective and transparent as possible, a two-step qualitative rating system will be applied to the assessment questions.

First step: The evaluators will provide a grade for each question (Cf. Box 1) and comments explaining/justifying the reason for the grade.

Box 1: The grading system:

⁵ Cf. Sida at Work

D: not performed by FAS because not in the organisation's mandate
C: not done by FAS, although it could / should have been
B: FAS attempts to do it, but room for improvement
A: FAS does it well

Second step: Synthesise findings for each chapter.

- The evaluator will count the number of A, B, C and/or Ds.
- The evaluator will synthesise the comments in order to give a global picture of the relevance of FAS. This results in a rating system that is presented in Box 2.

Box 2: The rating system

Doubtful relevance: majority of D or C

Organisation potentially relevant: majority of B

Organisation highly relevant: majority of A

Assessing effectiveness

In order to assess the extent to which the expected outputs and outcomes formulated in FAS' proposal have been achieved, the evaluation team will lead a series of interviews with key informants and visit a couple of their programmes in the field (see section 1). The focus will be on FAS capacity building provided to different types of beneficiaries and on its advocacy efforts. The following questions will aim at finding some evidence of effectiveness during the interviews and the field visits:

- Have FAS capacity building efforts generated new knowledge?
- How has the knowledge been used:
 - Have FAS capacity building efforts led to organisational changes? Which ones and why? If not, for what reasons?
 - Have FAS capacity building efforts led or contributed to the development and/or the implementation of new policies at organisation/institutional, national, regional and/or international levels? If not, for what reasons?
 - Have FAS capacity building efforts led to the development of new working tools and/or methods or approaches? Which ones and why? If not, for what reasons?
- How does FAS perform the monitoring of its work and how does it nurture the reporting of the organisation at activity, output and outcome levels?
- Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?

Assessing efficiency

The efficiency criterion aims at assessing the extent to which the human and financial resources have been used in an optimal manner. As mentioned in section 1 of this report, the evaluation will focus on the following questions:

- Have FAS' organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?

- Has the appointment of a Deputy Director led to more efficient work and decentralisation of the organisation? And has it led to less dependency on the Executive Director?
- Are the costs associated with having several offices justified considering the benefits? What are the alternatives?

Assessing sustainability

In this evaluation, the focus for the sustainability criterion will be on the ownership and replicability of FAS projects and on its financial dependency on Sida's funding. The following question will guide the evaluation team:

- Do regional/national/local institutions support the programme? Do these institutions demonstrate the leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them?
- Has the funding base been sufficiently diversified? What has been the result of the work to obtain financial sustainability and reduce the dependency on Sida core support, and is this sufficient?

Apart from making sure that gathered information answers the evaluation questions, our approach and focus on the utilisation will ensure that the evaluation process allows FAS, their partners and stakeholders to reflect on their work and, thus, learn from the evaluation process.

Evaluation Matrix

Evaluation Questions	Data Sources and Information Collection Method
Relevance • To what extent are the activities and outputs of the programme consistent with the attainment of its objectives? • To what extent are the strategy and the program/project of FAS appropriate in relation to the needs and priorities of the beneficiaries? • To what extent are the strategy and the programme/project of FAS appropriate in relation to the objectives defined in the Strategy for Regional Development Cooperation with Sub-Saharan Africa? • To what extent are the objectives of the programme still valid? • If any, are the new activities and outputs of the programme consistent with the intended effects?	- Analysis of relevant documentation: ○ FAS: Proposal, narrative reports of the programme as a whole and of each specific project, publications related or not to the projects, capacity building/empowerment material, advocacy campaigns' documents ○ Sida documents: assessment memos, decisions, communication between Sida and FAS ○ Relevant documents provided by organisations that FAS has been interacting with. - One-on-one interviews with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis - FGI with FAS staff in the offices in Dakar and Geneva, with beneficiaries of FAS capacity development project in Burundi and possibly with Board members during our meeting in Addis - One-on-one interviews with representatives from institutions that FAS tries to influence (AU and ECOWAS, Burundian MPs, Officials from the Burundian and Rwandan Governments that have collaborated with FAS)
Effectiveness • Have FAS capacity building efforts generated new knowledge? • How has the knowledge been used: ○ Have FAS capacity building efforts led to organisational changes? Which ones and why? If not, for what reasons? ○ Have FAS capacity building efforts led or contributed to the development and/or the implementation of new policies at organisation/institutional, national, regional and/or international levels? If not, for what reasons? ○ Have FAS capacity building efforts led to the development of	- One-on-one interviews with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis - FGI with FAS staff in the offices in Dakar and Geneva, with beneficiaries of FAS capacity development project in Burundi and possibly with Board members during our meeting in Addis - One-on-one interviews with representatives from institutions that FAS tries to influence (AU and ECOWAS, Burundian MPs, Officials from the Burundian and Rwandan Governments that have collaborated with FAS) - If necessary, questionnaire sent to key in-

new working tools and/or methods or approaches? Which ones and why? If not, for what reasons? • How does FAS perform the monitoring of its work and how does it nurture the reporting of the organisation at activity, output and outcome levels? • Do the partners, target groups and beneficiaries consider that the programme is contributing to the enhancement of women's role and ability to make a difference in human security, conflict prevention and peacekeeping?	formants working for institutions that FAS tries to influence through its advocacy efforts that the evaluation team will not be able to meet during the field visits.
Efficiency • Have FAS organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme? • Has the appointment of a Deputy Director led to more efficient work and decentralisation of the organisation? And has it led to less dependency on the Executive Director? • Are the costs associated with having several offices justified considering the benefit? What are the alternatives?	- Analysis of FAS relevant documentation - One-on-one interviews with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis - FGI with FAS staff in the offices in Dakar and Geneva - Interview with Sida staff in charge of decision to support FAS - One-on-one interviews with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis
Sustainability • Do regional/national/local institutions support the programme? Do these institutions demonstrate the leadership commitment and technical capacity to continue the efforts and activities supported by the programme and/or replicate them? • Has the funding base been sufficiently diversified? What has been the result of the work to obtain financial sustainability and reduce the dependency on Sida core support, and is this sufficient?	- One-on-one interviews with FAS leadership in Dakar, Geneva, with FAS focal points in New York and Addis - One-on-one interviews with representatives from institutions that FAS tries to influence (AU and ECOWAS, Burundian MPs, Officials from the Burundian and Rwandan Governments that have collaborated with FAS) - If necessary, questionnaire sent to key informants working for institutions that FAS tries to influence through its advocacy efforts that the evaluation team will not be able to

	meet during the field visits - FGI with FAS staff in the offices in Dakar and Geneva, with beneficiaries of FAS capacity development project in Burundi and possibly with Board members during our meeting in Addis
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Preliminary Work Plan and Schedule

Date	Time	Activity	Place	Participants
06.12.2012	14:00	Initial meeting with Sida (Stockholm)	Sida	Indevelop: Jérôme Gouzou (JG), Jessica Rothman (JR). Sida: Staffan Smedby, Samuel Hallin Veres
02.12.2012 – 13.12.2012		Desk review and drafting of inception report		JG
14.12.2012		Inception report delivered		JR, JG
14.12.2012-21.12.2012		Prepare plans for field visits: contact with partners in Burundi and Rwanda, with FAS staff in Dakar, Geneva, New York, Addis Finalising interview questions		FAS JG JG
08.01.2013 -24.01.2013		Field visits - Geneva, Dakar, Addis - Burundi, Rwanda		JG Justine Elakano (JE)
08.01.2013 -22.01.2013		Compiling data and analysis of information from field work		JG, JE
20.01.2013		Debriefing: sharing of preliminary findings and lessons, and joint reflection (Addis)		JG FAS Swedish Embassy in Addis (?)
22.01.2013-28.01.2013		Report writing		JG, JE
		Quality assurance by Indevelop		JR, IC
28.01.2013		Submission of draft report		JR, JG
04.02.2013		Comments on draft report		Sida
		Quality assurance by Indevelop		JR, IC
11.02.2013		Submission of final report		JR, JG

Annex 3 – List of Persons Interviewed

Names	Organisation	Position
Focus Group		
Nimpagaritse Goreth	CAFOB	Coordinatrice (Bujumbura)
Nivyabandi Aline	CAFOB	Chargé de Programme (Bujumbura)
Kabura Gaspard	Ministère des Finances et de la Planification du Développement Économique	Conseiller (Bujumbura)
Kakunze Claire	Ministère de la Fonction Publique, Travail et Sécurité Sociale	Conseiller (Bujumbura)
Ndihokubwayo Jacques	Ministère de la Solidarité Nationale, des Droits de la Personne Humaine et du Genre	Conseiller (Bujumbura)
Ruboneka Suzanne	Pro-femme/Twese	Chargé du projet financé par 11.11.11 (Kigali)
Munyamaliza Edouard	RWAMREC (Rwanda Men's Resource Centre)	Secrétaire exécutif (Kigali)
Ngayaboshya Silas	RWAMREC (Rwanda Men's Resource Centre)	Coordinateur de projet (Kigali)
FAS Staff, Focus Group		
Bineta Diop	FAS	Founder & President
Sol Pradelli	FAS	Executive Assistant
Sonal Pujari Srivastava	FAS	Accounts Officer
Jean Baptiste Ferrer	FAS	Administration and Finance Officer
Yannick Coumarin	FAS	Advocacy Officer Geneva
Ticky Monekoso,	FAS	Board Member and Treasurer
Caroline Tosti	FAS	FAS Geneva Task Force
Pierre Beurrier	External Consultant	Management consultant
Dethie Niang	FAS	FAS Senior Management Advisor
Harriet Williams Bright	FAS	Advocacy Officer New York
Kirsi Hyytiainen	FAS	Partnership and Networking Officer

Thato Motaung	FAS	Fellowship: Research Officer
Individual Interviews (Burundi and Rwanda)		
Nishimwe Anne Spès	FAS.	Assistante de projet
Mabobori Quatraine	FAS.	Représentante de FAS au Burundi
Barakukuza Agathonique	A.F.JO (Association Burundaise des Femmes Journalistes)	Représentante Légale Suppléante (Bujumbura)
Sinankwa Fidès	Assemblée Nationale	Sénatrice (Bujumbura)
Ndayishimye Anatolie	CAFOB	Présidente (Bujumbura)
Havyarimana Fabien	FORSC (Forum pour le Renforcement de la Société Civile)	Bénévole (Pôle Genre et Développement)-Bujumbura
Bararufise Marceline	Assemblée Nationale	Parlementaire (Bujumbura)
Munyamaliza Edouard	RWAMREC (Rwanda Men's Resource Centre)	Secrétaire exécutif (Kigali)
Ngayaboshya Silas	RWAMREC (Rwanda Men's Resource Centre)	Coordinateur de projet (Kigali)
Rukundo Egidia	Bureau du Premier Ministre	Coordinatrice genre (Kigali)
Munyaneza Julienne	Ministère du Genre et de la Promotion de la Famille	Secrétaire Permanent (Kigali)
Ntunga Miko Patrick	GMO Gender Monitoring Head-Officer of GMO	Director of Monitoring and gender Unit (Kigali)
Uwacu Julienne	Assemblée Nationale	Parlementaire (Kigali)
Bishagara Kagoyire Thérèse	Assemblée Nationale	Sénatrice (Kigali)
FAS Board Members, Focus Group		
Brigitte Balipou-Izano	FAS, Board Member	Magistrat Conseiller à la Cour Constitutionnelle, Bangui
Maitre Maïga	FAS, Board Member	Rapporteuse Spéciale sur les Droits de la Femme en Afrique, Bamako
Thelma Awori	FAS, Board Member	Executive Director, Institute for Social Transformation, Kampala
Individual Interviews (Dakar, Addis)		
Francis James	UNDP	Directeur Pays adjoin/Programme

Abdou Khadir Boye	UCAD	Chef des Services Administratifs
Maxime Houinato	UN WOMEN	Deputy Regional Director
Aminata Camara	UN WOMEN	Administrative Assistant
Oley Dibba-Wadda	FAWE	Executive Director
Khady Fall Tall	AFAO	Parliamentarian
Yetunde Teriba	AU	Head, Gender Coordination and Outreach Division
Jean Bosco Butera	UPEACE	Director Africa Programme

Annex 4 – Documents Consulted

- FUND (Fond des Nations Unies pour la démocratie), Projet : « égalité des genres dans la mise en œuvre des institutions démocratiques au Burundi », 2011.
- CAFOB, Protocole d'entente entre FAS et CAFOB sur l'exécution du projet : « égalité des genres dans la mise en œuvre des institutions démocratiques au Burundi », 2011.
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- Évaluation FAS, « instructions méthodologiques »
- Conseil de sécurité des Nations Unies, « Résolution 1325 sur les femmes, la paix et la sécurité », Nations Unies, 2000.
- CAFOB, « Place aux femmes : magazine du CAFOB. », CAFOB, Juillet 2012.
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- Femmes Africa Solidarité (FAS), contrat à durée indéterminée : Assistante projet UNDEF Burundi, Aout 2011
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résolution 1325 et pour l'établissement des stratégies de suivi et d'un réseau de partage de l'information. », Septembre 2012.

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- CAFOB, « Plan d'Action National sur la Résolution 1325 » Main 2011
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- Emma Marie BUZINGO, Jessica NKUUHE, update on funds transfer for grassroots and regional workshop- UNRSC 1325, 2011
- FAS (Femme Afica Solidarité), MIGEPRO et Pro-femme, « Réunion MIGEPROF-FAS et Profemme sur RNU 1325 », 2008
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- La CIRGL, les ministères en charge du genre et des femmes et les réseaux de femmes parlementaires du Burundi, de la RDC et du Rwanda, « Plans d'Action Nationaux (PAN) sur la mise en œuvre de la UNSCR 1325(2000) au Burundi, en RDC et au Rwanda », 2009
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Mid-term Review of the Sida supported *Femmes Africa Solidarité* (FAS) programme “Enhancing Civil Society in Human Security, Conflict Prevention and Peacekeeping” during the period 2010-2012

This report presents the findings of the evaluation of Femmes Africa Solidarité (FAS) programme for the period 2010-2012 funded by the Swedish International Development Cooperation Agency (Sida). The evaluation shows that the programme is characterized by a mix of impressive achievements and structural weaknesses that are real obstacles for the organization to reach its full potential.

The ability of FAS to access and mobilize grassroots organizations as well as influential personalities at the highest levels of decision-making, whether at the UN or the AU, the reputation of credibility of the information contained in its advocacy work, the capacity of the organization to meet its commitments and to deliver what is expected, makes FAS a reliable and credible partner to national, regional and international institutions. However, the evaluation also highlights the fact that FAS is characterized by a structural programmatic weakness that has negative consequences on the overall work of the organization.

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