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Sida Decentralised Evaluation

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Evaluation of the Swedish development cooperation in the MENA region 2010-2015

Final Report

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

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Abbreviations and Acronyms

ACAA	Agreements on Conformity Assessment and Acceptance
AFTURD	Association of Tunisian Women for Research and Development
AIDMO	Arab Industrial Develop and Mining Organisation
APHRA	Arab Program for Human Rights Activists
ARAC	Arab Accreditation Cooperation
ARDD	Arab Renaissance for Democracy and Development
ARIJ	Arab Reporters For Investigative Journalism
ATFD	Tunisian Association of Democratic Women
ATU	Agadir Technical Unit
CAWTAR	Centre of Arab Woman for Training and Research
CMS	Community Media Solutions
CPI	Corruption Perception Index
CSO	Civil Society Organisation
DAC	Development Assistance Committee
EFFD	Egyptian Foundation for Family Development
EFI	Euromed Feminist Initiative
EMHRF	Euro-Mediterranean Foundation of Support to Human Rights Defenders
EU	European Union
EWB	Egyptians Without Borders
FoEME	Friends of the Earth, Middle East
IAF	International Accreditation Forum
ICAB	International Centre for Biosaline Agriculture
ILAC	International Laboratory Accreditation Cooperation
INGO	International Non-Governmental Organisation
ISO	International Standards Organisation
ITP	International Training Programme
JWF	Justice Without Frontiers
KtK	Kvinna till Kvinna
LALAC	Lebanese Advocacy and Legal Advice Centre
LAS	League of Arab States
LET	Tunisian League of Women Voters
LFA	Logical Framework Approach
LTA	The Lebanese Transparency Association
MENA	Middle East and North Africa
MoFA	Ministry of Foreign Affairs
NGO	Non-Governmental Organisation
OECD	Organisation of Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights

ABBREVIATIONS AND ACRONYMS

PGU	Policy for Global Development
QI	Quality Infrastructure
R&D	Research and Development
SDC	Swiss Agency for Development and Cooperation
SFG	Strategic Foresight Group
Sida	Swedish International Development Cooperation Agency
SIWI	Stockholm International Water Institute
SOW-SV	Centre for World Food Studies
SPS	Sanitary and Phytosanitary
TBT	Technical Barriers to Trade (refers to WTO Agreement)
TIMP	Transparency International's Middle East and North Africa Programme
UNDP	UN Development Programme
UNCAC	The United Nations Convention against Corruption
UNCTAD	UN Commission on Trade and Development
UNIDO	UN Industrial Development Organisation

Preface

This report has been commissioned by the MENA Unit at Sida's Department for Asia, North Africa and Humanitarian Assistance. It presents the **Evaluation of the Swedish development cooperation in the MENA region 2010-2015**.

The evaluation was undertaken between October 2014 to March 2015 by an independent evaluation team consisting of:

- Eric Buhl-Nielsen
- Ali Dastgeer
- Andrea Spear
- Nadia Masri-Pedersen
- Jonas Norén

Quality assurance of the methodology and reports was provided by Ian Christoplos while Jessica Rothman managed the evaluation process at Indevelop.

The evaluation was implemented by [Indevelop](#) in collaboration with PEM Consult and Tana Copenhagen, commissioned through Sida's Framework Agreement for Reviews and Evaluations with Indevelop.

Charlotte Eriksson and Annika Mokvist Uggla were the Evaluation Managers at Sida. A draft report was circulated at Sida and the Embassies of Sweden in Egypt and Jordan for comments which have been addressed and incorporated in this final report.

Executive Summary

PURPOSE AND METHODOLOGY OF THE EVALUATION

Sida contracted Indevalop to carry out an evaluation of Swedish development cooperation in the MENA (Middle East and North Africa) region (2010-2015). An inception phase featured data collection and portfolio analysis. This was followed by a desk phase where a sampling of contributions was finalised and desk review undertaken. Finally, field visits took place in Egypt, Lebanon, Jordan, Tunisia and Morocco. This report presents the final evaluation findings, conclusions and recommendations.

The ToR defines the purpose of the evaluation as “*to assess the results achieved and lessons learnt from Sida’s implementation of the Swedish development cooperation strategy in the MENA region during 2010-2015.*” In simplified terms, the specific objectives are to: map the current portfolio to allow a transparent selection of projects for in-depth assessment; assess what has contributed or not contributed to achieving strategy objectives and, provide insight on what has been learnt on applying a regional approach. The ToR is succinct and pragmatic and focuses on four main areas: Results - what results have been achieved?; Objectives - did the results contribute to achieving the sector objectives?; Processes – were the actors and methods appropriate?; Regional aspect – what was the added value of the regional approach?

SUMMARY OF RESULTS ACHIEVED

Human rights and democratic governance

The number of human rights and democratic governance projects reviewed was 10 out of around a total around 90 projects being undertaken with Swedish support in this sector. This small sample limits the extent to which the findings of the 10 projects can be generalised to hold true for all 90. An additional limitation has been that the 10 each differ in the sub-sectors, actors, target groups and processes they target and use.

Initiatives have focussed upon support to human rights activities and CSOs engaged in the promotion and protection of human rights. Human rights groups and NGOs

have, through Sida support, built their capacities during the period 2010-2013 and undertaken a range of initiatives at both the grassroots level, e.g. activities aimed at empowerment of Syrian refugee women and children in Jordan and Lebanon, as well as the policy level e.g. assistance to the development of a National Charter on the rights of people with disabilities in Tunisia. Projects have also concentrated on training or sensitising lawyers, journalists, police, judges and students, amongst others, in human rights issues.

Overall, Sida interventions have brought about visible improvements where they have been implemented, but the impact has been limited given the short project periods and small scale of the interventions in contrast to the magnitude of human rights issues the MENA region faces.

Women's Rights: There has been strong Swedish support for promotion of women's rights in the region. CSOs have worked on, and been successful in, the protection of women against domestic abuse and violence. Hundreds of women who were subject to domestic violence have been saved from further abuse through legal means, counselling or provision of shelter. Divorced women have obtained alimony or custody of their children, visitation rights or child maintenance. By working through networks of local partners, international CSOs such as Oxfam, Kvinna till Kvinna and Euromed Feminist Initiative (EFI) have strengthened the capacities of local partners in organisational development, financial management, human rights, monitoring, advocacy and other matters. A specific notable achievement has been a local partner's, Kafa's, major role in getting a law on domestic violence passed in 2014 in Lebanon after a campaign lasting 7 years.

Anti-corruption: Support provided has capacitated regional CSOs in their abilities to better advocate against corruption. Media attention around the topic of anti-corruption has been created and sparked reactions from public officials. While much more is needed, corruption has now acquired greater attention on the human rights agenda. The youth especially have been attracted to anti-corruption initiatives.

Freedom of Expression and Media: Reporters have been trained in investigative journalism, it has been introduced in the curriculum of several universities and dozens of articles have been published and disseminated. Investigative reporting has remained confined mostly to the print media till recently, while the use of other media has started receiving more attention. Community radio stations provide communities a space

to raise issues for the attention of public officials, and a number of positive reactions from government structures at the local-level have been observed.

Sustainable use of regional water resources

Capacity: Capacity to make more sustainable use of regional water resources has been created through training courses and projects that have engaged at all levels from the general population to the highest political level (some 140 professionals have been trained through the International Training Programme (ITP) and over 3000 youth and others have been involved in capacity development activities through the Friends of the Earth, Middle East (FoEME) projects. There is insufficient evidence available so far to determine if the capacity developed has been applied and led to more sustainable use of regional water resources. Although some institutionalisation of the capacity (e.g. within education bodies in the riparian countries of the Jordan River and where trained staff hold key positions in influential ministries, agencies and NGOs where they can work as change agents) has occurred, much of the capacity has focussed at the individual level without consolidating this at an institutional level.

Tools: Two tools on regional climate and benefit modelling that have the potential for contributing to regional cooperation are being developed. The models are not complete. It is too early to determine the likely impact. If all goes to plan, the models have the potential for far reaching policy and operational benefits. The climate model being developed through the United Nations Economic and Social Commission for West Asia (UNESCWA) is already having some benefits in terms of supporting the identification of priorities within regional water strategies and action plans. An earlier model for the Euphrates – Tigris river basin had some process and capacity related outcomes but was not developed to a stage or in a format that is directly usable.

Cooperation: There have been some practical improvements in cooperation, through the FoEME project, mainly among the communities that border the Jordan River where pollution hot spots have been identified and funding raised for implementing wastewater treatment plans. There is some evidence that contributions have led to an increased readiness of the region to respond constructively when the political situation is more favourable in the future. This has been achieved through a combination of: i) grass roots efforts among the youth and between municipalities, ii) engagement of regional cooperation bodies such as the League of Arab States and the Council of Arab Water Ministers and iii) interaction with the highest political levels. Formal cooperation has been particularly difficult over the last few years due to regional conflict – nevertheless there are opportunities such as the new agreement between Israel and Jordan on a water swamp linked to Red-Dead sea initiative.

Governance: The main contribution to governance has been through the capacity development efforts by means of a variety of training courses, workshops and other events where governance features as part of the curriculum and agenda. FoEME has contributed to governance by engaging mayors from communities along the Jordan River in collective actions aimed at improving river water quality. As noted in the main report there were some governance related projects that were not in the sample selected for evaluation and also some that were done in earlier periods (e.g. a UNDP project on water Governance in the Arab Region (2009-2012), or are under consideration for the next phase.

Regional economic integration

Quality Infrastructure: The harmonisation agenda is advancing as a result of Swedish support. A variety of contributions are targeting the harmonisation of structures and regulatory frameworks, focusing on international standards and conformity assessment. The International Training Programme (ITP) was a major contributor to this objective. Since 2011, it has trained some 200 Quality Infrastructure (QI) professionals, many of whom now hold key posts in national, regional and private institutions. They are often in a position to act as ‘change agents’. The major achievement to date was the Arab Accreditation Centre (ARAC), established under Sida-UNIDO (UN Industrial Development Organisation) support to the Arab Industrial Development and Mining Organisation (AIDMO). During the same period, Sweden designed a project to help the Agadir Technical Unit (ATU) establish systems and structures to facilitate coordination/recognition of technical regulations, voluntary standards and conformity assessment in Agadir Agreement members: Egypt, Jordan, Morocco and Tunisia. *If* successful in 2015-2018, numerous people involved in the Agadir Agreement and AIDMO, ARAC and LAS believe the Sida ATU project might provide guidance for other MENA regional SPS/TBT harmonisation efforts. Others believe that if Sida continues to support AIDMO on standardisation, it should consider combining the AIDMO and ATU approaches (see Annex 5). Other Sida-supported programmes for international standards and good practices are ISO 26000 (standards for social responsibility and corporate governance), carried out in 2014, and ISO MENA ‘Star’ (new-generation standards on water, energy and carbon footprint management), to start in 2015.

Business enabling environment: Two projects in particular will contribute to improvements in the business environment: OECD MENA Investment (2011-2015) and the UN Commission on Trade and Development (UNCTAD)-implemented regional competition and consumer protection policy initiative (2015-2019). The OECD is delivering a variety of good practices on the investment environment, business con-

duct, women's economic integration and SME development. The AIDMO Guidelines on Professional Practices and Good Governance for National Quality Infrastructure Professionals in the Arab Region will also contribute to a better business environment, provided AIDMO strengthens awareness building and incorporates them into regular activities. In addition, both AIDMO and the ATU are planning to strengthen business involvement in their activities.

Regional trade development: Various projects – especially those addressing conformity assessment burdens (ATU, AIDMO, ARAC) – could start to influence intra-regional trade in specific products by the end of the period (2018). Agreements by the ATU, League of Arab States (LAS) and AIDMO to enhance mutual communications and cooperation should contribute to a more integrated approach to trade issues. Sida's assistance on LAS organisational reform and PAFTA trade capacity building may also benefit regional trade development in the long run.

CORE PROGRAMME-LEVEL CONCLUSIONS AND RECOMMENDATIONS

Programme conclusion #1: The flexibility to adapt to changing conditions has ensured that the programme as a whole continues to be highly relevant for achieving the overall objectives of the MENA strategy.

Programme conclusion #2: The three sectors have led to important results and there is considerable merit in continuing to support the same sectors.

- *Programme recommendation # 1:* Sida should in future phases continue to support the same sectors and, where relevant, the same partners in order to consolidate and bring about cumulative results.

Programme conclusion #3: It has in some cases been difficult to find regional partners through which to identify and support activities aimed at achieving the MENA strategy objectives.

Programme conclusion #4: The regional focus necessarily creates a reliance on international organisations with the danger of inadvertently blocking the emergence of future regional bodies.

- *Programme recommendation #2:* Sida should continue - and further strengthen and target - support to international organisations operating at the regional level that demonstrate that they can partner with, build

capacity and strengthen local regional bodies as part of a longer term exit strategy.

Programme conclusion #5: The advantages and opportunities for coordination and finding synergies among the three sectors are not obvious

- *Programme recommendation #3:* Sida should in future contributions take steps to harmonise support within the three sectors with compatible projects financed by other donors in the same sector rather than artificially trying to find synergies across the sectors.

Programme conclusion #6: Results monitoring has not been systematic and baselines are often missing.

- *Programme recommendation #4:* Sida should guide where baselines are needed and monitor more strictly the completion of baselines.

Programme conclusion #7: Longer term support over a number of phases and in harmonisation with other donors creates results that are more coherent and sustainable.

- *Programme recommendation #5:* Sida should in future phases provide more continuous support to fewer initiatives and partners. Particularly within human rights and democratic governance, a call for proposals for smaller catalytic-type contributions could be administered through a regional partner NGO.

OVERALL LESSONS LEARNED

The overall lessons learned are:

- Projects are more successful where a balance is struck between the scale of ambition and the resources and level of influence available.
- It takes much longer than expected to create results and ensure that they are sustainable.
- A balance between regional and country level support is needed
- The choice of partners is crucial for the success of contributions.

The implications of these lessons are discussed in the main report.

1 Introduction

Sida has commissioned Indevelop to carry out an evaluation of the Swedish development cooperation in the MENA (Middle East and North Africa) region 2010-2015. The ToR defines the purpose of the evaluation as “*to assess the results achieved and lessons learnt from Sida’s implementation of the Swedish development cooperation strategy in the MENA region during 2010-2015*” (see box 1.1). In simplified terms, the specific objectives are to: map the current portfolio to allow a transparent selection of projects for in-depth assessment; assess what has contributed or not contributed to achieving strategy objectives and, provide insight on what has been learnt on applying a regional approach. The ToR is succinct and pragmatic and focuses on four main areas: Results - what results have been achieved?; Objectives - did the results contribute to achieving the sector objectives?; Processes – were the actors and methods appropriate?; Regional aspect – what is the added value of the regional approach?

Box 1.1 Objectives of the evaluation

The ToR defines the purpose of the evaluation as “*to assess the results achieved and lessons learnt from Sida’s implementation of the Swedish development cooperation strategy in the MENA region during 2010-2015.*” The specific objectives are:

- “*Based on material provided by Sida, map and analyse the current portfolio of contributions (2010-2014) overall and per sector in relation to focus areas, modalities, partners, geographic distribution, providing an easily accessible overview and a transparent basis for the selection of projects for the results assessment;*
- *Provide systematic information and learning on what has successfully contributed towards the formulated objectives of the strategy, as well as on what has been less successful;*
- *Generate new learning on the strengths and challenges of, as well as preconditions for, the regional approach as a model for development cooperation, and whether and how country specific initiatives can support and strengthen an overall regional approach.*”
-

This evaluation focuses on the results obtained and the processes involved in the delivery of results. It does not aim to evaluate the appropriateness of the MENA strategy itself or present mini evaluations of individual contributions.

1.1 METHODOLOGY

The evaluation had four main phases with a series of reporting outputs (in brackets):

- Inception phase (report)
- Desk report (working document)
- Field confirmation (debriefing of main findings)
- Synthesis (final report)

Inception phase – during the inception phase the methodology was developed. A brief literature review was done and findings of earlier evaluations were assembled and analysed. Initial data was collected to allow a first complete portfolio analysis and a long list of the most relevant contributions was assembled based on criteria agreed at a kick off meeting.

A first outline of the intervention logic in each of the three sectors was made. A simplified theory of change based on the reconstructed intervention logic was drawn up for each of the three sectors. The theory of change was used to cluster outcomes within each sector and identify intermediary stages on the path from outcome to impact. This facilitated a search for evidence for how outputs led to outcomes. Enabling (impact drivers) and inhibiting factors (assumptions) were identified to assist in this task. This allowed an open discussion with Sida on the original intentions of the MENA strategy and deepened the team's understanding of the objectives and approach.

The limitations at programme and sector level were analysed and for each sector, a sector-specific methodology was developed. The inception report was presented to Sida, comments received and a final version was submitted in December 2014.

Desk phase – during the desk phase the final sample for the desk review was confirmed and the sample for field confirmation was proposed. The portfolio analysis presented at inception stage was refined and the representativeness of the desk and field sample was analysed (Annex 4). The criteria for the desk sample were three fold: representativeness, insight and data:

- Representativeness: distribution across sub-themes, across cooperation types, across partner types, and across countries.
- Insight: within a representative group, projects selected illustrate particularly important aspects, e.g. highly innovative or strong successes or failures for reasons that appear to be applicable beyond just the single case; under this criteria a strategic sampling is given weight over 'mechanical' representativeness.
- Data: high-quality data was available; care was taken to ensure no overly positive or overly negative skew.

The portfolio analysis recorded a total of 131 projects under the MENA programme during the period. From a shorter representative list of some 29 contributions drawn up at the inception stage a final list of some 21 contributions were selected for an in-depth results analysis and 18 for field study as shown in table 1.1.

For each of the desk sample projects a results matrix was developed which was later updated with information from the field visit for those projects that were also covered by the field visit (Annex 5).

Table 1.1 contributions reviewed

Sector		Total portfolio	Desk study (in-depth)	Field study
Democratic governance and human rights	Regional	35	5	5
	Country	53	5	5
Sustainable use of regional water resources		18	7	4
Regional economic integration & market development		25	4*	4*
Total		131	21	18

*these 4 are groups of contributions (in effect there are 11 separate contributions)

The desk based findings were presented in a working document in January 2015 and commented by Sida and where relevant discussions were held between Sida and team members.

Field phase - Field visits took place in Egypt, Lebanon, Jordan, Tunisia and Morocco and as mentioned above some 18 different projects were examined. Where possible both a briefing and debriefing visit was held with the Swedish representation (Jordan and Egypt). Staff from the funded partners and from their implementation partners were interviewed based on a semi-structured guide of issues and questions per contribution developed during the desk review. In most cases beneficiaries were also interviewed. Using the desk and field information, findings were assembled in the four main areas delineated in the TOR and against the questions defined in the TOR for each sector and for the programme as a whole.

1.2 LIMITATIONS

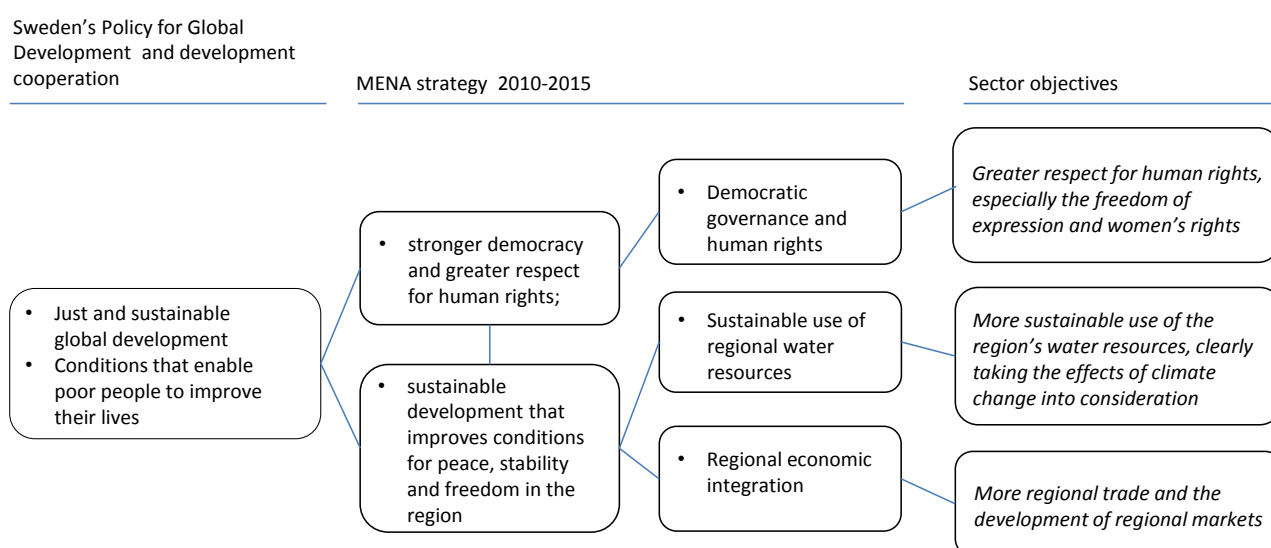
The main limitations of the evaluation are outlined in the inception report and relate to: the time scale (many contributions are not yet complete); the complexity (the evaluation covers a disparate and non-homogeneous region and involves both regional and country interventions across 3 broad sectors); the rapid political and socio-economic change (many assumptions behind the contributions and the strategy as a whole have become invalid) and, the catalytic nature of the interventions (which means the Swedish contribution to results is often difficult to determine). The methodology takes account, as best it can, of this reality. Key findings have been subject to verification and, where relevant, triangulated. At each step in the review, interim reports (initial desk review study, field confirmation notes, draft review report) supported drafting of the final report and allowed sharing among the team and with Sida.

2 Findings on programme performance

2.1 OVERALL PROGRAMME CONTEXT

The overarching objectives of Swedish cooperation with MENA are: “*stronger democracy and greater respect for human rights; and sustainable development that improves conditions for peace, stability and freedom in the region.*” This objective in turn supports the overall objectives of Sweden’s policy for global development “*to contribute to just and sustainable global development*” and “*create conditions that enable poor people to improve their lives*”. Cooperation is focused on three sectors “*democratic governance and human rights; sustainable use of transboundary water resources and, regional economic integration*”. Each sector has its own objective as shown figure 2.1 below.

Figure 2.1 Linkage of objectives



Context – since the MENA strategy was launched in 2010, there have been rapid changes in the region which have had a significant influence on the likely achievement of objectives. The Arab Spring of 2011 and subsequent developments led to new opportunities and greater awareness of human rights and democratic governance as well as recognition of the importance of stable economic development and integration. Some of the subsequent developments, such as military intervention and the war in Syria and Iraq, have had a severely negative impact on regional human rights and democratic government and the likelihood of regional market integration and cooper-

ation over shared water resources. Development since 2011 has thus had elements that both favour and hinder the achievement of the Sida MENA strategy.

In response to the incipient democratic transitions but also the later humanitarian and human rights crisis, the Swedish government has significantly increased the allocation of resources (from SEK 650 million to over SEK 2 billion). As well as extending the regional support, the Swedish government has added country specific contributions for Yemen, Tunisia, Egypt, Libya and Syria within the human rights and democratic governance sector.

Today, the situation in the region is fragile and far from homogenous. Generally speaking, the situation is deteriorating especially in terms of democracy and human rights with a worsening context for cooperation over regional water resources and economic integration. The conflict in Syria has exploded into full-scale civil war, which has been further exacerbated by the entry into the arena of ISIS. Jordan and Lebanon, two countries already beset by their own problems which are now pressured into supporting the influx of hundreds of thousands of Syrian refugees. Corruption pervades all sectors of economic activity and public delivery of services. Press freedoms are heavily curbed with journalists facing retribution for exposing cases of corruption and state torture, or for writing about issues disapproved of by extremists or the state. Human rights are constantly violated, national and international laws not respected. Political dissent is generally not tolerated. Women and the youth bear the brunt of the deepening economic hardships faced by ordinary citizens. Women especially are already marginalised politically, and face incidences of violence and harassment with weak recourse to the legal and judicial systems. Ordinary citizens are generally unaware of their human and legal rights.

The evaluation of the results and methods and processes of the Sida MENA strategy is only meaningful when interpreted in the context of these rapid changes.

2.2 DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

2.2.1 Sector objectives

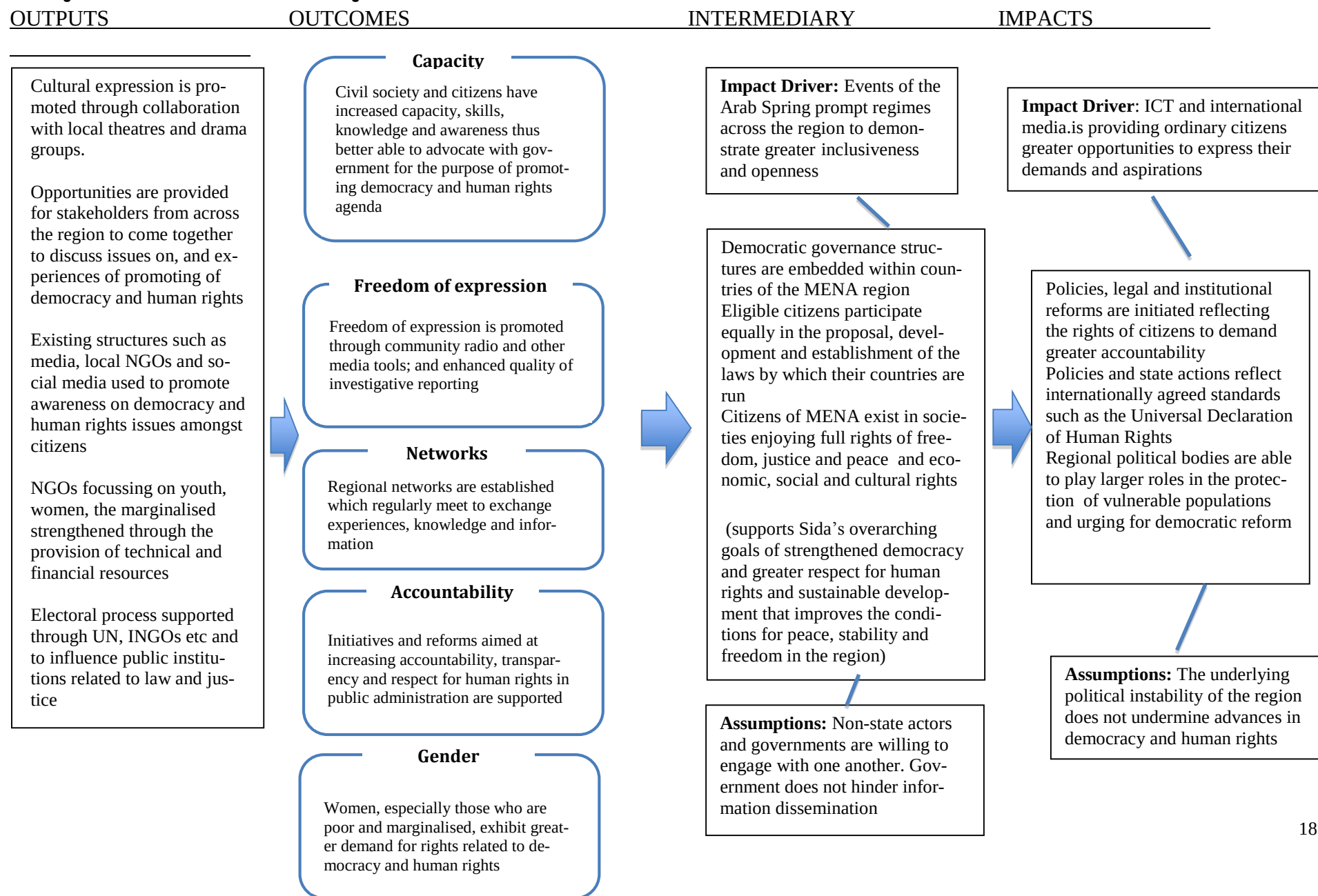
The objective of the democratic governance and human rights sector is “Greater respect for human rights, especially the freedom of expression and women’s rights”. A theory of change is presented below based on analysis of the contributions selected for desk review.

Contribution		Dates	Amount SEK	Partner / intervention type
52030093	Transparency International MENA	July 2011 - December 2014	45,70 0,000	• International NGO • Pooled core funding
2030054	Oxfam Women's Access to Justice	April 2011 - March 2014	7,600,000	• International NGO • Project funding
52030203	Towards A Democratic Transition in Syria	July 2013 - July 2017	27,000,000	• International NGO • Project funding
52030023	Kvinna till Kvinna MENA	June 2011 - June 2015	50,000,000	• International NGO • Core funding
52030218	Oxfam GB - Voice and Accountability	August 2013 - July 2015	16,500,000	• International NGO • Project funding
52030141	Supporting women's transformative leadership MENA (AMAL)	October 2012 – September 2015	N/A (total budget 6,808,060 USD) ¹	• NGO/CSO • Project funding
52030126	Community Radio MENA	December 2011 – December 2015	19,000,000	• NGO/CSO • Project funding
52030058	Core Support ARIJ	October 2011 – June 2015	21,000,000	• NGO/CSO • Pooled core funding
52030177	OHCHR office in Tunis	June 2013– February 2016	27.200,000	• Multilateral organisation • Core funding
52030021	EMHRF core support	January 2012 - September 2014 ²	14,500,000	• NGO/CSO • Pooled core funding

¹ AMAL Programme Mid-term Review September 2014.

² Please note that the reporting period for EMHRF is 2010 – 2013, which includes a period not covered by this evaluation.

Figure 2.2.1 Reconstructed intervention logic



2.2.2 Results

Question 1: What are the results achieved in relation to the sector objective set out in the MENA Regional Strategy 2010-2015?

Question 2: To what extent are the projects/ programmes expected to contribute to the sector objective of achieving greater respect for human rights, especially for the freedom of expression and women's rights?

The following analysis pertains only to the 10 projects studied and to which field visits were undertaken and mainly reflects the results related to the four countries visited (Tunisia, Egypt, Lebanon and Jordan).³ They have been selected to represent as best as possible the other projects not studied or visited but the sample is too small to imply that all the remainder projects are showing similar results. The results do not focus on outputs such as meetings held, publications disseminated or trainings organised. Rather they focus on the changes that occurred because of these outputs, namely the outcomes.

Swedish support has enabled human rights defenders to be able to continue their work, whether it be immediate emergency assistance to individuals or longer term grants to overcome funding constraints to NGOs. A major achievement is OHCHR's support in Tunisia for the drafting of a National Charter on the rights of people with disabilities. Another achievement in the area of legislative reform has been Kafa, a local partner's persistent pursuit of a law against domestic violence in Lebanon. The law was gazetted in May 2014.⁴

Funded partners have engaged a variety of stakeholders to promote their objectives and those projects which undertook baselines and end-of-project evaluations - such as Oxfam's Access to Justice Project - have been able to demonstrate the considerable changes in knowledge and attitude that have occurred. Local partner NGOs working with Oxfam, Kvinna till Kvinna and EFI have had their capacities strengthened in organisational development, implementation, financial management, human rights, communication, monitoring approach, advocacy, media and other matters. Lawyers have been trained in domestic violence issues in Jordan and Lebanon, and in Tunisia

³ The results matrices in Annex 5 provide more detailed achievements project by project and component by component across the region.

⁴ Kafa has provided documentary evidence which shows the significant contribution it has made to this effort, though of course it alone cannot be credited for the law's enactment.

where they were trained in human rights issues, the number of arbitrary detention cases raised by lawyers who were trained went from one case in 2010 to 265 today. Similarly, the awareness and attitude of the law enforcement agencies in Lebanon on domestic violence issues has changed due to the training.

Hundreds of women who were subject to domestic violence have been saved from further abuse through legal means or counselling or provision of shelter. Those projects working with Syrian refugee women have been able to work with them to respond to daily challenges, anger and stress and provide social support as well as psychological, medical and legal reference.

Support provided has capacitated regional CSOs in their abilities to better advocate against corruption. Media attention around the topic of anti-corruption has been created and sparked reactions from public officials. While much more is needed, corruption has now acquired greater attention on the human rights agenda. There have been limited successes in engaging with government though youth have become a strong constituency of anti-corruption projects in Egypt and Lebanon, for example.

Reporters have been trained in investigative journalism, it has been introduced in the curriculum of several universities and dozens of articles have been published and disseminated. Investigative reporting has remained confined mostly to the print media but the use of other media has started receiving more attention.

Over one hundred and fifty investigative reports have been produced and disseminated with the support of ARIJ. The investigations with most impact have resulted in new laws or regulations in Jordan, Palestine, and Yemen and governmental investigations or parliamentary discussions in Egypt, Jordan, Lebanon, Palestine, Syria, Tunisia and Yemen.

Community radio stations have provided communities a space to raise issues for the attention of public officials, and a number of positive concrete reactions from local governments have been observed.

2.2.3 Relevance

Question 3: To what extent have the projects/ programmes been relevant to the sector objective of achieving greater respect for human rights, especially for the freedom of expression and women's rights?

The Strategy was implemented in a drastically changing political landscape, characterised by revolutions removing old regimes from power and the witnessing of sever-

al elections⁵ over the course of the strategy period. In the light of the unforeseen and often rapid changes happening in the region, a high degree of flexibility was needed in the contributions in order to remain relevant. The team noted that almost all projects have been able to respond and adapt to the changing realities and adjust their activities to the situation on the ground e.g. the impact of the influx of Syrian refugees, especially women in Jordan and Lebanon.

The majority of interviewed implementing partners confirmed that there was an understanding from the Swedish side of the need to be adaptive during the programme period. In line with this, several actors interviewed confirmed the positive image and role of Sweden as a donor and actor in the region. Likewise, during the field visits, the team noticed a high level of engagement and ownership amongst local partners and beneficiaries, which indicates relevance to the partners and beneficiaries reached by the contributions in the visited countries.

The Strategy covers Algeria, Egypt, Iran, Iraq, Jordan, Lebanon, Libya, Morocco, the occupied Palestinian territory, Syria, Tunisia and Yemen to varying degrees. The team assesses all the countries to be relevant in terms of fulfilling the criteria of being developing countries, and furthermore by the majority being characterised as ‘not free’ in Freedom House’s ranking, with low rankings in the Gender Inequality Index and with corruption being an obstacle to democracy according to Transparency International’s Anti-Corruption Index.

It is the team’s assessment that Sida selected a majority of interesting change agents, actors who do, or have the potential to, play important roles in defending and promoting civil space, human rights and democratisation. These change agents range from civil society organisations (CSOs) to multilateral organisations to media institutions.

A broad range of relevant sub-thematic areas have been covered that relate to human rights and democratic development, the major ones being anti-corruption, decentralisation and support to local government, democratic participation and civil society,

⁵ Elections were held in countries visited in the following years: 1) Egypt: 2011 Parliament elections, Presidential Elections 2012, Presidential elections 2014. 2) Tunisia: Constituent Assembly election 2011, Presidential Elections 2014. 3) Jordan: General Parliamentary elections in 2010 and 2013. 4) Lebanon: has not had an election since 2009).

elections, legal and judicial development, media and freedom of expression and women's rights.

Similarly, the Strategy does support a multitude of countries, actors and sub-thematic areas which raises the question of how to most effectively support change in the region- with fewer, more concentrated, efforts or through a widespread approach.

The strategy also emphasises the full enjoyment of human rights by women. Some contributions work primarily with women's rights as the main focus of their work. In addition to this, other contributions include women as their target group either as a crosscutting issue or by being part of a broader target group (i.e. human rights defenders, journalists, refugees, citizens). The team assesses that the majority of contributions are relevant to promoting the full enjoyment of human rights by women as priorities in the strategy.

The strategic emphasis on reaching marginalised groups, both in socio-economic and political terms, as well as geographically, could be strengthened. The majority of contributions assessed work largely in and around the capital and large cities, with some exceptions, and it was noted that the efforts did not always sufficiently reach out to marginalised rural areas to ensure an equal development in the countries. This could potentially imply an unequal development in the country between region and between societal groups.

Youth was (surprisingly) not mentioned in the 2010-2015 strategy. It has proved to be an influential and dynamic segment of the population; both during events such as the Arab Spring but also in other social developments e.g. the fight against corruption. In the light of the current challenges to democratic development in the region, if youth are not targeted, they risk being even more disillusioned and frustrated.

2.2.4 Process, actors and methods

Question 4: Is it possible to draw any conclusions about which actors and methods that have been more successful in achieving results?

Question 5: To what extent does Sida partners have access to and are able to influence change processes important for the fulfilment of the sector objective?

Question 6: What are the lessons learned?

Methods

The following section will present the different methodologies implemented by the various contributions as well as their different processes and actors. To summarise, these include: awareness raising of rights-holders (often via printed material, media or creative art forms), capacity building (i.e. training, coaching and mentoring), advoca-

cy (i.e. lobbying of duty-bearers through reports), research and documentation (i.e. mapping of women's political participation, collecting or documenting human rights violations), networking (i.e. facilitating exchange of experience and learning amongst likeminded peers), protection (i.e. individual grants to human rights defenders and support for seeking asylum, hotlines) and legal support/counselling (i.e. psychological, legal and economic support, support to persons harassed).

There has been significant awareness raising and capacity-building using traditional methods such as workshops, seminars and publications. For capacity-building activities, the team found that a major challenge is to measure the impact of the training, coaching or mentoring on individuals as well as ensuring that the knowledge or skills acquired is spread beyond the level of the individual. An exception was in the Oxfam Access to Justice project which did a baseline and then an evaluation at the end of the project period.

Kafa has used quite bold methods of advocating parliamentarians to pass a law on domestic abuse. This has included naming and shaming politicians, using street theatre to get the message across to citizens, faking death in front of parliament buildings, protests and rallies involving men, women and children, galvanising support amongst news broadcasters, singers and actors, and press conferences.

Legal advice centres have been established serving a variety of purposes: guidance to victims of corruption and interventions on their behalf with government bodies such as ministries, assistance to women who were victims of domestic abuse or violence, or faced problems due to estrangement or divorce. Psychosocial counselling in shelters and centres has also been provided to female victims of domestic violence and to those facing trauma.

It has been realised by those projects that deal with distressed women or women suffering isolation and conservative family and social environments that they need to be provided with opportunities to come together or to alleviate their psychological or emotional distress. Often the women do not easily discuss taboo issues such as violence and alternative ways can be a good method to open up for this. Projects have initiated activities such as sports classes, cooking classes, reading clubs, computer courses etc. in order to encourage this and activities which will enable them to develop the women's abilities to articulate their rights.

There seems to be no single best method of raising awareness and building capacity. Respondents have stated that a variety of methods is needed and the mix depends upon the type of message and the target group being focussed upon.

Variety of Media

Projects have used a broad variety of medias (TV, radio, print, social media etc.) for raising awareness and campaigning. TV and radio are effective in reaching a broad audience. Community radio stations, in particular, have proved to be an inexpensive, interactive method of improving accountability and giving a voice to local communities. Most traditional media are also found online where they stream on their webpage or through Social websites, although discrepancy was found in the ability to reach a large audience through social media.

Organisations are increasingly looking into how to use social media by doing trainings in this area. Increasingly, social media is being used by projects with Facebook and Twitter being the most popular. Social media is becoming a convenient way to communicate especially amongst the youth, and is increasingly becoming accessible because of cheaper devices. An example of its increasing penetration is in Lebanon, LTA figures show that 66% of those who citizens who contacted its Advisory and Legal Aid Centre (ALAC) learnt of the Centre through bulk-SMSs sent out by LTA. This is by far the most significant channel, the other major sources being TV (10%), radio (9%), Word of mouth (5%) and billboards (4%).

Posting videos on social media online is also promising, but more experience is needed to ensure that the videos have the maximum outreach and get shared and viewed by a large number of people. The team concludes that whilst there is great potential for reaching out and engaging, particularly the younger segment of the population on social media (Facebook, Twitter, YouTube etc.), many organisations still need more skills and knowledge on how to use these mediums effectively.

Processes

The structures of implementation of the various projects vary.

No regional presence: In TIMP, the implementing partner i.e. the Secretariat of Transparency International (TI-S) is based in Berlin. It works with its partners in the region. These local partners are selected by TI-S based on a commonality of objectives and capacity of the organisation, amongst other factors. The local partners transition from national contact points to national chapters, being accredited as fully-fledged national chapters if they meet the requirements of TI. Technical and financial support is provided from Berlin, which also organises exchanges and sharing of experiences within and beyond the region for the various local partners.

Regional presence only: Some international implementing partners have a physical presence within the region in a particular country. Examples include EMHRF, which is headquartered in Copenhagen, Paris and Tunisia. Its Tunisia office covers the Maghreb region and from Copenhagen the Mashrek region is covered. The European Feminist Initiative IFE-EFI is headquartered in Paris and implements its MENA activities from its office in Amman. There are also regional projects, which are headquartered within the region such as Community Media Network and ARIJ which both operate from Amman.

Regional and country presence: However, none of the above have country-specific presence. Kvinna till Kvinna and Oxfam have their global offices in Stockholm and Oxford UK respectively. In the region, they have presence in the countries they operate in such as Lebanon and Jordan. They also have regional offices that oversee operations in a number of countries and facilitate regional exchange. It is observed that generally, country presence increases effectiveness and achievement of results. The implementing agency is able to provide more dedicated and immediate support to its local partner. It also facilitates decision-making and a better working relationship between the various partners. Kvinna till Kvinna is enhancing its regional capacities further by decentralisation of further decision-making authority from Stockholm to its regional operations.

This last type of model of implementation has allowed KtK to engage with a total of 22 local partners in the three countries of operation, Jordan, Lebanon and Egypt under one contribution agreement with Sida. More local organisations are expected to partner with Kvinna till Kvinna in 2015 and 2016. This model appears to have enabled Sida to spread its support across a larger number of small CSOs and NGOs while at the same time not reducing the effort of strengthening their capacities. Oxfam is also revising its strategy, under which programme oversight will be further decentralised to country level as it realised the importance of having country specific initiatives and more presence. Its regional presence will continue to provide coordination and regional advocacy. Both organisations see their head and regional offices as providers of thematic expertise.

Generally, Sida support has been able to positively affect change processes at local levels. At the national level, it has supported change through engagement in legislation reform and constitution-making - in Lebanon and Tunisia. However, even given the above, change processes have been influenced to a very limited degree in the region as a whole given the magnitude of human rights and democracy issues and the limited space available, and the limited duration and scale of most of the projects that have been observed.

Actors

In some women-targeted projects, men and boys have also been involved as target groups and in activity implementation, though more attention could be given to engaging them. Kafa's campaigns and rallies for laws against domestic violence have seen men and boys marching alongside women. In its workshops on informing women about their civil rights, JWF in the Access to Justice Project has also targeted husbands and has created a men's forum to support women's rights.

Overall, rights holders have been targeted much more than duty bearers. Victims of violence, their families, refugees, journalists, students, activists etc. have benefitted from the various activities. There has been less attention paid to government institutions, though cases do exist of direct training and partnerships. There has been limited space to engage with duty bearers in some countries e.g. Syria and Egypt, and that space has become more constricted which has also reduced the ability to catalyse change.

There have also been instances of engaging religious leaders who can be a powerful influence on target groups and on project implementation in the MENA region. High youth unemployment, the growth of religious militia and propaganda on social media can spur dissension and conflict, and engaging religious leaders can aid to diffuse tension.

Nearly all the projects do collaborate or network with other NGOs, which are working towards the same objectives as theirs. However, there is vastly more potential for Sida funded projects to work together on similar objectives. Currently, they are not exploiting this opportunity. Projects which work at community level on awareness raising and accountability could e.g. make use of community radio. Community radio projects and those uncovering corruption could align efforts with ARIJ or access information on what important issues to put on the agenda by e.g. the organisations working with human rights defenders, women's rights or anti-corruption. A number of the projects work with Syrian refugees in both Lebanon and Jordan but do not collaborate. Transparency International, the Access to Justice projects and some projects of Kvinna till Kvinna and EMHRF promote women's legal rights but have no contact with one another. An opportunity to learn from and share experiences and ideas is thus lost.

Even though the current Sida MENA strategy for 2010-2015 does not name youth as a segment of the population to be target strategically, a number of the 10 projects reviewed have focussed upon them. Particularly successful in engaging them have been projects on anti-corruption, managing community radio stations and those which use

academic institutions to target students. There are many more opportunities for projects to engage universities as channels for awareness raising on anti-corruption, human and women's rights issues, and to engage youth as activists in their activities.

2.2.5 Regional value added

Question 7: What is the value added of working at country and regional level?

Question 8: When/in which subsectors/issues is it an added value to work regionally/nationally?

Question 9: Is it possible to draw any conclusions about which countries/sectors/actors/methods are more suitable for regional/national contributions given the sector objectives stated in the strategy?

Question 10: In order to contribute to the sector objective, what are the pros and cons of working on the regional/country level?

Question 11: Is the chosen approach (i.e. the selection of countries where bilateral support is possible, but also the strong overall regional focus) continuously relevant in relation to the dynamics in the region?

Generally, it was found that there is a connectedness in the region with events influencing beyond national borders, like the strategy mentions, yet countries also face unique challenges that are independent of regional dynamics. Most actors interviewed value regional work and networking all the while recognising that democratisation and human rights efforts must be owned and driven by local and national processes. It was found that actual regional work with consequential regional impact is rather limited in the contributions looked at during this evaluation, perhaps mainly due to the difficulty in monitoring and evaluating. Most organisations met tend to focus overwhelmingly on the national challenges they have and thus less on the regional challenges.

In the contributions assessed, there is no standard definition of what it means to work regionally, but what is mainly implemented in practice is a regional programme implemented in several countries where the so-called 'regional aspect' of it mainly revolves around joint meetings with the partners/stakeholders to exchange experiences or to conduct regional trainings. Regional work also takes the shape of an international organisation/local organisation implementing the overall programme in cooperation with several nationally based partners. The overarching implementing organisation is mainly the interlocutor facilitating the regional exchange. The team assesses there is still an opportunity to enhance cross-fertilisation in order to benefit from working regionally.

All stakeholders interviewed confirmed an appreciation of regional exchange arguing that it gives them the opportunity to exchange experiences, learn about other organi-

sations' approaches as well as feel solidarity in challenging times with likeminded peers. Several stakeholders were also critical of the fact that regional exchange is not an added value per se, and that often these regional encounters become too broad and unfocused. The team also found limited evidence of the organisations actually using their regional peers/network actively on a daily basis. In the cases where they had been in touch with others to learn from them, it had been coordinated and facilitated by the overall implementing organisation.

The team has developed this overview to summarise the findings regarding the challenges and opportunities of working regionally:

Challenges	Opportunities
- Managing regional programmes is complex and time consuming. There might be different paces of implementation and different national events delaying the activities. - Finding the right partners is crucial as well as creating ownership. Sometimes regional partners' have different perspectives and it can take time to bring everyone on the same page. - There might be a sustainability issue once the project is finalised with regards to having true self-sustainable networks and working relationships. - Mobility and access can be a challenge for gathering the regional partners, in particular with fragile countries. - It is challenging to find joint advocacy issues as well as knowing which relevant regional decision-makers to target. Each country is at a different stage and has very specific national issues to target. - It is difficult to capture the impact of regional programmes. - Exchanges might be just as valuable with peers or experts outside the MENA region. - Creating regional knowledge hubs and a forum for exchanging knowledge, tools and best practices is difficult. Insufficient generation and documentation of lessons learned and good practice reduces the operational efficiency of projects. Even though the same or similar activities are being implemented in different national contexts, challenges met and solutions found are not yet sufficiently documented and do not find their way into the reporting.	- Organisations learn best from each other when they are working within the same specific field (i.e. working with a particular target group like rural women or methodology like media tools). - Many relationships and opportunities for collaboration are often initiated when people meet and interact at regional meetings. - Exchange of experience should be focused on technical issues and thus limiting regional conferences without specific tangible mutual work to be shared and discussed. There might be opportunities to explore how this sharing of good practices could take place and what mediums are the most convenient and useful. - Regional campaigns can create a lot of media attention and present a stronger voice that has the potential of creating pressure in different countries and potential 'healthy competition'. - Some countries have a closer proximity and mutuality due to the socio-economic challenges they face and more similar cultural features (i.e. the Maghreb region). This presents opportunities for collaboration and sharing. - Countries in the region with a longer history of an active civil society (i.e. Palestine) might provide experience for countries with a more nascent civil society (Libya or Yemen). - Civil society can advocate on a regional level for the establishment or monitoring of a functioning system of accountability where national judicial system is not working or delivering or where impunity is a regional phenomenon. - Some issues are very suited to tackle from a regional perspective due their sensitive nature or due to it being impossible in a particular country (i.e. freedom of expression, right to information, women's rights, human rights defenders, migrant issues, freedom of media, LGBTIQ etc.) There might be an opportunity to work with from a regional level and give individuals and organisations the opportunity to seek support and knowledge through regional forums, organisa-

	tions or meeting points.
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Finally, while looking at harmonisation was not an explicit focus of this evaluation, the team found a very limited degree of cooperation across projects, something that indicates that there is a great potential for different Sida-funded projects to learn from each other and work together.

2.2.6 Crosscutting Issues

Democracy and human rights: The Swedish Policy for Democratic Development and Human Rights 2010-2014 outlines the four principles incorporated into a human rights-based approach (HRBA): non-discrimination, participation, openness and transparency, and accountability. Sida is known for prioritising this area, and for including this approach when assessing contributions to fund. No evidence was found, however, that Sida has made any efforts during the strategy period in terms of following up with the individual organisations on this aspect. Nonetheless, the majority of contributions do work based on the international human rights framework and do to varying degrees implement in line with HRBA principles.

Gender equality mainstreaming: “Gender equality” is represented to a varying extent in all of the contributions assessed. In the contributions targeting women’s rights specifically, gender equality is inherent in project documents and objectives as well as in results frameworks and indicators. Projects which do not primarily work with women’s rights, are less clear on their strategy on how to mainstream gender equality into their programme and little attention is given to issues such as gender sensitive reporting, gender aggregated data and indicators showing i.e. men, women, boys and girls and gender power relations/analysis.

Environment and climate: The focus on environmental issues is limited in the human rights and democracy sector. ARIJ supports the publication of investigative reports into issues related to environmental hazards and non-compliance with environmental safeguards by businesses or local authorities.

2.3 SUSTAINABLE USE OF REGIONAL WATER RESOURCES

2.3.1 Sector objectives

The objective of support to the sector is “more sustainable use of the region’s water resources, clearly taking the effects of climate change into consideration”. A simpli-

fied theory of change is presented below which outlines 4 main areas of contribution to the sector objective (figure 2.3.1):

Capacity – skills, knowledge, awareness and attitudes (among: decision makers; technical experts; water users and, the general population).

Tools – institutional strengthening, models and systems.

Cooperation – information, trust, experience of positive outcomes arising from collaboration.

Governance – transparent, accountable and inclusive decision making.

As recognised in the MENA strategy, success in reaching the sector objectives is highly dependent on a number of assumptions such as the institutionalisation of capacity and the underlying political stability of the region. Advances in the sustainable use of water resources are both dependent on and can contribute to improved cooperation on a wider front. The contributions selected for desk review are shown in table 2.3.1 below.

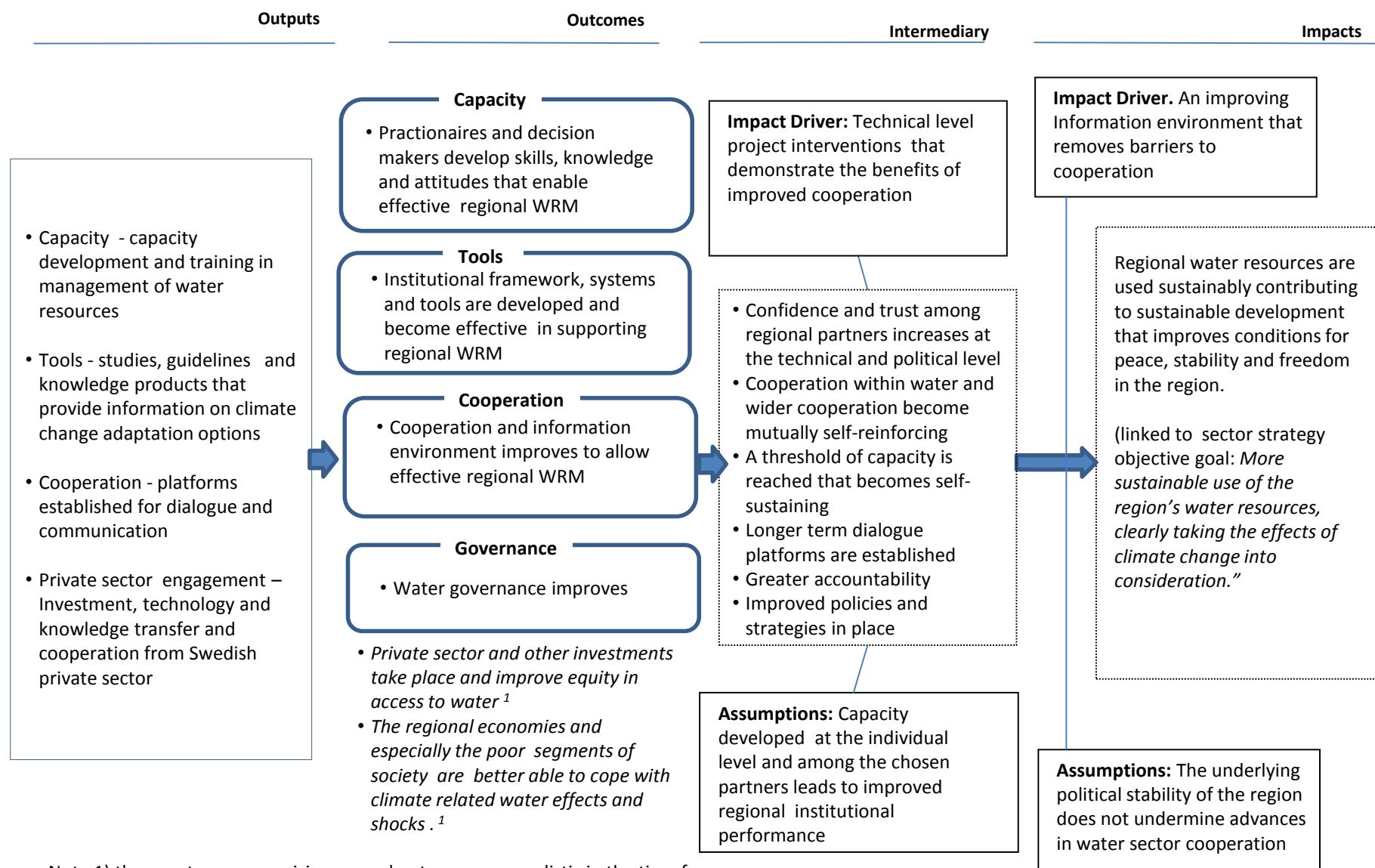
Table 2.3.1 Contributions selected for desk review

Contribution		Dates	Amount SEK	Partner / intervention type
52030051*	SIWI economic benefit modelling	July 2010- Aug 2012	3,726,150	• Donor Government • Project type
52030116*	FoEME GWN phase 2	Nov 2011- June 2014	20,500,000	• International NGO • Contr. Spec. Purpose prog./fund
52030125	UNESCWA – MDG	December 2010-	10,000,000	• Multi-lateral organization • Contr. Spec.Purpose prog/fund
52030055*	UNESCWA- climate change assessment	December 2010-2013	28,600,000	• Multi-lateral organization • Contr. Spec.Purpose prog/fund
52030018*	Blue peace water security Middle East**	September 2009- April 2011	2,150,000	• International NGO • TA
52030155	Experience exchange	January 2013- March 2014	2,900,000	• International NGO • TA
52030161*	World Food Studies	December 2012-2015	7,900,000	• International NGO • Project type
52050090*	ITP TWM MENA **	2006-2011	To be confirmed	• International NGO • Training /scholarship

*Selected for greater in-depth review of results; others looked at in terms of design and concept.

** from the earlier phase of MENA support 2006-2010

Figure 2.3.1 reconstructed intervention logic



2.3.2 Results

Question 1: What are the results achieved and what are the experiences in relation to the sector objective set out in the MENA Regional Strategy 2010-2015; bearing in mind the strategy that states “The objective shall be achieved by supporting trans-boundary cooperation on common water resources and integrated water resources use”?

Annex 4 provides details of the results achieved for the contributions selected for in-depth desk review. A tentative summary is given below against the main expected outcome areas.

Capacity

It is evident that implementation of the strategy so far has led to an increase in capacity for sustainable use of regional water resources, taking climate change into account. Capacity has been created amongst individuals at all levels of society.

- At the general population level, the FoEME Good Water Neighbours project has involved nearly 3000 youth in water related and cross boundary activities. Surveys (see annex 5) have shown an increase among the youth in their awareness and attitude towards the importance of cross border collaboration in managing the River Jordan Valley. Both FoEME and the Blue Peace project have had extensive coverage in the regional media which will increase awareness among the general public of the opportunities for improved cooperation. To a lesser extent, awareness and capacity for climate change adaptation may have been created.
- Among technical experts, the ITP TWM program has trained some 140 experts from 8 different countries in the region on advanced water resources management with an emphasis on the transboundary and regional aspects. According to surveys, there is a high degree of satisfaction and recognition by the participants that their capacity in regional water resources management has increased.
- At the level of decision makers, the FoEME Good Water Neighbours project has involved officials and influential stakeholders from nearly 30 communities/ municipalities in cross border visits and interchange. The parliamentary level has also been reached through workshops, briefings and visits. The Blue peace study has engaged at top political level particularly in Jordan, Israel, Turkey and others. Awareness of the opportunities for cooperation has increased.

Although it is recognised that awareness and individual capacity is important, there is a concern that without consolidating this at the institutional level or without a mechanism for constant refreshment, the individual capacity could dwindle with time and have low impact.

Tools

Tools, systems and models have been introduced through a variety of studies some of which are still ongoing. Examples include:

- The study on economic modelling on the Euphrates and Tigris rivers undertaken by Stockholm International Water Institute (SIWI) and its partners and a more general economic welfare model being developed by SUV.
- The sophisticated climate change modelling being undertaken as part of a wider multi-donor financed effort led by UNESCWA.
- Teacher training, development of training materials and introductory material on environmental management of the River Jordan into school curriculums through the Good Water Neighbours project has institutionalised and perpetuated capacity development and increased the sustainability of the capacity development efforts.

A constraint to institutionalisation of capacity and the development of tools that are owned regionally is the lack of regional organisations. Many of the organisations are national, such as universities - although they have a potential regional role.

Cooperation

Cooperation on water resources management has been difficult in the period. The crisis in Syria and Iraq has led to a low level of activity in the Euphrates and Tigris. Cooperation over the River Jordan has been hampered by the continuous lack of official sanction for formalised cooperation mechanisms. Nevertheless there have been some tangible results such as:

- Exchange of data and cooperation on joint models through the SIWI modelling, the UNESCWA and SUV modelling.
- The efforts of the FoEME Good Water Neighbours project in developing waste water and other projects has led to a low level but tangible increase in cooperation as well as an increase in trust amongst youth and at the municipal level, that has been verified through questionnaires (see Annex 5).
- The Blue peace project has led to an exchange of data and an expression of a high political level of willingness to form circles of cooperation around prioritised regional water issues.

Those projects such as the one led by UNESCWA, which have succeeded in involving official regional cooperation bodies such as the League of Arab States and the Council of Arab Water Ministers are likely to have contributed to a sustainable improvement in cooperation. It is also plausible that the training of individuals through the ITP program will have a positive effect on future cooperation, especially where individuals are promoted and become key decision makers in the future. Anecdotally, there is evidence that this has already happened - an alumni email survey could help establish a firmer basis for concluding on this point.

Governance

The main contribution to governance has been in the capacity development efforts through a variety of training courses, workshops and other events. Explicit support to governance has not been a feature of the contributions yet, although some contributions have been initiated recently, which more explicitly address governance.

In summary, across all the outcome areas of the strategy, there is evidence for results being obtained. In some cases the results are tangible (Good Water Neighbours project) and measures have been taken to institutionalise and sustain the benefits (most notably through the UNESCWA and FoEME projects). There has also been a contribution to reaching the highest levels of political leadership which is ultimately the main trigger for change (blue peace initiative). Apart from the UNESCWA led efforts on modelling, the climate change aspects have not been explicitly prioritised. There are weaknesses in the training (ITP-TWM) and in some of the modelling work (SIWI) that is implicitly recognised and it is notable that these projects have not been continued at least in their current form – in the case of the modelling a new approach is being adopted.

2.3.3 Relevance

Question 2: To what extent have the projects/programmes been relevant to and contributed to the sector objective?

All the projects examined were found to be relevant to and potentially contribute to the sector objective. A review of the relative contribution of each project to the 4 areas (capacity, tools, cooperation and governance) was made which shows that capacity the area most supported and governance is the area least supported. The later projects tend to focus more on water governance and diplomacy.

Capacity building and tools: the contribution to capacity building at individual and institutional level documented under the results section is highly relevant. Although it does not immediately translate to more sustainable use of regional water resources (in terms of water quality and quantity) because regional cooperation has not yet taken

off, it does mean that the region is more ready to identify and react to opportunities for cooperation. The data, concepts (such as benefit sharing) and the experience in developing models and tools that has been built up through the capacity building is available for the future and can be mobilised when the political circumstances change (see box 2.3.1).

Box 2.3.1 Capacity development leads to “readiness” to identify and react to opportunities

Increased capacity is enabling the region to respond effectively to a shift in Turkey’s position on transboundary water management. Earlier, Turkey’s position was that they would not engage with in transboundary water cooperation processes that involved 3rd parties.

Recent changes in this policy, in part through the creation of a Turkish Water Management Institute, have meant that Turkey is engaging more actively together with 3rd parties in transboundary water cooperation. This means that opportunities for cooperation are greater because they can benefit from international knowledge, support and mediation.

The capacity provided through ITP and through the project for modelling economic benefits has meant that partners and those trained are better able to take advantage of these new opportunities for cooperation and translate them into early results.

Source SIWI interview 22 December 2014

Cooperation and governance: As outlined under the results section, efforts have been made in building cooperation through networking of officials involved in training, through the linking of municipalities and youth across borders (Good Water Neighbours) as well as through high level dialogue that arose from the Blue Peace initiatives. A new wave of projects that focus on governance have been started up in the last year, such as the planned training and mentor program on water integrity, a planned water integrity study and, the study on governance challenges for finance. These initiatives address some of underlying causes of unsustainable use of regional water resources – including low levels of trust and accountability at all levels not only between countries but also between the different interest groups and water users within countries.

2.3.4 Process, actors and methods

Question 3: Bearing in mind that it is stated that support to transboundary cooperation should be limited primarily to the Jordan River and Euphrates-Tigris where it is considered Sweden could play a special role: has Sweden been able to play this role?

Sweden is not involved in conflict in the region, is considered relatively neutral and has strong technical skills and traditions for engaging in cooperative action at the global level. These perceptions combine to give Sweden a special role but not a unique one. It is plausible that support from Sweden for politically sensitive coopera-

tion is more likely to be accepted and thus meet with greater success than support from countries that are perceived to have a (stronger) bias or political agenda.

Sweden has not directly played a role at the political level. Where contributions have involved political level cooperation (Blue peace, FoEME/ Good Water Neighbours and UNESCWA) strong, well-recognised partners have been at the forefront rather than Sweden or Swedish institutions. UNESCWA and FoEME, which both operate with some success at a political level, are co-financed by a number of partners including Germany and the US.

For the high level dialogue under the Blue Peace project, it could be argued that funding from Sweden has lent credibility and avoided tainting of the efforts – it is notable for example that this project, which is one of the most politically active in the portfolio, is co-financed by Switzerland, another country with a neutral tradition.

There is some evidence that the Swedish representation in Turkey has been active in stimulating the involvement of Turkey in the new phase of support to modelling in the Euphrates –Tigris basin through the International Centre for Biosaline Agriculture/Stockholm International Water Institute (SIWI).

Question 4: Is this limited perspective (Jordan River and Euphrates-Tigris) still warranted or should other options be considered?

The Euphrates- Tigris and Jordan River are the two main regional water courses in MENA and thus, should remain focus points for Swedish cooperation. There is always a danger that progress in one or both could be stopped due to conflict as is currently the case with Syria (a key actor not being involved).

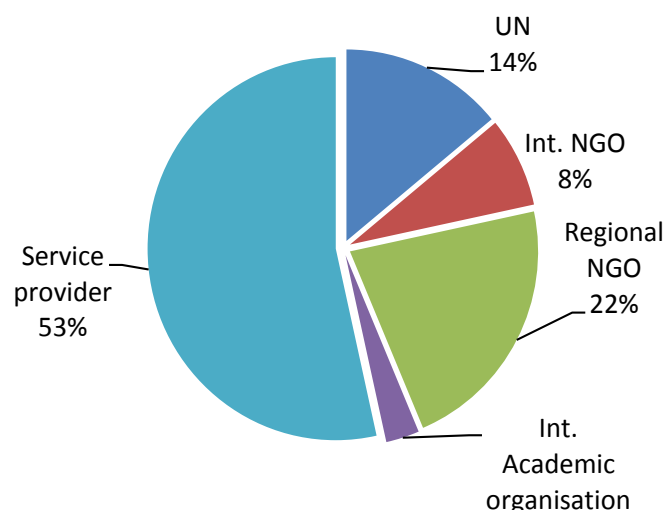
Groundwater, perhaps even more than surface water, is being extracted beyond its safe yield. There is an opportunity to support groundwater in threatened aquifers. The ITP capacity building has addressed groundwater as this is the main transboundary issue in North Africa. Management of shared groundwater is considered valid as an option for future support. Such support will have potential environmental, poverty reduction and cooperation and stability benefits and is a relatively under-supported and under-investigated area.

Question 5: Is it possible to draw any conclusions about which actors and methods that have been more successful in achieving results?

Question 6: What are the challenges and best practices (What are the lessons learned? Which are the good and bad experiences? What has worked and what has not worked?)

Across the contributions, a range of actors are involved including: the general population through awareness raising on water issues (Blue Peace project); youth, ordinary citizens and local municipal leaders (FoEME project); practicing professionals and academics (ITP); officials involved in regional cooperation (UNESCWA climate change project) and, the highest political levels (Blue Peace project).

Figure 2.3.3. Sustainable use of regional water resources - partner type



Contribution		Contract	Partner type
52030028	GWP/OECD - regional water, 2012-2014	8,535,000	Int. NGO
52030051	SIWI WWW and economic benefit modelling E&T, 10-11	3,726,150	Service provider
52030055	UNESCWA Climate change on water 2010-2013	28,600,000	UN
52030116	Friends of the Earth (FoEME) GWN phase II, 2011-2013	20,500,000	Regional NGO
52030125	UNESCWA - MDG+, 2011-2014	10,000,000	UN
52030146	NIRAS: ITP 286 MENA Sustainable Coastal Dev 12-13	9,200,000	Service provider
52030155	SFG - Regional Water Cooperation 2012-2013.	2,900,000	Int. NGO
52030161	SOW-VU Centre for World Food: Water economy	7,900,000	Int. Academic organisation
52030170	SIWI/ICBA Tigris River Basin, 2013-2018	47,690,000	Service provider
52030214	ITP 286 MENA ISCD 2014-2015	9,480,000	Service provider
52030234	Sustainable Use of Transboundary WR and Water Security Management	55,000,000	Service provider
52030236	SIWI Water integrity capacity building progr MENA	20,000,000	Service provider
52030255	FoEME, Good Water Neighbours, Phase III	40,000,000	Regional NGO
52030257	SFG: Experience exchange for regional water cooperation in the ME phase 2, 2014	9,500,000	Int. NGO
54050090	Alumni TWM MENA	2,000,000	Service provider
TOTAL (sek)		275,031,150	

A simplified categorisation of partners has been made for the 15 contributions agreed during 2010-2014 (figure 2.3.3)⁶. The largest category is service providers which includes consultancy and NGOs and public sector bodies where these are primarily providing a service.

In some cases the service provider contract holders are a consortium of NGOs, public sector bodies, consultants and academic organisations.

There is no evidence to conclude that any one type of partner is systematically more or less effective than another – it very much depends on the individual case. Experience with the different partner types can be characterised as follows:

UN: the UN-led projects seem to be very successful in engaging with regional political bodies such as the League of Arab States and ministerial councils. They are also effective at obtaining financing from multiple sources/donors and running large projects. UNESCWA, in particular, has strong programme management capacity and has considerable convening power.

NGOs: the regional NGO programme (FoEME) is unique in the region in that it structurally has roots in 3 of the countries in the Jordan Valley. Its flagship project (Good Water Neighbours) has been tried and proven since 2001 and continues to adopt innovative approaches to regional collaboration on water resources. The international NGO (Strategic Foresight Group - SFG) has a unique access to the highest level of policy makers in the region is perhaps the only means for Sida support to reach this level. SFG's activities also mobilise and make use of Sweden's and Switzerland's convening power and diplomatic connections.

Service providers and academic organisations: the service providers and academic organisations are professionally competent. For longer term success they are dependent on a regional client/owner. In the short term, they have been able to fill a gap in regional ownership through informal networking and collaboration.

⁶ A project for Arab Countries Water Utility Association (ACWUA) (Agreed Dec. 2010 - (support for two thematic Working groups on Utility Reform, and Utility Management, for 6.9 MSEK) – is also reported although it did not feature in the portfolio analysis.

Lessons learned on what works

Across all partner types, there are four factors which distinguish success in achieving results:

- Regional ownership and demand** – the environment for regional cooperation within water is fragile and politically fraught. There are few organisations or networks with regional credibility. Where initiatives are able to tap into regional structures such as the League of Arab States or the Arab Ministerial Water Council and especially where these structures take a leadership role, the prospects for success are much greater. The traction being gained by the UNESCWA climate change modelling is an example of where the process design, the choice of partners and the convening power of UNESCWA have combined to stimulate and ultimately gain a degree of regional ownership and demand among a range of stakeholders. Another example is the long running Good Water Neighbours project where ownership is within the FoEME membership but also with their partners in the schools and municipalities. The follow-up phase currently under preparation to benefit modelling in the Euphrates-Tigris has learnt from the first phase and is now being rooted more firmly in regional bodies.
- Persistence and follow up** - the challenges of sustainable use of regional water resources are not open to quick solutions; continuous effort over the long term is needed to bring results. A high degree of readiness allows opportunities to be grasped when they present themselves. Readiness also creates opportunities. In response to lessons from earlier phases, the ITP training programs are now being directed towards creating a minimum threshold of capacity in key institutions (see box 2.3.1). The long running Good Water Neighbours project is another example where the continuous programme of awareness and capacity development can be capitalised on when circumstances change. The capacity built at municipal level, for example, makes the municipalities better able to react to and make use of new funding opportunities for environmental investments that help the Jordan River. It is no accident that results have followed those cooperation efforts that are longer term, characterised by coherent and persistent follow up and have found a means of engaging at political, technical and civil society levels. Stable and patient cooperation, that moves in phases to allow reflection for lessons learnt, is a contributing factor in the success of the Blue peace related efforts, the Good Water Neighbours project and the likely success of the new ITP programs.
- Multi agency cooperation** – where several donors are involved, more comprehensive actions can be taken, an economy of scale is evident and there is less

strain on the relatively weak absorption capacity of regional structures. An example is the Blue Peace work which is co-financed by Sida and the Swiss Agency for Development and Cooperation (SDC). With two sources of finance, operational interruptions in funding from one agency will not affect progress. Another example is the Good Water Neighbours project which has been able to leverage considerable funding for infrastructure from a variety of sources and thus complement the awareness raising, capacity and policy related efforts funded by Sida. The climate assessment managed by UNESCWA, as it is large and well-funded, benefits from access to world class expertise. Larger multi-donor and multi-annual projects, provided they are well-conceived, not overly complex and managed well, have a greater impact and avoids a piecemeal effect.

- **Engaging beyond the water fraternity** – Although the importance of water in the region makes it valid as a focus area, where initiatives are able to reach across to other sectors and decision making platforms, their impact is greater. The next phases of ITP TWM MENA and the benefit modelling of the Euphrates and Tigris are planning to respond to the lessons learnt in this respect by involving actors beyond water. The Blue Peace initiative has from the start engaged beyond the group of water professionals not only at the political level but also with the media and other interests, and this is a major source of its success. The same is true of the Good Water Neighbours project which has reached out to youth, schools and municipalities. The Good Water Neighbours project has engaged in developing a promising collaboration between Municipalities and farmer's associations in the Jordan Valley and those in Israel. From the Israeli side there is a desire to reduce the nuisance from flies (by avoiding the use of unprocessed chicken manure) and from the Jordanian side there is a desire to adopt more advanced crop and irrigation techniques and cropping patterns that could see their agricultural produce sold to higher value markets. In this way the project has shown the potential to engage beyond water and to link closely with income generation, adding value through improving regional and international trade prospects.

Question 7: To what extent have Sida partners access to, and are able to influence, change processes important for the fulfilment of the sector objective?

The Strategic Foresight Group is clearly the Sida partner that has had the most privileged access to potentially influential change processes⁷. The access is based on the personal contacts of the leadership of the Strategic Foresight Group. FoEME also have good contacts with high level decision-makers at ministerial level in all 3 countries (also beyond water ministries). FoEME, through its unique regional structure and its long term focus on the Jordan River has also influenced change processes within civil society, educational bodies and municipalities. By focussing on youth, FoEME is targeting change beyond today's generation and creating opportunities for the future. These two initiatives stand out. Particularly in the case of Good Water Neighbour project, the continuity of support has led to results being consolidated and has allowed FoEME to adapt and try out alternatives that support achievement of objectives through a variety of approaches. Continuity over a long period also allows the strengthening of networks and the consolidation of skills among key staff. The UNESCWA, through its UN credentials, has also managed to influence change processes to ensure greater attention is given to climate change. Efforts at building knowledge, for example modelling of climate effects and benefit modelling in the region, provide more accurate and up to date information. If well disseminated they potentially attract the attention of decision makers. In this way they serve to influence change processes. Direct examples of this are not easy to find perhaps because the models and major knowledge projects are not yet complete – however there is evidence that the UNESCWA information has influenced regional water strategies.

2.3.5 Regional value added

Question 8: To what extent have the interventions contributed to regional cooperation/integration?

There is little evidence that the interventions have directly led to regional cooperation (in the direct sense of improving aspects of water quality, quantity and distribution) and thus more sustainable use of the region's water resources. Indirectly, however, the interventions have made significant contributions through:

- Improved data sharing and modelling – e.g. in the SOW –VU model all the necessary data has been assembled from the 4 countries and the data set is agreed on by all.

⁷ A more detailed analysis of the added value of the Blue Peace Initiative is made in Annex 5.3 (project 1)

- Experiences of joint training of technical experts across the region – e.g. the ITP TWM program has trained 140 experts from 8 countries and some of the post-training networks have continued.
- Raising the awareness – reaching youth, local and national decision makers and civil society at large through the efforts of the Good Water Neighbour project and the Blue peace initiatives.

These results which have already been achieved are complemented by expectations that the modelling of UNESCWA and SOW-VU will provide “safe” environments for decision makers and others to work jointly on water issues and even simulate negotiations. It is plausible that these simulations will increase readiness to discuss assumptions and viewpoints and better prepare technical experts and decision makers for negotiations if, in later years, the political situation makes this possible.

As mentioned earlier, the efforts directed at building capacity, introducing tools, co-operation and governance contribute to creating a state of readiness for reacting to new opportunities for regional cooperation and integration. The interventions are limited in their ability to directly influence wider political realities that go far beyond water, but they are able to ensure that there is capacity, goodwill and a readiness to respond to more favourable political circumstances; the capacity building also serves as a basis for informed and knowledge-based political dialogue for lasting and trustworthy agreements.

Question 9: Have regional networks and platforms, such as UNESCWA been strengthened?

The project to support climate change modelling through UNESCWA has had a significant strengthening effect on regional platforms such as the League of Arab States and the Arab Ministerial Water Council. The UNESCWA implemented projects co-financed by Sida have provided these platforms with resources and expertise and led to an emerging regional leadership in the area of climate change. For example, the UNESCWA project on climate change modelling has led to the definition of a MENA domain in the Coordinated Regional Downscaling (Cordex) system. This has provided a clear identity for the regional platforms and given them greater voice, confidence and coherence both at international and regional meetings and engagements.

Another example of the strengthening of the regional platform is the support provided by Sida funded activities (through UNESCWA) to the development and adoption of regional resolutions by the Arab Ministerial Water Council which are then translated into national climate change communications as was the case for Lebanon and Yemen. These resolutions (e.g. on standardising data collection and sharing information)

are also translated into strategies and actions in the Arab Water Security Strategy (2012) and the Arab Action Plan (under final drafting).

Research and academic networks have been strengthened through the SUV and ITP projects in that a number of universities are collaborating on common tasks, such as data collection, modelling and training. Informal networks of alumni from ITP training courses have also been established and are reported as active.

2.3.6 Cross cutting issues

The main cross cutting areas to be evaluated as defined in the TOR are: democracy and human rights; environment and climate and, gender equality and women.⁸

Democracy and human rights: by improving the prospects for better access to water and basic services, the MENA cooperation programme is providing an essential underpinning for democracy. The investments that are foreseen under the Good Water Neighbours project are a concrete example of how the support provided can lead to improved access. The capacity and legitimacy of the state is enhanced through equitable and efficient provision of services as are its revenues in the case of water being used for productive purposes.

In many of the water scarce areas of the region, especially the Jordan River, equitable access to water resources and water services for consumption (household) and productive use (agriculture) is dependent on regional cooperation. Cooperation on regional water resources is both dependent on and can contribute to wider political cooperation and the fostering of democratic decision making. Thus the contribution made to increasing readiness for water cooperation will also have wider benefits. These benefits include:

- Demonstrating the practical and economic dividend that can be obtained through developing sufficient trust to share information (an example of the dividend being demonstrated under the Sida support includes better climate modelling);

⁸ The projects are judged as conflict sensitive in the sense that none of them inadvertently lead to increasing conflict by for example supporting one group in a more than another. Some of the projects such as the Good Water Neighbours projects actively lessen conflict through increasing communication and understanding. All projects have an element of payoff or reward for cooperation. The projects do not specifically address anti-corruption, although through encouraging better water governance they contribute to creating an environment favours anti-corruption.

- Demonstrating that even in the absence of a broader peace, there are tangible mutual benefits that can be obtained through cooperation at a technical level that do not constitute a normalisation of relations or threaten any longer term bargaining position (an example of such a benefit under the Sida support is the removal of flies in the Jordan valley through better irrigation and fertiliser application);
- Building up a cadre of journalists, academics, professionals, municipal level officials, farmers and youth that have experienced the possibilities and benefits of cooperation and who within their institutions and in their later careers will potentially influence others.

Although the human rights aspects of water is not strongly emphasised as a topic in the training courses, in the modelling projects or in the youth and municipality based activities of the current projects, the capacity to participate and hold duty bearers to account and the capacity of duty bearers to shoulder their responsibilities is being supported indirectly through the ITP program but also through the welfare modelling of SOW-VU. The ITP program builds capacity for regulation and efficient administration of water. By modelling welfare The SOW-VU potentially brings to the surface inequitable access to water (e.g. it might be that commercial farming interests are consuming water without benefits to the general population and at the cost of small scale farmers) and thus provides a mechanism to present evidence of threats to the human right of access to water.

Environment and climate: the support to the sector is inherently linked to improving the environment and addressing climate change. There are opportunities to focus more, than is currently the case, on water use efficiency, even at country level. In principle, greater water efficiency within any country helps at the regional level by potentially making more water available for other use. Demonstration at the country level also helps replication through the regions. Climate change adaptation, which would again be at a sub-regional level, is not a strong focus of the current MENA portfolio. There is only one project (UNESCWA, climate assessment) which is devoted to climate and which could be categorised as a principle contributor under the Rio markers.

Gender equality and role of women: women are often managers of water both for consumption and productive uses. There is very little gender disaggregated data in the reporting of the projects being supported. An exception is the ITP where perhaps this reporting or at least the awareness behind it has led to a gender balance being maintained through affirmative action in the selection of candidates. A similar focus on gender in other projects is not visible.

A recent review by Sida (2013) found that the Good Water Neighbours project of FoEME did not adopt an explicit gender focus following Sida's model for gender mainstreaming which consists of three parts: 1) Integration of gender equality in contributions, 2) targeted support to gender mainstreaming and 3) dialogue on gender equality. It is noted in the analysis that "it appears as if FoEME is avoiding bringing up gender and women's issues in order to demonstrate that they are working with both men and women, i.e. they may want to be seen as having only their own agenda, which is based primarily on environmental concerns... one could argue that FoEME has mainstreamed gender issues entirely." This evaluation also found that FoEME did appear to be mainstreaming gender as evidenced by the prominence of girl alumni ambassadors and the balanced composition of female professionals involved in the project. The recommendation of the earlier study "to bring in women and their specific interests more in environmental management decision-making processes at project, community and policy levels" is considered valid not only for FoEME but for all projects in the sector.

2.4 REGIONAL ECONOMIC INTEGRATION AND MARKET DEVELOPMENT

2.4.1 Sector Objectives

The overarching objective for the regional integration thematic priority is: "*More regional trade and the development of regional markets*": greater regional integration.

Arab Integration Report 2014: Key Message on Regional Integration Supports Sida Approach

The very detailed report summed up its findings as follows: "The key message of this analysis is that joint official action has so far failed to deliver economic gains in Arab countries... The Arab countries have missed many of the opportunities and benefits associated with economic integration and the creation of a regional market, which would reach more than 350 million consumers. Achieving such integration must be a top priority, with trans-boundary development taking precedence over narrow national agendas. None of this can happen unless Governments make - and sustain - a political commitment to integration altogether greater than that of their predecessors."

"The econometric analysis estimated the benefits expected to result from Arab economic integration under different scenarios. It showed that establishing an Arab customs union, the goal set by the Arab countries for the year 2015, will not yield decisive benefits for all Arab countries because of their complex trade commitments and the technical restrictions they impose on trade in goods and services... The conclusion is that economic integration cannot be achieved through trade liberalisation alone. Rather, an integrated package of economic processes is needed (goods and services trade liberalisation/facilitation, lifting of nontariff measures, and facilitating labour and capital movement)."

Providing a useful baseline for measuring the regional integration progress during the Strategy period, the report showed that in 2010, intra-Arab exports including oil amounted to 5.2% of total Arab exports, and 18% excluding oil (compared with EU: 65%; US-Mexico-Canada: 49%; ASEAN: 25%). The Mashreq (Levant) countries were the most integrated (19%), followed by the Gulf Cooperation Council (5%), the Arab Maghreb Union (4.3%), and the Agadir Four (3.3%). Overall, in 2010, the intra-Arab trade structure was: 12% agricultural products, 14% agri-food products, 32% oil and chemicals, and 42% manufactured goods.

Source: ESCWA, *Arab Integration Report 2014*

Well-functioning national Quality Infrastructure (QI) is a prerequisite for market integration, regionally as well as globally. Not only does it directly address technical barriers to trade, but it is crucial for business development, fair competition, consumer protection, trade in food, and curbing corrupt practices – all of which are aims of Sweden's Strategy.

Facilitating Factors for Regional Integration

Around the world, experience with regional integration shows that access by companies to the following greatly facilitates trade and market development:

1. Quality infrastructure (particularly, *effective, transparent* quality infrastructure and control mechanisms for sanitary and phytosanitary requirements, technical regulations, standards, metrology, accreditation, testing, inspections, certification, etc., with laws and practices aligned with internationally agreed norms and harmonised as much as possible across trading partners)
2. Finance, including trade credit and investment capital
3. Business services, including accounting, bookkeeping, legal services, management consulting, logistics, IT, research and development (R&D), packaging services, etc.
4. Good managers and skilled workers
5. Reliable physical infrastructure (electricity, transport, communications, IT, efficient border posts)
6. Reliable market information
7. A trade-conducive business environment, including transparency, competition policy and rule of law.

The International Trade Centre's (ITC) 2012-13 survey of nontariff measures (NTMs) in the MENA region showed that 54% of nontariff measures were Sanitary and Phytosanitary (SPS) and Technical Barriers to Trade (TBT) requirements, especially technical regulations and conformity assessment procedures. The conformity assessment procedures (testing, certification of compliance, inspections, etc.) were by far the most burdensome, particularly those applied by LAS trading partners. ITC's analysis found that removing all nontariff obstacles could boost total Arab region trade by 10% and create at least 2 million jobs.

Under the MENA Strategy, between 2010 and 2014, Sweden provided considerable support for regional Quality Infrastructure (more than 60% of the SEK 348m allocated (set aside) for 25 activities under the thematic priority). This assistance has been complemented by projects addressing many of the other issues in the list above. Some are starting in 2015, e.g., competition and consumer protection, ISO standards for water, energy and carbon footprint management, and food safety. See Annex 3.

Four sets of Contributions were selected for further analysis: AIDMO (TBT, SPS, Accreditation), Agadir Technical Unit TBT-related harmonisation support, the International Training Programme (ITP), and OECD MENA programmes (Table 2.4.1).

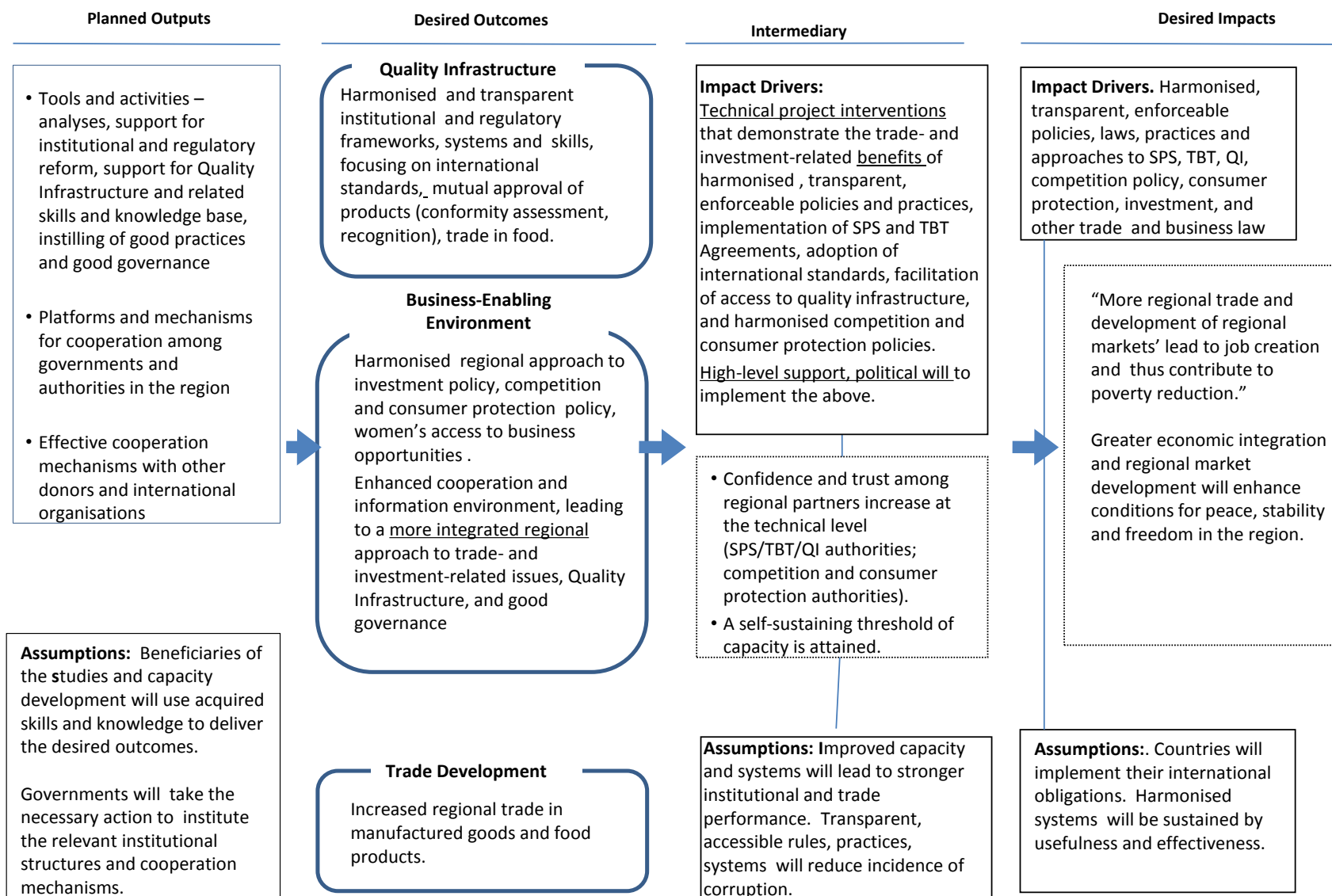
Theory of Change

A simplified theory-of-change analysis (Figure 2.4.1) highlighted three broad areas contributing to Regional Integration objectives: Quality Infrastructure; business enabling environment; and trade development.

Table 2.4.1: Regional Integration Contributions Selected for Desk Analysis

Contribution		Dates	Amount SEK	Partner and Intervention Type
52030057	AIDMO Trade “Support the implementation of the regional Arab Standardisation Strategy with focus on regional coordination on accreditation” (UNIDO)	Jan 2011-Sept 2014	14 500 000	• Donor Government • Multilateral Organisation • Specific-purpose project
52030090	AIDMO Trade in Food “Enhancement of regional trade capacities in food through harmonised regional conformity assessment and food safety systems” (UNIDO)	2014-2018	47 000 000	• Donor Government • Multilateral Organisation • Specific-purpose project
52030149	Agadir Technical Unit (ATU) Phase 1: 2012-2013 (Mapping) (Swedac)	2012-2013	1 865 040	• Donor Government • Specific-purpose project • TA, capacity development
52030188	Agadir Technical Unit (ATU) Phase II: 2014-2018 (Execution) (Swedac)	2014-2018	51 500 000	• Donor Government • Specific-purpose project • TA, capacity development
54050099	ITP 276 MENA World Trade 2011 (TBT) (AQS, Swedac)	2011	5 566 219	• Training • Capacity development
71400150	ITP 276 Agadir Trade & Conformity Assessment (TBT) 2011-13 (AQS, Swedac)	2011-2013	6 350 000	• Training • Capacity development •
52030138	ITP 276 MENA 2008-2012 Quality Infrastructure in Support of World Trade (TBT) (AQS, Swedac)	2008-2012	5 578 658	• Training • Capacity development
52030220	ITP 304 MENA Quality Infrastructure in Support of World Trade 2013-2016 (TBT) (<i>successor to ITP 276 2008-12</i>) (AQS, Swedac)	2013-2016	36 700 000	• Training, • Capacity development
52030185	ITP 305 Quality Infrastructure for Food Safety and Trade 2013-2016 (SPS) (AQS, Swedac)	2013-2016	36 700 000	• Training • Capacity development
52030063	MENA OECD Initiative on Governance and Investment for Development, Stage III (‘MENA Investment’)	Jan. 2011-Dec. 2015	45 241 900	• Multilateral Organisation • Programme grant
52030089	MENA OCED “ Supporting Women as Economic Actors ”: Feb. 2013-2015	Feb. 2013-Dec. 2015	8 567 440	• Multilateral Organisation • Programme grant

Figure 2.4.1 Intervention Logic (reconstructed from the Sida MENA Strategy 2010-2015)



2.4.2 Results

Question 1. What results have been achieved in relation to the objective set out in the MENA Regional Strategy 2010-2015 (“more regional trade and development of regional markets”)?

Intra-regional trade has expanded since 2010, but data is not available to 2014. In any case, it is too early to attribute any trade growth to Sida’s contributions, which focus on longer-term issues.

Annex 5 provides a detailed assessment of the performance of the projects selected for further attention. Below, a summary addresses the ‘desired outcome’ areas from the reconstructed theory of change. Generally, Sweden’s regional integration interventions have delivered good results so far, in particular foundations that will facilitate “more regional trade”. Much will depend on the success of the next phase (2015-2019) in ensuring implementation of proper strategies and action plans.

Quality Infrastructure

Harmonisation of structures and regulatory frameworks, focusing on international standards and conformity assessment

The harmonisation agenda is advancing as a result of Swedish support. Many of the interventions are still in relatively early stages. Preparatory activities in 2011-2014 are leading to implementation of specific action plans in 2015-2018/19. This applies to almost all the regional integration projects. The next phase will therefore be very important for consolidation and sustainability.

The ITP training on Quality Infrastructure served as an ‘incubator’ for two Sida-supported activities that will advance regional structures and regulatory frameworks:

- The establishment of a regional Arab accreditation body: ARAC, from 2011 under Sida’s support for AIDMO; and
- The support to the Agadir Technical Unit (ATU) from 2015 for harmonisation of technical regulations, voluntary standards and conformity assessment in the Agadir Agreement region (Egypt, Jordan, Morocco and Tunisia).

The AIDMO Trade project, in a possible Phase 2, would further strengthen ARAC and aim to improve AIDMO’s regional standardisation capabilities. Field interviews confirmed that ARAC’s activities have already led to better coordination and cooperation among national accreditation bodies. In addition, the AIDMO Food Trade project, commencing in March 2015, will focus on harmonised regional food safety and SPS systems.

In addition, a number of the in-house projects undertaken by ITP participants are having an impact on national institutions (See Annex 5: Results, ITP). Moreover, the large number of ITP-trained QI professionals in the main countries targeted by the Strategy bodes well for harmonisation efforts over the longer term, because they have received, often at the critical early stage of their careers, a solid training and orientation in the international legal frameworks and good practices underpinning national and regional Quality Infrastructure.

The ATU programme to develop systems and structures for harmonising technical regulations, standards and conformity assessment is refining its action plans and should commence execution in March 2015.

The ISO 26000 standards on social responsibility and corporate governance, and the ISO MENA ‘Star’ programme, featuring new-generation standards on environmental management (energy, water, carbon footprint) and sustainability, address Swedish priorities and are likely to have clear regional benefits. The ISO 26000 project to train trainers and experts finished in 2014. Implementation activities focusing on the private sector will commence following an event in Geneva on 30 March. The ISO ‘Star’ programme will be launched at the same event. Standards officers in Jordan, Tunisia and Morocco were enthusiastic about these activities and the potential impact.

Business enabling environment

- *Harmonised regional approach to investment policy, competition and consumer protection policy, women’s access to business opportunities*
- *Enhanced cooperation and information flows, leading to a more integrated regional approach to trade- and investment-related issues, and better corporate and institutional governance*

Desk analysis and interviews of the OECD and from the field showed that the OECD’s MENA Investment programme has delivered a groundswell of awareness of good practices on the investment/business environment, business conduct, women’s economic integration and SME development. It has also provided support on how to implement them. As a result:

- High-level dialogue together with technical-level support have delivered promising steps forward.
- Several countries are pursuing investment reforms (e.g., Egypt, Morocco, Jordan, Tunisia) aligned with OECD good practices and conventions.
- The LAS Regional Investment integration agreement is being reassessed to better harmonise with bilateral investment treaties in the region.
- Work on anti-corruption legislation, implementation and enforcement is progressing, underpinned by the OECD’s anticorruption convention.
- SME collective action on resisting bribery has taken off, especially in Egypt.

- Comprehensive analysis on women's economic integration issues in constitutions, family and labour law in Egypt, Morocco and Tunisia will be turned into policy recommendations and delivered to Ministers by end-2015.

The AIDMO support led to “*Guidelines on Professional Practices and Good Governance for National Quality Infrastructure Professionals in the Arab Region*” in April 2014. These are to be implemented from 2015, with enhanced awareness-building and incorporation into activities.

Sida recently approved a well-designed regional programme to address regional competition and consumer protection policy issues. It will be implemented by UNCTAD's competition and consumer protection team from the first quarter of 2015.

AIDMO and the ATU are both planning to strengthen private sector involvement in their regular activities from 2015. ATU is setting up an Agadir Business Council and AIDMO plans to invite business organisations to participate in relevant committees.

In addition, AIDMO, the ATU and LAS have undertaken to enhance communications and cooperation during 2015. The ATU and LAS will sign an MoU early in 2015, and the evaluators witnessed agreement between the Swedac ATU team and AIDMO to cooperate in the implementation of the Swedac programme. (See Annex 5 for details.)

Trade development

Increased regional trade in manufactured and food products

As mentioned above, trade is growing, but it is too early to predict any trends or determine the projects' contribution to them. It will be important to study these once the projects have had a chance to influence trade – probably closer to 2020 after the expected conformity assessment improvements have been operational for a year or two. Sida's assistance on LAS organisational reform and capacity building for the LAS Pan-Arab FTA (PAFTA) Secretariat also has the potential to contribute to a more integrated approach to regional trade.

Drivers and assumptions

A major driver is high-level commitment from leaders and decision makers to take action on the most important regional economic integration issues. The ESCWA 2014 report set this out in black and white. This is a major challenge for all of Sida's regional integration initiatives. A lack of political will is frequently cited as the reason for insufficient progress in regional QI harmonisation and cooperation. The ARAC success in 2013-2014 was a first step in garnering political will, but it was *just a first step*. Phase 2 will determine if it was a decisive step on the way to sustainable change management.

In other areas (e.g. the OECD's regional and national investment, governance, women's economic integration and SME work), high-level dialogue is a primary strategy, with the expectation that persistent long-term efforts and peer pressure will make the issues and solutions more familiar and easier to implement. New ways of promoting action at high levels are essential for all Sida programmes.

Another key driver focuses on transparency and systems to remove opportunities for bureaucratic discretion and other potentially corrupt practices. This, combined with activities that promote common accord on technical issues across the region, can contribute to greater confidence and trust in capabilities and systems. The assumption is that this would reduce misunderstandings and mistrust, help change mind-sets, and ease resistance to change. Eventually, if all went well, a more cooperative regional environment would emerge. These are highly relevant issues, given the Arab Spring and its consequences, and the economic and political instability of the past few years. The Strategy recognises that one of the greatest impediments to development is conflict, because uncertainty and instability do not allow normal business to thrive (but they do allow vested interests, corruption and crime to thrive).

The above assumption about changing mind-sets is indeed a key premise of all four Sida interventions selected for the Desk Review. There are encouraging indications that this may bear fruit in due course, especially if both high-level and technical-level efforts are simultaneously carried out in a parallel, mutually reinforcing fashion. In other words, the assumption is correct and that it is underpinned by the method of parallel top-down, bottom-up support.

A third key driver of progress toward the desired impacts is technical-level project interventions that demonstrate, in a pragmatic fashion, the trade- and investment-related benefits of harmonised, transparent and enforceable rules, regulations, practices and systems. Experience around the world shows that even where political tensions impede broader political cooperation, much can still be achieved at the technical and 'business-to-business' levels. The key assumptions here are:

1. Beneficiaries of such interventions will put good practices, systems, know-how and information they acquire to good use; and
2. Governments and institutions will implement their international obligations (e.g., WTO SPS and TBT Agreements, OECD Investment Declaration, ISO standards, etc.).

These drivers and assumptions are the most important success factors in Sida's regional integration projects. See Section 2.4.4: '*What works*'.

A fourth key driver concerns local business people as change agents who could combine forces to advocate for regional and sub-regional solutions to overcome impedi-

ments to regional trade and market development. Again, Sida-supported projects (e.g., OECD's work with SMEs and women's groups) are showing promise in this area. Further attention to this driver would not go astray. Business Sweden, with its presence in the Maghreb and Mashreq/GCC regions, could be a useful partner.

2.4.3 Relevance

Question 2. To what extent is the Programmes relevant to the sector objective?

The programme reflects needs and priorities quite well, based on the project documents and reviews assessed to date. This section addresses how this has enhanced project quality.

- AIDMO's key success: creating an operational regional accreditation body (ARAC), was a major step toward meeting a definite need in the quest for regional market development and integration.
- In addition, Swedac's ATU project's extensive 'mapping' phase included a thorough investigation of the quality infrastructure situation in the four Agadir Agreement countries, setting the scene for work on technical barriers to trade facing priority products selected by the member states.
- The International Training Programme's method of conducting in-country assessments and securing institutional commitment for a needs-based in-house project has ensured relevance to current priorities.
- The OECD MENA Investment programme was based on a Sida-funded 2011 regional analysis which allowed it to set priorities. The additional 'Women as Economic Actors' project came about when a group of private sector women in Tunisia approached the OECD in 2011 to voice concerns over "the real possibility of women losing" in the transition period. This project has adopted a staged approach focusing on policy and legislative reviews, consultations, awareness building, and recommendations for action that will be presented to Ministers in late 2015.
- The Sida-funded UNDP organisational support to the League of Arab States (LAS) Secretariat in Cairo was based on a recognised need for more effective organisational structure, management and human resources systems, etc.

2.4.3 Processes, Actors and Methods

Question 3. Is it possible to draw any conclusions about which actors and methods have been (the most) successful in achieving results?

A high-visibility, proactive approach by Sweden has proved effective in the case of the regional integration portfolio. AIDMO and UNIDO staff said the project would not be where it is now (especially regarding ARAC) if the regional Sida counsellor had not applied constant pressure and encouragement. ITP alumni said the regular

visits by the ITP executive and SPS/TBT experts helped keep up the momentum in their projects. The OECD said Sweden's active participation in certain committees assisted high-level dialogue in the region at key moments.

Success has also depended on Sida's financial support. The OECD, for example, stated that Sida's funding allowed them to maintain support to key actors in the region before, during and after the Arab Spring events. It has also given the organisation the resources to increasingly engage both high-level and technical-level people in a parallel strategy they believe will produce good results in coming years.

International organisations

Four of Sida's groups of contributions under the Strategy are implemented by international organisations (UNIDO, OECD, ISO, UNDP). All of these bodies have longstanding experience in the region, and were seen as natural partners with sufficient resources for large, multi-country programmes. The 'plus' is, as multilateral organisations, they have a 'neutral' image, strong convening power and solid analytical capabilities. The OECD noted that, "as a neutral intermediary, it can bring together parties on sensitive and difficult issues." The 'minus' is that many of them have hierarchical structures, complex processes, and silo syndromes (inadequate internal communications across related issues). Success in achieving results has depended on the methods they have used. (See below and 'what has worked'.)

Comparative advantage: Swedish institutions' role in the Strategy

Sweden has a set of strong comparative advantages, not only politically and diplomatically, but also technically. It is viewed as basically neutral vis-à-vis the region (even 'pro' in some quarters). It has provided generous and welcome cooperation assistance for many years. Its technical experts are highly regarded. And, as the OECD noted, its active participation in key international committees gives it an opportunity to make a difference more widely.

Sweden is putting to good use its comparative advantage in Quality Infrastructure. Its QI experts and practitioners are recognised and appreciated by many developing countries. The main partners for the Strategy are AQS, which designed and delivered the International Training Programmes (ITP), and the Swedish Board for Accreditation and Conformity Assessment (Swedac), which has long experience in international cooperation, especially in training and capacity development.

Sweden has deployed its comparative advantage well under the Strategy. The SPS and TBT ITPs alone (since 2008) have produced more than 200 well trained QI professionals who now hold key positions in national (and in some cases, regional) institutions. By various accounts (confirmed during the field mission), they are often in a

position to make a solid contribution as ‘change agents’, and as the list of results of ITP projects shows (Annex 5), a number have been doing so.

The ITP ‘project-based learning’ method is effective and contributes to sustainability of longer-term regional integration efforts. Of course, much depends on if the right people are sent to the courses in the first place and if the participants are able to carry out their national projects over the longer term. The SPS expert who went to the region to check progress on the ITP 2013-14 ‘305’ course commented, *“The ITP programme is of high quality, well planned and executed. The participants are generally the ‘right’ ones, and in many cases can act as change agents.”*

Another good example of Swedish comparative advantage being put to use is the ATU Agadir project. Swedac will in 2014-2018 provide support for the four Agadir Agreement countries’ accreditation and conformity assessment bodies as part of efforts to establish mechanisms to harmonise technical regulations, voluntary standards and procedures for a set of priority products in intra-Agadir and Agadir-EU trade. The Swedish Standards Institute and the Ministry of Foreign Affairs’ Board of Trade will also play key roles in the implementation of the ATU project.

Donor coordination

Donor coordination is always a challenge, not least in the MENA region where many donors have strategic national and regional interests and agendas that may not be conducive to optimal coordination with each other. The MENA Strategy encourages Sida to find synergies and ensure coordination with other donor programmes. This message, by virtue, extends to coordination among the various Sida-funded projects, particularly under the same thematic priority.

Sida’s Regional Integration coordinator based in Cairo has brought together the implementers of the various projects, with a view towards stronger cooperation and communications. This is important, given the **possibilities for synergies**.

- The International Training Programme (or other expert training) can be further synchronised to underpin upcoming milestones in Sida projects.
- The OECD work on business climate, governance, women and SMEs has implications for all the other activities.
- The new competition and consumer protection programme will also complement the other activities.

Moreover, all of these have synergies with the other two components of the MENA Strategy – Human Rights/Democracy and Water/Sustainable Infrastructure.

Lessons Learned

Question 4, 5. *What have been the positive and negative experiences? What has worked and what has not worked?*

What works?

- Project-based ‘learning by doing’, with extensive groundwork upfront, including getting stated commitment to national projects from key decision makers, and ongoing mentoring and follow-up during the project implementation phase (ITP approach).
- Direct technical support focused on specific, well-defined activities led by technical experts, with a step-by-step roadmap to agreed targets (ISO and the Swedac ATU project fit this approach).
- An approach to assistance and implementation that combines high-level education and consensus-building in parallel with technical-level hands-on expert support, mentoring and facilitation. (The OECD plans to take such an approach more systematically, given some promising starts. AIDMO may benefit from pursuing such an approach more cohesively. See Annex 5.)

ARAC Approach: A Lesson and Model

“The Arab Accreditation Centre idea was on the table for nearly a decade. Few believed in it. But the Sida-UNIDO project, with ITP input, managed to make the region work with each other and share expertise and experience. A key success factor was the development and use of regional expertise and support. Another was intensive consultations. This produced very focused, committed teams who got results (in the form of new members, evaluations, evaluators, cooperation agreements with other regional accreditation bodies, ILAF/IAF recognition, etc.). The ILAC/IAF trust was a very important achievement.”

“Another feat was to get the Gulf Accreditation Council on board. This was initially impossible. But when they saw the achievements and international interest, they reconsidered. At first it was represented by individual countries, but now the GAC as a whole is a member.”

“The key to sustainability will be to remain highly results oriented, to keep the pressure up, to keep people involved, connected and motivated, and especially – to get concrete results. The most important will be MRA/MLA recognition by ILAF/IAF. This will make ARAC a full signatory, very important for credibility and trust. And the aim for 2018 is for all 22 AIDMO members to join.”

Source: Field Interview, January/February 2015

What does not work?

- Projects with no clear work plans and weak management capacity. E.g., the UNDP-UN ‘Geneva Trade Cluster’ Aid-for-Trade project (AfTIAS) featured too many parties and interests to coordinate, and management and approvals processes were unwieldy. The (Jan.-Nov. 2013) “concept paper *cum* proposal *cum* project document” was never converted into a cohesive programme, and was finally used as the base document to ‘fast-track’ work plans in 2014. The Board imposed a new management structure, under the International Islamic Trade Finance Corporation, in December 2014. Sida decided to maintain its existing agreement with UNDP, pursuing LAS organisational reform from 2014.
- ‘Talk fests’ and conferences with no clear objective. These should be a means to an end, not an end in itself. This is a common problem that requires conscientious attention in project design and implementation.

- Disregarding the need for follow-up and the need to ‘drive change’ (e.g. extensively talking about and consulting on proposed actions, but taking a long time to implement them; setting up committees with no clear action plans and only 1-2 meetings). This refers to elements of the AIDMO, ATU and OECD support.

Question 6. What are the lessons learned?

The main lesson, mentioned by several implementers, seems to be ‘don’t bite off more than you can chew’. Others point to the benefits of a synchronised top-down and bottom-up approach. Identifying and supporting change agents over the longer term is also mentioned frequently. The interviews with implementers highlighted the following lessons (direct quotes from interviews).

- OECD: “Be more focused and impact-oriented. Focus more on sub-regions rather than trying to tackle the whole MENA region. Build on convening power to promote regional high-level and technical-level dialogue, which is still a missing link for many areas/issues. Focus more on supporting implementation of good practices, agreements and conventions, through more targeted capacity building, mentoring, developing appropriate monitoring methodology. To be more ‘present’ in the region through more regular, longer visits. Identify and support ‘change agents’ over the longer term.”
- UNIDO: “Use existing regional set-ups, provide regional and national support in parallel. Strengthening an existing cooperation framework, anchoring support within a regional institution and combining support to the regional with the national level were instrumental for the achievement of results.”
- UNDP (LAS): “Don’t try to coordinate a big programme involving many UN agencies. Expedite project approval process. Focus on manageable bits (not large chunks). Proceed step-by-step. Devote more time and energy to addressing inherent resistance to change. Support effective change agents. Secure national ownership first. ‘Embed’ experts in regional organisations. Build more awareness that regional integration is good for development, and that each individual, department and organisation has an important role to play.”
- ITC (LAS): “Take a parallel approach focused on implementation, dealing with one issue at a time, step-by-step, and coordinating closely with other international partners.”

2.4.5 Regional Value-Added

This section addresses together the ToR’s three questions.

Question 7. To what extent have the interventions contributed to greater regional cooperation and integration and a strengthening of relevant regional structures?

Question 8. Has regional capacity been built?

Question 9. Are the reforms/changes supported by Sida moving in the right direction and likely to be sustained?

Independent analyses of the region, as well as programme documentation and interviews, indicate that a number of the types of reforms and changes supported by Sweden are gradually taking hold and moving in the right direction. “Governments are taking the issues more seriously,” commented the OECD. This cannot be directly attributed to Swedish efforts, but rather it indicates that combined efforts – including internal ones – are leading to the desired results.

Sida contributions

Sida-supported efforts have produced welcome advances in regional cooperation – e.g., the new Arab Accreditation Centre (ARAC) and certain OECD initiatives that have set the early foundations for change. However, the situation in the region is still fluid and fragile, and ‘change agents’ in key areas may remain in a delicate position until a more stable context emerges.

The Regional Integration set of interventions has devoted considerable resources to capacity development and institutional strengthening, maintaining a strong regional focus. Some of the regional institutions that have benefitted from Sida support (e.g., League of Arab States, AIDMO, ARAC, ATU) report that they are taking steps to make their management, planning, implementation and communications, coordination more structured, disciplined and well-informed. These institutions also report that Swedish support has produced a group of better educated, more competent and therefore more confident leaders and officers. Similar claims come from national government, business and civil society organisations that have received training, capacity development and other support (e.g., ITP, OECD, ISO).

At the national level, QI institutions have benefitted from Sweden’s ITP since 1999. Under the MENA Strategy 2010-2015, the ITP 276, 304 (TBT) and 305 (SPS) have been instrumental in building capacity and strengthening institutions across the region. The training and capacity development programmes have had a strong regional focus in terms of fostering professional networks and supporting needs-based projects with both national and regional benefits. Interviews with numerous ITP participants in the field provided evidence that the programme had clearly contributed to the stronger national structures and systems, a precursor to regional harmonisation.

Sustaining the achievements beyond 2015

The achievements to date have established promising foundations for progress toward regional integration. These foundations still need work, to become solid bases. This will require a persistent and consistent approach, with sufficient flexibility to ensure effectiveness as situations evolve. *Key issues:*

- Political will (a main success factor mentioned by stakeholders interviewed)
- Effective, disciplined, action-oriented, results-focused, trusted regional bodies

- Legal and institutional reforms, and national technical and institutional capacity.

Regarding regional institutions, it is acknowledged that they respond to political masters and tend to be staffed by members of national government agencies. Some such appointees do not have a technical background, reducing the bodies' capacity to deliver. This, plus hierarchical and administrative bureaucracy and regular turnover as people return to home bases, can undermine the establishment of a permanent core of qualified professionals who are capable, tasked and mandated to deliver results. This situation lends strong weight to the need to promote stronger institutionalisation of good systems and practices, and development of core technical posts.

The AIDMO and LAS organisational reform ideas are therefore timely. However, the responsible officers may not have thought out sufficiently how the two institutions' objectives and organisational set-up could be designed to deliver those objectives.

While pursuing member country resolutions, the two LAS projects appear to have been more 'ad hoc' than part of a greater strategy of institutional strengthening. Nevertheless, with so much depending on LAS goodwill and support (e.g. the ARAC and food safety projects in 2015 and beyond), it is an advantage to be on the inside. In the case of the UNDP project (organisational support), while no thorough needs assessment was undertaken, the need for proper management systems was quite evident. The procedure manuals, position descriptions, etc., are steps in the right direction, but what is really needed is strategic thinking about how LAS can best add value in the 21st century. One Egyptian close to the organisation said, "Many in the private sector believe LAS's approach to regional integration is outdated..."

A related issue is dependence on donor support (ARAC, ATU). It is recognised that these two bodies might not exist today if it were not for donor support (Sida and EU, respectively). Both hope that continuing Sida support will fortify political commitment, regional ownership and member willingness to finance them. ARAC has a fairly clear sustainability roadmap, and with continued Sida support during 2015-2018, it is likely to be on relatively solid footing by the end of the project if it achieves MRA/MLA signatory status. The Sida support for the Agadir ATU TBT-related agenda will fill a gap in EU budget support and will help ATU play a more well-defined role in reducing technical barriers to trade (an objective of the Agadir Agreement). It is timely to start planning exit strategies for Sida support for both AIDMO/ARAC and the ATU.

Actions to Support Sustainability beyond 2015

- Continued high-level dialogue, with a stronger focus on key areas that require concerted high-level action and political will (e.g., harmonisation of technical regulations, standards, conformity assessment; transparency, governance, anticorruption; women in business; competition policy,

business enabling environment)

- Continued QI institutional strengthening and technical capacity building, with enhanced focus on harmonisation in priority areas and more direct synchronisation with other Sida projects.
- Better coordination among Sida-funded projects in the regional integration component. LAS, AIDMO/ARAC and the ATU need to improve communications and coordination in order to avoid costly duplication of activities, and to enhance achievement of related objectives.
- Weaning institutions (e.g., AIDMO, ARAC, ATU) off donor support and onto member support (ownership) by focusing TA and capacity development efforts on practical action, results and implementation. The aim should be to demonstrate to members that these bodies can be useful and effective partners in achieving visible regional integration benefits.
- Better donor coordination at both head offices and in the field, to ensure a consistent, mutually underpinning approach to getting results in the region and dealing with common challenges (Sida, EU, OECD, UNIDO, WTO, UNCTAD, ITC, World Bank, other bilateral donors and implementers, etc.). Both donors and international organisations need to exhibit more political will and leadership in this area.

2.4.6 Crosscutting Issues

Most of the regional integration projects address the key crosscutting issues. Virtually all the project documents have special sections devoted to democracy, human rights, anti-corruption, environment, and gender (ITP, Swedac-Agadir ATU, UNIDO-AIDMO, ISO, OECD, UNCTAD-Competition/Consumer Protection). Some of these sections are quite extensive. In general, these issues are now addressed as a matter of course by international and regional agencies, and they figure prominently in Sida project documents for most of the projects.

Democracy and human rights: also anticorruption and good governance

- Several of the Sida-funded OECD initiatives focus on governance and anti-corruption, including at the SME level (e.g., the ‘no more bribery’ movement).
- The OECD ‘Women as Economic Actors’ project aims to strengthen women’s human rights to participate in the labour market and the economy.
- The Good Governance in QI Guidelines issued by AIDMO in 2014 will be implemented via activities and awareness-building activities in Phase 2 (2015-18).
- The ISO 26000 (train the trainers and advisers) project which finished in 2014 focused on Social Responsibility standards, especially in corporate governance. These standards promote social responsibility in organisation, human rights, labour practices, environmental management, consumer fairness, and community inclusiveness and development. It could have coordinated more with the OECD corporate governance activities. The heads of the Jordanian and Moroccan Standards agencies were particularly enthusiastic about this project and expected to see the local ‘trainers/experts’ deliver a good result with enterprises, NGOs and local governments in the next few years.
- All the QI projects (ITP, AIDMO, ARAC, ATU) underpin good governance in principle, due to their strong focus on administrative transparency, predictability and accountability.

Environment and climate

- ISO MENA ‘Star’ will promote ‘new generation’, regionally harmonised standards and technical regulations QI and management of energy, and water and carbon footprints. It is to be launched on 30 March at an event at ISO head office in Geneva, with the participation of the main participants in the ISO 26000 project (e.g., heads of Standards Bureaux). It will also train experts to work with the private sector on implementing the standards.
- The ISO 26000 project also addressed environmental management, including in reference to environmental impact assessment. The results and lessons learned will be on the agenda of the 30 March ISO event mentioned above.

Gender equality and role of women

- The International Training Programme (ITP) has a good record of gender balance in its MENA activities, where approximately 50% of participants are women. This may not have been so difficult to achieve, as field interviews confirmed the predominance of women in both senior and junior positions in government standards and conformity assessment functions. Many of these had participated in ITP courses since 1999.
- The OECD MENA Investment project’s components on ‘women in business’ and ‘women as economic actors’ have supported initiatives to raise the profile of business women, increase their representation on boards and in the business world in general, enhance their access to finance and business services, and strengthen their legal rights to participate in the economy and labour market.
- Women are also well represented in the Sida-funded Arab League (LAS) Pan-Arab FTA (PAFTA) project in the LAS Secretariat. Both the LAS Department manager and the Sida-funded project adviser are women.

Mainstreaming, however, continues to pose challenges. While the Sida-funded UNIDO-AIDMO project document has clear gender objectives, the project managers of both UNIDO and AIDMO said they had to pay greater attention to these goals. At present, women make up 50% or more of AIDMO technical committees, and a woman chairs the powerful ARAC MLA Committee. However, the AIDMO Secretariat has largely male staff who have been in place for years. The organisation would undoubtedly benefit from more women QI professionals (these are abundant in the region). It would be timely for the proposed AIDMO reform initiatives to address this issue. The same applies to the Agadir Technical Unit, which is staffed by predominantly male officers seconded from Ministries of Trade (it is not so easy to transfer women far from home in this region).

3 Summary of conclusions and recommendations for the future

3.1 PROGRAMME LEVEL CONCLUSIONS AND RECOMMENDATIONS

*Programme conclusion #1: **The flexibility to adapt to changing conditions has ensured that the programme as a whole continues to be highly relevant for achieving the overall objectives of the MENA strategy.*** The three sectors represent areas where important challenges remain and where external support has a track record and future prospect for making a difference. Projects in all the sectors have been able to respond to the changing realities and adapted their activities to the situation on the ground. The majority of interviewees perceived Sweden as having a high degree of flexibility and understanding of the need to adjust to new circumstances during the programme period. Sida decision making is found to be swift and decentralised.

*Programme conclusion #2: **The three sectors have led to important results and there is considerable merit in continuing to support the same sectors.*** The results achieved and the change processes started need, in most cases, consolidation. There are significant opportunities to build on success and learn from failures. Longer term and successive support to partners assists in building their skills and capacity to deliver results.

- *Programme recommendation # 1:* Sida should in future phases continue to support the same sectors and, where relevant, the same partners in order to consolidate and bring about cumulative results.

*Programme conclusion #3: **It has in some cases been difficult to find regional partners through which to identify and support activities aimed at achieving the MENA strategy objectives.*** In part this is because regional cooperation has been stifled and interrupted over many years due to the ongoing conflict. In many cases, project-specific networks involving partners from different countries are created but without the prospect of continuing past the end of the project (mainly because they depend on external project funding). It has been easier to find regional partners within the regional integration sector.

*Programme conclusion #4: **The regional focus necessarily creates a reliance on international organisations with the danger of inadvertently blocking the emergence of future regional bodies.*** In HR/D and Water, the focus on regional activities tends to drive the Sida support in the direction of partnering with international organisations because they are the only ones that have a regional reach. The focus on larger and longer term projects (also recommended by this evaluation) also tends to drive partnership in this direction as the international organisations have the necessary capacity. The international organisations are in a position to outsource and make use of smaller national organisations and in this way function as intermediaries between Sida and front line delivery or advocacy bodies. Whilst this is administratively efficient, it distances Sida from the work on the ground and could potentially crowd out the emergence of regional bodies. This conclusion does not apply to Regional Integration, where the international partners are focusing on strengthening regional bodies (AIDMO, ARAC, LAS), with the welcome support of Sida's regional coordinator in Cairo.

- *Programme recommendation #2:* Sida should continue - and further strengthen and target - support to international organisations operating at the regional level that demonstrate that they can partner with, build capacity and strengthen local regional bodies as part of a longer term exit strategy.

*Programme conclusion #5: **The advantages and opportunities for coordination and finding synergies among the three sectors are not obvious.*** It is not surprising that support to the three sectors has not been internally coordinated or explicitly designed to be complementary. There are more opportunities to create synergies by coordinating the contributions with similar projects financed by other donors within the sector rather than among the three sectors financed by Sida. Projects that are co-financed are larger, longer term and potentially lead to more coherent and less fragmented support.

- *Programme recommendation #3:* Sida should in future contributions take steps to harmonise support within the three sectors with compatible projects financed by other donors in the same sector rather than artificially trying to find synergies across the sectors.

*Programme conclusion #6: **Results monitoring has not been systematic and baselines are often missing.*** Projects have rarely undertaken baselines to measure the

level of skills, knowledge and capacities of the target groups. This makes it difficult to measure change. At the same time it is important not to delay critical actions or engage in over-measurement.

- *Programme recommendation #4:* Sida should guide where baselines are needed and be stricter in monitoring the completion of baselines.

Programme conclusion #7: **Longer term support over a number of phases and in harmonisation with other donors creates results that are more coherent and sustainable.** Whilst this conclusion is supported by analysis across the three sectors; for human rights and democratic governance too close an adherence to this approach would miss opportunities to support small highly catalytic partners.

- *Programme recommendation #5:* Sida should, in future phases, provide more continuous support to fewer initiatives and partners. Particularly within human rights and democratic governance, a call for proposals for smaller catalytic-type contributions could be administered through a regional partner NGO.

3.2 OVERALL LESSONS LEARNED ACROSS THE PROGRAMME AND FUTURE COOPERATION

Lesson #1: **Projects are more successful where a balance is struck between the scale of ambition and the resources and level of influence available.** The deteriorating situation, increasing political turmoil and the compounding of problems is overwhelming many countries. Steady, cumulative results and greater sustainability are more likely when contributions have a lower and more realistic level of ambition. Where the complexity of the situation makes it essential to work at a more ambitious level, Swedish support should be combined with other support efforts.

- The implication for future support is that in some cases it will be better to focus on well-defined, step-by-step activities with clear and attainable goals and avoid trying to do everything for everyone. In other cases of greater complexity, it will be better to join with other efforts to raise the level of resources and influence to a level where meaningful change is likely and a piecemeal approach can be avoided. Whilst this argues for larger projects there is also a case, as argued elsewhere, for supporting a coherent call for proposals administered by a regional partner NGO (or if not available an international NGO) that could channel small funds to genuinely catalytic projects where scale is

not important but where it would be administratively impossible for Sida to manage multiple small projects.

Lesson #2: It takes much longer than expected to create results and ensure that they are sustainable. The project durations are too often short for the longer-term objectives to be reached. This is partially because of the lack of capacity within the local implementing agencies as well as operational and logistical constraints (as well as overly ambitious objectives as mentioned earlier).

- The implication for future support to continue to identify and support partners over a longer time frame through a succession of phases. Those designing contributions should make realistic capacity assessments of partners and incorporate internal capacity building of the partners if this is necessary for attaining the chosen objectives.

Lesson #3: A balance between regional and country level support is needed – Certain issues are better handled at the regional level. There are examples in all three sectors. Freedom of expression issues for example, are currently safer to address at the regional level. Advocacy for greater democracy is another issue where the regional level can provide a better entry point and reduce conflicts arising from engaging directly in country-level politics. Climate modelling to improve cooperation on water resources and the development of common standards for regional integration of markets are also examples where a regional approach is important. However, the success of regional cooperation will often also depend on capacity and engagement at the country level. Country specific engagement is important to address country specific social, political and economic contexts. Some interventions in support of regional cooperation need country based actions to be successful. In regional economic integration, for example, support for regional institutions, combined with parallel support for national bodies, is crucial for success of the Quality Infrastructure initiatives.

- The implication for future support is to find ways to use existing regional set-ups to strengthen core regional capacity while at the same time providing strategic national-level support (i.e. a strategic regional top-down approach, combined with a country based bottom-up approach).

Lesson #4: The choice of partners is crucial for the success of the contributions. Partnering with the right change agents is crucial to success. For example those community-based projects that have engaged influential community, religious and tribal leaders and have targeted youth, have been relatively successful. The success of regional water cooperation efforts are closely linked to the effectiveness of the NGOs and think tanks that Sida has partnered with as well as the extent to which the actions and benefits are demand driven and owned. In regional integration projects, the same

holds true for the ARAC and certain OECD initiatives, especially those involving anticorruption and women's economic rights.

- The implication for the future support is to build on current partnerships that are successful and critically seek out and strategically evaluate new partners that are potential change agents.

3.3 SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS AT SECTOR LEVEL

3.3.1 Human rights and democratic governance

Relevance

HR/D sector conclusion #1: Support to women's rights is highly relevant, but there has been insufficient attention on working with men and boys. Women's rights are still threatened in the region and the struggle for gender equality is still needed, which is why support to organisations focusing particularly on fighting for improved women's rights are deemed highly relevant. There are missed opportunities to complement and increase relevance by working with men and boys.

HR/D sector conclusion #2: Whilst all areas supported under human rights and democracy are relevant, the relevance would be further improved by reaching out to marginalised groups outside of the main cities, engaging with youth and working more closely with the public sector. Areas of support such as media, promoting anti-corruption and transparency, development of civil society continue to be relevant. Media for example will continue to play an important role in promoting freedom of speech as well as holding duty-bearers accountable. During the Arab Spring, the youth were at the forefront of the demand for change and reforms. Within the reviewed projects, the youth have been shown to be an effective segment of the population to focus upon- both as a target for awareness raising and training, and to support the initiatives and objectives of the strategy.

Actors, methods and processes

HR/D sector conclusion # 3: There is great potential for different Sida-funded projects to learn from each other and work together with each focusing on their own expertise. An example is projects on media collaborating with those trying to raise awareness on domestic violence in marginalised communities or camps. Another is NGOs specialising in Gender Based Violence working with those offering legal services.

- *HR/D sector recommendation # 1:* Sida should emphasise greater collaboration and cooperation during the programming stage, especially actors working within the same sector.

HR/D sector conclusion # 4: **Institution building is a long-term process especially in a region where, in many countries, civil society has been prevented from blossoming.** Longer term funding - and on a case-by-case basis, core funding - is needed. Core funding should not necessarily be provided to all. However, promising nascent civil society organisations can easily be swayed by projects offered by different donors losing their core niche and expertise.

- *HR/D sector recommendation # 2:* Sida should continue to provide core support as a funding modality.

HR/D sector conclusion # 5: **The partnerships between INGOs and their strong local partners need to be re-assessed in some cases.** Some local NGOs have proved that they have the capacity to attract funds, develop strategies, implement projects, monitor, evaluate and learn. The advantage for them in partnering with INGOs is the added international experience that those INGOs bring, their longer and stronger relationships with donors and ability to advocate on bigger scale. There are today a number of local NGOs, which are capable of implementing projects without the oversight of international NGOs. At the same time, Sida has limited resources and capacity to oversee each individual initiative.

- *HR/D sector recommendation # 3:* INGOs should recognise and support investing in the capacities of local actors and should develop their partnership frameworks accordingly on an individual basis. Sida should consider an out-sourced funding modality to which stronger local NGOs can apply for grants.

HR/D sector conclusion # 6: **The method of implementation where partner INGOs have both regional and country presence, and provide technical support to their local partners is useful for others to study and replicate.** By this modality, Sida is able, through a competent intermediary and one agreement, to reach a much larger number of smaller local NGOs and CSOs. This allows Sida to use its supervisory role more efficiently.

- *HR/D sector recommendation # 4:* Sida should further encourage such models of operating.

HR/D sector conclusion #7: **Most of the contributions looked at have had an overwhelming support to rights-holders over duty bearers.**

- *HR/D sector recommendation # 5:* Sida should include supporting contributions that work with public institutions, political parties and governments.

Regional value added and sustainability

HR/D sector conclusion #8: **There is a connectedness in the region with events influencing beyond national borders.** Yet countries also face unique challenges that are independent of regional dynamics. In the case of addressing sensitive issues that cannot be tackled on a national level, the regional channel provides an opportunity to access a less restrictive space.

- *HR/D sector recommendation # 6:* Sida should continue to support a mixture of regional, sub-regional and national interventions.

Cross cutting issues

HR/D sector conclusion #9: **The majority of contributions work based on the international human rights framework** and do, to varying degrees, implement in line with HRBA principles. This should be encouraged also in the future.

- *HR/D sector recommendation # 7:* Sida should put more emphasis on following up on the contributions' implementation in line with HRBA after the cooperation has been initiated.

HR/D sector conclusion #10: **Projects which do not target women as their main group are less clear on their strategy on how to mainstream gender equality** into their programme and little attention is given to issues such as gender sensitive reporting, gender aggregated data and indicators showing i.e. men, women, boys and girls and gender power relations/analysis.

- *HR/D sector recommendation # 8:* Sida can play a more active role in promoting gender equality mainstreaming in interventions not directly working with women's rights.

3.3.2 Sustainable use of regional water resources

Relevance

WR conclusion # 1: All the contributions under the regional water resources sector are relevant and support long term improvement in sustainable use and readiness to cooperate. Especially the support to inter-community cooperation in the Jordan Valley and the high level regional cooperation between think tanks stand out as highly relevant.

Actors, processes, methods

WR conclusion # 2: Water resource contributions carried over several phases and linked to wider processes show better prospects for becoming self-sustaining.

Examples of contributions that had support over several phases, are co-financed by others and linked to wider processes include the Good Water Neighbours projects, the Blue Peace Initiative and the climate change modelling carried out under UNESCWA.

WR conclusion # 3: Innovative approaches combined with careful selection of partners have demonstrated that cooperation results can be achieved even in an otherwise unfavourable context. The Blue Peace Initiative and the Good Water Neighbour project show the potential impact of innovative approaches using a variety of methods that respond to and take advantage of opportunities afforded by an otherwise unfavourable political economy. Examples of the innovation include: the professional use of media; the mobilisation of the goodwill and contacts of respected retired officials and leaders; identifying “doable” intermediate steps that can lead to longer term objectives.

- *WR recommendation #1:* Sida should ensure that lessons learnt on the success factors behind the Blue Peace Initiative and the Good Water Neighbours Project are shared with future partners – in particular noting the involvement of actors outside the water actor.

Regional value added and sustainability

WR conclusion # 4: The efforts at building capacity, introducing tools and improving cooperation and governance contribute to creating a state of readiness for reacting to new opportunities for regional cooperation and integration. The interventions are limited in their ability to influence political realities but they are able to ensure that there is capacity, goodwill and a readiness to respond to more favourable political circumstances when they arise.

WR conclusion # 5: The regional value added within water resources has been indirect but important. Interventions have contributed indirectly through: improved data sharing and modelling; experiences of joint training of technical experts across the region; cooperation between municipalities to improve the environment of the river Jordan, including support to triggering wastewater treatment investments; providing the prospect of a safe environment for decision makers to explore different options through models. There is an opportunity to expand the regional cooperation beyond the river basins of the Jordan River and the Tigris- Euphrates and also include support to shared groundwater use. Support to demand management at country level in areas where water resources are highly contested and where such projects could lead to jobs, could also be considered.

- *WR recommendation#2:* Sida should expand the regional focus to include support to shared groundwater and introduction of demand management initiatives especially where they are in contested areas and likely to be job creating.

Cross-cutting issues

WR conclusion # 6: The projects within sustainable use of regional water resources have integrated cross cutting issues. In most cases the integration was implicit rather than explicit but nevertheless served to contribute to advancing cross cutting issues where appropriate. Mainstreaming of gender is the weakest area.

- *WR recommendation #3:* The projects should be more proactive in bringing in women and their specific interests in environmental management decision-making processes at project, community and policy levels.⁹

3.3.3 Regional economic integration

Relevance

RI conclusion #1: All of the regional integration contributions are relevant. The LAS assistance could have been made more relevant through a more strategic design.

⁹ This is identical to the recommendation made by a Sida study on gender in MENA region (2013)

Actors, processes, methods

RI conclusion #2: Success in achieving results has depended largely on the methods used. Across intervention and partner types, the following methods have enhanced the chances of success and sustainability:

- Project-based training featuring ‘learning by doing’ and ongoing mentoring
- Direct technical support focused on specific, well-defined activities led by technical experts
- High-level education/consensus-building, combined, in parallel, with technical-level hands-on expert support, mentoring and facilitation
- Regional technical and institutional support combined, in parallel, with national assistance focused on the same goals.

RI conclusion #3: A high-visibility, proactive approach by Sweden has proved effective. AIDMO and UNIDO staff said the project would not be where it is now (especially regarding ARAC) if the regional Sida counsellor had not been providing constant pressure and encouragement. ITP alumni said the regular visits by the ITP executive and SPS/TBT experts helped keep up the momentum in their projects. The OECD said Sweden’s active participation in certain committees assisted high-level dialogue in the region at key moments.

RI conclusion #4: Sweden has deployed its comparative advantage well under the Strategy. Highly regarded Swedish standards, accreditation and conformity assessment bodies have been playing an important role in building capacity and supporting regional harmonisation.

Regional value added and sustainability

RI conclusion #5: The types of reforms and changes supported by Sweden are gradually taking hold and moving in the right direction, contributing to stronger national and regional structures and systems and generating greater regional cooperation. However, the situation in the region is still fluid and fragile, some projects are embryonic, and ‘change agents’ in key areas may remain in a delicate position until a more stable context emerges. Building on the promising foundations will require a persistent and strategic approach, with sufficient flexibility to ensure effectiveness as situations evolve. It will also require better donor coordination, as the number of players in similar activities is growing.

- *RI recommendation# 1:* Sida should support sustainability beyond 2015 by:

- i) encouraging very focused strategic thinking on the roles and mandates of regional institutions in the 21st Century (LAS and AIDMO in particular), and supporting relevant reforms;
- ii) continuing high-level dialogue, with a stronger focus on key areas that require concerted high-level action and political will;
- iii) continuing Quality Infrastructure institutional strengthening and technical capacity building, with enhanced focus on harmonisation in priority areas and more direct synchronisation with other Sida projects;
- iv) coordinating among Sida-funded projects in the regional integration component;
- v) developing exit strategies to wean institutions (e.g., AIDMO, ARAC, ATU) off donor support and onto member support (ownership), focusing assistance on practical results that demonstrate these bodies' usefulness to members in achieving visible regional integration benefits;
- vi) taking donor coordination seriously and encouraging both bilateral donors and international organisations to exhibit more political will and leadership in this area.

Crosscutting issues

RI conclusion #6: Most of the Regional Integration projects address the key crosscutting issues, but there is potential to improve gender mainstreaming.

Many projects, including all the Quality Infrastructure projects (ITP, AIDMO, ARAC, ATU, ISO), underpin good governance in principle, due to their strong focus on administrative transparency, predictability and accountability. A number of projects mainstream gender. For example, the OECD's *Women in Business* and *Women as Economic Actors* address major regional gender issues. The ITP courses usually have close to 50% female participation. Nevertheless, some of the partner/beneficiary organisations have outdated structures and practices which make it difficult to address gender issues. The AIDMO Secretariat, the ATU Secretariat (and probably LAS as well) have predominantly male professional staff from member states; many have been there for years. They would undoubtedly benefit from more women professionals.

- *RI recommendation #2: Mainstream gender in institutional reform initiatives by addressing outdated structures and practices. Where intra- or inter-regional transfers are involved, use creative thinking and consultations to deal with barriers to female mobility (e.g. consider preferences for suitably qualified women from the host country).*

Annex 1 – People consulted

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Annex 2 – Documents reviewed

HUMAN RIGHTS AND DEMOCRATIC GOVERNANCE

General

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- Annex 2: Annual Risk Register
- Annex 3: Progress matrix summary
- Annex 4: Consolidated AMAN Annual Work Plan Year 2
- Annex 5: Modified Budget AMAL 2013
- Annex 6: List of Partners
- Annex 7: Table of Staff Recruitment
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REGIONAL ECONOMIC INTEGRATION

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Annex 3 – Contributions investigated

DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

The initial stock of documentation available to the review team has guided the selection of the 10 projects for desk review from the larger list of 20 agreed upon at inception stage. A review of the literature enabled the team to understand what the scope, objectives and activities of the various projects are. The team then excluded projects that have recently started, and a few projects that were small in magnitude (in terms of financial support given) and scope. Of the final 10, five are regional projects and five are national. All involve one or more of the countries where field visits will be undertaken and/or which Sida will focus on in the next phase (i.e. Syria, Tunisia, Egypt, Jordan and Lebanon).

The projects shortlisted are well into implementation or have concluded, some have partners which Sida supports frequently in the region or globally (Transparency International, Oxfam, OHCHR), others are projects that use innovative techniques (such as theatre or community radio), and yet others are projects targeting Syria but working outside the country. The 10 include different funding types, different sub-themes, and different types of partners.

It should be noted that the ILAC Regional MENA project has been excluded even though it is quite a prominent project. The reason for exclusion was that it has only recently started.

SUSTAINABLE USE OF REGIONAL WATER RESOURCES

The contributions investigated are shown below. All of the projects were selected for desk review apart from the UNESCWA MDG (52030125) and the SFG experience exchange project (52030155) as they involved the same partners as other projects. The modelling project was preferred over the MDG project as it gives an insight into climate change contributions and the Blue Peace project was preferred over the experience exchange because it was more mature and the impact of the work would be more likely to be measurable.

Contrib.	Title	period	Amount	Rationale/ criteria/notes	Data	Y/N
52030051	SIWI WWW and economic	July 2010-Aug 2012	3,726,150	• Donor Government	Project document	Y
				• Project type	Agreement	Y

Contrib.	Title	period	Amount	Rationale/ criteria/notes	Data	Y/N
	benefit modelling			intervention	Progress reports	2011
					Final report	Y
					Evaluation	N
52030116	FoEME GWN phase 2	Nov 2011- June 2014	20,500,000	- International NGO - Contr. Speci. Purpose prog/fund	Project document	Y
					Agreement	Y
					Progress reports	N
					Final report	Y
					Evaluation	Y
52030125	UNESCWA MDG	December 2010-	10,000,000	- UN organization - Contr. Speci. Purpose prog/fund	Project document	Y
					Agreement	Y
					Progress reports	Y
					Final report	N
					Evaluation	N
52030055	UNESCWA – climate modelling	December 2010- 2013	28,600,000	- UN organization - Contr. Speci. Purpose prog/fund	Project document	Y
					Agreement	Y
					Progress reports	Y
					Final report	N
					Evaluation	N
52030018	Blue peace water security in the Middle East	September 2009-April 2011	2,150,000	- SFG, International NGO - Project type intervention	Project document	Y
					Agreement	Y
					Progress reports	Y
					Final report	Y
					Evaluation	N
52030155	Experience exchange	January 2013- March 2014	2,900,000	SFG, International think tank (NGO)	Project document	Y
					Agreement	Y
					Progress reports	Y
					Final report	Y
					Evaluation	N
52030161	World Food Studies	December 2012- 2014	7,900,000	- International NGO - Project type intervention	Project document	Y
					Agreement	Y
					Progress reports	Y
					Final report	N
					Evaluation	N
52050090	ITP TWM MENA	2006-2011	Not clear yet		Project document	N
					Agreement	Y
					Progress reports	N
					Final report	Y
					Evaluation	N

REGIONAL ECONOMIC INTEGRATION AND MARKET DEVELOPMENT

Under the Strategy, since 2010, Sweden has set aside SEK 348m for 25 activities addressing a number of regional integration priorities. These ‘contributions’ can be combined into nine groups as follows (implementing partner in parentheses):

1. Arab Industrial Development and Mining Organisation - AIDMO (UNIDO): regional Quality Infrastructure development and support; 2010-2018
2. Agadir Technical Unit - ATU (Swedac): regional/national Quality Infrastructure (TBT) and regional harmonisation technical support; 2012-2018
3. International Training Programme - ITP (Swedac, AQS): regional/national Quality Infrastructure-related training and capacity development (TBT, SPS): 2011-2016
4. MENA Investment (OECD): investment climate, governance, women in business, SMEs, finance: 2011-2015
5. ISO 26000 (ISO): corporate governance, 2010-2014, completed
6. League of Arab States - LAS Aid-for-Trade initiative (UNDP, Islamic Finance, UN Trade Cluster) 2012-13 extended: LAS institutional strengthening (UNDP); Quality Infrastructure (UNIDO); trade support services (ITC); labour market (ILO); ??? (UNCTAD)
7. SME Innovation Challenge Fund (PWC): pilot project; 2011-2013, completed.
8. ISO 'MENA Star' (ISO): environmental management-related standards; 2014-2017
9. 2011 Magreb Employment analysis: 2011.

As is apparent from this list, Sweden's contributions for Regional Integration since 2010 have focused heavily on **Quality Infrastructure**. Well-functioning Quality Infrastructure is a prerequisite for market integration, regionally as well as globally. It is crucial for business development, fair competition, consumer protection, trade in food, and curbing of corrupt practices – all of which are aims of Sweden's Strategy. Three sets of projects, making up **60% of allocations**, have a strong focus on Quality Infrastructure and regional harmonisation:

1. AIDMO (standardisation strategy, SPS/TBT, ethical practices, accreditation, conformity assessment, and food safety)
2. Agadir Technical Unit (accreditation and technical regulations/standards harmonisation)
3. International Training Programme (ITP) for TBT and SPS issues.

In addition to Quality Infrastructure, **Sweden's contributions have addressed a number of the other key issues** raised in the Strategy, such as good governance (OECD, ISO 26000, AIDMO), finance (OECD), SME development (PWC challenge fund pilot, OECD), women in business (OECD), and environmental standards (ISO MENA 'Star', ISO 26000).

The table below shows how the nine categories match the Strategy objectives and priorities.

Project/ jective	Ob-	Reg'l Trade	Jobs	Poverty reduc- tion	Harmo- nised struc- tures, regula- tory frame- works	Int'l stan- dards incl. climate	Mutual approval of prod- ucts (con- for-mity assess- ment)	Compe- tition	Consu- mer protec- tion	Gover- nance & anti- corrup- tion	Trade in Food
AIDMO/		√			√	√	√	√	√	√	√

ANNEXES – CONTRIBUTIONS INVESTIGATED

ARAC										
Agadir Technical Unit (ATU)	√			√	√	√	√	√	√	√
Intl Training Prog. ITP	√	√		√	√	√		√	√	√
OECD MENA Investment climate/ OECD Women	√	√	√	√	√		√		√	
ISO 26000 (corp governance)	√				√				√	
LAS AftT: Whole - UNDP compon.	√	√	√	√	√	√				√
SME Challenge Fund pilot	√	√	√						√	
ISO MENA 'Star' climate change	√			√	√					√
Magreb Employment Analysis	√	√	√							

Annex 4 – Portfolio analysis

OVERALL PORTFOLIO ANALYSIS

The overall portfolio analysis presents the analysis completed at the inception phase

Introduction

This annex will present an analysis of Sida's support to the MENA region and give insights into the scale and scope of Sida's MENA portfolio for the period 2010-2015. The conducted analysis is strictly descriptive. Hence there will be no attempts to assess underlying causes for specific observations or patterns. The aim and purpose of the analysis is nevertheless to give a good and fair insight into the portfolio for the assessed period.

The evaluation team has set up assessment models for systematic reviews and in-depth analysis of the portfolio and its content. In this work the evaluation team has been dependent on the quality and accuracy of the data delivered by Sida. The data quality is deemed to be high and hence the analysis put forward below is considered to be of corresponding accuracy.

Graphics have been designed in line with the analysis and presentation of Sida's portfolio analysis prior to this assignment (as delivered to the consultant on October 23). The reminder of the annex will be structured along the following disposition:

- **Main Sector**
 - Overall level
 - Regional level
 - Country level
- **Type of Assistance**
 - Overall level
 - Regional level
 - Country level
- **Type of Implementation partner**
 - Overall level
 - Regional level
 - Country level
- **Type of Assistance per Main Sector**
- **Type of Implementation Partner per Main Sector**
- **Sub-sector per Main Sector**
 - Democracy, Human rights and Gender equality
 - Regional integration/Market development
 - Sustainable infrastructure and services

Excluded Contributions from Portfolio Analysis

Main Sector Support

Main sector support, overall level

Based on the limitations and adjustments mentioned above Sida's support to the MENA region amounts to roughly 1 892 MSEK in planned disbursements for the period 2010-2015¹⁰ (i.e. agreed amounts). However, the planned disbursements are expected to reach beyond this particular period (2010-2018). The total planned support is distributed over 119 contributions¹¹ within three major sectors as displayed in the figures 1 below. Democracy, human rights and gender equality is the largest main sector with a total allocation of 1 266 MSEK, which translates to 67% of the total planned support. These funds are expected to support 85 individual contributions during the assessed period. The planned disbursements for this main sector were expected to reach its highest level in 2013 (380 MSEK).

The two other main sectors in the portfolio are Regional integration/Market development (15% of the planned disbursements and 18 contributions) and Sustainable use of regional water resources (15% planned disbursements and 16 contributions). Both of these sectors have - in comparison with Democracy, human rights and gender equality - less volatile planned disbursement patterns over the assessed period. Nevertheless, both are believed to reach their peaks of planned disbursements in the middle of the analysed period. Regional integration/Market development was expected to reach its highest level in 2014 with 92 MSEK. Sustainable use of regional water resources is believed to reach its climax in 2015 with a total of 60 MSEK.

As of October 2014, 84% of the portfolio's total planned disbursements (1 224 MSEK) between 2010-2014 had been disbursed to implementing partners¹². The corresponding disbursement ratios for the individual main sectors were 87% for Democracy, human rights and gender equality (916 MSEK); 69% for Regional integration/Market development (168 MSEK); and 87% for Sustainable use of regional water resources (139 MSEK).

¹⁰ The Agreed amounts for the portfolio sums up to 1 938 909 872 SEK. The variation between the Agreed amounts (Agramount) and Planned disbursements (DAA_total) has risen from deviations in five individual contributions (in most cases it appears as a result of reduction in scope arising from conflict e.g. in Iraq or Syria).

¹¹ The number of contributions is based on limitations and the exclusion of several contributions. Sida has approved all excluded contribution. Excluded contributions are listed at the end of this annex.

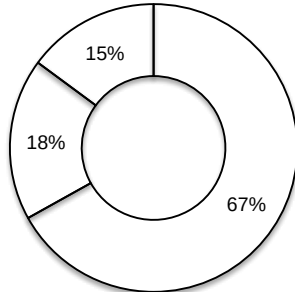
¹² Assessment is based on data from portfolio variables DAA_2010-2014 (i.e. agreed disbursements) and Outcome_total (i.e. all actual disbursements made).

Figure 1. Main Sector

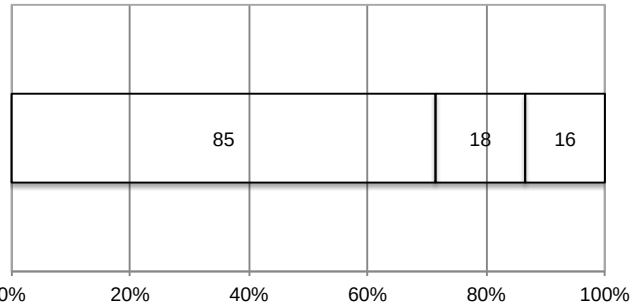
Variable: Sida main sector

Planned disbursements 2010-2018

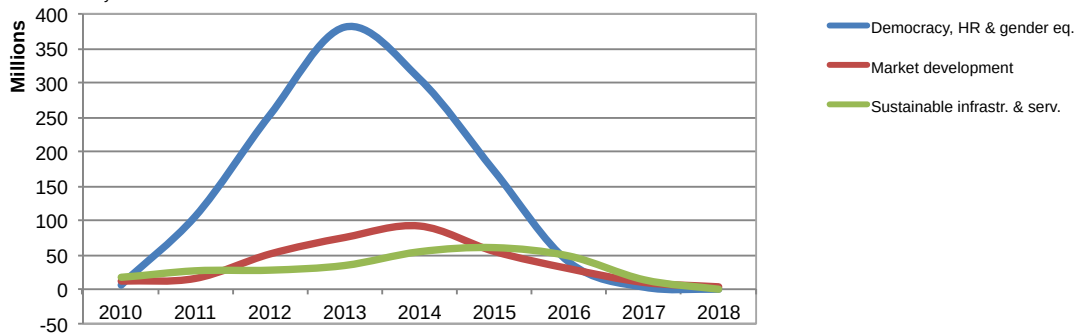
Total sum SEK 1 892 502 140

**Number of contributions 2010-2018**

Total number of contributions 119

**Planned disbursements over time**

Portfolio analysis include disbursements between 2010-2018

**Main sector support, regional level**

The portfolio is expected to support (i.e. planned disbursements) regional contributions with 1 139 MSEK (60% of total portfolio) distributed over 67 contributions between 2010-2018. The regional support furthermore deviates in several aspects to the overall level (presented above). First, the volumes of planned disbursements are more evenly distributed between the three main sectors. Democracy, human rights and gender equality is still the largest both in terms of volume (45% or 512 MSEK) and number of contributions (33). The relative differences are however less evident. 344 MSEK (30%) is allocated to 18 contributions within Regional integration/Market development, and 282 MSEK (25%) is assigned sustainable use of regional water resources and 16 different contributions.

Main sector support, country level

The portfolio is expected to support (i.e. planned disbursements) country-based contributions and actors with 753 MSEK (40% of total portfolio) distributed over 52 contributions between 2010-2016. All support at this level is directed towards support within Democracy, human rights and gender equality. Represented countries include Egypt (9% of total planned disbursements to 19 contributions), Libya (7% funds/8 contributions), Syria (7% funds/8 contributions), Tunisia (11% funds/11 contributions) and Yemen (7% funds/6 contributions).

Type of Assistance

Type of Assistance, Overall level

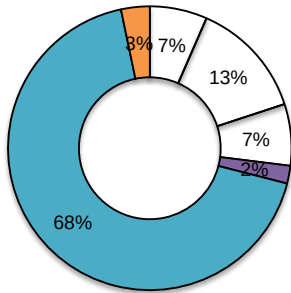
The announced planned disbursement of 1 892 MSEK are expected to be channelled through six types of assistance during the period 2010-2018. The absolute majority of support, both in terms of planned disbursements (1 281 MSEK or 68%) and number of contributions (86), is channelled through Project-type interventions. As displayed in figure 2 below this type of assistance is dominating the portfolio. Planned disbursements to Project-type interventions are expected to have peaked during 2013. A comparison of the planned disbursements between 2010-2014 and actual disbursements for the same period show that 84% of the planned support had been disbursed as of October 2014. The closest runner-ups in this section are Contributions to specific purpose programs and funds with 254 MSEK (13% of planned disbursements) for 12 contributions; Core support to NGOs/PPPs with 133 MSEK (7%) for 6 contributions; and Basket funds/pooled funding with 124 MSEK (7%) for yet another 6 contributions. All of the mentioned types of assistance have high disbursement ratios up to October 2014 (i.e. planned disbursements against actual disbursements between 2010-2014). Basket funds/pooled funding had disbursed all (100%) of the planned funds for 2010-2014. Core support to NGOs/PPPs had disbursed 88% of the planned funds; Contributions to specific purpose programmes and funds had disbursed 98%.

Figure 2. Type of Assistance

Variable: Type of Assistance

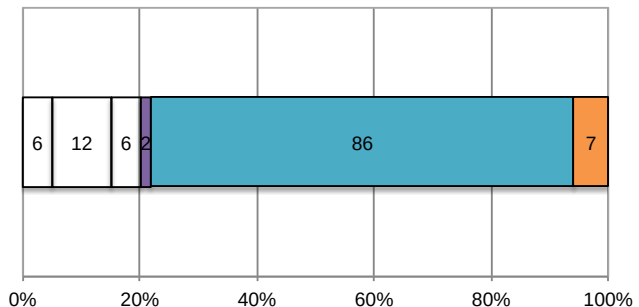
Planned disbursements 2010-2018

Total sum SEK 1 892 502140



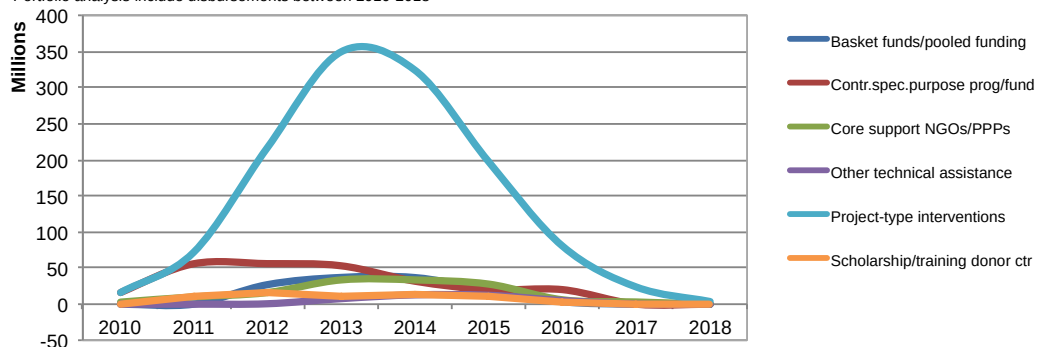
Number of contributions 2010-2018

Total number of contributions 119



Planned disbursements over time

Portfolio analysis include disbursements between 2010-2018



Type of Assistance, regional level

The regional perspective also gives proof of the dominance of Project-type interventions. However, the dominance is less apparent at the regional level, compared to the overall level. 62% of the total 1 139 MSEK for planned regional disbursements is allocated to this type of support, which translated to 709 MSEK between 2010-2018. 44 out of the total 67 contributions with a regional scope are part of this support, which equals to 65% of the total number of contributions. Contributions to specific purpose programmes/funds are expected to receive 18% of the planned regional disbursements and implement 9 contributions. Core support to NGOs/PPPs on the other hand is expected to receive a 11% share of the planned regional disbursements for 5 contributions.

Type of Assistance, country level

At the country level the support through Project-type interventions is expected to answer for 76% (572 MSEK) of the planned disbursements and 80% (42 out of 52) of the number of contributions. The second largest type of assistance, which was non-existent at the regional level, is Basket funds/pooled funding with 124 MSEK (17%) for 6 contributions.

Type of Implementation Partner

Type of Implementation Partner, total

Most of the planned disbursements in the portfolio are expected to be channelled via different cooperation partners, or through processes of sub-granting¹³. This analysis adheres to OECD/DACs coding for implementing organisations¹⁴. The most common implementing partner between 2010-2018 is NGOs and civil society that is expected to receive more than half of the planned disbursements (1 078 MSEK or 57%) and use it in 76 different contributions (63%) – 39% funds for 41 contributions to International NGO's¹⁵; 6% funds for 8 contributions to Donor country-based NGO's; and 12% of funds for 27 contributions to Developing country-based NGO's. The second largest type of actor is Multilateral organisations that is expected to receive 432 MSEK (23%) of the planned disbursements for 22 contributions (18%). Public sector institutions constitute the third largest type of partner with 280 MSEK in

¹³ An analysis of the Sida's partners' sub-granting will not be included in the portfolio analysis. The consultant never received the data for sub-granting due to a prolonged internal review of the data/coding quality for sub-granting at Sida.

¹⁴ DAC's codes for implementing partners: 10000 for Public sector institutions; 20000 for NGO's and civil society (21000 International NGO, 22000 Donor country-based NGO, 23000 Developing country-based NGO); 30000 for Public-private partnership and networks; 40000 for Multilateral organisations; and 50000 for Other. (OECD/DAC 2014).

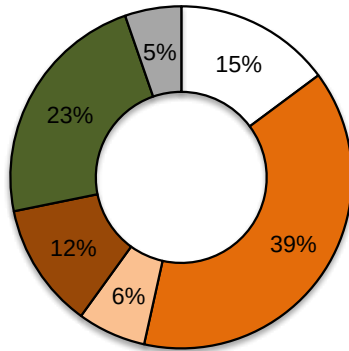
¹⁵ Based on comments from Sida, four individual contributions have been recoded from (OECD/DAC's codes for channel of delivery) code 20000/NGOs and Civil society to 21000/International NGO.

Figure 3. Type of Implementation Partner

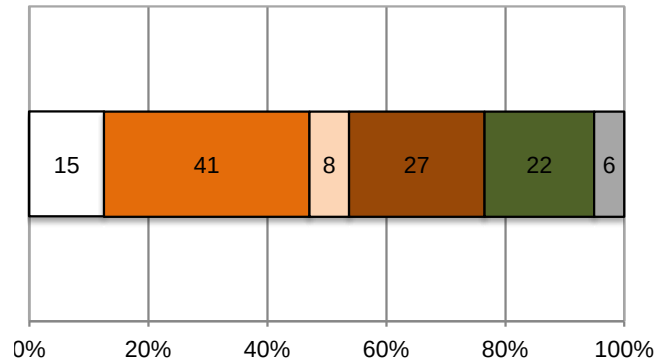
Variable: genomf_org

Planned disbursements**2010-2018**

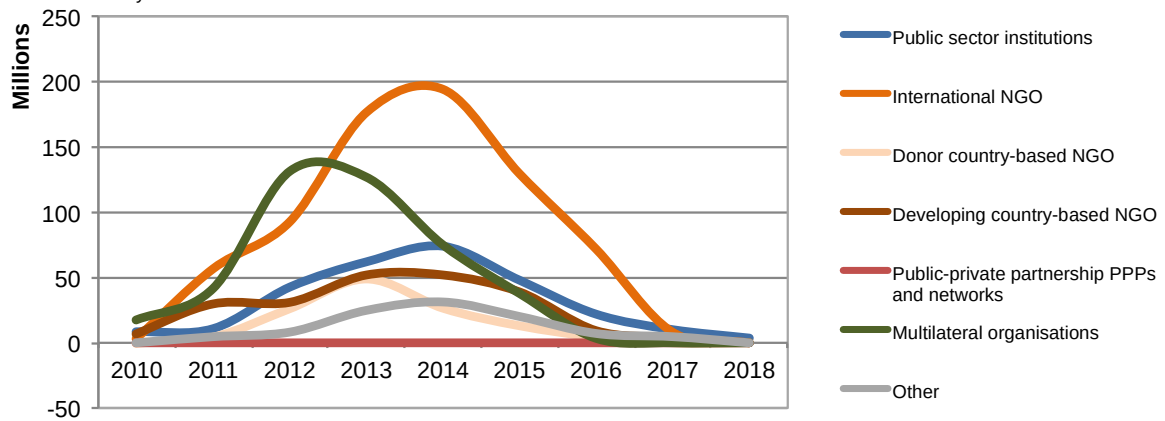
Total sum SEK 1 892 502 140

**Number of contributions 2010-2018**

Total number of contributions 119

**Planned disbursements over time**

Portfolio analysis include disbursements between 2010-2018



planned support (15%) distributed over 15 contributions. In terms of disbursements for the

relevant period the pattern share characteristics with the other conducted analyses. In this instance it is the support to NGOs and civil society that has the most volatile pattern for planned disbursements.

An assessment of the disbursement ratio (2010-2014) show that 76% of the planned funds had been disbursed to partners within sphere of NGO's and civil society. The highest ratio is recorded for Multilateral organisations (93% disbursement ratio) and the lowest among the partner category Other (45%).

Type of Implementation Partner, regional level

More than half (647 MSEK or 57%) of the regional planned disbursements are allocated to NGOs and civil society in 38 contributions – 423 MSEK for 21 contributions to International NGO's; 152 MSEK for 14 contributions to Developing country-based NGO's; and 72 MSEK for 3 contributions to Donor country-based NGO's.

A quick assessment gives that all the portfolio's 15 contributions that are to be implemented by Public sector institutions have a regional scope – 280 MEK or 24% of the planned regional disbursements. Multilateral organisations are expected to receive 10% (110 MSEK) of the planned regional disbursements and the remaining 9% is allocated to Others (100 MSEK).

Type of Implementation Partner, country level

At the country level there are only two types of partner types represented. The largest, in relative terms, is NGOs and civil society that accounts for 57% (431 MSEK) of the planned country based disbursements for 38 contributions – 309 MSEK for 20 contributions to International NGO's; 71 MSEK for 13 contributions to Developing country-based NGO's; and 51 MSEK for 5 contributions to Donor country-based NGO's. The other partner type is Multilateral organisations – 322 MSEK (43%) for 14 contributions.

Type of Assistance per Main Sector

Type of Assistance per Main Sector

Figure 4 below shows that support through Project-type interventions is dominating all main sectors. Within Regional integration/Market development, more than 80% (275 MSEK for 13 contributions) of the planned disbursements are expected to be channelled through this modality. For Democracy, human rights and gender equality the corresponding support is 68% (867 MSEK for 65 contributions).

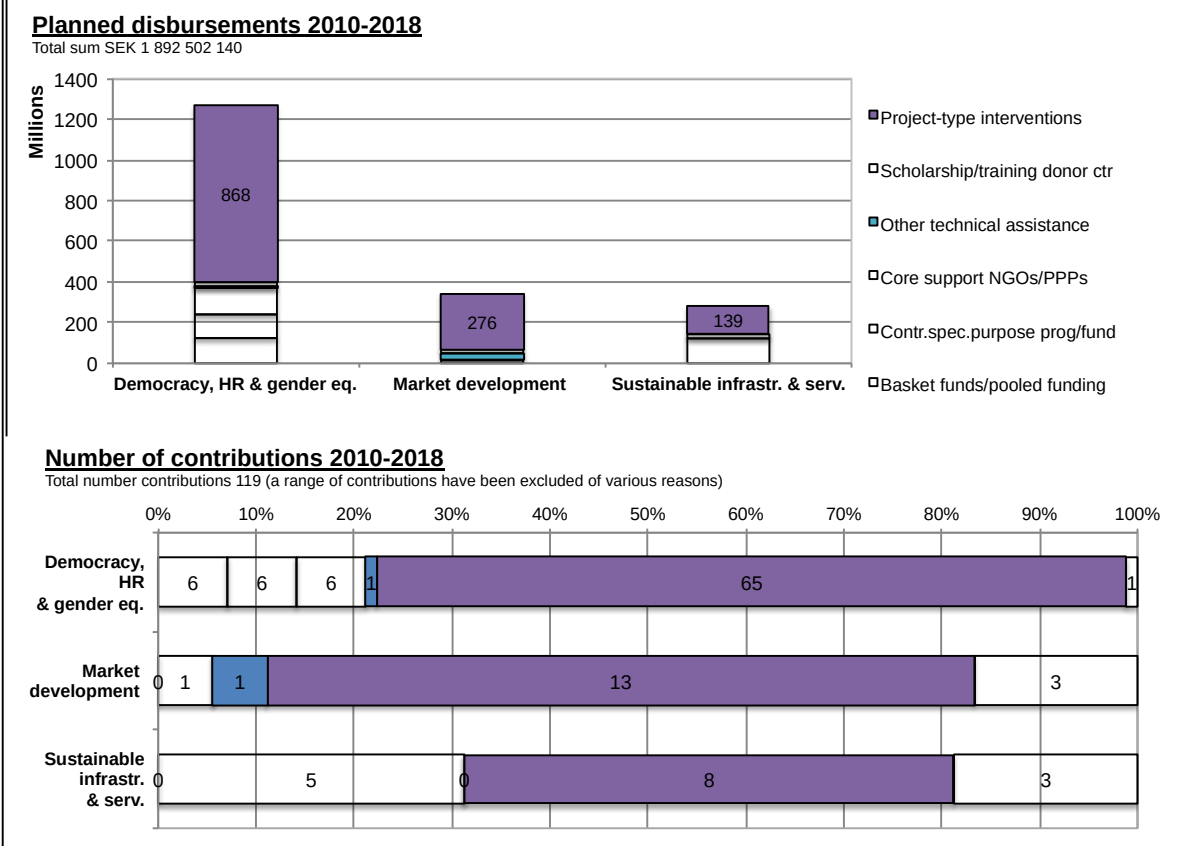
This type of support is less dominating within sustainable use of regional water resources with 49% of the planned disbursements (138 MSEK for 8 contributions). Another, relatively large assistance type in this sector is Contributions to specific purpose programmes/funds, which is expected to receive 43% (122 MSEK for 5 contributions) of the planned disbursement within sustainable use of regional water resources.

Type of implementation partner per Main Sector

Type of Implementation Partner per Main Sector, total

Figure 4. Type of Assistance per Main Sector

Variable: Sida Main Sector and Type of Assistance



As displayed in figure 5 below support to NGOs and civil society is receiving the bulk of the planned support within the main sector of Democracy, human rights and gender equality (864 MSEK or 68% of the planned disbursements distributed over 65 contributions). Another large part within the support to Democracy, human rights and gender equality is allocated to Multilateral organisations that is expected to receive 370 MSEK of the planned disbursements (29% for 17 contributions). In the main sector sustainable use of regional water resources the partner type NGOs and civil society also dominates the sector support with 172 MSEK of the planned disbursements (61% for 9 contributions). The Regional integration/Market development sector is, on the other hand, dominated by support to public sector institutions that is expected to

reach 257 MSEK (75% of the planned disbursements to the sector) to support 11 contributions.

Type of Sub-Sector Support per Main Sector

This section has a three-pronged approach where the sub-sectors' representativeness in the portfolios main sectors will be presented¹⁶. Each main sector will be analysed individually in separate sections.

Type of Sub-Sector Support within Democracy, Human rights and Gender equality

The support to the main sector Democracy, human rights and gender equality is expected to be channelled through eight different sub-sectors in accordance with figure 6 below. Evidently the support is distributed fairly even over the sub-sectors. Sub-sectors with a share of the planned disbursements over 15 % are Human rights (280 MSEK or 22% of the planned disbursements for 24 contributions; Democracy participation & civil society (271 MSEK or 21% of the planned disbursements for 19 contributions); and Women's equality organisations and institutions (202 MSEK or 16% of the planned disbursements distributed over 10 contributions).

The disbursements over time for the sub-sector Democracy participation & civil society stands out with a somewhat steeper trend and an expected peak in 2013 with 133 MSEK in planned disbursements. Support to the Human rights and Legal & judicial development sub-sectors deviates with more evenly distributed patterns for the planned disbursements over the assessed period.

The disbursement ratio (i.e. planned disbursements against actual disbursements) for the full main sector reached 87% as of October 2014. This translates to 916 MSEK out of the planned disbursements of 1 052 MSEK between 2010-2014. No individual sub-sector stands out. The disbursement ratios range from 80% to 100% for individual sub-sectors.

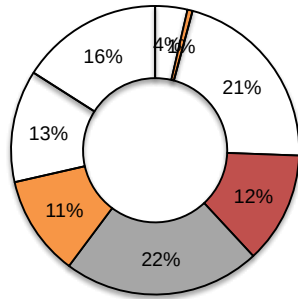
¹⁶ Minor deviations might exist in this presentation. The fact that individual contributions can have different coding for sub-sector (due to multiple components) might affect the analysis. However, conducted validation exercises show that eventual deviations, if any, are negligible for this particular analysis.

Figure 6. Type of Sub Sector Support within Democracy Human Rights and Gender Equality

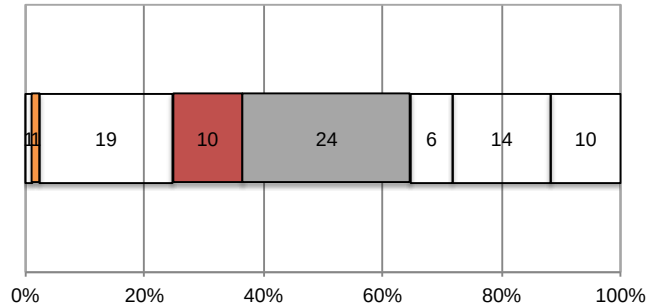
Variable: Sub_sector_text; Sida Main Sector (filter Democracy, HR & gender eq.)

Planned disbursements 2010-2018

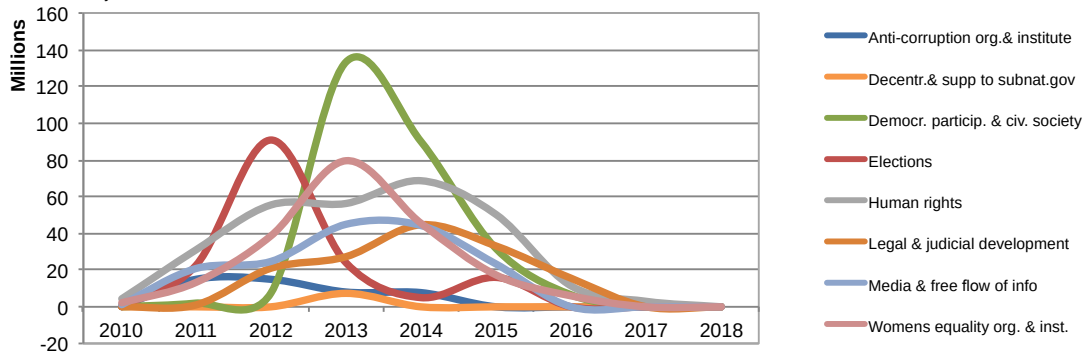
Total sum SEK 1 266 241 608

**Number of contributions 2010-2018**

Total number of contributions 85

**Planned disbursements over time**

Portfolio analysis include disbursements between 2010-2018

**Type of Sub-Sector Support for Regional integration/Market Development**

The support for Regional integration/Market development is expected to be channelled through eight different sub-sectors in accordance with figure 7 below. Three of the sub-sectors are expected to receive the bulk of planned disbursements. One third (32% or 109 M SEK) is allocated to Other Trade Policy & Regulations for 6 contributions. The other two main sub-sectors are Sanitary & Photosanitary/SPS with 84 M SEK (24% of planned disbursements) for 2 contributions, and Technical Barriers to Trade (TBT) with 69 M SEK (20% of planned disbursements) for 4 contributions.

As shown in figure 7 the planned disbursement over time differs in relative terms between different sub-sectors. Financial policy and administration show a peak in 2012, while Sanitary & photosanitary/SPS show two individual peaks in 2013 and 2014.

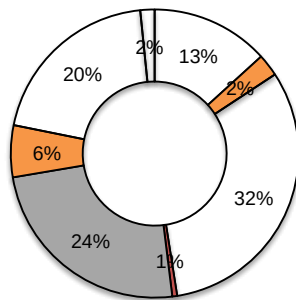
The disbursement ratio (i.e. planned disbursements against actual disbursements) for the entire support to Market Development reached 69% at October 2014. This translates to 169 M SEK out of a planned 246 M SEK distributed between 2010-2014. Sanitary & Photosanitary/SPS (64%) and Other Trade Policy & Regulations (56%) stand out with relatively low disbursement ratios. In addition, the sub-sector SME development with planned disbursements on 20 MSEK had a disbursement ratio of 0% as of October 2014.¹⁷

Figure 7. Type of Sub Sector Support within Market Development

Variable: Sub_sector_text; Sida Main Sector (filter Market development)

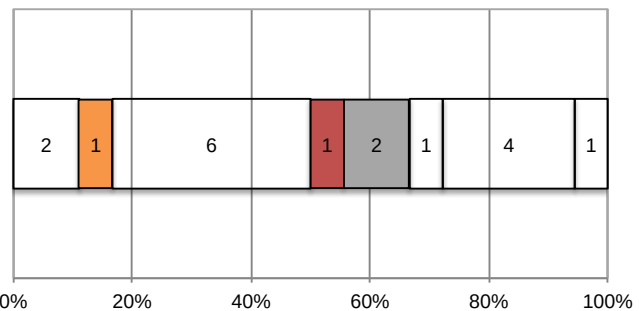
Planned disbursements 2010-2018

Total sum SEK 344 329 382



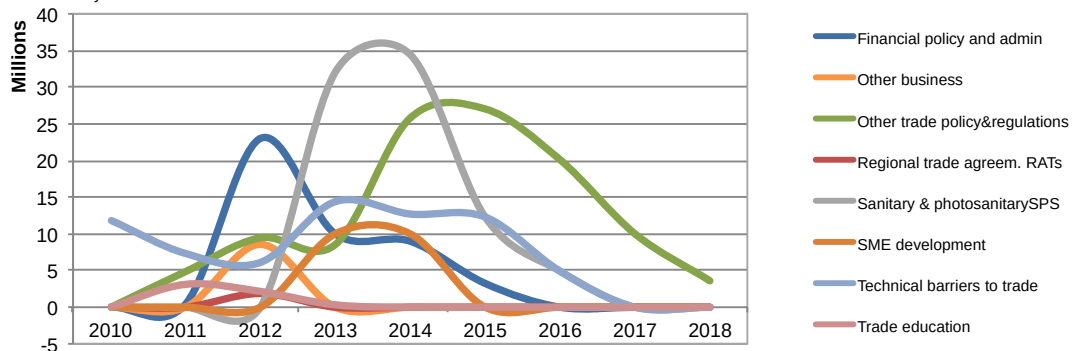
Number of contributions 2010-2018

Total number of contributions 18



Planned disbursements over time

Portfolio analysis include disbursements between 2010-2018



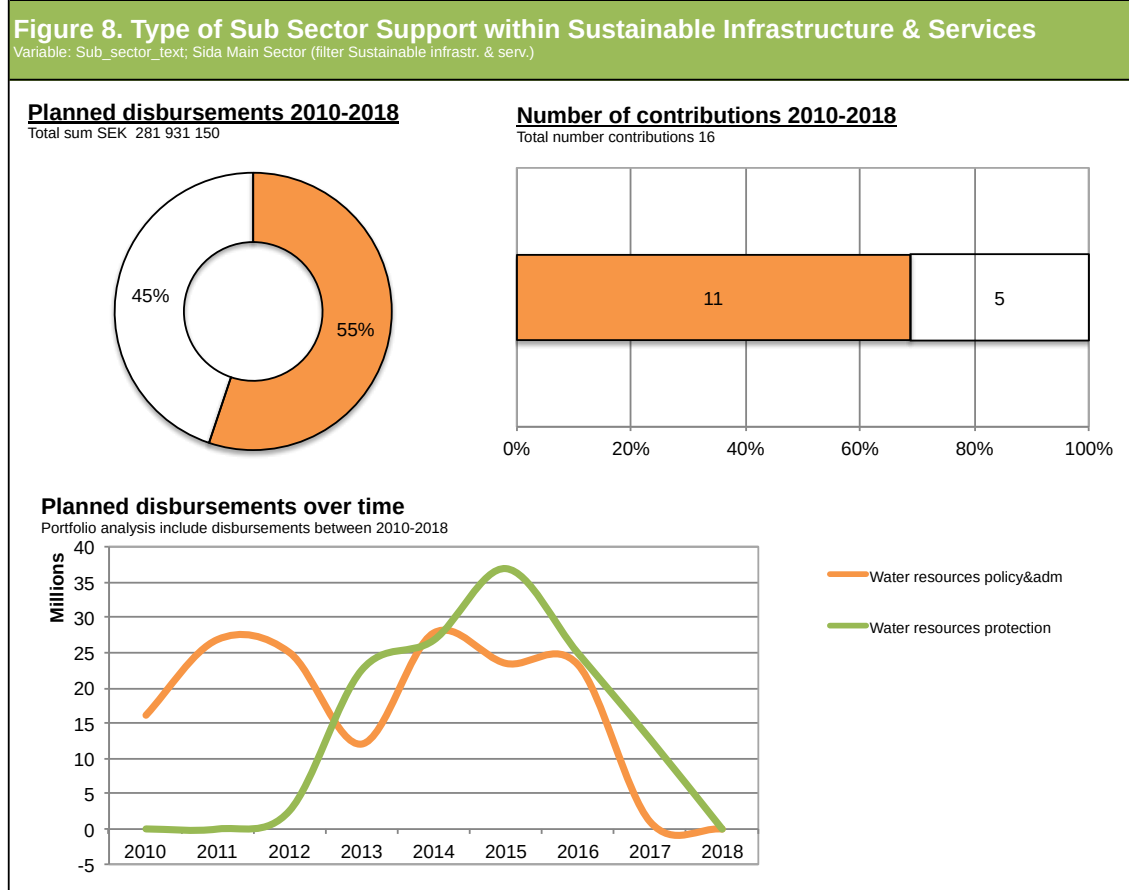
Type of Sub-Sector Support within sustainable use of regional water resources

The support to the main sector sustainable use of regional water resources is expected to be channelled through two different sub-sectors in accordance with figure 8 below. More than half (55% or 155 MSEK) of planned disbursements are allocated to Water resources policy and administration for 11 individual contributions. The other sub-sector is Water resources protection with 45% (126 MSEK) of the planned disburse-

¹⁷ The anomalies in categorisation (i.e., random inclusion of contributions/allocation in categories unrelated to the objective of the activity) will be addressed during the desk review.

ments for 5 different contributions.

The disbursement ratio (i.e. planned disbursements against actual disbursements) for the full main sector reached 87% as of October 2014. This translates to 139 MSEK out of the planned 160 MSEK distributed between 2010-2014. Assessing individual sub-sectors show that Water resources protection (71% of the planned disbursements) deviates with a relatively low ratio.



Excluded Contributions from Portfolio Analysis

As mentioned above several contributions have been excluded from the current portfolio analysis. The list below holds the excluded contributions. Sida has assessed the list and given their consent.

Contributions < 2 million SEK				
Status	Contribution_	Contribution_Title_Eng	XXXXXX	DAA_TOTAL
A	52030221	Advisor and Support on results within LAS project		0 81000
C	52030124	ITP Sustainable Coast Inception 2011		0 400000
C	52030137	Maghreb Employment Services Review		0 582547
C	52030172	Contract 55 lorach Advisor Food Safety/ADMO		0 320000
C	52030231	ATU Support to Sweden for development framework Call-off develop		0 38900
C	54050303	Election Observation Jordan 2013		50000
Excluded in Original file (Hilda)				
Status	Contribution_	Contribution_Title_Eng	XXXXXX	DAA_TOTAL
C	52030038	Exp Proc/Outcom Ass. 2010		0 1115000
C	52030190	Evaluation ISO 26000 MENA		0 596080
A	52030266	xxxx		1 634000
A	52030260	ISK Review Development for People and Nature acc.		0 200000
A	52030268	U4 country workshop Yemen		0 100000
A	52030275	Methods, evaluations, ISK, audit		0 2300000
C	52030036	Poverty Analysis MENA 2010		0 342400
C	52030064	xxxx		1 1506965
R	52030262	XXXX		0 1
XXXX Excluded				
Status	Contribution_	Contribution_Title_Eng	XXXXXX	DAA_TOTAL
A	52030271	xxxx		1 4500000

PORTFOLIO ANALYSIS OF THE SELECTED SAMPLE

Table 5.2.1 shows the long list of contributions that were selected at inception stage for consideration during desk review. (29 contributions)

Table 4.2.2 shows the final selection of contributions selected for in-depth review for the desk review (21 contributions) – although note that in formal terms of contributions there are 28 as some of the regional integration sector contributions are grouped together.

Table 4.2.3 shows the representativeness of the sample of contributions selected for the desk review (table 4.2.2). This table compares the desk review sample of contributions against the total portfolio across the criteria examined in the portfolio analysis. The table indicates that the desk review sample is reasonably representative. There is an underweighting of contributions in the human rights and democratic governance sector (because the total portfolio has a very large number). There is an overweighting of public sector partners, larger contributions and older contributions. This is not considered as distortive and is to some extent driven by the need to look at the older contributions where information on results is available.

Table 4.2.1 The initial list of projects developed at inception stage for consideration during desk review (29 projects)

Agr_partner_text	Contribution_ID	Contribution_Title_Eng	XXXXXX	Status	Type_of_Assistance_Text_Eng	Sida_Main_Sector	DAA_Total
Misc	52030021	EMHRFCoreSupport		0 A	CoreSupportNGOs/PPPs	Democracy,HR&GenderEq.	14500000
KvinnaBillKvinna	52030023	KvinnaBillKvinnaMENA		1 A	Contr.spec.purposeprog/fund	Democracy,HR&GenderEq.	54996988
SIWI,StockholmInt.WaterInst.	52030051	SIWIWWWandEconomicBenefitModelling&T		1 C	Project-typeInterventions	SustainableInfrastr.&Serv.	3726150
Oxfam	52030054	OxfamWomen'sAccessToJustice		1 A	Contr.spec.purposeprog/fund	Democracy,HR&GenderEq.	7630300
UNESCWA	52030055	ClimateChangeonWaterResources		0 A	Contr.spec.purposeprog/fund	SustainableInfrastr.&Serv.	28600000
ARIJ,ArabReportersInv.Journ	52030058	CoreSupportARIJ		1 A	CoreSupportNGOs/PPPs	Democracy,HR&GenderEq.	21011287
OECD	52030063	OECDMENAInvestment		0 A	Project-typeInterventions	MarketDevelopment	45241900
Misc	52030071	YoungWomenLeadershipinPoliticalandSocialDev		1 C	Project-typeInterventions	Democracy,HR&GenderEq.	12800000
UNIndustrialDevelopmentOrga	52030090	TradeinFood&IDMO&UNIDO2012-2015		0 A	Project-typeInterventions	MarketDevelopment	47000000
Misc	52030093	TransparencyInternationalMENA		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	45700000
Misc	52030099	TheArabSpring"AbolitionofDeathPenaltyMENA		0 A	Contr.spec.purposeprog/fund	Democracy,HR&GenderEq.	7000000
MediaDiversityInstitute	52030101	PluralisminEgyptianMedia		0 C	Project-typeInterventions	Democracy,HR&GenderEq.	9200000
FriendsoftheEarthMiddleEast	52030116	FoEME&WNPhaseII		0 A	Contr.spec.purposeprog/fund	SustainableInfrastr.&Serv.	20500000
UNESCWA	52030125	UNESCWA&MDG+		0 A	Contr.spec.purposeprog/fund	SustainableInfrastr.&Serv.	10000000
CommunityMediaNetwork	52030126	CommunityRadioMENA		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	19333000
Misc	52030141	SupportingWomen'sTransformativeLeadershipMENA		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	39000000
UnitedGroup	52030145	UG: CampaignAgainstTortureinEgypt		1 A	Project-typeInterventions	Democracy,HR&GenderEq.	2760000
Misc	52030153	Fond.Hirondelle/RadioTunis		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	4000000
WorldFoodStudiesUnivSOW-VU	52030161	CentreforWorldFood&WaterEcon.Model2012-13		0 A	Project-typeInterventions	SustainableInfrastr.&Serv.	7900000
SKLInternational	52030164	SKL:SupporttoTunisianMunicipalities/decentral.		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	7307500
OHCHR&UNHighComHumanRights	52030177	OHCHROfficeinTunis		0 A	BasketFunds/pooledFunding	Democracy,HR&GenderEq.	27200000
Swedac	52030188	ATU		0 A	Project-typeInterventions	MarketDevelopment	51500000
SverigesRadio	52030198	SR&EmpoweringChildren/YouthMediaLiteracy		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	2636000
El-MahrousaCenter	52030200	El-Mahrousa:LabourRightsandFreedomofOrganisa		1 A	Project-typeInterventions	Democracy,HR&GenderEq.	4859200
EuropeanFeministInitiative	52030203	TOWARDSADEMOCRATICTRANSITIONINSYRIA		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	30074410
DevPeople&NatureAss.Lebanon	52030215	DPNAYouthandDemocracyAgentsofChange		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	24100000
Oxfam	52030218	OxfamGB&VoiceandAccountability		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	20000000
StyrelsenforAckreditering&c	52030220	ITP&04QualityInfrastructure		0 A	OtherTechnicalAssistance	MarketDevelopment	36700000
Misc	52030230	ILACRegionalMENA		0 A	Project-typeInterventions	Democracy,HR&GenderEq.	79780000
n/a	52030018	BluePeace	n/a	n/a	n/a	n/a	n/a
n/a	"oldproject"	ITPTransb.WaterMgmtEuphrates&Tigris	n/a	n/a	n/a	SustainableInfrastr.&Serv.	8700000
n/a	"oldproject"	ITPTransb.WaterMgmtMENA	n/a	n/a	n/a	SustainableInfrastr.&Serv.	15600000
n/a	"oldproject"	FoEME&GoodWaterNeighbours	n/a	n/a	n/a	SustainableInfrastr.&Serv.	6500000
n/a	"oldproject"(52030021)	EMHRF&EuromedFundforHRDefenders(PhaseI)	n/a	n/a	n/a	Democracy,HR&GenderEq.	n/a

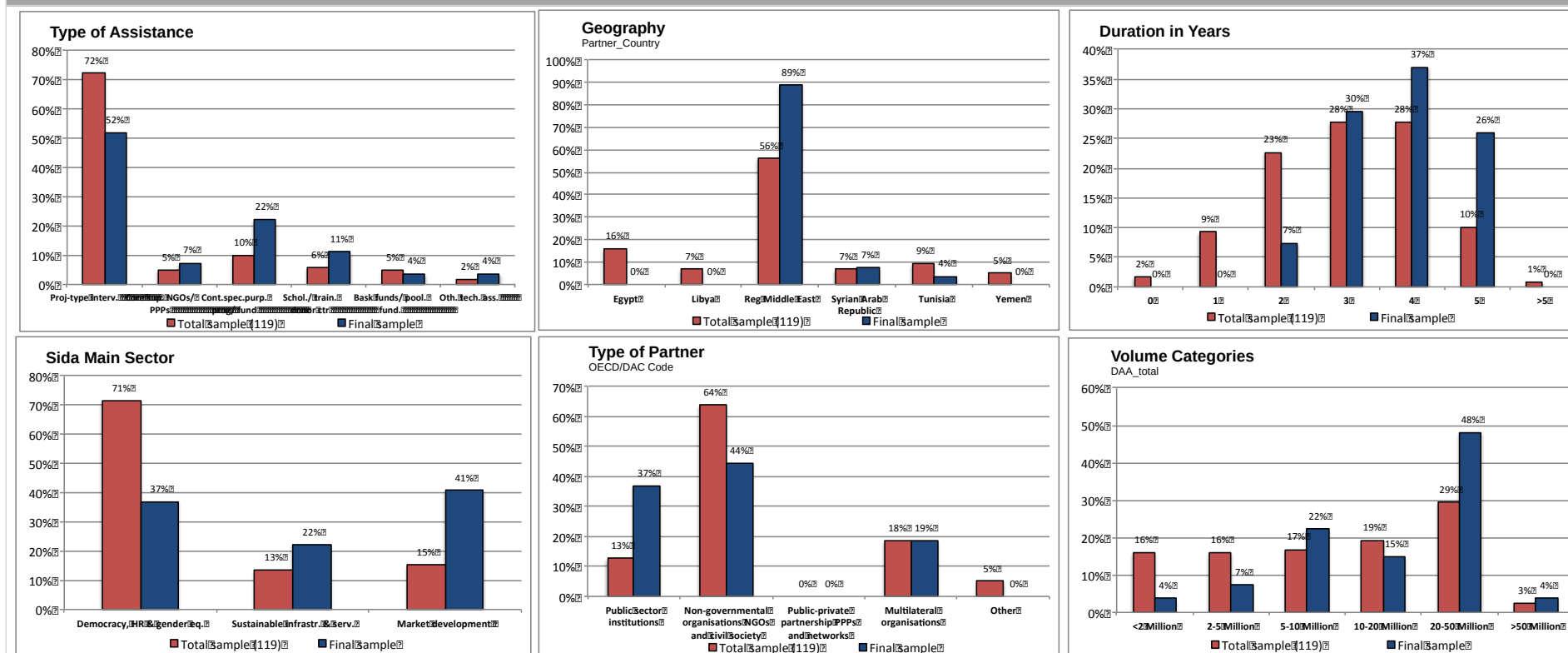
Table 4.2.2 List of the selection of projects for in-depth desk review assessment

Agr_partner_text	Contribution_ID	Contribution_Title_Eng	XXXXXX	Status	Genomf_Org_Text_Eng	Type_of_Assistance_Text_Eng	Sida_Main_Sector	DAA_Total
Misc	52030021	EMHRF core support	0	A	International NGO	Core support NGOs/PPPs	Democracy, HR & gender eq.	14500000
Kvinna till kvinna	52030023	Kvinna till Kvinna MENA	1	A	Donor Country NGO	Contr.spec.purpose prog/fund	Democracy, HR & gender eq.	54996988
SIWI,Stockholm Int.Water Inst.	52030051	SIWI WWW and economic benefit modelling E&T	1	C	Donor Government	Project-type interventions	Sustainable infrastr. & serv.	3726150
Oxfam	52030054	Oxfam Women's Access to Justice	1	A	Other multilateral institution	Contr.spec.purpose prog/fund	Democracy, HR & gender eq.	7630300
UNESCWA	52030055	Climate change on water resources	0	A	ESCWA Econ.&Soc.Comm.WestAfr	Contr.spec.purpose prog/fund	Sustainable infrastr. & serv.	28600000
UN Industrial Development Orga	52030057	AIDMO evaluation	0	A	UNIDO UN Industrial Dev	Contr.spec.purpose prog/fund	Market development	14500000
ARIJ,Arab Reporters Inv.Journ	52030058	Core Support ARIJ	1	A	Dev. country based NGOs	Core support NGOs/PPPs	Democracy, HR & gender eq.	21011287
OECD	52030063	OECD MENA Investment	0	A	Third country gov delegated co	Project-type interventions	Market development	45241900
OECD	52030089	OECD MENA Women Econ 2012-2015	0	A	Donor Government	Project-type interventions	Market development	8567445
UN Industrial Development Orga	52030090	Trade in Food, AIDMO UNIDO 2012-2015	0	A	Donor Government	Project-type interventions	Market development	47000000
Misc	52030093	Transparency International MENA	0	A	TI-Transparency International	Project-type interventions	Democracy, HR & gender eq.	45700000
Friends of Earth Middle East	52030116	FoEME GWN phase II	0	A	International NGO	Contr.spec.purpose prog/fund	Sustainable infrastr. & serv.	20500000
UNESCWA	52030125	UNESCWA - MDG+	0	A	ESCWA Econ.&Soc.Comm.WestAfr	Contr.spec.purpose prog/fund	Sustainable infrastr. & serv.	10000000
Community Media Network	52030126	Community Radio MENA	0	A	Dev. country based NGOs	Project-type interventions	Democracy, HR & gender eq.	19333000
Swedac	52030138	ITP 276 MENA	0	A	Donor Government	Scholarship/training donor ctr	Market development	5578658
Misc	52030141	Supporting women's transformative leadership MENA	0	A	International NGO	Project-type interventions	Democracy, HR & gender eq.	39000000
Swedac	52030149	Agadir Agreement TBT/ACAA	0	A	Third country gov delegated co	Project-type interventions	Market development	1865040
Strategic Foresight Group,SFG	52030155	SFG - Regional Water Cooperation 2012-2013	0	C	Dev. country based NGOs	Project-type interventions	Sustainable infrastr. & serv.	29000000
World Food Studies Univ SOW-VU	52030161	Centre for World Food - water econ. model 2012-13	0	A	International NGO	Project-type interventions	Sustainable infrastr. & serv.	79000000
OHCHR UN High C Human Rights	52030177	OHCHR office in Tunis	0	A	OHCHR UN Hum Rights Extrabudge	Basket funds/pooled funding	Democracy, HR & gender eq.	27200000
	52030185	ITP 305 Trade in Food	0	A	Donor Government	Project-type interventions	Market development	36700000
Swedac	52030188	ATU	0	A	Donor Government	Project-type interventions	Market development	51500000
European Feminist Initiative	52030203	TOWARDS A DEMOCRATIC TRANSITION IN SYRIA	0	A	International NGO	Project-type interventions	Democracy, HR & gender eq.	30074410
Oxfam	52030218	Oxfam GB - Voice and Accountability	0	A	International NGO	Project-type interventions	Democracy, HR & gender eq.	20000000
Styrelsen för ackreditering oc	52030220	ITP 304 Quality Infrastructure	0	A	Donor Government	Other technical assistance	Market development	36700000
Swedac	54050099	276MENA World Trade 2011	1	A	Donor Government	Scholarship/training donor ctr	Market development	5566219
Styrelsen för ackreditering oc	71400150	ITP 276 Agadir	1	A	Dev. country based NGOs	Scholarship/training donor ctr	Market development	63500000
n/a	"old project"/520	Blue Peace	n/a	n/a	n/a	n/a	n/a	n/a
n/a	"old project"	ITP Transb. Water Mgmt MENA	n/a	n/a	n/a	n/a	Sustainable infrastr. & serv.	156000000

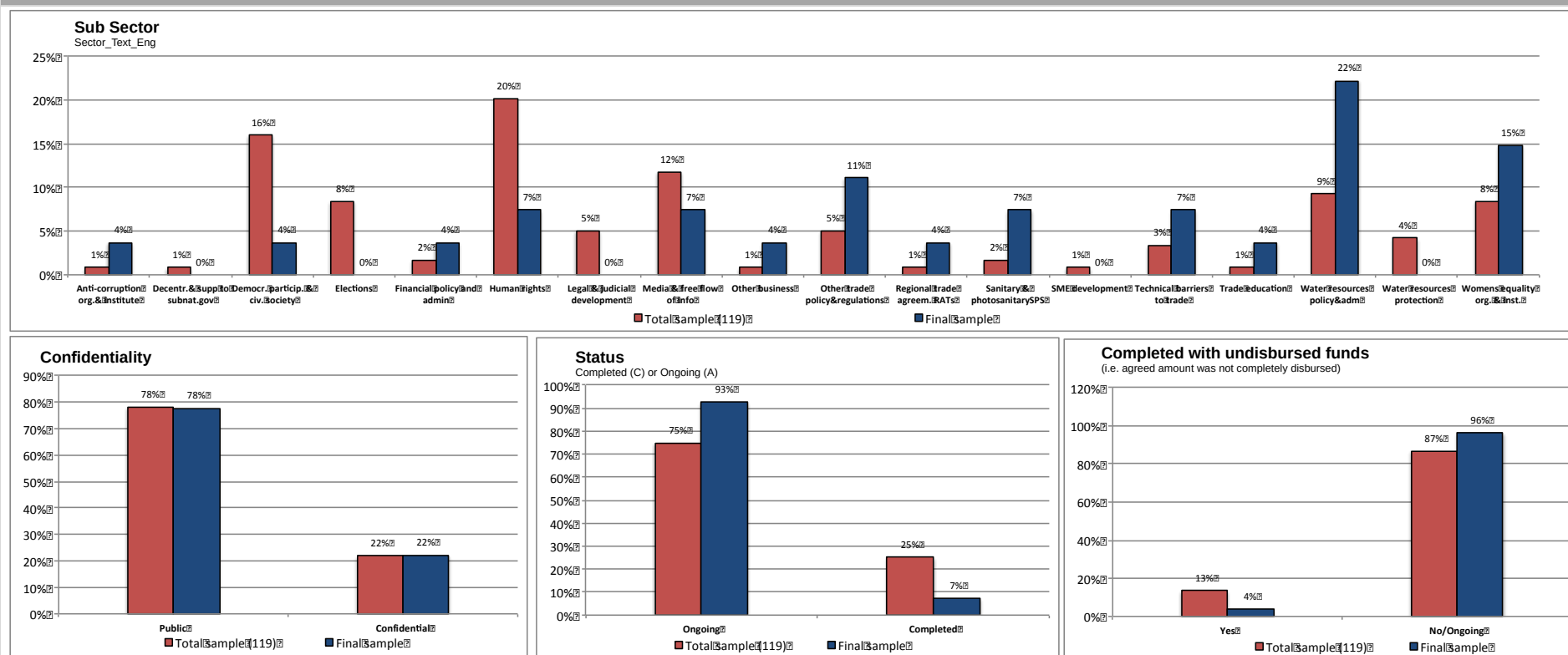
Table 4.2.3 Overview of the representativeness of the desk review sample

Selected Contributions Final Sample

(27 contributions from the MENA portfolio 2010-2015)



Selected Contributions Final Sample (27 contributions from the MENA portfolio 2010-2015)



Annex 5 – Result matrices

DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

Transparency International MENA (52030093)

Contribution		Dates	Amount SEK	Partner / intervention type
52030093	Transparency International MENA	July 2011 - December 2014	45,700,000	• International NGO • Pooled core funding

A Objectives

The programme is designed to: i) contribute to improving the livelihood of people across the MENA region, with a special focus on those who are most affected by deeply rooted corrupt practices and ii) to empower, strengthen the capacities of and engage civil society and the public in addressing corruption and promoting transparency, accountability and integrity.

To achieve these goals, the programme is comprised of the following main components:

- Component A: Institutional, Capacity and Network Strengthening. Aims to strengthen the capacity of TI Chapters and other civil society partners in the MENA region to effectively work on anti-corruption issues and reforms at the national level and to contribute – individually and collectively – to the global fight against corruption.
- Component B: Anti-corruption Knowledge and Solutions. Aims to provide anti-corruption activists with access to evidence and tools to fight corruption and advocate for change.
- Component C: People Engagement and Support. Aims to increase authorities' responsiveness to people's demands for transparency, accountability and integrity .
- Component D: Public Sector Integrity. Aims to generate robust evidence on public sector corruption risks and provide anti-corruption activists with the tools and solutions to advocate for change.

B Results achieved:

Objectives	Evidence of results
Institutional, Capacity and Network Strengthening	• Support to chapters (or chapters in formation) where they exist in management systems development, staff development, human resources and finance policies development. Capacity building of potential chapters and other NGOs. • Strengthened networking amongst MENA chapters and partners and exchanges on anti-corruption issues across national boundaries. • Regional roundtable series on various topics including judicial systems, links between civil society and anti-corruption agencies, promoting integrity in politics <u>Comment:</u> It appears that results so far relate to enhancing the capacities of the chapters, and strengthening capacities of CSOs in Jordan and Tunisia particularly to become contact points. Also regional roundtables and information sharing. The regional roundtables, as well as the institutional meetings such as the AMM (Berlin, 2014, 2013, 2011) and the IACC (Brasilia 2012) benefited all partners.
Anti-corruption Knowledge and Solutions	• TI Helpdesk handles information requests on the MENA region and provides information on its website • Efforts made in Egypt to engage academics and stimulate research through holding an academic conference. • Moroccan Transparency Observatory acts to promote the activities of TM and is used to strengthen ties with different sector bodies and professionals. <u>Comment:</u> Various initiatives are being done in different countries. The results so far relate to fostering networks and developing relationships with other stakeholders to engage them later in development of knowledge pools and solutions
People Engagement and Support	• Chapter in Morocco held awareness raising event of public to say ‘no’ to corruption through art: an exhibition, choreographed dance, street theatre, outdoor poetry slam workshops, various music acts including hip-hop artists, a video contest, posters and information stands • Annually a dozen or so youth from the region participate in the TI Summer School in Lithuania • Workshops held in the region involving different segments of the population, other methods used are radio, campaigns, talks, amateur theatre, social media, Advocacy and Legal Advice Centres (ALACs in 3 countries), debates etc. <u>Comment:</u> As only 2.5 years have passed, it may be too early to talk about results. However, the documentation is also weak in mentioning if any intermediate outcomes are being realised.
Public Sector Integrity	• Includes TI’s well-known tools the Corruption Perceptions Index and the Global Corruption Barometer, development and application of methodologies for local and national integrity system research in the region. 14 of the 15 TIMP countries (not Palestine) were included in the 2012 CPI. GCB was launched in July 2013, including 9 MENA countries.

	• National Integrity System (NIS) assessments in a number of countries • Local Integrity System reports, municipality rankings with the LGTI (Local Governance Transparency Index), electoral monitoring (especially in Tunisia). LTA has also piloted a local integrity system assessment in the municipality of Beirut and did a pilot Local Governance Transparency Index assessing 20 municipalities. • Defence and Security Programme assessed 82 countries, among them 19 in the MENA region.
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C Summary points of issues arising from the evaluation

The TI movement currently has four TI Chapters in the MENA region relevant to this evaluation: These are: the AMAN-Coalition for Integrity and Accountability (AMAN),¹⁸ Lebanese Transparency Association (LTA),¹⁹ Association Marocaine de lutte contre la corruption (Transparency Maroc, TM),²⁰ and the Yemeni Team for Transparency and Integrity (YTTI), a chapter-in-information.²¹

Support from TI-S for institutional strengthening of national chapters - TI supports chapter through, amongst other ways, (a) preparation of strategic plans for 3-year periods, (b) preparation of advocacy plans for specific actions or for longer campaigns, and (c) training on-the-job for staff (in terms of fundraising and proposal writing, English language, project management, financial management, financial accounting standards, advocacy, human rights vis-à-vis corruption seminars etc.).

Notable results achieved by Lebanese Transparency Association - In partnership with other CSOs and experts, an Access to Information Law has been drafted and is with parliament for security and to be voted upon.

A whistleblower protection law was drafted in 2005 and LTA was a member of the drafting committee. A guide on whistleblower protection is being published.

National Integrity Assessments looking at 13 pillars have been undertaken in 2009 and 2011. The 2013 one is being finalised.

The Lebanon Legal Advocacy and Advice Centre (LALAC) hotline has dealt with 618 inquiries out of which 385 have related to corruption during the period November 2013 through to January 2015.

¹⁸ TI chapter in Palestine, granted national chapter status in 2006.

¹⁹ Granted national chapter status in 2003.

²⁰ Granted national chapter status in 1999.

²¹ Granted national contact status in 2009 and chapter-in-information status in 2013.

Notable achievement by Rasheed Coalition in Jordan - Even though it started only in April 2014, the national contact in Jordan i.e. Rasheed Coalition has a number of results to show. The National Integrity System Assessment was conducted in Jordan for the first time. The Local Integrity System Assessment has been completed. A Women's Network has been established - it consists of women from different government bodies and backgrounds: private, academia and government. Is being formalised.

Engagement with duty bearers in Lebanon - The Association has fostered good relationships with public institutions through networking and dialogue. As a result, a letter of cooperation has been issued with the Ministry of Environment and MOUs are expected to be signed with the Ministries of Justice, Economy and Agriculture hopefully enhancing the seriousness with which matters LTA raises will be dealt with by these institutions and lending its work more support.

Notable achievements by iWatch in Tunisia - I WATCH has maintained pressure to keep reform on the political agenda and to profile the fight against corruption in media. Both in relation to the launching of the CPI as well as in a 30 minute TV coverage of IWatch work, IWatch has managed to create media attention around the topic of anti-corruption. I WATCH also organized the MENA Summer School which brought additional attention in television, radio, electronic press, Facebook, Twitter, etc.). IWatch has also sparked reactions from the public officials. IWatch was invited to a ministerial meeting to discuss iWatch's accusation that they're wasting Tunisian taxpayers money with regards to the natural oil sector. It influences the Ministry of Religious Affairs to write a letter to the imams of the country to encourage them to talk about 'anti-corruption' in the following Friday prayer speech.

Notable achievements by TI's partners in Egypt - In addition to the completion of TI projects on preparing potential women candidates for parliament and potential youth candidates for the local councils and equipping them with the tools, methods, skills and knowledge to carry out their future oversight and monitoring roles, Egyptians without Borders (EWB) have engaged extensively with youth groups between 13 and 17 years of age in Upper Egypt within the framework of the project, Integrity Generations, as well as young men and women from 18 to 35 years in 10 governorates. For the first time, the Integrity School Egypt was conducted in Cairo for 15 young people, adopting the model of the MENA Integrity School that took place in Tunisia in August 2014. The minister of education has expressed interest and given EWB the permission to replicate in all public schools of the country. In its work on integrating UNCAC in the curricular in public schools, APHRA has agreed on a pro-

protocol with the Ministry of Education and the Upper Egypt association for Civil Schools to work in 100 schools in 10 governorates.

Networking - Collaboration with ARIJ could be enhanced regarding investigative reporting which LTA has also done work on and published a booklet of case studies in Arabic. In its work on Syrian refugees, there are opportunities it could explore to work with other Sida-funded projects. However, LTA tends to partner with CSOs which work on similar issues as it does e.g. election monitoring.

Regional value added - TI-S has done a sound job of exchanging experiences between ALACs within the region and globally. Also, TI-S also has a global online platform, which provides an opportunity to share experiences. There are a number of anecdotal examples of regional collaboration and building on each other's experiences but also some criticism as to the commitment of other partners in the region. More work on replicating ideas between MENA countries can be done. In the case of Transparency International (TI), which is working at the regional level, an external evaluation noted that activities are mostly implemented in a linear way and not in parallel over several countries. Thus the opportunities to exploit the synergies at a regional level are missed, as is the opportunity to mutually reinforce initiatives and advocacy in the different countries. The evaluation also noted that despite TI being active in different MENA countries, true intra-regional networking and cooperation in the direction of a regional movement is still at an early stage.

2 Oxfam Women's Access to Justice (2030054)

Contribution		Dates	Amount SEK	Partner / intervention type
2030054	Oxfam Women's Access to Justice	April 2011 - March 2014	7,600,000	• International NGO • Project funding

A Objectives

The overall objective of the programme is to contribute to just outcomes/verdicts for poor women, which lead to reduced vulnerability and suffering in the Middle East and North Africa. Specifically, the project purpose is improvement in quality of legal services for poor and vulnerable women in the Middle East and North Africa. The expected outcomes are:

- Outcome 1: More women in target countries able to access legal services
- Outcome 2: Community leaders advocate for women's access to justice in public

- Outcome 3: Lawyers syndicates and bar associations increase provision of free legal services for vulnerable women
- Outcome 4: Improved attitudes and practices of police and judicial officials towards women's access to justice in each target country
- Outcome 5: CSOs influence policy reforms on women's access to justice in the Middle East and North Africa

B Results achieved:

Objectives	Evidence of results
Women access- ing legal ser- vices	• 7,848 women provided information on family and personal status laws and legal proceedings. Findings show that 75% and 63% demonstrate increased knowledge respectively in family laws and legal procedures. • 603 women from target communities in Lebanon, Jordan, and Kurdish territory - Iraq have demonstrated actions to claim their rights by requesting free legal representation in court and free follow-up for their cases. <u>Comment:</u> Activities were designed to reach women at all levels of change, ranging from awareness raising events, to legal counselling and representation.
Advocacy by community leaders	• Awareness-raising sessions held for 673 community leaders • 36 male community leaders as advocates who have demonstrated support to women's rights • 216 young lawyers trained, 36 of them volunteered with partners through supporting in awareness-raising and legal services provision. <u>Comment:</u> The project appears to rightfully have targeted community, political and religious leaders as they can be highly influential in all 3 countries.
Provision of free legal services	• 355 experienced lawyers attended awareness-raising events • However limited commitment from lawyers to provide pro bono services <u>Comment:</u> It is reported that lawyers were unwilling to provide pro bono services and that unwillingness is likely to further decrease with the end of the project.
Improved atti- tudes and prac- tices of police and judicial officials	• 204 court officials (judges, clerks, and court police) targeted so as to improve their attitudes and practices towards women's access to justice • Survey findings confirm an increase in court officials' knowledge and understanding of women's rights
CSOs influence policy reforms	• Project partners increased the visibility of the programme, appearing in a total of 16 TV shows, and 40 radio shows with 41 articles published in newspapers, magazines and websites. Partners also built alliances with 20 CSOs, CBOs, and institutions to influence policy reforms through participation in steering committees and advocacy efforts. <u>Comment:</u> However, as the project's advocacy component a) started late, b) did not receive the same amount of effort that the other components did, all that can be said that some foundations for policy reform were built which may no longer exist with the end of the project.

C Summary points of issues arising from the evaluation

Regional added value - There appears to have been no significant regional component. The partners from the three countries did meet and discuss experiences at least

twice, there was a regional conference at the end of the project where findings were disseminated, and it is stated that a regional advocacy strategy was developed. However, this was not really a regional programme. One reason for having the project spread over three countries was to enable learning and knowledge transfer to occur. The regional lesson learning part and advocacy component could be improved in future. Scattered examples of ideas being replicated between the three countries do exist.

Baseline - The project conducted a baseline survey at the beginning of its implementation looking at the knowledge of women and others, their ability to access services, the results of cases going through courts etc. It followed up with an end-of-project evaluation. This enabled it to demonstrate the results its work had achieved.

Engagement of youth and academic institutions - Engagement of academic institutions in the project whereby they would introduce courses on the different Family Status Laws in the country to their students would enable a sustainable, wider awareness raising of the issues confronted by women. The project does currently conduct awareness session at universities. In addition, law students from one private university i.e. Le Sagesse University in Lebanon, conduct their internships within the project and their outputs count towards their final examination marks. This is a good initiative as it also enables the project to undertake more activities within a limited budget. However, introducing modules into courses, particularly law courses, would create a greater constituency championing the project's objectives. In Jordan, the project has an MOU with Jordan University and its Centre of Women's Studies. The paralegals and law students work together - one possessing the social skills and knowledge of the community and the other providing technical knowledge.

Stakeholder engagement - The project has been mindful of engaging with a variety of stakeholders: academic institutions as mentioned above, bar associations, religious leaders, faith-based courts, the media, the police, NGOs and activist who work on women's rights, menfolk of the household, etc. This has enabled it to gain greater recognition and acceptability. Cases are referred to it too through because of these linkages. The publication used for awareness raising as well as the training sessions focus on both the rights of men and women. Training and awareness sessions have been conducted for the police and the cooperation has sustained.

Use of different training methods - Training sessions, campaigns and easy-to-comprehend publications have been combined with other techniques (though to a more limited scale) such as drama therapy and graffiti. The drama therapy sessions require a lot of time with small groups of 15 or so women spanning over several weeks. They allowed women to share their experiences with one another, support one

another and strengthen themselves in the process. The graffiti event where a wall in a remoter part of Mount Lebanon was painted upon allowed the project to assess the vulnerable women's issues in the surrounds there and raise publicity of the objectives of the project in the media.

Adaptation to ground realities - Through the first phase of WAJ it was realised that there are other issues which need to be addressed for greater effectiveness of supporting victims. Psycho-social support and counselling has to be provided to the victims before talking to them of steps that can be taken to seek justice. Engaging them in economic opportunities allows them to feel empowered during this process and is also vital when they are abandoned or when divorce occurs and they have to fend for themselves.

Advocacy - The project has not been able to do much on the policy reform side because of, amongst other things, the lack of political will and the diverse religious, and often deeply divisive, views in the country. Also the advocacy campaign did start late in the project period which has been a lesson learnt for the next phase.

Support provided by INGO - While the local partners are good at implementing at the local level, Oxfam's role is that it can undertake capacity building of its local partners and advocate issues at the regional and international level.

3 Towards A Democratic Transition in Syria (52030203)

Contribution		Dates	Amount SEK	Partner / intervention type
52030203	Towards A Democratic Transition in Syria	July 2013 - July 2017	27,000,000	• International NGO • Project funding

A Objectives

The overall objective of the programme is to contribute to (a) a non-violent political transition and (b) building a broader democracy and civil society platform.

The specific objectives of the programme are

1. Stronger and more numerous member CSOs of the coalition are networking, coordinating and sharing information on national, regional and international levels
2. A wide-constitution building process inclusive of women's rights and gender equality is taking place in Syria

3. Instalment of spaces and channels for dialogues among women's rights and human rights CSOs, different decision making actors and stakeholders favouring mutual understanding on women's rights and democracy building.

There are six expected results

Result 1: Coalition of Syrian Women for Democracy (CSWD) and member CSOs have internal democracy and leadership skills and improved coordination and cooperation among themselves and with others

Result 2: CSOs of the coalition know (better) how to design, manage and monitor and evaluate their projects and work

Result 3: Civil society activities, women's rights and human rights lawyers equipped with legal knowledge and skills to advocate for an inclusive constitution building process, promoting and inserting women's rights and gender equality in the future consideration

Result 4: Women activists empowered and engaged in political decision making bodies and skilled in defending and promoting women's rights in constitution and democracy in the different frames of political debate

Result 5: A set of tools, methods and elements of discourse have been commonly elaborated to promote gender equality as a priority on the political agendas

Result 6: Enhanced dialogue between different spheres - state, political and civil society and advocacy dialogue launched with the governmental sector, security, judiciary institutions and political decision-makers.

B Results achieved:

Objectives	Evidence of results
Results 1 & 2: Strengthening the collective voice and demands of the Coalition of Syrian Women for Democracy: thematic capacity building and knowledge sharing	• Number of members of CSWD increased from 5 to 17. Organisational development training for them held. The project has supported the Coalition in the development of its strategic plan and statutes. • Syrian women activists are engaging with one another and discussing in workshops and meetings including general assembly meeting for the Syrian feminist lobby and study tours • Meetings and trainings organized with the CSWD members to build their organizational capacities. CSWD has developed its strategic plan, internal by-laws and action plan for one year • Direct institutional support initiated to five Syrian partners inside Syria: Syrian Women League, Musawa/Women's Studies Centre, Equal Citizenship Center, Syrian League for Citizenship (SCL) and Syrian Feminist Lobby (SFL): translation of material and its dissemination, conducting of courses and workshops. Support provided to build their capacities in financial and narrative reporting and assisting them to use IFE-EFI guidelines. <u>Comment:</u> Syria possesses few developed CSOs. Trust building amongst organisations in Syria takes time. Combined with the conflict situation this means that coalition building is a slow process

Results 3 & 4: Getting organ- ised in inclusive constitution building process	• Two partner organisations Women Studies Centre (WSC) and Syrian Women League (SWL) organising meetings and workshops in Syria. SWL and WSC have involved around 100 people from diverse civil society and political backgrounds. • Other men and women members of CWSD engaged in the process • Launching of the Syrian Feminist Lobby • Training courses and seminars for lawyers included the exchange of different experiences from the region on constitutional processes, engendering the constitution and lessons learnt, role of youth <u>Comment:</u> As no constitution building process has been initiated by government, there is no constitutional body or electoral process in which activists can get involved. There is no transitional period in existence. Thus a number of the results that were expected will not be achieved
Results 5 & 6: Fostering dia- logue and coop- eration	• Meetings organised for Syrian organisations to discuss women's rights and democracy building • International conference on engendering a constitution building process held attended by Syrian activists, CSOs from MENA and Europe, EU and UN. Follow up conference held in Beirut. • Production and dissemination of advocacy and policy material: Reports, policy papers, promotional material <u>Comment:</u> The political will amongst the international community to support women's rights and the role of Syrian women does exist. However, hindrances include the government and the Islamic factions. The democratic opposition is highly marginalised.

C Summary points of issues arising from the evaluation

Engagement of a wide variety of stakeholders - The project expects that some of the activists that it engages it and who participate in its workshops and meetings will be key actors in the constitution building / drafting process in Syria when the time arrives. Its networking includes lawyers, political activists, and CSOs. The project is very keen on broadening its network, thus increasing the outreach of its message. The aim is also for the process and project not to be controlled by a few vocal stakeholders. The project continues to struggle for inclusion of women's rights in the constitution building process and thus the constitution's subsequent drafting.

Non-partisan approach - The project aims not to take sides in the current Syrian conflict and states that it aims to engage opposing sides by encouraging them to talk to one another. It states that it emphasises a non-violent struggle. However, it is unclear how that stance can enable a quicker resolution of the conflict given that the Syrian regime has shown no signs of sincerely willing to engage in negotiation or consider handing over power.

4 Kvinna till Kvinna MENA (152030023)

Contribution		Dates	Amount SEK	Partner / intervention type
152030023	Kvinna till Kvinna MENA	June 2011 - June 2015	50,000,000	• International NGO • Core funding

A Objectives

The overall (long-term) objective for the programme Women as Agents for Peaceful Development and Democratization in the Middle East 2011-2014 is “Women living in a more secure environment, where their human rights are respected and where they can fully participate in a peaceful development of their countries”. The programme (mid-term) objective is “Partner organisations have strengthened their work and advocacy for women’s rights jointly and individually”.

The seven results are:

Result 1: Women's organisations discuss the concept of security and its limitation to national security.

Result 2: Increased protection for women subjected to violence

Result 3: Women targeted by Kvinna till Kvinna’s partner organisations know their rights and are equipped to challenge patriarchal hindrances in their daily lives

Result 4: A strengthened lobby that work for more responsive national legal frameworks addressing women’s rights

Result 5: Women’s organisations have strengthened their work for women’s increased political awareness and participation

Result 6: Increased cooperation between women’s groups locally, nationally, regionally and internationally due to Kvinna till Kvinna’s support and networking efforts

Results 7: Targeted organisations are more sustainable in terms of internal and organisational capacities

B Results achieved:

Objectives	Evidence of results
Women, peace and security;	• Improved peace and positive thinking amongst Palestinian and Syrian refugee women in Lebanon. Improved security, and better ability to respond to daily challenges, anger and stress. • Acceptance of Syrian women as an integral part of peace building <u>Comment:</u> It is not clear how priorities are chosen, and how the impact is assessed. Reports give only anecdotal examples. Project has been able to react quickly to emerging issues such as sexual violence in Egypt
Violence against women	• Draft law protecting women from family violence approved by the joint parliamentary committee in Lebanon and referred to the general assembly for final approval.

	• In Lebanon, women's movement has been successful in bringing the issue of violence against women into the public and political spheres. • In Lebanon, trainings on violence against women (VAW) provided to police officers from all over Lebanon. More referrals of VAW cases to police. • Hundreds of Lebanese women who were victims of violence were assisted with social support as well as psychological, medical and legal reference. • In Lebanon, Syrian refugee women supported through training of trainers on topics such as sexual harassment and early marriages • In Egypt, work done on issues such as sexual harassment, A higher incidence of community involvement in the prevention of sexual assaults and vigilantism was noticeable. Gender based violence gained more visibility. • In Egypt, service delivery undertaken for victims of violence through their existing hotlines, providing legal advice, awareness raising in innovative ways such as training in the art of storytelling. • In Jordan, female victims of violence supported through hotlines, shelters and social, legal and psychological support. • In Jordan, females marrying foreigners given legal and psycho-social support. <u>Comment:</u> Additional funding from Sida granted during project has allowed project to tackle emerging issues better. Not clear how impact is measured though and how attribution is made.
Empowerment of women	• Safe spaces for Syrian women in refugees camps in Lebanon. • In Lebanon, lectures, awareness raising sessions, recreational and vocational trainings, psychological counselling, free-of-charge health services etc. to Palestinian and Syrian women. • In Egypt, women supported in access to their rights such as their pensions and health care. • In Egypt, young men and women from different backgrounds and diverse sexual and gender orientations with major representation of women were engaged in an interactive educational debate on basic concepts of gender, sexuality, sexual and bodily rights
Legislation on women's rights	• In Lebanon, advocacy for laws and legislation for better protection of women's rights. Good media coverage of activities. Law on domestic violence now enacted due to Kafa's efforts. Since the enactment of the law, 24 protection orders supported by Kafa alone have been issued. There have been a further 4-5 by others, while 5 by Kafa have been rejected by the courts. • In Egypt, women supported to obtain national ID cards, which mean that they can obtain health care insurance, vote, and pensions. Also improved referral system concerning violence against women. • In Jordan, In Jordan, lawyers assisted to prepare relevant court documentation to provide protection for victims of violence. This resulted in an increased number of cases where the victims obtained compensation. • In Jordan, legal representation is given to girls seeking to avoid marriage to their rapist.
Women's political participation	• In Lebanon, Palestinian women supported to become members of camp Popular Committee. With Nadjeh's training and advocacy efforts, the number of women in the Popular Committees in the camps has increased from 0 to 7%. • In Egypt, numbers of female voters increased in target areas.

	In all three countries, activities undertaken to increase female candidates and voters. <u>Comment:</u> Unclear how project is able to attribute greater female participation in political processes to its efforts.
Women's net-working and collaboration	- Exchange visits of MENA activists with Sweden, Bosnia - Strong cooperation with Internal Security Forces (ISF) in Lebanon including training, study visits <u>Comment:</u> Kvinna till Kvinna demonstrates strong record of networking with other regional and international organisations, networks and coalitions active in the region on similar issues. These organisations are both those funded by Sweden and others.
Strong women's organisations	Trainings for POs and participation in workshops

C Summary points of issues arising from the evaluation

Kvinna's way of working - Of Kvinna till Kvinna's six partners in Lebanon, 4 have been working with it since 2006 and the remaining two since 2008. The partnership is thus a long-term one. Kvinna till Kvinna aims to strengthen the partners' capacities so that, according to it, they no longer need its support. The partners are of varying capacities. Unique elements of Kvinna till Kvinna's work include its active engagement with other organisations and networks in the region, support for a diverse range of activities and partnering with a large number of CSOs.

Notable approach by EFFD – EFFD carried out a project for 18 months in a conservative area of Cairo working with and supporting Islamic female preachers (and a few male preachers) and female advocates enabling them to properly understand the Islamic law (Sharia') and its moderate interpretation in the religious discourse. The idea of targeting these Islamic female preachers was due to their role in influencing other women during for example Friday prayer speeches or in their position as a leading voice in their communities. In an increasingly religious conservative environment the project aimed at promoting the inclusion of gender issues and women's rights in Islam, thus strengthening women's rights as guaranteed by the Qur'an and Sunnah.

Notable results of PWHO - Amongst activities that PWHO undertakes with Palestinian and Syrian refugees in camps, it is undertaking activities that would not appear to fall within democracy / women's rights. These activities include the provision of sports facilities, computer training, cooking classes and reading. However, it is stated that these activities are not an end in itself, they are a means to an end. In a situation where women are denied their political, social and economic rights, these activities enable them to come together in a safe place (in the centre) to engage with one another. These activities are said to be small steps to making them feel more empowered and address more immediate needs. This also raises the issue that maybe small livelihoods/economic/social activities should be initiated in extreme cases such as the refugees camps to address more immediate felt needs so that women can then turn their attention to longer-term needs of their political and human rights.

Notable results of Najdeh - Najdeh has good networking with other NGOs; amongst Sida supported projects it works strongly with EFI. Over time, and given the situation on the ground, it has expanded its target group from the original social workers and refugees to Syrian and Palestinian refugees from Syria. Women are provided with health services in the centres, cooking, sports, computer training and a reading club. This is all to improve their confidence and encourage greater empowerment. Such activities are needed if longer term goals are to be met.

Theatre as a tool - Puppet shows and theatre are used to raise awareness regarding mothers' aggression towards their children and children's responses to such aggression. Interactive and puppet theatre has been used in awareness campaigns regarding the bill on domestic violence and rape. Media has been heavily engaged since 2008 - including social media. All media types are effective.

Stakeholders - Kafa also has developed good relationships with prosecutor, police, the media and judges. It is now testing the procedures associated with the enforcement of the law in the field. Guidelines have been developed for (a) lawyers and judges, (b) social workers.

Fictitious character - Zalfa is a fictitious character who has an evolving story. She was used in TV spots over several days in which LBC gave airtime free during prime time during breaks within its news programme. The costs of the initiative were thus mainly related to its production. Zalfa educates women on what they can do if they are victims of rape or violence. A Q&A booklet of Zalfa has been produced - the questions were shortlisted from those frequently asked at the LCC of Kafa. The booklet is on Kafa's website.

Work with government law enforcement agencies - With the Internal Security Force i.e. police, Kafa agreed on the curriculum to train the ISF in Lebanon. Subsequently the course has been adopted in the training academy of ISF and Kafa has undertaken a ToT of 5 ISF officers. These officers assist Kafa in conducting the trainings. Further, a memo has been issued by the DG of ISF on how to deal with women who come to the police station or call.

The Prime Minister and Minister of Interior have approved a Malmo type centre. The building for the centre has been allotted. Trainings are now conducted in the ISF training premises where a room has been equipped; this reduces cost of conducting the course at outside venues.

Kafa is now expanding its target group to include sexually exploited women and migrant workers. Because of the campaigns, women seeking assistance from Kafa and approaching its LCC has increased.

Counselling refugee women - Najdeh focuses on women in refugee camps and in the surrounds. Issues it tackles include violence against women, provision of services to them, psycho-drama, advocacy, legislation etc. Psychosocial activities for children are also undertaken. Psycho-drama is a new technique, which provides approaches and skills to overcome trauma, discrimination and instil preparedness. The target women are those who are subject to violence. Normally the class would consist of a group of 20 or less women, who would normally be taken away from their home bases for around three days. With limited resources, many classes are now undertaken in the Najdeh centres which are also safe environments.

Support and counselling to women victims of violence – in the period of June 2012 to December 2014 EFFD's psychologist in Cairo carried out individual sessions with 71 female beneficiaries who had been victims of violence. As a result of those sessions 22 women managed to identify their problems, their causes and put forward some alternatives and solutions that suit them better and start their implementation; the consultant followed up the change's results that occurs to women in addition to following up the rest of the cases. 39 women have been referred to the legal consultant who provided them with legal support and some personal status cases will be embraced after the completion of the required papers. EFFD has also had a hotline for legal, economic and psychological support, as well as group listening meetings and seminars to create awareness about the dangers of psychological violence.

Intense work during tough times in Egypt – One of Kvinna till Kvinna's partners²², have been very active during the many challenging events during and after the revolution. Due to a delay of the parliamentary elections, they changed their plans of working on the women's political participation to work specifically on building women cadres in parties, syndicates, labour union, political movements, local councils providing young women trainings and legal support. The organisation has work on protecting women human rights defenders in different areas of the country, giving them psychological and legal support as well as raising awareness on gender-based violence among policy makers and media through numerous creative campaigns (including, theatre, animation films, cartoons, magazines, story-telling and other events). The organisation also provided recommendations to the Independent Fact Finding Committee (FFC), whose task was to investigate the incidents that accompanied June 30 2013, when Egyptians took to the streets in massive demonstrations against Muhammad Morsi. Nazra has documented 174 cases of sexual violence, including several rape cases, between June 30 and July 7. In an alliance with other women organisations it has also worked to put pressure on the new constitution to include the goals of the 25 January revolution for freedom and social justice, human dignity and national independence, and that reflects the pluralism and diversity of Egyptian society.

Regional added value - The 8 projects generally focus on the implementation of their own activities. Beyond sharing of experiences, there is little regional added value it appears. The 8 projects do engage with one another at Kvinna till Kvinna sponsored workshops.

5 Oxfam GB - Voice and Accountability (52030218)

Contribution		Dates	Amount SEK	Partner / intervention type
52030218	Oxfam GB - Voice and Accountability	August 2013 - January 2016	16,500,000	• International NGO • Project funding

²² The name of the organisation remains known to the evaluation team.

A Objectives

The goal of the project is that Syrian refugee women and men become active agents in humanitarian, development and political processes. The specific objective of the project is enhanced preparedness of affected Syrian men and women to constructively engage in humanitarian, development and political processes

There are four main results:

Result 1: Improved Syrian women and men refugees in Jordan and Lebanon capability for self-referral and access to 1 directly provided services (GBV in Lebanon or Legal Aid in Jordan)

Result 2: Targeted Syrian women & men have increased and more equitable ability to collectively voice their concerns and aspirations.

Result 3: Relevant stakeholders at community, municipal and national levels improve their understanding of Syrian refugees needs, concerns and aspirations

Result 4: Selected Syrian civil society organisations working on women issues have developed engagement with targeted Syrian refugees in Jordan or Lebanon on identified women issues.

B Results achieved:

There have been delays in project implementation due to coordination issues and staffing challenges, identification of CFs etc.

Objectives	Evidence of results
Improved capability for self-referral and access	- Community Facilitators (CFs) recruited and, in Jordan, a Community Centre established - CFs trained <u>Comment:</u> Mapping and development of SOPs for referral system were delayed, delaying many subsequent activities. In Lebanon, no resource centres or information hubs are currently operational.
Ability to collectively voice their concerns and aspirations	- An art workshop where Jordanian and Syrian women drew paintings on canvas representing different types of violence in society. An art gallery then held. - Voices of the Future was a summer youth leadership, education and community engagement programme reaching over 75 Jordanian and Syrian children in Zarqa - Nine legal awareness sessions for 80 Syrian and Jordanian women on GBV and the law - Campaign against violence against women (VAW) comprising TV and radio commercials and street billboards. <u>Comment:</u> Delay in recruiting CFs has delayed a number of activities
Improved understanding by stakeholders	- Voice blog established - Legal awareness session - Voices project's largest campaign in Jordan was the 16 Days of Activism

	working to end violence against women and gender-based violence reaching over 75 beneficiaries across Jordan <u>Comment:</u> Delay in recruiting CFs and establishment of community groups (CGs) have delayed a number of activities
Engagement with refugees	• Two day campaign launched to raise awareness on the dangers of illegal migration. Activities included a radio broadcast, social media posts, press releases, newspaper articles and a report. • In Jordan, approximately 2,752 consultations on cases involving statutory law and about 1,121 consultations on the personal status law or family law. • “Don’t Go” campaign was an awareness campaign in Jordan to highlight the human cost of the growing amount of conflict driven migration to Europe.

C Summary points of issues arising from the evaluation

Limited regional value-added - The project is not really regional in nature. Two different project partners are working in Lebanon and Oxfam who apart from meeting quarterly with Oxfam to discuss project progress do not really benefit from one another’s expertise or experiences. Few examples exist of regional added value. The marathon organised by ARDD in Jordan was replicated by ABAAD in Lebanon. Opportunities exist for more regional interaction - ABAAD for example could undertake trainings in Gender Based Violence - an issue it specialises in - in Jordan.

Limited success of project in Lebanon - the project has suffered from a number of problems. These include repeated changes in programme management from Oxfam’s side, limited expertise in ABAAD (the Lebanese local partner) about the operation of information hubs, capacity of community facilitators, out-dated information regarding service providers, cuts in services provided by international agencies and so on. At this late stage of the project, the results will be limited in Lebanon.

Successful and flexible implementation in Jordan - In Jordan, the local partner ARDD-Legal Aid, has been able to make greater progress. The project works only with refugees who are not residing in camps. Importantly, it works with Jordanian host communities too, which aids in building trust and harmony between the two communities. ARDD-Legal Aid has integrated the project within the organisation, supporting it through on-going activities and vice versa. The emergency and legal hotlines and free legal advice services existed before - they are now being used for the project too. The project has good relationships with the Jordanian Ministries of Interior and Development. It also works with religious leaders.

Facebook has been used for outreach. It is popular amongst Syrian refugees. Further, the community facilitators, in place since the mid of last year, play a key role in that they constantly identify refugees’ concerns and needs and feed them up to ARDD which is then able to reprioritise what it is undertaking.

Changed context - The project objectives of developing information hubs where refugee women could go to receive information on what sort of services were available for them, and where they could be accessed was pre-empted by similar projects undertaken by other projects. The developments in the refugee camps have been rapid between project conception and implementation. Due to the decline in services from international agencies, some main objectives of the project are no longer achievable according to the original strategy. The project has now modified its activities, slightly changing and re-ordering its focus and objectives. The time left for implementation though is now short in Lebanon. However, it is good that it adapted its activities in line with the changed circumstances. In Jordan, the project has adapted its activities to respond to the rapid changes on the ground. It has initiated activities for children because their mothers' concerns tended to be focussed on the children. Youngsters have thus been engaged while it was not in the original proposal and activities e.g. singing events undertaken.

The **longer-term needs of Syrian refugees** such as enhancement of their voice and awareness of their rights are as important as immediate needs such as food and shelter. This is because when the process of nation building happens, the citizens should be ready and informed for it. However, achievement of these longer-term objectives needs a longer project duration and sustained follow-up with the same groups.

Social inclusion of the host communities needs to be focussed upon as the hostility and feelings of deprivation within the Lebanese and Jordanian host communities are increasing.

Relevance of activities - The project has witnessed that the first phase of engaging with the Syrian refugees is when they are in a state of shock. After that resettlement is a concern. Thus, the project has initiated psycho-social protection i.e. counselling etc. which was not in the original design. Other issues requiring attention are matters such as legal protection e.g. marriage certificates are needed to show spouse's relationship. It has been realised that education for their children and health issues of the family are concerns for the refugees.

6 Supporting women's transformative leadership MENA (52030141)

Contribution		Dates	Amount SEK	Partner / intervention type
52030141	Supporting women's transformative leadership MENA (AMAL)	October 2012 – September 2015	N/A (total budget 6,808,060)	• NGO/CSO • Project funding

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A Objectives & Description of scope

The overall goal of the programme is that:

“Women in the MENA region, including poor and marginalised women, have increased ability to participate and exercise leadership at all levels of decision-making, gaining power over their lives and ensuring their political needs and rights are central for existing and emerging governance structures”²⁴.

The programme covers the Occupied Palestinian Territories (oPt), Yemen, Tunisia and Morocco by Oxfam and 13 local partner organisations. This extract of evidence of results has mainly focused on Tunisia, as this is the choice for field visit, and because the other countries are not priority countries.

There are four specific objectives:

1. Objective 1: RIGHTS AND LEADERSHIP

- 1.1. Outcome 1: Women and girls will have increased awareness of their political and socio-economic rights and are more confident to voice their rights and play leadership roles at all levels (household, community, national, regional);
- 1.1.1. Output 1: Women demonstrate increased awareness and confidence to express their political and socio-economic rights.
- 1.1.2. Output 2: Women have a more active role as a transformative leader in the political and socio-economic life in her community and country.

2. Objective 2: CAPACITY-BUILDING

- 2.1. Outcome: A diversity of women’s organisations²⁵ and their allies²⁶ will have increased skills, resources and capacity to advocate a women’s rights agenda with a collective voice and influence decision-making.
- 2.1.1. Output 1: Stronger links between women’s organisations, and their coalitions in the MENA region to empower them to speak collectively.

²³ AMAL Programme Mid-term Review September 2014.

²⁴ AMEL Full Grant Application for Sida, April 25 2012.

²⁵ Local and national organisations, representing diverse women’s voices from different social, class and ethnic backgrounds.

²⁶ Youth organisations, human rights organisations, organisations with a gender justice focus, trade unions, media organisations, men etc.

2.1.2. Output 2: Better political skills of organisations, networks and coalitions and their ability to make the change happen.

3. Objective 3: CHANGING ATTITUDES AND POLICY

3.1. Outcome: Decision-makers and opinion formers at all levels²⁷ are more aware of and their positions are more reflective of the needs and priorities of women.

3.1.1. Output 1: Influential leaders and decision-makers show more supportive positions to women's rights.

3.1.2. Output 2: Decision and opinion formers object women's needs and priorities, namely marginalised ones.

4. Objective 4: LINKING AND LEARNING

4.1. Outcome: Oxfam, its partners and others generate and share knowledge, to strengthen women's participation and leadership approaches in the region and globally.

4.1.1. Output 1: Oxfam and political organisations acquire further knowledge and tools to use to promote approaches to be adopted for women's participation and leadership.

4.1.2. Output 2: Oxfam, its partners and its practices adopt transformative leadership and women participation values within its own organisations.

The programme will focus on:

- Supporting grassroots leadership and formation of community/women's groups, as well as, emerging women's rights organisations and agendas at the sub-national and national level;
- Linking from their experience on the ground to advocacy at national, regional and global levels; and
- Seeking *engendered pro-poor policy* change.

B Results achieved:

Objectives	Evidence of results
Objective 1: Rights and Leadership	• Reaching more than 14,000 people (empowered potential women leaders and activists across the countries through awareness raising and training and innovative coaching).

²⁷ Particularly religious and community leaders, journalists, political parties, male politicians etc.

	• Building specific capacities of women and CSOs with regards to human rights, transformative women leadership, communication, monitoring approach, project life-cycle management, advocacy, media and other matters. • There is a high satisfaction of the programme's performance and targeted populations now have a better awareness of rights and issues related to women's political participation in general²⁸. • Anecdotal evidence of women increasing their interest in participating in political processes (some women became leaders) as well as the training having had a positive impact on their personal lives. • In Tunisia, more than 188 women initiated eight grassroots initiatives. • 35 women started conducting constituency-oriented awareness sessions on women's social, economic and political rights. • See page 18 in the annual narrative report from November 2014 for anecdotal evidence of results.
Objective 2: Capacity-Building	• Cooperation has taken place between partners to design a common advocacy strategy in the four countries to make specific change. • The mid-term review shows a real change in the partner organisations' capacity to jointly advocate for women's rights and influence decision-makers in the different countries. Their capacities to defend women's rights through their networks has increased; so has their understanding of new concepts related to women's transformative leadership and political participation. • See page 28 in the annual narrative report from November 2014 for more evidence of results.
Objective 3: Changing Attitudes and Policy	• Encourage standardised positions among women organisations at the local and national levels in Tunisia regarding issues such as removing reservations on the CEDAW, the personal status law, and women's rights in the Tunisian constitution. • Many respondents said that they did not see any change in the public discourse of decision makers and influencers when it comes to women's rights. • A number of Tunisian organisations lobbied the Tunisian government for lifting the reservations (to the CEDAW), but this cannot be attributed to AMAL programme, even if the programme supported the partners. • Some changes noticed changes in discourses of political leaders regarding women's rights in their parties, however, also without attributing these changes to the AMAL programme. • See page 32 in the annual narrative report from November 2014 for more evidence of results.
Objective 4: Linking and Learning	• Field studies as part of the 'drawing maps of existing and emerging forces in the area' has been conducted and reports have been developed. • An 'Innovation Fund' has been created and launched, as a funding mechanism

²⁸ According to individual quantitative exercise results done (MTR 2014).

	provided for women to take a leadership role and achieve gender justice. • Two women transformative leadership centres have been established in Tunisia as part of AMAL programme. • See page 37 in the annual narrative report from November 2014 for more evidence of results.
Other Results In Relation To Programme Focus	• Tunisian Women Electors League has enhanced its expertise in elections.

Note: AMAL programme started later than planned, as the opening session was held in January 2013, and the implementation was delayed in Tunisia (Yemen and Morocco also), until June-September 2013.

C Summary points of issues arising from the evaluation

Support to women political leaders - From July to September 2013, LET undertook several training sessions as a capacity building cycle for the mentors of political leaders on coaching techniques, public speaking, mentoring, counselling and active listening, gender approach and contextualizing CEDAW to Tunisia, elections law and types of political regimes and political discourse. 20 women political leaders and activists were trained during a 2 day session on political discourse and communication – several of which are now speaking on behalf of their political parties or coalitions.

Engaging young people through interactive theatre - 27 young men and women in Kef and Kasserine became peer educators and undertook peer education activities as a result of several trainings by AMAL partner AFTURD in partnership with Y-PEER (Youth Peer Education Network) on topics of women's human rights and leadership. This group reached 984 people university students, from urban and rural areas and mostly youth from poor and marginalized locations in Kef and Kasserine (the interior regions, traditionally neglected from development interventions). Following the interactive theatre performances on economic exploitation at the campus, the audience discussed with the characters their attitudes and their respective responsibilities in exploiting women, a type of dialogue space that was not there before. After the discussion, the audience was asked to create alternative scenes, portraying how they thought the women victims as well as the perpetrators should have acted. The scenes were played again to present the alternative script. The young volunteers of AFTURD from Kef and Kasserine have created their own network and express themselves to have sparked debate, become aware of the situation of others in the community and feel engaged to change their community.

Campaign on women’s socio-economic rights – ATFD led a campaign reaching 4215 people from various audiences in the North West Sahel region of Tunisia on women’s socio-economic rights, women’s human rights more generally, personal status code, dignity citizenship and social justice. The topics were tailored to spread messages about women’s rights and equality in a way that is accepted in the context. As elections were approaching, the topics had higher focus on the elections and the necessity of women to vote.

Cooperation between AMAL partners in Tunisia - 26 young women and 4 young men (30 volunteers) from ATFD in Sfax were trained by LET young mentors prior to them participating as civil society observers during elections where they specifically worked to document women’s participation as voters. The training included door-to-door community mobilization techniques and election monitoring from a gender perspective.

Influencing constitution - A group of 11 civil society organizations led by ATFD and including AFTURD and LET submitted its recommendations to the National Constituent Assembly on the changes to be incorporated in the last draft of the constitution.

Reaching poor and marginalised women – AFRTURD has carried out activities in the village of Sra-Ouertane to reach out to women (poor seasonal agricultural workers) through awareness raising and to mobilise them to a campaign on women’s access to social services and health care. While there is a local organisation present in the village, the local women had never heard of it. The women who had participated in the activities of AFTURD showed great enthusiasm of having been made aware of rights they did not know they had and feeling engaged and motivated to fight for a better future. In the beginning the women had to bring along their man who would sometimes speak on their behalf. Later the women started becoming more independent, self-confident and outspoken. The women have started addressing local decision-makers on their issues.

Regional added value: Oxfam’s AMAL programme was a new way of working with three Oxfam partners on a regional programme with Oxfam GB as the lead. Oxfam holds regional meetings and trainings for its partners to share experiences of their work. Oxfam’s experience shows that the organisations involved are happy to be able to exchange experiences and feel solidarity across the countries. It also shows that working with a regional programme takes longer and it can be challenging getting everyone working in the same direction. Oxfam are attempting, with its regional part-

ner, the Centre of Arab Woman for Training and Research (CAWTAR), to create a knowledge hub across the region²⁹ as well as to do a study on the regional topics that would be relevant for advocacy work.

7 Community Radio MENA (52030126)

Contribution		Dates	Amount SEK	Partner / intervention type
52030126	Community Radio MENA	December 2011 – December 2015	19 MSEK	• NGO/CSO • Project funding

A Objectives

The project aims to support the establishment of local groups advocating, lobbying and raising awareness in the Arab region of the importance of community radio in enabling voice and access to information, and building a culture of democratic dialogue and public accountability moreover, the project aims to establish seven community radio stations broadcasting via the Internet, satellite and the FM reflecting their communities and creating an outlet for spreading their voices.

The project is implemented in Jordan (lead), Egypt, Yemen, Palestine, Tunisia, Syria and Libya with responsible partners in each country.

Immediate objectives (according to project proposal) are:

1. Raising awareness of community radios; what is a community radio and its role in local communities' development.
2. Capacity building for the partner organisation's media freedom defenders.
3. Enhancing the legal and political framework for community radios in the Arab region.
4. Empowering local communities and promoting freedom of speech in the Arab countries with democratic transfer that lacks community radio presence.
5. Capacity building for the radios' journalistic teams.
6. Ensure the sustainability and exposure the programme's objectives.
7. Capacity building for the partner organisation's journalistic trainers.
8. Capacity building for the partner organisation's sustainability.

²⁹ Using CAWTAR's existing ' <http://genderclearinghouse.org/> ' as a web platform.

Project objectives (according to 2014 narrative report) are:

1. Establishing of seven radio stations broadcasting via the Internet and on a satellite channel and over the FM whenever a license is acquired.
2. Capacity building and training to increase media and communication literacy and professional skills of journalists and civil society actors involved in the project as in terms of Reporting and editing skills and Media development assessing organizational culture and the context for news; understanding and adopting more interactive, networked journalism; editorial policies and plans and codes of practice in addition to a technical training on using related software and hardware.
3. Conducting seven research studies identifying all related media laws, guidelines and procedures pertaining to community radio in addition to an analysis to the local legal and administrative environment and their compatibility with the international standards for community radio.
4. Organising advocacy symposiums and roundtables in each country to raise awareness on community media and to advocate the role of community radios in supporting local development and defending human rights and freedom of expression.
5. Capacity building and training of trainers for lawyers/media law experts on community media sensitising them into what to look for in regards to community media regulations in their communities building awareness of legal constraints, legal rights and creative alternatives for those involved in the development of community media furthermore to Developing a network of legal rights trainers.

B Results achieved³⁰:

Objectives	Evidence of results
Establishing of seven radio stations broadcasting via the Internet and on a satellite channel and over the FM whenever a license is acquired.	• Seven radio stations have been established. • The seven radio stations are broadcasting their programs over the Internet & satellite while Palestine, Yemen, Tunisia, Libya and Syria are broadcasting over the FM. • Process started of identifying and beginning to implement strategies to address the reforming of the Media law in favour of independent community radio in the MENA region and capacity building of the partners by providing training and exchange of

³⁰ Note that results presented in the narrative report used for extracting results do not account for the varying degree of results in the different countries.

	experiences between community radio activists in the MENA region. • The seven radio stations were set out to cooperate and support each other in administrative and technical issues, but the team was not able to find evidence of extensive cooperation taking place across the radio station. CMN is conducting a monitoring and evaluation process on the seven radio stations reviewing broadcasted and posted content, reports, posts and scheduled programs concentrating on the quality of content and the application of the code of conduct.
Capacity building for the radios' journalistic teams.	• Journalistic and technical training has been conducted to local journalists and volunteers in the seven established radio stations, enabling and empowering their skills of producing professional news reports, radio programs and content.
Conducting seven research studies identifying all related media laws, guidelines and procedures pertaining to community radio in addition to an analysis to the local legal and administrative environment and their compatibility with the international standards for community radio.	• A number of four (4) studies have been produced Jordan, Palestine, Yemen and Egypt in addition to the Tunisian study (where on the way), while (2) for Syria & Libya have not been conducted due to the contextual challenges. The studies determined the baseline of community media legislation, general guidelines and practices; and identified all related media laws for community media legislation moreover; they did define the problems affecting the conditions of freedom of the media community in the participating countries. The research studies offered practical solutions that are applicable giving a clear picture of the opportunities, challenges and priorities for action for the implementation of the activities of lobbying for the establishment of community radios.
Capacity building for the partner organisation's media freedom defenders.	• The Legal & Advocacy TOT training has been conducted in Amman, Jordan Feb. 6th – 11th, 2014, with the participation of 12 communication rights advocates and human rights activists in the field of media lobbying & advocacy from the MENA region. The training focused on strengthening and enhancing their capabilities through the consolidation of relations and learning from the experiences of members of the group, in addition to linking their field experiences with the theoretical framework, to gain support (advocacy) in a manner that commensurate with the reality of their work in their countries regarding community radios.
Organising advocacy symposiums and roundtables in each country to raise awareness on community media and to advocate the role of community radios in supporting local development and defending human rights and freedom of expression.	• A legal defence fund has been established in cooperation with CMS (Community Media Solutions) in 2013 of the amount of 20,000 USD (CMN: 10,000 CMS: 10,000) but has not been used till now. It is available to any radio station or radio reporter who needs legal help for licensing or for fighting any issue connected to their ability to broadcast freely in the implementing countries.

Ensure the sustainability and exposure the programme's objectives.	• By developing a guidebook. CMN will insure the sustainability & exposure of the program's objectives by providing the know-how & technical knowledge to people interested in establishing Community radio stations it will be available free of charge online on Aswatona's website & 600 copies will be printed & disseminated to the established radio stations and partners. A draft has already been developed and the final version will be available in the coming weeks.
Organising advocacy symposiums and roundtables in each country to raise awareness on community media and to advocate the role of community radios in supporting local development and defending human rights and freedom of expression.	• Five round table discussions & symposiums have been held in the participating countries where the research studies outcomes were discussed with key decision makers in each of the countries and thus lead to some major achievements in the countries of Jordan & Yemen. ○ 2014, Tunisia, the round table outcome resulted in persuading the (Haute Autorité Indépendante de la Communication Audiovisuelle" HAICA") to grant MINES FM an official FM broadcasting license. HAICA ○ 2013, Jordan, the round table outcome was a draft legislative AVC law. The event held in association with the AVC allowed for the drafting of the document that aims to improve the regulatory environment. Link1, Link2 ○ 2013, Yemen, the round table outcome resulted in broadening the government's perspective of the audio-visual law and therefore adopting some of the Jordanian newly modified law. As a result Yemen Times got its license to broadcast over FM. Link1 Link2. Despite only airing since April last year, the Voice of the Valley radio Al-Aghwar has been raising community concerns getting government departments and the local authority to respond to them. Its efforts have led or contributed to the resolution of a number of issues e.g. • The deferment by one agricultural season of loan repayments by farmers. Farmers had borrowed from lending institutions but were currently unable to repay. • Specialist doctors being appointed in health centres where previously there were only general practitioners. • The health centre is now open for longer. Al-Aghwar is now pushing for the health centre to be upgraded to a hospital. • Additional buildings rented for the local school to reduce overcrowding. Plans finalised by the education authorities for new permanent buildings with financial support of the Potash Company which mines in the area.

	• New electricity power station and backup lines now prevents power cuts that used to occur frequently. These cuts also damaged domestic appliances. • New water supply replacing existing saline water through additional drilling of wells • Protective embankments to prevent flooding and loss of life. The authorities also developed awareness raising material for citizens on the issue. • Removal of encroachments alongside the main road linking the Dead Sea to Aqaba, improving safety. • Surveys to estimate the extent of damage to Valley crops due to frost. • Committee formed to identify leakages in water supply pipelines
(not identified as an objective but related to regional cooperation) could go under the objective ‘Capacity building for the partner organisation’s media freedom defenders.’	• A regional website is created and all the project’s productions are made available on it. Moreover, several meetings have been held between the different partners and some external parties to exchange experiences and practices, some examples: ○ The Bahrain radio station team (funded by CMS) did an internship in Horytana Bahri Radio to get to know the way the radio works. ○ Cooperation between a few radios in Morocco (funded by CMS) and Palestine to exchange experiences (internships) and ideas of programs.

C Summary points of issues arising from the evaluation

Supporting decentralisation - Establishing community radio stations outside capital cities supports decentralisation where that is occurring. Radio programmes are focussed upon local community needs, listeners air community concerns and local authorities are invited to participate and respond.

Effective representation of local voices - Mines FM in Gafsa in the South of Tunisia have shown outstanding results of putting important community issues on the agenda on air and created a high level of debate and community engagement in a conservative area, which has even led to decision-makers taking action on some issues. Citizens call in on different topics (from lack of access to water in farming, to shortage of electricity) and duty bearers are invited on air to respond to citizens. They’ve brought up taboo topics such as polygamy and girls whom get pregnant and then are abandoned by their husband, whom they’re not legally married to. They’ve called on local corruption such as by recording and revealing a local official charging money illegally to people to issue their driver’s license. Mines FM were active in creating awareness and creating a general strike in Gafsa when the Ministry of Health took back its

declaration that it was opening a hospital in the governorate. As a result the ministry approved the building of a hospital in 2015. On another issue Mines FM decide to go investigate and report on a marginalised community living close to the Algerian border. The heightened awareness led to the local authorities re-opening schools and a little local hospital in the area.

Legislation - The project has been able to support new legislation regarding broadcasting in countries where there has been interest such as Yemen and Tunisia. Progress has not been made in countries where the space for improving freedom of expression has been limited or become further constricted e.g. Egypt. The project had projected a greater role for itself during and after the expected events of the Arab Spring - events that failed to materialise.

Synergies with other human rights and democratic freedom focussed projects - There is great potential for community radio (and TV) to be used in a number of Sida-supported projects e.g. those working in refugee camps or on access to justice issues, with initiatives on investigative journalism and to raise local issues.

Regional added value - A regional website is operational www.aswatona.net. It connects the seven radio stations with one another and with other community radio stations in the Arab region and the world. The legal fund and support is available for the region's reporters and stations. There have also been instances of staff of the one radio station being sent to another for learning. A Pan-Arab radio station, however, which would reach Arab listeners across the world, with the 24 broadcasting hours shared by the seven community radio stations, never materialised. It was decided that there was a lack of interest in this, and it was not really practical. Listeners were not really interested in hearing about a particular community's issues. While the interviewees expressed appreciation of regional exchange, the team did not find much regional interaction taking place between the individual radio stations involved in the project.

8 Core Support ARIJ (52030058)

Contribution		Dates	Amount SEK	Partner / intervention type
52030058	Core Support ARIJ	October 2011 – June 2015	21 MSEK	• NGO/CSO • Pooled core funding

A Objectives and Background

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“Standards of investigative journalism improved to serve as a platform for transparency, accountability and a diversity of opinion in the Arab world”

Immediate Objectives³¹

Immediate Objectives 1

Improving the professional capacity of investigative journalism to boost media freedom in the Arab World.

Immediate Objectives 2

Institutionalising Investigative journalism through cooperation with relevant stakeholders

Immediate Objectives 3

Introducing new platforms for researching and distributing novel investigative journalism models across the Arab world

ARIJ is funded by a basket fund formed by Sida, IMS and OSF. ARIJ covers nine countries in the MENA region, but the main focus lies on Jordan, Yemen, Palestine, Egypt and Tunisia. (However, journalists from other Arab countries sometimes participate in conferences and events.)

The external review writes “there is no doubt that ARIJ is the IR (investigative reporting) flag bearer in the Arab world and main player when it comes to promoting a culture of excellence in IR in media across the Arab world”

B Results achieved:

Objectives	Evidence of results ³²
Immediate Objectives 1 - Improving the professional capacity of investigative journalism to boost media freedom in the Arab World.	• ARIJ investigations have had an impressive record as far as impact is concerned... ARIJ-trained reporters tell anecdotal evidence of how their investigations provoked reactions and how, in some cases, authorities were forced to act. Investigations and reactions (many are as news reports) are posted on the ARIJ website. • Many ARIJ investigations provoked public debate, further media attention, official statements or – in some cases – measures by the authorities. • ARIJ training helped journalists do a better job. • ARIJ had demonstrable impact as far as creating an IR culture and improving IR standards in the Arab media is concerned. • 2013 results: ○ 20 journalists with repeat investigations through ARIJ.

³¹ Note that the log frame was revised in 2013.

³² There are many examples of specific results that ARIJ has achieved during this programme period, and it is impossible to mention them all here.

	○ BBC – Jordan care homes; Al-Arabiya—Sources of Muslim Brotherhood funding ○ 6 ARIJ investigations from Jordan, Palestine, and Egypt awarded such prizes, including Penal Reform Intl, Dubai and national press association. ○ 22 front page mentions and “kickers”. • <u>Comment:</u> The results as they are found in the desk review (external review as well as annual reports) are difficult to assess in terms of whether or not they ‘boosted’ media freedom or not in the Arab world on a structural level, but they are, however, concrete examples of having created reactions and even results at an outcome/impact level. There are many concrete examples that show a direct attribution to ARIJ’s work an actual changes having taken place.
Immediate Objectives 2 - Institutionalising Investigative journalism through cooperation with relevant stakeholders	• In 2014, eight universities in the region had signed MOUs with ARIJ to test drive this new IJ university curriculum. More are expected to do so in 2015 and 2016. • 2013 results: ○ 10 of 11 units were sustained (91%) against the target/indicator of 70% of the investigative units established in media are sustained. • <u>Comment:</u> . The ARIJ strategy of establishing IJ (investigative journalism) units in media houses and supporting their work with their staff journalists proceeded well until mid-2013 when political events and financial challenges faced by units in key countries started to adversely affect their motivation/ability to deliver on agreed investigative reports’ production. Since mid-2014, ARIJ has phased out this unit approach, although it continued/continues to work with individual journalists affiliated to these original IJ units. The LFA targets for unit investigations was adjusted. As of end December 2014 – there were 70 published unit investigations versus the revised target of 79 for the 2011-2014 period. There were additional 15 from 2014 rolled over into 2015 for completion by April 2015.
Immediate Objectives 3 - Introducing new platforms for researching and distributing novel investigative journalism models across the Arab world	• 2013 results³³: ○ 50 reporters were trained in CAR (computer-assisted reporting); Al-most all investigations from Radio AL-Balad/Jordan, Masri Al Youm, and Al Wattan Egypt are multimedia ○ 78,773 visits to the site in 2013, alone. • <u>Comment:</u> In 2014, ARIJ trained another 27 journalists in 3-days intensive CAR, plus 37 had one day of CAR during IJ Basics training, along with 9 CAR trainers (TOT). A review of the ARIJ website shows that recent investigations are nearly all multimedia. Print journalists are, for example, using photos, infographics and short videos. During 2014, the average stay of visitors to ARIJ’s website visitors was around or just under 2-minutes. Since October 2014, ARIJ has been working with a new social media consultant. As a result, site visits have

³³ Taken from LFA Framework for Expansion and Consolidation of ARIJ 2011-2014 – Revised 13 April 2014.

	grown exponentially and increased the visit time to 2:30 minutes (though ARIJ states there is still further room for growth). ARIJ redesigned its website at the end of 2014 to support more interactivity and will introduce campaigns to increase time in the site, along with ongoing new media interactions that bring visitors to the site for investigation, including new multimedia investigations for an ARIJ YouTube channel that will be produced from 2015. ARIJ Klout score was around 60 at the end of 2014, and on Facebook, it had 48,776 likes, more than four times greater than in October (when work with the consultant began). A new platform was introduced in 2014 – MENA Research and Data Desk. This is part of the Organized Crime and Corruption Project (OCCRP) digital dashboard network of data researchers supporting cross-border and follow the money investigations. ARIJ hosts a researcher who is developing a MENA database for use by regional and international reporters. He also trains in basic and specialized workshops.
Other results in relation to programme focus	• According to ARIJ annual reports of 2012 and 2013 scores of IR articles and broadcast provoked public debate, further media attention, official statements or – in some cases – measures by the authorities.³⁴ Example from Jordan, where IR had a huge impact on a Special Care Institution for handicapped children where the children experienced physical, mental and sexual abuse. ARIJ reported on it sparked a reaction amongst a variety of actors. • Quantitatively, most of the objectives were met. Published individual investigations during 2011-2014 totalled 59 out of the revised target of 70 with another 25 or so rolled over into 2015 for completion. • Observers agree that training activities of ARIJ and other organisations had a certain impact in Tunisia and that journalists are certainly doing a better job now than before 2011³⁵. • The Questionnaire sent out (answered by 48 respondents) showed the following (quite positive) answers: ○ 89% answered (Yes & Certainly Yes) to the question regarding whether ARIJ's subjects of investigations had been linked to the concerns of people in their countries as well as to the political, social and economic context (showing a high relevance). ○ To the question regarding 'did the investigations contribute to raising the status of journalists, or media outlets and boosted their competitive position' 83% said 'Yes' or 'Certainly Yes' (effectiveness in relation to objective 1). ○ 75% answered 'Yes' or 'Certainly Yes' to the question on whether investigative reporting will be part of the journalistic traditions in their countries (show a positive trend in attitude or aspiration). ○ 71% said 'Yes' or 'Certainly Yes' that they would continue in the production of investigative reporting in case ARIJ stopped working

³⁴ Seven examples in Jordan, two in Egypt and two in Tunisia.

³⁵ According to the external end-of-term review, 2014.

	(shows sustainability). ○ To the question ‘Did the investigative reporting spark an uproar in the country bring positive impact on the practices, policies or legislation?’ 65% answered positively ‘Yes’ or ‘Certainly Yes’. ○ Likewise, there was a positive response to the assessment of the level of training provided by ARIJ and the level of benefit of the coach of ARIJ investigations. • <u>Comment:</u> It seems like the examples are quite concrete and tangible. The questionnaire does provide an indication of a positive impression about ARIJ and its work, yet it does not provide the details of actual concrete outcomes from their work. Seems like from a project management perspective, they are on track in terms of carrying out their activities as planned.
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C Summary points of issues arising from the evaluation

Pioneering work - ARIJ can be said to have pioneered investigative reporting in the region. It has worked with universities to develop the curriculum and institute courses. This resulted because of active engagement of ARIJ with universities. Today, 5 universities have initiated courses with more expected to follow in 2015 and 2016. Interest amongst students to engage in investigative reporting has been enhanced. ARIJ is creating a culture which urges journalists to do the job and do it well.

Work with academia - ARIJ has supported professors of journalism and media studies to initiate and impart investigative reporting teaching. A curriculum, the first ever in Arabic, has been developed building on Mark Hunter’s Story-based Inquiry. This curriculum is used as a guide by the academics. Workshop and meetings gathering the academics with have been held to discuss the curriculum and improvements have been made based on the feedback. The institutionalisation of courses within academic institutions and the training of academics brings about change which is evident in the longer term but is sustainable, and cost-efficient. Academic institutions could be a powerful actor which could be engaged across the region and encouraged to introduce courses on other aspects of human rights and democracy.

Regional value added - ARIJ works from its headquarters in Jordan, holding regional conferences and training courses for actors in the region and abroad (mainly in Jordan but once in Egypt), and has a large network of media partners and ARIJ coaches and trainers. ARIJ stakeholders were positive regarding the regional exchange and being exposed to practices and experiences of other journalists in the region.

Most people interviewed also highlighted that the media is facing similar challenges across the region, with a few exceptions regarding the level of professionalism of the journalists and the media restrictions in each country. ARIJEANS believe that the

regional approach is safer as, if something fails in one country, there are other countries in which the work can continue. In the MENA region, that can happen suddenly due to the volatility of the situation. The regional approach avoids getting into national politics, which can at the moment be dangerous for organisations such as ARIJ. It was expressed on several occasions that they would have liked to have ARIJ present at national level also to fully understand the context.

Meetings and workshops are organised for academics from across the region in which tips, challenges and solutions are shared with each other on pedagogical issues. Informal networking has also developed. The roundtables allowed for exchange of information on how to introduce investigative journalism in the curriculum. ARIJ brings together practitioners in the field with academics. It has a strong emphasis on regional information sharing.

Investigative reports on cross border issues are being undertaken e.g. organ trade in Yemen, Egypt and Iraq, illegal selling of harmful chemicals as drugs in Palestine from Israel, and the smuggling of petrol and drugs between Algeria and Tunisia.

In addition, coaches and trainers from one country are used in another and the objective is to increasingly indigenize the trainers soon. The use of trainers from outside the MENA region will be reduced.

The online database of data and information from across the region will provide all regional journalists a resource, which till now has not been available.

Some ARIJEANS would like to see more of a country presence and national ARIJ offices in their countries.

Innovation - ARIJ, since 2012, has started including multi-media along with print, for the dissemination of investigative reports. This includes photostories, video and audio. A multimedia team is now in place comprising of three team members, two of whom have been associated with ARIJ for a while and worked in Egypt.

ARIJ is aware that to capture today's audience's attention, it needs to use quicker, shorter methods of narration.

Moving on from the subjects it has till now been exposing its trainees to, ARIJ is embarking on subject-specific trainings e.g. investigate reporting in sectors such as oil extraction and fracking, mining. Subjects till now have included computer-assisted reporting, infographics, interviewing techniques, cyber security and personal safety,

follow the money trail etc. There should be an ARIJ app, as penetration of smart phones in the region is very high.

9 OHCHR office in Tunis (52030177)

Contribution		Dates	Amount SEK	Partner / intervention type
52030177	OHCHR office in Tunis	June 2013 – February 2016	27.2 MSEK	• Multilateral organisation • Core funding

A Objectives

The project objectives are³⁶:

1. Increased compliance of the justice system, law enforcement, correction and prison administration with international human rights standards. (Expected Accomplishment 1)
2. The legal basis of the Tunisian National Human Rights Institution and the National Prevention Mechanism (NPM) is in compliance with the Paris Principles. (Expected Accomplishment 2)
3. A transitional justice mechanism is established by law in accordance with international human rights standards to monitor, investigate and redress civil and political, as well as economic, social and cultural human rights. (Expected Accomplishment 3)
4. Right holders, especially discriminated groups and particularly women, youth and migrants increasingly use the existing national protection system and participate in decision-making processes and the development and monitoring of public policies. (Expected Accomplishment 4)
5. Increased compliance and engagement by Tunisia with UN human rights mechanisms and bodies (UPR, treaty bodies, and special procedures). (Expected Accomplishment 5)

B Results achieved:

Objectives	Evidence of results
Expected Accomplishment 1 - Increased compliance of the	• The Country Office has been supporting civil society organisations to articulate their human rights concerns with a view to

³⁶ Taken from: Funding Submission to the Government of Sweden, Activities scheduled to be implemented in Tunisia in 2013 and 2014, final application for 2013-2015.

justice system, law enforcement, correction and prison administration with international human rights standards.	ensuring their insertion into the new Constitution. The Country office has been, jointly with UN country team and other partners, advocating for the insertion in the Constitution of universally recognised human rights guarantees. • The Country Office continues to work with all relevant stakeholders, including the Ministry of Justice, the Judges' and Lawyers' organisations toward the development of an independent judiciary, including technical support to the reform of the corresponding legislation and institutions. This work has included the mobilisation of national stakeholders of the justice sector and the international partners of Tunisia, including donors, to advocate for the independence of the judiciary as well as for the advancement of law reform in accordance with the relevant international standards. • The Country Office monitors the functioning of the administration of justice and the human rights protection system, and reports on its findings. Based on a mapping of the Tunisian judicial sector carried out by OHCHR Tunisia and its partners, and the needs expressed by members of judges' associations, OHCHR provides judges with information on good practices, institutional-strengthening options and legislative models to ensure their optimum independence.
Expected Accomplishment 2 - The legal basis of the Tunisian National Human Rights Institution and the National Prevention Mechanism (NPM) is in compliance with the Paris Principles.	• The Office, in cooperation with national and international partners, works on assisting the Higher Committee in moving beyond this deadlock situation by raising awareness about the important role of an independent and genuine Tunisia's National Human Rights Institution (NHRI) that ensures the promotion and protection of human rights in the country especially during its transition to democracy. • The Office, having accompanied the process of the creation of the National Preventive Mechanism (NPM) against torture since its beginning.
Expected Accomplishment 3 - A transitional justice mechanism is established by law in accordance with international human rights standards to monitor, investigate and redress civil and political, as well as economic, social and cultural human rights.	• The Office, jointly with UNDP and as part of the "comité de pilotage" created with the Ministry of Human Rights and Transitional Justice, has provided expert and technical support to the work of the technical committee in charge of the national dialogue on transitional justice that drafted the current organic law and has advocated for the inclusion of economic, social and cultural rights violations in the mandate of the future "Truth and Dignity" Commission. • OHCHR supported as observer the technical commission (composed by CSO representatives) drafting the law and conducting national consultations from April 2012 to December 2013 when the law was adopted. It then advised on the selection process of members of the Truth and Dignity Commission (TDC), which was officially put in place in June 2014. The TDC started its substantive work in December 2014. OHCHR and UNDP have signed an agreement with the TDC and the

	Government and are providing support to it. In parallel they are providing support to CSOs implicated in the process.
Expected Accomplishment 4 - Right holders, especially discriminated groups and particularly women, youth and migrants increasingly use the existing national protection system and participate in decision-making processes and the development and monitoring of public policies.	• The Country Office focuses on the youth of Tunisia by supporting CSOs that represent the youth and work towards bridging the existing generational gap. • Through regular bilateral and multilateral consultations, the Office helps to build the capacity of CSOs to carry out monitoring and reporting on human rights violations including economic, social and cultural rights, as well as advocacy activities.
Expected Accomplishment 5 - Increased compliance and engagement by Tunisia with UN human rights mechanisms and bodies (UPR, treaty bodies, and special procedures).	• Following a clustering exercise of all recommendations, the Country Office consistently encourages relevant authorities to conform national laws, policies and programmes with their international human rights obligations, and assist in the follow-up to recommendations. • The OHCHR Country Office also coordinates with special procedures and treaty bodies to foster the implementation of their recommendations; increase visits by thematic mandate-holders to Tunisia; and ensure timely reporting by the Government to treaty bodies. • The Country Office continues to support missions of the Special Rapporteurs, as well as other human rights mechanisms, e.g. initiatives to comply with the Optional Protocols, which Tunisia has ratified recently such as the OPCAT and the establishment of a National Preventive Mechanism.
Other results...	• Since the beginning of its operations, the Office has been regularly monitoring and reporting on the human rights situation in the country in line with the agreement with the host country. This activity encompasses the monitoring of penitentiary institutions in accordance with international and national existing laws and regulations. For example, between March and October 2012, more than 10 prisons and detention centres, considered as the most important ones in terms of population and capacity, were monitored by the Office. • Results below have been led or have had the active contribution of OHCHR-Tunisia³⁷: ○ The new constitution, to a large extent in line with international human rights standards and norms, was adopted. ○ The law on transitional justice was adopted in December 2013

³⁷ According to the Progress report on the work of OHCHR in Tunisia, Reporting Period: 1 July 2013 – 30 June 2014.

	and the Truth and Dignity Commission was established in June 2014. ○ A code of conduct on human rights standards for interior security forces was launched by the Ministry of Interior, which also publicly engaged itself to work in respecting human rights. ○ Several of the recommendations included in OHCHR's public report on Prisons in Tunisia: International Standards versus Reality (March 2014) are being implemented by the Government. ○ The initiative for establishing a national mechanism for reporting to and following-up to recommendations of human rights mechanisms is in the process of implementation. ○ The law for the establishment of a National Preventive Mechanism was adopted. ○ A network of civil society organizations working on monitoring of budgets, economic, social and cultural rights was set up. ○ Four reservations to the CEDAW Convention were withdrawn. ○ The UN Development Assistance Framework (UNDAF), including a number of human rights considerations, was signed on April 2014 by the UNCT and the Government of Tunisia.
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C Summary points of issues arising from the evaluation

Supporting people with disabilities - One of the major achievements in this area is OHCHR's support for the drafting of a National Charter on the rights of people with disabilities, which has been signed by all major political parties, by the new President and by 186 out of 217 MPs. A specialized committee on disabilities has been established in the new Parliament.

Human rights mechanism and processes - Special rapporteurs on education, migrants, freedom of expression, torture, HR defenders, independence of the judiciary, transitional justice and others visited the country and provided legislative advice including on the new constitution. Compilation of recommendations have been prepared and shared with authorities and civil society. A draft decree on a standing mechanism for reporting to treaty bodies and follow up to their recommendations is before the Council of Ministers. Reports to CAR, CED and UPR including mid-term progress report submitted to the Human Rights Council. Reports to CESC, CEDAW and CERD in progress.

Working with arbitrary detention – As part of the implementation of the agreement signed on 12 June 2013 between OHCHR and the Tunisian Bar Association, the Office organized a series of training courses for a number of lawyers across the country. The agreement includes technical assistance and support in three main areas: strengthening lawyers' capacity in the area of human rights-based approach and use of international standards; sensitizing and preparing lawyers to monitor and document human rights violations; and strengthening their research centre and equipping it with the necessary documentation and relevant tools. As a result the number of arbitrary detention cases raised by lawyers who were trained went from one case in 2010 to 265 today.

10 EMHRF core support (52030021)

Contribution		Dates	Amount SEK	Partner / intervention type
52030021	EMHRF core support	January 2012 - September 2014 ³⁸	14,5 MSEK	• NGO/CSO • Pooled core funding

A Objectives

The Euro-Mediterranean Human Rights Foundation (EMHRF) provides small-scale support to local human rights groups and individual activists in the Middle East and North Africa. The support given primarily consists in small financial grants, but the foundation also aims to provide contacts and help organisations access other sources of funding. Priority countries during the implementation period 2010-2013 have been Syria, Tunisia, Libya, Palestine, Egypt and Algeria.

EMHRF's rationale for intervention (objectives) is as follows³⁹:

- 1.a) Provision of emergency small scale financial assistance to human rights defenders facing difficulties or at risk
- 1.b) Provision of strategic financial assistance to enable human rights defenders to build their capacities and heighten their visibility, thus making it possible to consolidate the prospects for pursuing innovative or sensitive human rights activities over the medium and long term.
- 2. a) Provision of non-financial assistance to human rights defenders to enhance their capacity to cooperate and engage with other human rights stakeholders, to conduct lobby work, improve reporting skills and/or seek funding for their work.
- 2.b) Cooperate and exchange of information with human rights stakeholders in order to strengthen the capacities of human rights defenders in the region.

B Results achieved:

Objectives	Evidence of results ⁴⁰
1.a. Provision of emergency small scale financial assistance to human rights de-	• The Foundation undertook 81 interventions aimed at supporting 83 human rights defenders (47 NGOs or groups and 36 individual

³⁸ Please note that the reporting period for EMHRF is 2010 – 2013, which includes a period not covered by this evaluation.

³⁹ According to the Euro-Mediterranean Human Rights Foundation - Logical Framework of Action (Expected and Obtained Results) 2010-2013.

⁴⁰ The different documents show different numbers with regards to number of cases supported.

defenders facing difficulties or at risk	defenders) who foster, support, protect and monitor respect for human rights in the South-Mediterranean region⁴¹. • The Foundation offered urgent support to 36 individual defenders facing difficulties or were at risk as a result of their actions in support of democratisation and respect for human rights in the South-Mediterranean region in 2012. • Five human rights defenders were able to receive crucial medical treatment in timely fashion. Four of them have been able to resume their work due to improvements in their psychological and physical conditions. Unfortunately, one defender was arrested in 2012. His current fate is unknown. • The urgent support provided by the Foundation also enabled 29 human rights defenders to avoid threats against their lives and a decline in their safety. The majority of them were able to secure the means to pursue their work in raising awareness about human rights violations, either in their own countries or from abroad. • By the beginning of the year 2013, however, three of these defenders were in detention and had not been able to resume their work. In addition, six Syrian defenders were unable to develop long-term prospects for securing their safety and livelihood; as a result, they may require in-depth follow-up and renewed support from the Foundation in 2013.
1.b. Provision of strategic financial assistance to enable human rights defenders to build their capacities and heighten their visibility, thus making it possible to consolidate the prospects for pursuing innovative or sensitive human rights activities over the medium and long term.	• The Foundation allocated strategic and flexible financial assistance to 126 human rights groups and NGOs to build their capacities and consolidate their human rights work during the period 2010-2013. ◦ In 2012, 47 agreements were signed to support 47 NGOs and groups and in 2013, 56 agreements were made to support 56 NGOs and groups. • The support enabled 30 NGOs facing donor cut-downs to remain operative. • Support and close follow-up by the Foundation enabled 60 new CS initiatives (notably from Syria, Libya, Egypt and Tunisia) to establish and consolidate the groundwork for their new strategic actions enabled at supporting the transition (support included educating citizens, especially youth and women, about their fundamental rights and promoting constitutional and legislative reforms in the field of minority rights, migrant and refugee rights, economic, social and cultural rights, freedom of expression and gender equality etc.
2.a. Provision of non-financial assistance to human rights defenders to enhance their capacity to cooperate and engage with other human rights stakeholders, to conduct lobby work, improve reporting skills and/or seek funding for their work.	• (In 2012) Leveraging and sustaining 27 emerging human rights groups in the face of rapidly changing developments; • (In 2012) Reinforcing the capacities of 20 human rights groups and NGOs to enable them to develop sensitive projects in their countries. • Engaged in more than 85 consultations as part of its urgent interventions aimed at supporting human rights defenders at risk in the region. • It advised more than 100 NGOs, the majority of which are emerging actors, to develop strategic action plans and proposals and to establish main contacts with other groups and institutions working in the same thematic areas (at local, national and regional level)

⁴¹ 23% of which in Tunisia (priority country), 6% in Egypt, 2% in Lebanon, 44% in Syria (priority country).

	and to explore funding opportunities. From this work 40% of NGO beneficiaries were able to obtain complementary and additional financing from other institutions.
2.b. Cooperate and exchange of information with human rights stakeholders in order to strengthen the capacities of human rights defenders in the region.	• Over the course of 2012-13 the Foundation was actively involved in ten important events and initiatives within the International Human Rights Funders Group (IHRFG), the Ariadne European Human Rights Funders Network and the Arab Foundations Forum (AFF). The Foundation was instrumental in establishing a working group within the IHRFG, together with others⁴². • The Foundation also met with (according to its statutory obligations) its Council of Representatives (a group consisting of 60+ NGOs and defenders from the Euro-Mediterranean region. They discussed activities to be undertaken and to be developed.

C Summary points of issues arising from the evaluation

Supporting human rights defenders organisations in difficult time – What is evident from the grants provided by EMHRF to human rights defenders organisations is that they are able to support them in difficult times, either to bridge a gap in their funding, or in times where their funds are frozen or where there are other restrictions. They are able to support operational needs, which is not very common, and which makes a big difference to the organisations ability to ‘stay afloat’. The organisations are very appreciative of this support and express that they learn that their not isolated and become part of a movement. Often they help organisations get funding from other sources by linking them up with opportunities and helping them write applications.

Supporting nascent human rights defenders – In countries where civil society operate under a lot of constraints EMHRF are able to support nascent civil society groups in remote areas. Often smaller organisations do not have the previous experience or capacity required to obtain funds from larger donors, and EMHRF helps them in this process through mentoring and capacity building.

Working with Libyans in Libya and Tunisia – In 2012, EMHRF started supporting Libyan associations inside Libya, but now most of the support is to individuals inside Tunisia. With the 1,8-2 million Libyans in Tunisia, some groups have started being active. EMHRF is present of these groups and gives them the space to come up with a network, without pushing them to ensure a strong ownership.

Supporting special groups of human rights defenders – EMHRF was instrumental in supporting Association INSAF in its start-up phase in order for it to combat impu-

⁴² The working group meets twice a year to discuss the HR situation in the Arab region and the needs.

nity and, in particular, to help former Tunisian military officers and soldiers who were victims of the former regime to obtain the State recognition and the Judiciary reparation. In 1991, Ben Ali's Ministry of the Interior, Abdallah Kallel, announced that the regime had uncovered an alleged coup plot, and claimed that more than 200 military officers were conspiring with Islamists of the Ennahda movement, in the so-called "Barraket Essahel Affair". For two decades, it was assumed to be a genuinely foiled coup attempt, a victory of the Tunisian state to protect itself from would-be military usurpers. These military officers suffered from torture and lifelong psychological scarring, the government confiscated their victims' passports, eliminated their eligibility for pensions, and intervened to ensure they would not find work. After the revolution a few of the men decided to start an association, and soon more would join. No one was willing, however, to support them because they were ex-military people. The association expressed that the EMHRF was crucial, as they provided an office space for them to meet, a computer, two cell phones and a printer and taught them about human rights and national and international law. After being exposed in the media, the ministry of defence accepted to meet them officially and were recognised officially.

Regional added value: EMHRF's work is mainly done from Copenhagen, France and Tunisia (where it has a headquarters shared with the Euro-Mediterranean Human Rights Network). The EMHRF is a small organisation working through and with many partners and individuals that it has in its network. For EMHRF, also being based outside the region (apart from Maghreb), provides both constraints and opportunities. Being far away means that they rely to a large extent on the 'eyes and ears' of their local partners on the ground. At the same time, not being based in the region allows for certain freedoms to be able to help people in restrictive contexts.

SUSTAINABLE USE OF REGIONAL WATER RESOURCES

1 Blue peace water security Middle East (52030018)

Contribution		Dates	Amount SEK	Partner / intervention type
52030018	Blue peace water security Middle East	September 2009- August 1 2011	2,150,000	• International NGO • TA

A Objectives⁴³:

- To engage experts from the Middle East in collaborative risk assessment of the present and future water situation in Israel, Jordan, Palestine Territories, Turkey, Lebanon, Syria and to an extent Iraq and Egypt.
- To develop collaborative regional solutions to the problems of water scarcity, which could also empower the broader underpinning for peace in the region.
- To sensitise leaders and public opinion of countries in all concerned countries as well as senior decision-makers in multilateral organisations about the viability and desirability of regional cooperative solutions to the problem of water scarcity.
- This contribution has been followed up recently by others including an experience exchange for SEK 2.9 million and further follow up for approximately SEK 9.0 million.

B Results sum up:

Objectives	Evidence of results
Engagement of experts	• Through workshops, meetings and active contributions, more than 100 regional experts have been engaged in the Blue Peace process and as of early 2015 the Blue community has expanded to more than 200. • More than 20 of the experts actively provided papers • 7 Experts representing the 7 participating countries were involved in the research advice and review group <u>Comment:</u> Although not a goal in itself, the involvement of the regional experts gave credibility to the study and also ensured that it was of high quality and provided relevant insights and recommendations
Collaborative solutions	• The flagship product is the Blue Peace publication⁴⁴. This report provides some 10 recommendations which are centred around collaborative solutions including the lead recommendation to set up collaboration circles. • There are also a number of other recommendations around cooperation specific basins e.g. on setting up Lake Kinneret (Tiberias) as a regional commons • So far there has been some progress on most recommendations <u>Comment:</u> The recommendations are all thoroughly tested and vetted at both political and technical level. They are relevant and helpful. Their cost and political viability has been taken into account. Events such as the Syrian crisis have rendered some of them impossible to implement in the near future. The report does not contain much that is new (although some data on aquifers in Israel is provided

⁴³ Sida, November 2009, (Agreement)

⁴⁴ SFG, January 2011 (The Blue Peace)

	that was not previously in the public domain) but the report pulls together information that adds to the body of knowledge of region in a thought provoking way. Some of the recommendations unless they capture or trigger a political momentum could be seen as a continuation of the water world's tendency to proliferate new concepts⁴⁵ and needlessly introduce new concepts – e.g. collaboration circles are difficult to distinguish from many other transboundary cooperation mechanisms (although a new name may serve to distinguish or distance them from earlier efforts). A key value of the recommendations arises from the process and internalisation that has evidently taken place during their formulation. This means that their value is more in the near future than beyond. Because, without follow up soon they are unlikely to be as compelling as a framework of action for future political leaders who were not involved. The follow up studies and initiatives being pursued by the Strategic Foresight Group and co-financed by Sida are therefore important in extending the shelf life of this product, building on the impressive momentum and the possibility of implementing recommendations on collaborative solutions.
Sensitise leaders and public opinion	• Many top political leaders and high level officials have been consulted including the presidents of several countries in the region. • Public opinion has not been sensitised directly by the project itself but through the media attention given to the Blue Peace publication a wider audience has been reached.⁴⁶ <u>Comment:</u> A unique value of this project is the impressive engagement and access to high level politicians. Although no politician of the region needs reminding of the importance of water, the high level regional nature of this study is rare and gave opportunities for improving the attitudes towards collaboration. Sharing information and exchange at the various workshops is likely to have had a trust building effect. What impact the media attention has had at the political level and in public opinion has not been measured and is difficult to judge. It is however an area of work where any publicity is beneficial as it raises water on the agenda.

C Summary of key issues arising from the evaluation

Momentum created by Blue Peace – The Blue Peace initiative has created a remarkable momentum in regional cooperation on water resources. There have been many earlier attempts in previous years which had varying degrees of success. The Blue Peace Initiative is by no means guaranteed to fully succeed in reaching a sustainable regional cooperation on water. However there are promising signs that mo-

⁴⁵ Lautze, J., 2014, Key Concepts in Water Resources Management, A review and critical evaluation, Earthscan Water Text Series

⁴⁶ For example: <http://jordantimes.com/blue-peace-proposes-seven-principles-of-cooperation--for-sustainable-management-of-regions-water-resources> and, http://www.todayszaman.com/columnist/yasar-yakis_333126_blue-peace-in-the-middle-east.html

mentum already created will at a minimum contribute to creating positive experiences of collaboration and show a way forward.

Value added by Blue Peace – the added value and relative success of the Blue Peace Initiative can be explained through a number of factors including the following:

- A very careful selection of participants and active management of the participation process – only active participants are encouraged, the process is not left in the hands of people who even if important are not active. A range of participants including parliamentarians have been involved which serve to bring the initiative to the political level and beyond the water fraternity.
- Beyond government - The reins of the initiative have not been left purely in the hand of government officials who are constrained by wider cooperation issues and not free to propel the movement forward. Instead, ex-politicians or key figures that have retired from public service have been recruited and their influence, judgement and goodwill have been mobilised. Often, free of political office they have been able to contribute more actively than when in power.
- A new approach, unencumbered by current or past initiatives has the opportunity to break away from a track record of failure, disappointment and simple overload. This may explain why the Blue Peace Initiative has more effective than similar efforts by the League of Arab States or the Arab Water Ministerial Council.
- Smaller more manageable cooperation goals – the notion of circles of cooperation in the North have tended to create smaller groups of countries that all have a common concern. This is more pragmatic than attempting a broader region wide cooperation where actors that are not an immediate affected party can inadvertently delay progress.
- The worsening cooperation situation in the region - as conflict increases the potential dividend for cooperation over water resources increases and strengthens the resolve to change even if the overall environment makes this more difficult.
- Highly skilled external support – The SFG have provided excellent analysis, synthesis of regional views and development of clear messages that have retained and built on the ownership by the countries in the region. The process has driven forward but not beyond the control of the regional participants. The support in terms of inspirational study tours and high level forums has been well conceived.
- The early and constructive engagement of the media - a highly professional approach has been adopted involving the media and building an alliance.
- Donor patience, continuity and engagement - The Swedish and Swiss governments are perceived as neutral and their support has been patient and has provide continuity of effort. The convening power of these influential sovereign nations has been strategically used.

Analysis of recommendations – the long term goal of a regional commons for water resources sets a bold aspiration for the region. More immediate steps towards this goal have been translated into 10 recommendations. These have been verified regionally. Nevertheless, in discussion with some observers it was noted that the recommendations: i) do not fully take account of the asymmetry of power or present a means of balancing this; ii) are based on data which tends to favour the positions of Turkey and Israel which have provided most of the data (and have the best data available); the data when used to support climate change scenarios tend to favour those that already have the water; iii) do not take advantage of the insights and opportunities afforded by consideration of water law and the 1997 water course convention (signed by all except Turkey and Israel); iv) are not presented in the historical context of earlier advances and attempts at collaboration and, v) avoids a rights based approach in favour of strategy of creating new water (desalination); using water more efficiently (demand management) and relying on commercial export of bulk water. It might be that favouring those that potentially have something to lose from collaboration is a deliberate and pragmatic way forward from a stalemate. There is a danger that the recommendations are less pro-water poor than they could be.

2 Economic benefit modelling for the Euphrates and Tigris (52030051)

Contribution		Dates	Amount SEK	Partner / intervention type
52030051	SIWI economic benefit modelling	July 2010- Aug 2012	3,726,150	• Donor Government • Project type

A Objectives:⁴⁷

The overall objective is “To stimulate the dialogue in the river basin, to raise the knowledge about the actual supply and demand of water compared to existing resources and to enhance the cross border cooperation.” The specific objectives⁴⁸ are:

- An analytical and evidence based approach for assessing benefits from trans-boundary water resources management and development introduced to ET riparian officials and regional actors

⁴⁷ Sida; September 2010, Agreement on Euphrates and Tigris and river basin development (8pp)

⁴⁸ SIWI, June 2010, Proposal for Euphrates and Tigris River Basin Regional Development (18pp)

- An even handed and transparent assessment of the costs and economic impact of regional policy measures for transboundary ET water management and development undertaken
- Partnerships, networks and ownership amongst ET riparian officials and other regional actors for subsequent cooperative analysis built
- Regional investment opportunities revealed in water information, governance and services (multilateral and national)

B Results sum up

Objectives	Evidence of results
Assessment of benefits	• An assessment of the benefits of water use efficiency has been made based on an excel model using a variety of assumptions <u>Comment:</u> The calculation and independent verification of the benefits of water use efficiency could be used by those arguing for policies to encourage greater efficiency. The model is used for training purposes – it does not appear that it has been used more practically and it is not being updated. A number of valid comments on the accuracy of data and estimates was made by the reference group. The model does not seem to show the benefits of regional integration only the economic consequence of certain assumptions on water use efficiency.
Economic assessment of policies	• Not achieved (although the implied loss of opportunities for pursuing existing practices is highlighted) <u>Comment:</u> As assessed by Sida in their completion memo this was probably too ambitious a task.
Partnerships built	• A paid for technical partnership between SIWI and the American University of Beirut, International Center for Biosaline Agriculture (UAE) and the International Centre for Agricultural Research in the Drylands (Syria) was established • Quantified arguments are put forward to support the contention that collaborative management of the regional water resources will lead to monetary benefits.(or is it WUE) <u>Comment:</u> Only two of the 4 countries came to the first reference group meeting (where it was stated that the representative from Iraq focussed on historical agreements not benefit sharing) – but subsequent meetings were better attended.
Regional investment identified	• Regional investment opportunities were not identified – although recommended action on short and long term measures on institutional issues and capacity building were identified

3 FoEME s Good Water Neighbours (52030116)

Contribution		Dates	Amount SEK	Partner / intervention type
52030116	FoEME GWN phase 2	Nov 2011- June 2014	20,500,000	• International NGO • Contr. Spec.Purpose prog/fund

A Objectives:

Advance cross-border cooperation through educating communities and decision makers in Israel, Palestine and Jordan as to the interdependent nature of water resources

as a means to engage in cooperative peace-building activities which build trust and create concrete improvements in water and sanitation infrastructure as a solid foundation for peace in the region.

Specific Objectives:

1. Advance youth's involvement in cross-border cooperation, through educating youth in selected cross border communities as to the interdependent nature of water resources and to pilot a water and peace curriculum into national teacher training programs in Israel, Palestine and Jordan.
2. To empower local municipalities and adult residents to advocate for cross border cooperation by attracting investments in water and sanitation solutions to solve cross border water and sanitation problems.
3. To advance the rehabilitation of the Lower Jordan River through advocacy efforts, by building diverse constituencies in support of the lower Jordan River and the advancement of high level political will in support of policy decisions for water transfers to the river.

B Results sum up:

Objectives	Evidence of results
Advance youth cooperation	• Some 2730 youth trustees actively involved • Jordanian and Israeli education authorities have integrated the resource guide into the curriculum – teachers have been trained and materials provided • External evaluation showed a high youth response to greater understanding of neighbours • 740 youth participated in 28 cross border visits <u>Comment:</u> As outlined in the final report the changes made were both in terms of individual attitude and at an institutional level (within education ministries) which increases the sustainability of the measures. The use of Alumni also serves to extend and reinforce the attitude changes and to help carry them into other spheres of activity. The combination of activities that involves students, teachers and educational authorities and combines both study and field visits is potentially very powerful and from surveys and testimonials has had an impact on cooperation and trust. Nature and environment are unifying themes.
Empower Municipalities	• Cross border meetings with mayors with two major conferences • Leveraging of USD 136 million for priority initiatives • Policy briefs and economic benefit studies to support environmental activities and investments <u>Comment:</u> The parliamentary visits were useful in linking both technical and polit-

Objectives	Evidence of results
	ical levels
Rehabilitate lower river Jordan	• Nablus waste water treatment plant and sewerage connection (Baka Gharbia and Sharkia) • A number of waste water treatment plants are being built that will remove “most pollutants”⁴⁹ • Jordanian river committee with FoEME as official member • Faith based conference to support rehabilitation of the river • Frequent FoEME Jordan River Forums meetings held • 18 policy briefs used for parliamentary meetings and other events • Israeli decision makers initiate a master plan for the lower Jordan river • A number of studies on the River Jordan <u>Comment.</u> The youth activities are linked to rehabilitation and taking responsibility for nature is promoted as a unifying theme across borders. The Jordan river basin commission study and conference was delayed to the next phase.

Other comments

The project is a continuation of an initiative that was started in 2001 and co-financed by a number of other donors.

C Summary of key issues arising from the evaluation

Technical quality – the quality of technical water monitoring and analysis is secured through employing regional experts and through peer review – the technical reports are quoted and used by a variety of sources. The EU have entrusted FoEME with a project to develop a master plan for the Jordan River which underlines the confidence that others place in their technical capacity and oversight. FoEME has contributed and in many ways taken the lead in developing a holistic vision for rehabilitating the Jordan River.

Attribution – Some wastewater treatment plants are already constructed and others are planned, when all are complete the major sources of pollution to the river will be eliminated. A clear cut attribution of GWN activities to the implementation of waste water treatment plans is not possible. The GWN project is one of a number of voices calling for an improved environment. It would be plausible to say that the GWN project has been instrumental through: i) the awareness that has been created at government and local municipal levels; ii) the data that has been provided on the river envi-

⁴⁹ FoEME (September) 2014, p 5

ronment and iii) the creation of a vision for the whole of the Jordan River. To some extent the GWN project activities have been of a unique character especially in mobilising support for improving the river environment amongst the municipal population. The GWN is also one of the earliest and most consistent voices calling for improved wastewater management.

Operation and maintenance – although the main and urgent thrust is on constructing and putting into operation a number of waste water treatment plants there is a looming operation and maintenance challenge. Some of the improvements that are planned are rehabilitation of earlier investments that have failed to deliver over their economic lifetime due to poor operation and maintenance. There is an opportunity for the GWN project to promote improved operation and maintenance including ensuring adequate management and cost recovery arrangements.

Value added - the value added of the GWN project is related to its; i) efforts to make data and information more available, ii) people to people related initiatives and, iii) work in engaging with governments.

- Data and information has been a key means of raising awareness and changing mind-sets. The practice over 40 years, where the Jordan River has been considered a military zone and information and plans to manage it were taboo, has been reversed. Data collection is now possible and information exchange is allowed.
- People to people initiatives at the level of youth, between municipalities and farmers associations have broken down myths and encouraged cooperation for mutual benefit (e.g. the proposed model farm to promote modern Israeli drip irrigation practices on Jordanian farms to enable higher value crops per unit of water and as well reduce flies throughout the valley through processing of chicken manure). There is also evidence that people to people initiatives have led to bottom up pressure on Israeli municipalities to construct wastewater treatment plants (e.g. near the Alamot Dam). There are some signs that municipal and government authorities have been more responsive to bottom up pressure than to pressure from large donors and international organisations.
- Engaging with government bodies has been carried out in parallel with people to people actions. The GWN project and FoEME have developed credibility and have influence with government bodies e.g. FoEME is invited to speak and present at conference held by the Ministry of Water and Irrigation in Jordan and are also invited to participate at official events in Israel and Palestine.

Flexibility – FoEME state that Sida assistance is more flexible and can be used more effectively than support from other donors. In support of this statement FoEME note that Sida on the one side does not micro-manage or interfere with their programmes

but on the other participates actively at key events and carefully follows crucial processes such as the introduction of the new financial management system. FoEME also point to the willingness of Sida to use its convening power at crucial points and an example of where the Swedish embassy arranged for meetings at ministerial level to discuss and also resolve difficulties in cooperation between FoEME and government bodies.

Internal governance – FoEME is governed by a board that is composed of members representing the 3 countries involved. The board is the ultimate party responsible for ensuring that objectives are reached and money is efficiently spent. In this it is supported by a set of procedures and norms including regular financial audits and policies for recruitment of qualified and dedicated staff. No issues of governance have arisen at the board level. Corrections and adjustments have been dealt with at the management level. A number of development partners including the EU, GIZ, USAID and others are funding and continuing to fund FoEME which is an indication of confidence in the internal governance and management arrangements.

4 ITP Transboundary Water Management MENA

Contribution		Dates	Amount SEK	Partner / intervention type
52050090	ITP TWM MENA	2006-2011	25,000,000	• International NGO • Training /scholarship

A Objectives

The overall objective is that the participants identify the advantages with collaborative transboundary water management strategies and improve their ability to apply these strategies in their respective organisations. The specific objectives were:

- Improve the participants' ability and skills for collaborative transboundary water resources management.
- Influence the participants' home organisation to effectively fulfil their mandate in terms of transboundary water resources management activities
- Support emerging and ongoing transboundary water-related management processes in which the participants are involved

B Results sum up:

Objectives	Evidence of results
Participant ability for trans-boundary water resources	• 140 professionals have taken part during the 5 years with high levels of satisfaction recorded from questionnaires • Gender balance improved over the years <u>Comment:</u> No measurement of knowledge or attitudes was done in the form of entry and exit tests but the testimony from many of the participants indicates that much has been learnt. Participants scored the courses at 4.3 (from 1 to 5, with 5 highest) on this objective.

Objectives	Evidence of results
Institutional capacity	• Institutions sending participants year after year indicates that the training is valued at the institutional level (e.g. Mosul University, Iraq, Damascus University, Syrian) • It is recorded that 50% of the alumni are networking with each other but that this networking tends to die out within 6 months. • Slightly higher application rates indicate that the training is valued (but there was also indications of saturation) • A large number of regional organisations (approx. 40) have been engaged in these of sending participants or otherwise being involved in the training. <u>Comment:</u> Institutional capacity is less visible than individual capacity. The training does not seem to have become integrated into national level courses or curriculum. The lessons learnt documented in the final report are very well analysed (training needs to be more demand driven and tailored and should be co-funded rather than a free good; training needs to move beyond water and beyond just technical experts and should include other decision makers; the training should link with national decision making). The impact on home organisations is not clear but from testimony many of the participants say it has and will make a difference and there is a commitment from many to be change agents. Participants scored the courses at 3.6 (from 1 to 5, with 5 highest) on this objective and at 4.0 for networking.
Water resources management processes	• The Alumni workshop (40 participants) has consolidated some of the gains in terms of regional cooperation and networking • Capacity building has brought people together at the technical and mid-career level • A good mix from the range of countries in the region <u>Comment:</u> The IP was not continued in most cases beyond the training. Participants scored the courses at 3.75 (from 1 to 5, with 5 highest) on this objective. •

Other comments

It is clear from the participants scoring that individual training was the most successful objective with networking coming second and the institutional related ones on strengthening the home institution and supporting water resources management processes less highly scored.

C Summary of key issues arising from the evaluation

Self-evaluation and learning – There are evaluations at the end of each course, there are annual reports which also review progress and outcomes and there are a number of Alumni events and a final report where the outcomes are critically analysed and evaluated. The course organisers from Sweden and Jordan also review the quality of the lecturing and course material and make adjustments. The level of self-evaluation and learning is impressive. The course organisers themselves point to 4 main issues: demand; tailoring; links to decision makers and how to reach those outside of the water box e.g. in agriculture and energy and finance/planning.

Demand – the demand for regional and transboundary water management is not necessarily high. Not many people are engaged in such work and those that are, are often at a senior level and do not attend courses. There is a need for such courses, perhaps not in the immediate present but in the future. Building a threshold of understanding for regional water management is an important readiness step. But because it serves a longer term objective, it would be more effective if it had an institutional rather than individual capacity building. The courses, as observed by the organisers, have not been supported by an in-depth demand assessment.

Tailoring – the issues facing groundwater sharing (North Africa) and surface water sharing (Jordan River and Tigris/Euphrates) are different and the regional courses might benefit from more tailoring and targeting by separating parts of the course to deal with each.

Costs – the cost per person works out at more than SEK 170,000 for 2 weeks in Jordan, 1 week in Sweden and support over a 7 month period to individual projects. These costs appear quite high as an average over a 5 year period where some parts of course development would have served all years.

5 UNESCWA Assessment of the impact of climate change on water resources and socio-economic vulnerability

• Contribution		• Dates	• Amount SEK	• Partner / intervention type
52030055	UNESCWA- climate change assessment	December 2010- 2013	28,600,000	• Multi-lateral organization • Contr. Spec.Purpose prog/fund

A Objectives

The Sida-ESCWA project aims to assess the impact of climate change on freshwater resources in the Arab Region and through a consultative and integrated approach identify the socio-economic and environmental vulnerability caused by climate on water resources in the region.

Specific objectives:

- Establishment of a regional knowledge hub for climate and water resource information and modelling in the Arab region;
- Identification of expected and associated vulnerability hotspots
- Improved capacity and institutional networking for climate change and water resource monitoring and adaptation;
- Increased awareness and access to information about climate change impacts on water resources in the Arab region;

- Identification and analysis of projected extreme events in the Arab region.

The project is convened under the league of Arab States (LAS) ESCWA and UNEP. The Arab Ministerial Council for Water approved the project. The core partner group consists of: LAS, ESCWA, Swedish Meteorological and Hydrological Institute (SMHI), World Meteorological Organisation (WMO) and, the Arab Centre for the study of arid zones and drylands.

B Results sum up:

Objectives	Evidence of results
Regional knowledge hub	• Identification and review of climate data and existing climate models • Knowledge management for the establishment of a regional knowledge hub for climate and water modelling • A regional knowledge working group was set up under the Arab Ministerial Council for Water (May 2014) <u>Comment:</u> regional bodies were involved in the data review and models (e.g. King Abdullah University) as were other stakeholders who are operational in the region such as GIZ. A rigorous approach was adopted for the vulnerability assessment and extensive efforts were made to institutionalise the regional working hub within credible regional bodies. Note only 3 countries are part of the hub (Lebanon, Palestine, Yemen). The Ministry of Water and Irrigation in Jordan note that the technical inputs have been of a very high quality and particularly praise the inputs of the Swedish Meteorological and Hydrological Institute.
Hotspots	• Delineation of Arab regional domain and application of the regional climate model • Hydrological models linked to the climate projections • Vulnerability hotspots identified as part of preliminary exchange of information <u>Comment:</u> data is still lacking for a full validation of the models – the hotspots are not yet fully identified awaiting further meetings in 2015.
Capacity and networking for monitoring and adaptation	• Arab meteorological institutions brought into a regional climate outlook forum • Regional training workshops for water ministries (2) • Consultation with League of Arab States ministerial councils through workshops and training events • Databases and information sources compiled to increase geospatial capacity • Hydrological focal points in 8 countries nominated • Digitalisation of historical climate data (e.g. in Jordan which has long records). <u>Comment:</u> the networking is well linked to the official regional bodies. The training materials are to some extent available on the website and appear to be good quality and make use of international experience. The organisations in Jordan (Ministry of Water and Irrigation and the Jordan Meteorological Department do not yet make regular use of the website. Once the model work is completed and the information is finalised, more use might be made use of material. The capacity building and training at the regional workshops are reported as too short (2 days) to lead to consolidated information. They serve a purpose of exposure to models and methods but

	are not sufficiently in-depth to allow the trainees to use the tools in their practical work.
Awareness	• A website, fact sheets and maps have been produced • Two of three planned expert group meetings have been held • 5th annual RICCAR Expert Group Meeting held (14 countries and 49 participants) <u>Comment:</u> Materials are available on the website. Although the awareness raising activities seem well-conceived, a deliberate awareness or communication strategy does not seem to be in place. It is noted that there is limited resources for dissemination.
Analysis of extreme events	• National database on disaster losses set up in Tunisia, Palestine, Jordan, Yemen, Morocco. • Indicators of extreme events agreed on and discussed at regional seminars • Training workshops on extreme events are planned for the future. • <u>Comment:</u> much of the work for analysis of extreme events is at the preparation stage and will be undertaken during 2015.

The project provides core support for the “Regional Initiative for the Assessment of the Impact of Climate Change on Water Resources and Socio-Economic Vulnerability in the Arab Region”

C Summary of key issues arising from the evaluation

Credibility of climate modelling - The rationale for the study is that at the time there was no study on impact of climate change on the Arab region and enhanced modelling had not been done in the Arab regions which has reduced the credibility of climate change predictions. Based on interviews with Jordanian institutions involved, there is confidence that the model and high quality approach adopted will lead to greater credibility for climate modelling results. It is expected that the more exact regional modelling, in contrast to the statistical downscaling of the global models, will allow the technical experts at country level to engage with the decision makers based on hard more quantitative information (interviews with Jordanian institutions involved in the project).

Engagement of national institutions- the project, as could be expected, took some time to get started and for the first few years was much focussed on internal arrangements and progress. It was probably well judged at this stage not to make too many demands on national institutions or raise expectations. The engagement with the national institutions has so far been mainly focused on attendance on a few annual expert and progress related meetings. Based on interviews with Jordanian institutions involved it appears that that a deeper engagement has not taken place. Busy professionals are waiting for a complete and functioning model and a decision on the hosting arrangements. It is likely that national engagement will increase once the model and its outputs are ready and a host is in place. However, the engagement will require an explicit outreach, dissemination and support effort, if the model is to be integrated into the work of the national institutions.

Capacity development and dissemination- In the view of Jordanian institutions involved, the regional training provided so far, although well organised, was too short to have an impact on in-country working practices. It is considered that a much longer duration of training in the use and updating of the model will be needed if it is to be used and consolidated as a tool at national level. At least some 10 or more staff would need to be trained to ensure the necessary threshold of expertise.

Linkage to decision making – the project concept and governance arrangements bring it close to regional bodies composed of decision makers i.e. LAS and the Arab Ministerial Council for Water. Already now, there is evidence that some of the recommendations and findings of the project are have been used in the formulation of the Arab Water Security Strategy (2012) and Arab Action Plan. One of the performance indicators of the strategy is “Provide a knowledge base for Arab States on climate change and its impact on water resources in particular, and on social and economic aspects in general”. The strategy was prepared by the Arab Centre for the Studies of Arid Zones and Dry Lands which is also a partner of the climate change modelling project.

6 Development of a regional water economy model in the Jordan River Basin

Contribution		Dates	Amount SEK	Partner / intervention type
52030161	World Food Studies	December 2012-2015	7,900,000	- International NGO - Project type

A Objectives

The main objective of the project is to improve the understanding of water resource specialists in the political and physical processes that influence the quantity and quality of water resource management in their neighbouring countries. The project initializes this collaboration by the creation of a regional water model that is designed by a multidisciplinary team of water specialists, natural resource experts and economists from Jordan , Palestine Territories, Lebanon and regional research centres .

Specifically, project participants will jointly:

- design a spatially explicit water economy model that represents the value of water flows and stocks in the region and maps out the water transfers between geographic entities,
- develop water production functions that relate water use to economic and ecological values,
- evaluate water management options at the regional level,
- apply the regional water model to evaluate the economic and ecological impact of policy interventions, locally and at downstream locations,
- disseminate the findings of the project in national fora, a regional work shop and international journals.

B Results sum up:

Objectives	Evidence of results
Water economy model designed	• Mathematical framework has been done • Training courses in Maths and modelling • Some data collection has taken place (most of the data necessary has been collected) • Agreement by all parties has been achieved on the data • The model has been pre-calibration training has been held and pre-calibration has taken place <u>Comment:</u> There have been encouraging advances made on collection of data and agreement by representatives from the 3 countries on the data set. Participants from Jordan report that the training provided was of good quality although some of the most advanced topics will not have benefitted all.
Application of the model	• It is too early to tell as the model is not yet ready for application. The model as it shows economic and social effects of climate change and regional water use will be providing information for decision making that is not available at present. <u>Comment</u> – there is not a formal partnership with decision makers only academic bodies policy makers from all countries were invited to the kick off meetings and took an active part e.g. gave presentations. One of the At the meeting a focus was made on groundwater extraction which has led to more modelling on this area. It will crucial to engage the decision makers once the model is developed and is providing credible results. •
Dissemination	• The work appears to be well rooted in regional universities • A Kick off workshop has been held • A Web site is up and running <u>Comment:</u> A dissemination strategy is presented in the 2013 progress report. A major feature is the use of the model to simulate negotiation processes. It appears that the model is under copyright to SOW-VU which prevents potential misuse, but also might lead to a more restricted use of the model.

C Summary of key issues arising from the evaluation

Data and uncertainty- the data collection has been successful and most of the data needed for the model has been assembled. A number of simplifying assumptions are necessary to make use of the model e.g. on the health impact of climate change and much of the social and economic modelling will be subject to uncertainty. It is important for credibility of the model that a balance is struck between the complexity of the model, the quality of data and the range of assumptions made. There is a potential for the model to make use of the regional climate change modelling developed under UNESCWA. It is likely that the model will need many years of adjustment, re-calibration and perhaps development of specialist use versions before it becomes consolidated and gains wider credibility.

Use of the model and engagement of decision makers- it was decided not to include governments as formal partners, this has potentially simplified the cooperation, made it less vulnerable to instability in government relations and drawn less on scarce technical resources within the government bodies. Close cooperation between the academic institutions and government bodies has still enabled data to be obtained. A dissemination strategy with two pillars (demonstrating the benefits and use of the model and, starting dialoguing between different parties) has been outlined. Once the model is ready, it will be crucial to get a deep engagement of decision makers, not only within the water and environment related ministries but also within agricultural, energy, planning and financial ministries. In some cases, the model can be used for national purposes e.g. to inform future national communications on climate change or to model the water and economic impact of changes in cropping patterns.

Regional cooperation – Using the model as a safe environment for modelling and exploring the impact of different water allocations and management regimes would serve a very promising and constructive purpose. Its suitability for this purpose could be tested at an early stage.

REGIONAL INTEGRATION

Overall comment: This performance analysis is based on the documents received from Sida and partners, interviews with the implementers of the ITP, ATU, OECD and AIDMO programmes, and interviews with regional stakeholders during the field mission. The project titles come directly from Sida Portfolio documentation. The objectives are also direct quotes from the project documents.

A number of activities were chosen for more in-depth analysis. The key criterion was the potential impact on regional economic integration. The others were:

- Potential contribution to the objectives of the Strategy
- Sweden's comparative advantage (specified in the Strategy)
- Representation across sub-themes, cooperation and partner types, and countries.
- Availability of quality data.

Applying these criteria, four programmes were selected for further attention:

1. Arab Industrial Development and Mining Organisation (AIDMO) (18% of the SEK 348m)
2. Agadir Technical Unit (ATU) (15%)
3. International Training Programme for Quality Infrastructure (ITP) (26%)
4. OECD-MENA Investment (16%).

Together, they made up 75% of the SEK 348m. They addressed key regional integration and trade issues, and met many of the aims set out in the Strategy (disbursement data was not available in an appropriately disaggregated format).

The four groups covered the whole MENA region. The AIDMO and ITP MENA activities involved the broad MENA/League of Arab States membership. The ATU and certain ITP TBT activities focused on the Agadir Agreement members: Egypt, Jordan, Morocco and Tunisia. The OECD MENA Investment programme covered 18 countries, and the OECD ‘Women as Economic Actors’ project included Algeria, Egypt, Jordan, Libya, Morocco and Tunisia.

1. AIDMO Trade 2010-2018

	Contribution	Dates	SEK	Partner / intervention type
52030057	AIDMO Trade (UNIDO)	Jan 2011-Sept 2014	14 500 000	• Donor Government • Multilateral Organisation • Specific-purpose project

A. Objectives

Overall objective/project title: “Support the implementation of the regional Arab Standardisation Strategy with focus on regional coordination on accreditation”.

Objective: “To facilitate regional trade and regional harmonisation through strengthening the regional coordination mechanisms on quality infrastructure for the delivery, along international best practices, of support services in standardization, conformity assessment and accreditation”. (Project document, 2011)

Specific objectives:

- “Revised and validated Standardisation Strategy in place for 2014-2018”
- “Regional coordination and cooperation on accreditation enhanced and strengthened”
- “Establishment of an Arab Code of Good Practices in national Quality Infrastructure”
(this was added during the extension phase, 2013)

The Arab Industrial Development and Mining Organization (AIDMO), based in Rabat, Morocco, was founded in 1968 under the League of Arab States (LAS). Among its mandates was the achievement of a harmonised and integrated Quality Infrastructure to support industrialization in the Arab region. Its role is to coordinate regional activities on standards and Quality Infrastructure.

The Sida support has been implemented by UNIDO since 2011. The beneficiaries are the 22 member states of AIDMO, their Quality Infrastructure bodies, and their private sectors.

B. Results

Objectives	Evidence of Results
Support the implementation of the regional Arab Standardisa-	• A Draft Regional Standardisation Strategy 2014-2018 (to replace the 2009-2013 Strategy) was finished in December 2013.

tion Strategy	• A final version has <u>not</u> been launched. (See comment below.)
Focus on regional coordination on Accreditation	• The Arab Accreditation Cooperation body (ARAC) started operating in 2011. Founded on paper in 2008; it now has 10 full members and 5 observers, all national accreditation bodies covering 17 countries. • ARAC has been accepted by ILAC as a “Regional Cooperation Body” (Dec 2012) and by IAF as a “Special Recognition Organisation - Regional Accreditation Group Member” (Oct 2013). • Its cooperation agreements with other similar regional bodies (AFRAC, IAAC, APLAC, EA, etc.) have led to joint assessments - valuable training opportunities for peer evaluators. • National accreditation bodies report improving cooperation, as well as respect for ARAC’s achievements to date. (See comment below.) • The “well planned, strategic and inclusive ARAC Approach” may be applied as a model by AIDMO and UNIDO in other areas.
Establishment of an Arab Code of Good Practices in NQI	<i>Guidelines on Professional Practices and Good Governance for NQI Professionals in the Arab Region</i> were issued in April 2014. • <u>Comment:</u> They will be implemented during Phase 2.

C. Summary of issues arising from the evaluation

AIDMO reform: Although the draft **Arab Standardisation Strategy** was completed at end-2013, the 3-4 page document was still being ‘fine-tuned’ at the time of the April 2014 Evaluation. Interviews of the relevant AIDMO officers and external stakeholders revealed that the draft had not advanced further. AIDMO said “10 members are still working on it and will produce a final version early in Phase 2”.

In fact, it is to be revisited. It was never a ‘standardisation⁵⁰ strategy’ *per se*, but rather more of a political, at times poetic, statement providing an agreed vision of the types of activities that AIDMO should facilitate: e.g., standardisation, metrology, testing facilities, conformity assessment, accreditation, mutual recognition, awareness building, needs assessment, capacity building, information management, communications. The head of AIDMO’s standards unit added, “We have decided to leave it as a political document, and will prepare a ‘real strategy’ in Phase 2”.

Both AIDMO and senior officials in the Moroccan standards, accreditation and conformity assessment agencies indicated that, with Accreditation (ARAC) and Metrology becoming stand-alone bodies under the AIDMO umbrella, the ‘strategy’ and structure were outdated and a strong case now existed for restructuring AIDMO for the 21st Century. They believed the politically agreed document was helpful, in that it highlighted numerous ‘new-generation’ issues and introduced some leading questions about competitiveness, service quality, self-financing, knowing and respecting stakeholders, etc. This would in principle make it easier to move in the right direction, if the will and energy to do so could be tapped effectively.

ARAC sustainability: ARAC can be called a Sida success story so far. (It is referred to as an ‘ITP incubator’, due to the large number of accreditation officials who have participated in Sweden’s International Training Programme). A thorough step-by-step development pro-

⁵⁰ Standardisation is defined as ‘the process of developing and implementing technical standards’.

cess was initiated when the Sida/UNIDO support began in mid-2011. This has closely involved the national accreditation bodies and led to widely agreed joint activities and work plans. This approach has exceeded expectations, and has changed mind-sets in AIDMO officials, who now wish to apply it to other challenging projects, including the Sida-funded SPS (Trade in Food) project discussed below.

UNIDO said that the League of Arab States (LAS) approved a resolution recognising ARAC as a regional cooperation accreditation body at its Ministerial Meeting on 19 February. This should assist in formalising LAS members' commitment to, and obligations toward, the organisation. In the meantime, Sweden covers 80% of ARAC's costs. ARAC officers said that membership fees are in the by-laws and are on the agenda.

Despite the success to date, ARAC still has a way to go before it reaches its potential and becomes a sustainable regional institution. Officials around the region said it needs to improve efficiency and strengthen the technical committees. Accreditation officials said that MLA status and sufficient evaluators will be the determining point for seeking member financing – the key to stand-alone sustainability. Accreditation professionals around the region expressed the hope that ARAC would attain **MRA/MLA (ILAC/IAF) recognition** as soon as possible, because that would be the single most important achievement in terms of establishing the credibility necessary to become a truly regional cooperation accreditation body.

The second most important achievement would be the establishment of a solid core group of peer evaluators. (At present, ARAC has 6 qualified peer evaluators – up from 2 at the beginning, and is helping more than 10 others to get sufficient experience to qualify.) The benefits for the region would be measurable: faster, less costly accreditation for national accreditation bodies, as they could then process their recognition through ARAC, locally and in their own language, instead of going to ILAC/IAF.

To apply for ILAC/IAF MRA/MLA signatory status, ARAC must complete three full peer evaluations within its membership. It has finished EGAC and TUNAC, and has done a pre-peer evaluation of Jordan's Accreditation Unit, as part of an ambitious peer review agenda for the next 2-3 years. However, because Jordan's accreditation unit is not an independent agency (but rather part of the Standards office), this does not count towards the MLA application. (ARAC officers said they have prioritised Jordan in order to encourage the authorities to establish an independent accreditation authority. See ITP discussion below for more on Jordan's accreditation unit.) For the purposes of the MLA application, ARAC now hopes to do a peer review of Dubai Accreditation Centre, which, like EGAC and TUNAC, is already a full ILAC MRA/IAF MLA signatory. ARAC plans to start processing its application for MLA status once the DAC peer review is underway. The process is long, but ARAC hopes it will be completed in 2017. So the Phase 2 project may wish to build in a results indicator for MRA/MLA and for a minimum level of peer evaluators (members to agree, based on good practice in other regions).

Another suggestion raised consistently by QI professionals around the region was for ARAC to help establish/appoint one or more Regional Reference Laboratories for testing that is too expensive, rare, complex, etc., for simply national purposes, but for which the regional market was sufficient to support it.

Arab Standards: AIDMO has about 10,000 agreed Arab Standards: 4000 in Arabic and 6000 in English – all based on international standards and focused on products traded in the region. However, as interviews around the region confirmed, the AIDMO standards are rarely used. Rather, alignment is first with ISO, then CEN for the ACAA countries. The head of a national Standards body said, *“We don't need AIDMO in its current form; we need a Standardisation organisation that can make binding regional standards. At present, there is no obligation to notify or to withdraw conflicting standards. However, IF AIDMO can strength-*

en its Standards Department and make it more professional, and if they select a director with a technical background, have technical committees and a proper work programme, then it might be feasible.” Indeed, several senior standards officials interviewed during the field mission noted that “One set of Arab Standards, based on international standards, would facilitate regional trade”.

Next steps: AIDMO and UNIDO clarified that Sida support may be expanded beyond the original Food Safety project (below), to include an additional US\$5 million for the continuation of Phase 1 activities. These would focus on AIDMO strategic reform, the ARAC MLA, implementation of the guidelines on good governance, etc. The title and broad objectives of this ‘pillar’ of Phase 2 would remain the same as in the Phase 1 project document (the word ‘coordination’ in the title was removed). At writing, Sida was still considering the proposal.

AIDMO confirmed that in Phase 2 the private sector would have a stronger role, taking part in Steering and Consultative committees, together with consumer protection associations and other civil society organisations. AIDMO would also be adding a gender person. They pointed out that at least half the members of committees are women. (AIDMO itself might benefit from including more women on its technical staff, drawing from the large number of female senior QI professionals in the region.)

It would appear that most of the following recommendations from the **April 2014 Evaluation** of Sida’s AIDMO programme are being adopted.

- (a) achieve full recognition and ensure financial, institutional and technical sustainability of ARAC
- (b) enhance AIDMO members’ accreditation capacities at the national level
- (c) address the constraints of services for proficiency testing and traceability, not duplicating others’ work
- (d) develop an **exit strategy** for donor funding for ARAC and Quality Infrastructure support
- (e) ensure synergies and mgmt. efficiencies among Phase II and UNIDO’s Regional Food Safety & AfT projects.

An expert with a ‘big-picture’ view suggested that Sida may wish to revisit its standardisation-related support to AIDMO and the ATU (*see below*), with a view towards harmonising the two efforts to harmonise voluntary standards in the region. This could be done by assisting AIDMO to adapt its working methods to the ISO guidelines, including technical committees for standards development, participation of all interested parties - in particular the private sector - and voting procedures aligned with ISO principles for adopting standards. This process could also serve the Agadir Agreement countries, since they could request AIDMO to prioritise work on the standards related to the priority products under that Agreement. The expert believes it is not efficient for the ATU, which is not a regional standards body, to have the four members’ national standards bodies establishing a process for one particular agreement when the same standards will have to be harmonised in all the other Arab countries as well. One approach for all Arab countries, covering all voluntary standards, would ultimately enhance regional integration and give the region one voice in international standardisation.

D. Field Mission: The evaluator followed up on the status of the Standardisation Strategy and AIDMO’s capacity to implement it, and on ARAC’s progress and sustainability. Interviews with national accreditation bodies focused on verifying claims of improved cooperation, identifying key issues and discussing ways forward. The evaluator also interviewed UNIDO’s local team.

2. AIDMO Trade in Food 2010-2018

Contribution		Dates	SEK	Partner / intervention type
• 52030090	Trade in Food, AIDMO (UNIDO)	2014-2018	47 000 000 (US\$7m at the	• Donor Government • Multilateral Organisation

			time; now \$5.5m)	• Specific-purpose project
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A. Objectives

Overall objective/project title: “To enhance regional trade capacities in food through harmonised regional conformity assessment and food safety systems”.

“The broader **objective** of this proposed intervention is to support regional efforts, coordinated by AIDMO and AOAD, aiming at achieving regional integration, harmonisation and effective coordination in food safety, ensuring compliance with international trade rules and regulations (TBT and SPS Agreements). The **development goal** is to facilitate regional trade in food and regional integration through strengthening regional coordination and harmonisation mechanisms on conformity assessment and food safety systems following international best practices (TBT & SPS).” (Above and below quotes from 13/5/2014 project document.)

Specific objectives:

1. “AIDMO and AOAD technical and regional coordination capacities strengthened for the planning, implementation and management of a harmonised regional food safety programme within the framework of the Regional Strategy”
2. “AIDMO member countries improve their national food safety systems following regionally harmonised policies and protocols”.

B. Results

Objectives	Evidence of Results
Harmonised regional conformity assessment systems	• Project implementation is scheduled <u>to start in March 2015</u> .
Harmonised regional food safety systems	• Implementation <u>to start in March 2015</u> .

C. Summary of issues arising from the evaluation

Feasibility: The AIDMO Food Safety project agreement between Sida and UNIDO was signed in December 2013. However, implementation will only start in March 2015, as development and approval of the work plan has taken longer than expected, due in part to adding the extension of Phase 1 activities to the project (UNIDO noted, ‘It was important for partners to see the outcomes of Phase 1 before proposing Phase 2’). In UNIDO’s own words: “This is a very ambitious and complex project compared to ARAC, which already had EGAC and TUNAC as experienced partners. For food safety, we don’t have any kind of regional coordination platform, but rather scattered platforms divided among different groups – Health, Agriculture, Trade. It was important to have a key LAS partner, and it was a long process to get them on board – even after signing. The new project will have a Steering Committee chaired by LAS and one Executive Committee for both pillars.” It is hoped that this approach will instil the political will so necessary to the success of the endeavours.

A number of third parties have questioned AIDMO’s capacity to implement a programme for harmonisation of regional food safety and SPS conformity assessment systems. They say it will be a big challenge for AIDMO to build the required deep and wide institutional linkages, particularly when synchronised food safety systems are rarely in place nationally. These doubts were reflected in the field interviews at AIDMO because the responsible people did not seem to have a clear idea about how they would implement the programme, apart from vague references to using the ‘ARAC Approach’ and hoping for the best. They also hoped that the MoU with the Arab Organisation for Agricultural Development (AOAD) would facilitate cooperation in food safety standards and conformity assessment. Other experts suggested that the Moroccan, Jordanian and emerging Tunisian food safety bodies could capably lead regional work on food safety.

The evaluator did not have access to the UNIDO work plan, so was unable to comment on its design. However, the original logframe and plans mentioned in interviews with UNIDO indicated that they had perhaps a clearer idea of how to approach the project than did the respective AIDMO officials. UNIDO mentioned plans for a resolution for LAS Ministers to approve, and other ways to ensure that LAS was in the ‘driving seat’ (to ensure appropriate levels of commitment at the political level). AOAD’s participation, and that of other agriculture and food-related bodies, was to be considered a big plus. SPS professionals in the region said AOAD was “a good coordinator, well connected, understands the region’s interests”. They said that with AOAD’s participation and proper support from donors, AIDMO could implement a regional food safety programme. “It owns the idea,” one SPS senior official said. To take the idea forward and actually facilitate trade in food, it will be necessary to harmonise food laws at both the primary and secondary levels based on risk-based science, in line with the SPS Agreement and GAFTA Ministers’ directives.

The SPS agreement is based on the idea that all countries base their national food legislations on the same or similar risks assessments, thus establishing common bases for the minimum mandatory requirements the countries will impose when allowing marketing of food products. Three international standardising organisations have been nominated to do this scientific work: the International Plant Protection Commission (IPPC), the International Animal Health Organisation (OIE) and Codex Alimentarius. These organisations have the role of providing recommendations and guidelines on how to establish acceptable (allowable) levels of protection. Countries are not obliged to follow these recommendations, but if they do not they have to justify their requirements through risk-based scientific evidence. Enforcement of the laws is based on the same principle. Harmonisation is therefore based on establishing risk assessment that applies to the countries and then preparing and adopting food laws and regulations that are based on the provided risk assessment. Enforcement of the laws will also be based on risk assessment. (The use of the terminology ‘conformity assessment’ comes from the TBT Agreement, where different approaches apply.) In the SPS Agreement, enforcement falls under the term SPS measures. After having harmonised national legislation through the same risk assessments, the flow of products will to a large extent be based on document control supported by inspection and testing.

D. Field Mission. Interviews at AIDMO and UNIDO in Rabat, and a selection of national food safety bodies, focused on the capacity and design issues.

3. Agadir Technical Unit* (ATU)

	Contribution	Dates	SEK	Partner / intervention type
52030149	ATU - Agadir Technical Unit Phase 1: 2012-2013 (Mapping) (Swedac)	2012-2013	1 865 040	• Donor Government • Specific-purpose project • TA, capacity development
52030188	ATU Phase II: 2014-2018 (Execution) (Swedac)	2014-2018	51 500 000	• Donor Government • Specific-purpose project • TA, capacity development

*The Agadir Technical Unit was established to implement the Agadir Agreement, in force since 2007.

A. Objectives

Overall objective: “Support the Member countries of the Agadir Agreement Member countries (Egypt, Jordan, Morocco, Tunisia) in enhancing the implementation of the Agreement through establishing necessary systems and structures to bring down technical barriers to trade”.

Specific objectives for Phase 2: “To establish:

- full political commitment in the Member countries towards addressing the issues of reducing technical barriers to trade between the Agadir countries

- mechanisms between the Member countries to harmonise mandatory requirements based on the principles of equivalence and common regulatory objectives
- mechanisms between the Member countries to harmonise voluntary standards in the relevant priority product areas
- mechanisms to establish **trust** between Member countries in the different national enforcement systems for mandatory requirements
- capacities in the ATU and in the Agadir national focal points to implement the programme and the established systems and structures.” (Project document, 2014)

B. Results

Objectives:	Evidence of Results
Establish regional and national mechanisms for harmonising quality and safety regulations, standards and compliance requirements/procedures, to bring down technical barriers to trade.	Phase 1: 2012-2014: • A thorough mapping document was produced in 2013, including needs assessments and proposals for Phase 2 • Numerous technical workshops were conducted in 2013-15 aimed at building regional consensus on the approach Phase 2 step-by-step plan and results framework produced in 2014. • Phase 2: 2015-2018: Implementation starting in first quarter 2015. • Local programme manager appointed; started work 1-1-2015, based at ATU. • Swedac hosted a 2-day planning workshop in mid-January, involving ATU, local project manager, Swedish Standards Institute, Board of Trade. • Further baseline work on technical barriers to trade conducted in early 2015. • Further stakeholder consultations and consensus-building occurred in early 2015.

C. Summary of issues arising from the evaluation

Regional ownership: This project could also be considered to have emerged from an ‘ITP incubator’. The Agadir Technical Unit (ATU) originally approached Sweden for assistance because it was familiar with Swedish expertise through the ITP and other Swedish support. In 2011, the ITP held a special Agadir programme to produce ideas for harmonisation among the four countries and to gauge support for, and ability to implement, the concept.

Phase 1 followed up on this exercise, though it is not clear to what extent the good document produced by the participants was put to use. The extensive mapping phase allowed Swedac to do a thorough assessment of existing systems, structures and needs, and design a programme with Sida RBM support. It was a learning experience and reality check for all. While high-level ownership remains a challenge that must be addressed as a priority, interviews indicated that working level officials are motivated and keen to proceed.

Field interviews in January indicated that the consensus-building efforts had been appreciated, and QI professionals supported the objectives. However, some thought the project could have been implemented much faster. Indeed, many national stakeholders had high expectations of the programme – particularly in terms of facilitating a trust-based system through better transparency, consultation, communications and joint work, especially in conformity assessment and enforcement. As one key official stated: “If technical regulations are aligned and control mechanisms are strong, then a trust-based system will emerge. This requires a good system for market surveillance cooperation and a forum for consultation and experience sharing”.

Several senior officials also suggested that the project provide a forum for gathering and sharing information on the ACAA progress (Agreements on Conformity Assessment and Acceptance of Industrial Products with the EU), given similarities in their lists of priority products to be aligned with EU regulations and conformity assessment procedures. In order to design an appropriate database and system to implement a harmonisation agenda, participants in all four countries, in Swedac and in the ATU thought it might be useful to start out with one or two products that the Agadir members were already working to harmonise under ACAAs. This would allow a 'pilot' on which all were likely to agree without interminable discussions. It would also facilitate establishment of a mechanism for consultations, consensus building and joint decision making. This will address the Trust issue, which is one of the key obstacles that must be overcome. A 'quick win' is necessary for confidence building at this point.

Management: The results framework presents a logical, step-by-step approach and a realistic risks assessment. However, risk management strategies should be updated quarterly or half-yearly during Phase 2. This should include a strategy to manage obligations and expectations. Detailed annual work plans are being finalised, now that the preparatory phase has finished. Strong communications and some quick wins will be necessary to convince key national players, who voiced some impatience with the drawn-out start-up.

The new Swedac-Agadir local programme manager, based at the ATU in Amman, appears to be up to the task. He has extensive executive experience in MENA QI systems (metrology, market surveillance), has participated in regional technical committees, and was a ministerial adviser on trade-related issues. He is highly regarded among his peers in the region. Swedac plans to give him considerable project management authority, with appropriate oversight.

It is perhaps fortunate that Phase 2 coincides with a potentially revitalising change of personnel at the ATU, and a period of complementary activities (e.g., on customs cooperation) under a supportive Executive President. The Swedac project will offer the ATU a chance to be more involved with other regional institutions working on similar QI and trade issues (AIDMO/ARAC, LAS). During the field mission, AIDMO welcomed the ATU project team's proposal for cooperation, including the idea that the ATU experience could lead to a model that AIDMO could refine and use for its own harmonisation processes. AIDMO noted that it had approached the ATU in the past, but the previous President was not receptive. (The current one is.) Such cooperation may be especially useful in regional conformity assessment endeavours; AIDMO admits that conformity assessment (apart from accreditation) is one of its biggest challenges. It is also one of the main challenges facing traders.

The common denominator of Sida support could facilitate the ATU's cooperation with AIDMO as well as with LAS and the Sida-funded ISO projects.

Sweden's comparative advantage: In line with the MENA Strategy objectives, Swedac in Phase 2 will utilise Sweden's 'comparative advantage' by closely engaging the Standards Institute (SIS) and the Board of Trade in delivery. Both bodies have some experience in the MENA region and in providing technical assistance on harmonisation. At the workshop in Stockholm in mid-January, they provided a professional vision of their role in the project and how they would work toward their objectives. A key success factor will be to institute systems and structures that will meet expectations and amply demonstrate their practical utility to both public and private sector stakeholders.

D. Field Mission: The field mission was used to interview relevant national institutions, as well as participants in the ITP Agadir course, to verify national and regional ownership and consensus, to seek views on the ATU and its sustainability, and to explore technical barriers to trade.

4. International Training Programme* (TBT, SPS)

Contribution		Dates	Amount SEK	Partner / intervention type
71400150	ITP 276 Agadir ‘Trade & Conformity Assessment’ (TBT) (AQS, Swedac)	2011-2013	6 350 000	Training, capacity development
52030138	ITP 276 MENA ‘Quality Infrastructure in Support of World Trade’ (TBT) (AQS, Swedac)	2008-2012	5 578 658	Training, capacity development, institutional strengthening
52030220	ITP 304 ‘Quality Infrastructure in Support of World Trade’ (TBT) (successor to ITP 276 2008-12) (AQS, Swedac)	2013-2016	36 700 000	Training, capacity development, institutional strengthening
52030185	ITP 305 ‘Quality Infrastructure for Food Safety and Trade’ (SPS) (AQS, Swedac)	2013-2016	36 700 000	Training, capacity development, institutional strengthening

*The International Training Programme has been delivered in the MENA region since 1999.

A. Objectives

Overall objective: “From the development perspective, the overall objective of the programme is to provide the training and support required to facilitate:

- reforms of systems and structures for Quality Infrastructure development, food safety and trade in food, in accordance with international rules and best practice, and with social accountability
- regional cooperation within the area of Quality Infrastructure development, food safety and trade in food.”

Specific objectives: “The main objective is therefore to enable organisational change where participants will be given the opportunity to use knowledge and experiences provided by the programme to contribute to the development of national and regional systems for quality infrastructure development, food safety and trade in food.”

The following table highlights results of the various ITP SPS-TBT programmes.

Some Results of ITP 276, 304, 305	
• More than 200 well trained QI professionals since 2011. • Both the ARAC and the ATU Agadir projects had a direct link to ITP 276. • ARAC’s by-laws, which mention member fees, came from ITP project and will support sustainability efforts. • The special ITP programme for the Agadir countries (Egypt, Jordan, Morocco, Tunisia) led to Sida’s ATU project.	
Field interviews identified the following results of ITP National Projects:	
Jordan:	
• Concept of independent Accreditation agency at advanced senior-level consultations stage, with draft legislation (very important for Jordan Accreditation recognition by ILAC/IAF and for ARAC sustainability as well). • Increased the number of accredited laboratories from 1 (construction) to 4 (environment, cables, construction). • Put into force 10 technical regulations 1/7/2014; currently being implemented • Developed technical regulations for 5 agricultural projects to ensure compliance with WTO TBT Agreement. • Pursuing regional harmonisation of technical regulations, etc., for solar water heaters (in progress – multicounty project).	
Tunisia:	

- Established a system for evaluating food safety certifiers (which did not exist at the time – 2009). Helped consolidate the Tunisian Accreditation agency (TUNAC). - Enhanced private sector role in and transparency of enforcement of TBT Agreement - Evaluated the future of the National Agency of Sanitary and Environmental Control of Products (ANCSEP). Recommendation accepted that it be a national authority for risk assessment instead of coordinator of controls. - New legal framework (integrated Food Law, April 2015 in Parliament) had considerable input from ITP projects. Morocco: - ISO 50001 certification process in 2015. - Hammam standard and certification evaluation. <i>Source: Annex 5, interviews with ITC participants and their directors, Jan.-Feb. 2015</i>

Below are project-specific objectives and the relevant results to date.

B. Results

	Project-Specific Objectives:	Evidence of Results
ITP 276 TBT (both MENA and Agadir) 2008-2013	- Impart knowledge and skills necessary to align quality infrastructure in the participating countries with international rules and best practice - Enhance knowledge and confidence in implementation and harmonisation of rules - Facilitate regional integration and economic development through increased trade by enhancing knowledge, common understanding, practical implementation and harmonisation of technical regulations, standards and conformity assessment requirements, methods	139 participants from 10 countries . 44% women. There were 5 MENA, 1 Agadir and 3 Iraq courses in 2008-2013. Generally, participants awarded a 80-90% positive rating regarding relevance and utility for daily work. About half indicated they remained in touch with other participants, especially those doing similar projects. Institutions report that national and regional expertise has increased noticeably since 2010. Directors report that their officers are more knowledgeable and confident, leading to more action. Concrete results (combines ITP 276, 304, 305): Both the ARAC and the ATU Agadir projects were results of ITP 276. Importantly, ARAC's by-laws, which mention member fees, were an ITP project. ITP provided a forum for developing initial regional input into and support for the ATU Agadir harmonisation project. The special ITP programme conducted for the Agadir countries (Egypt, Jordan, Morocco, Tunisia) was the precursor to Sida's ATU support. ITP National Projects: some results from field interviews Jordan: - Pursuing concept of <u>independent Accreditation agency</u>, at advanced senior-level consultations stage, with draft legislation - Increased the number of accredited laboratories from 1 (construction) to 4 (environment, cables, construction). - Put into force 10 technical regulations 1/7/2014; are implementing - Developed technical regulations for 5 agricultural projects to ensure compliance with WTO TBT Agreement - Pursuing regional harmonisation of TRs, etc., for solar water heaters (in progress – multicounty project) Tunisia:

		- Established a system for evaluating food safety certifiers (which did not exist at the time – 2009). Helped consolidate TUNAC. - Enhanced private sector role in and transparency of enforcement of TBT Agreement; this required changing people and timelines; improved understanding of obligations - Evaluated the future of the National Agency of Sanitary and Environmental Control of Products (ANCSEP) and focused it on pressing priorities. Recommendation to make it a <u>national authority for risk assessment</u> rather than just coordinator of controls, <u>to give it teeth</u>. <u>New legal framework</u> (integrated Food Law, April 2015 in Parliament) had considerable input from ITP projects Morocco: - ISO 50001 certification process in 2015 - Hammam standard and certification evaluation.
ITP 304 TBT 2013-14	- Impart knowledge and skills necessary to align quality infrastructure in the participating countries with international rules and best practice - Strengthen regional work on harmonisation of quality infrastructure	In 2013-14, the ITP trained and followed up 25 participants from Algeria, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Palestine, Tunisia, Yemen, and the AIDMO and LAS Secretariats.
ITP 305 SPS 2013-14	- Provide the training and support required to reform systems and structures for food safety and trade in food and agricultural products in the participating countries in accordance with international rules and best practice and with social accountability - Strengthen regional co-operation in the area of food safety and trade in food	In 2013-14, the ITP trained and followed up 25 participants from Algeria, Iraq, Jordan, Libya, Morocco, Tunisia (46% female). <i>The Expert who followed up in the region a few months later reported: “During autumn 2014 I visited Jordan, Algeria and Tunisia to review the <u>final reports of the participants who started the ITP course about 12 months earlier</u> and to ascertain if the proposals they had developed in their projects would be implemented. In most cases it seemed that there was a good chance that they would be implemented. I was impressed by the project work carried out by the ITP course participants in their home countries as part of the course.”</i>

C. Summary of issues arising from the evaluation

Change: The ITP is clearly Sweden’s biggest QI success so far in the MENA region, with well documented **concrete results leading to institutional change**. Interviews with a broad range of ITP participants in four countries (Egypt, Jordan, Morocco, Tunisia) confirmed this and provided the examples listed above.

The ITP is a very effective way of complementing Sida activities related to Quality Infrastructure. In fact, since it started first and trained so many people now in key QI positions, it has enhanced the chances for success of Sida’s current technical QI projects. All the ITP alumni interviewed (several dozen) confirmed the utility of the training and its immediate application to their daily work, even several years later. A key motivating factor was that a significant number of the in-house projects were delivering or were likely to deliver concrete outcomes.

Suggestions for improvement:

- More practical sessions, especially related to hands-on implementation (e.g., visits to laboratories – perhaps to witness an accreditation process, abattoirs, discussions with accreditors and certifiers, etc.)
- Give more attention to certain topics (e.g., metrology, certification, inspections, market surveillance as a whole, etc.), especially to support national projects
- Split up the timeframe – 4 weeks upfront may be too much at once (differing views on this)
- Extend the mentoring to the implementation phase, post-project
- If a national or regional ITP-type programme is established at universities or quality institutes, ITP alumni should be involved; they have good ideas and know-how.
- National projects are more practical because regional projects depend on too many factors, such as travel budgets, availability, one country holding up others, etc. (e.g., halal and solar water heater projects). If doing regional projects, best to combine contiguous countries so that travel will not pose a big problem.

Sum-up:

- The ITP TBT and SPS ‘project-based’ learning and mentoring method is innovative and results-oriented.
- It has proved to be an effective approach for addressing specific issues and building confidence.
- It has delivered a ‘critical mass’ of well-trained QI professionals in the region.
- Since many took the training at a relatively early stage of their career (e.g., 1-3 years of experience), they absorbed a common ‘view’ of international legal frameworks and good practices. With so many people around the region now sharing this common view and a positive attitude to harmonisation, the ITP thus contributes to the sustainability of longer-term regional integration efforts.

Next-generation TBT capacity building? The present thinking, regarding the MENA region, is that the TBT courses have produced a sufficient officers trained in the basics, and can therefore be discontinued in their present form. The SPS courses, however, are expected to continue, as the need is high, and they could underpin the AIDMO Food Safety project.

It is likely, on the TBT side (e.g., ATU project), that the need will arise for specifically targeted training and capacity building in order to advance the harmonisation process. QI professionals across the region expressed a clear desire for targeted and **practical** advanced seminars on specific themes for professionals with a certain level of experience and seniority. These could be regional seminars bringing together professionals (e.g., from the four Agadir countries) to share experiences, gain new knowledge and practical know-how, and, ideally, to develop common work programmes on priority themes. They suggested building this into the Agadir TBT project from Year 1.

Another idea with considerable support was that Swedac and AQS may wish to work with Sida in supporting the establishment of ITP-style programmes in partnership with universities and technical schools in the four Agadir countries (each has institutions delivering quality-related courses). Such programmes could provide the ‘mass’ entry-level training that the region requires, and eventually also offer a platform for more advanced training.

In addition, Swedish Embassies may wish to consider establishing regional or national ITP Alumni Associations, to enhance and consolidate the gains achieved under the ITP.

D. Field Mission: The evaluator selected a number of former participants in the various ITP courses for interviews to verify satisfaction ratings on the quality and utility of the training and to see how the national projects have turned out from a medium-term perspective (and

hindsight). For efficiency, the evaluator selected Quality Infrastructure people who could be interviewed for other purposes as well (e.g., for the AIDMO and ATU projects). The evaluator also checked the claims that the ITP has contributed to the “noticeable increase” in national expertise since 2010.

5. MENA OECD Initiative on Governance and Investment for Development

Contribution		Dates	Amount SEK	Partner / Intervention Type
52030063	OECD MENA Initiative on Governance and Investment for Development, Stage III (‘MENA Investment’)	Jan. 2011-Dec. 2015	45 241 900	• Multilateral Organisation • Programme grant
52030089	OECD-MENA “Supporting Women as Economic Actors” : Feb. 2013-2015	Feb. 2013-Dec. 2015	8 567 440	• Multilateral Organisation • Programme grant

A. Objectives

Objectives: The MENA OECD Initiative for Governance and Investment for Development (in its third iteration: 2012-2015) “promotes broad reforms to enhance the investment climate, modernise public governance structures and operations, and strengthen regional and international partnerships, with a view to promoting economic development, job creation and human and social development in the MENA region”.

Specific objectives (from the Ministerial Declaration for Stage III):

- Support social and economic development to generate employment and raise living standards;
- Foster free trade and investment flows, which are crucial to innovation, infrastructure development and employment generation
- Encourage enhanced transparency and the rule of law in government procedures, laws and regulations that are decisive for a vibrant business environment
- Promote the fight against corruption in all its forms
- Reinforce the rule of law... including the protection of private property and contract enforcement...
- Support policy action to increase the contribution of women to, and their involvement in, economic development
- Establish strong corporate governance frameworks and responsible business conduct
- Foster efficient, fair and transparent **tax** systems as a sustainable source of public revenues
- Ensure that the **tax** system encourages SME creation, growth and tax compliance
- respect international standards on tax transparency and the exchange of tax-related information
- Promote greater access to finance, particularly by micro- and SMEs through increasing transparency of information, ensuring an appropriate legislative framework, and diversifying sources of finance.

B. Results

Objectives:	Evidence of Results
• Promote a transparent and predictable investment environment • Promote SME development and entrepreneurship • Promote responsible busi-	• Groundswell of awareness of good practices and how to implement them • Several countries pursuing investment reforms (e.g., Egypt, Morocco, Jordan, Tunisia) in line with OECD benchmarks and standards • The Arab League, with OECD support, continues to promote

ness conduct • Support women's economic integration	regional investment integration • Progress on anti-corruption legislation, implementation and enforcement underpinned by OECD anticorruption convention • SME collective action on resisting bribery supported by OECD handbook. • 8 countries engaged in SME support work. Good change agents identified. • Progress on corporate governance, in particular for state-owned enterprises and stock exchanges • For women's economic integration, comprehensive analysis on: (1) the economic situation of women in education, employment and entrepreneurship, restrictive access to business support services and finance (OECD: 'Women in Business 2014'); and (2) constitutional, family and labour law in Egypt, Jordan, Libya, Morocco, Tunisia and Algeria will be turned into policy recommendations and delivered to Ministers by end-2015.
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C. Summary of issues arising from the evaluation

Strategic Focus: The OECD's role in the region has been to facilitate dialogue and promote good practices in a variety of economic areas, many of which are underpinned by OECD instruments and standards. Highly regarded in the MENA region as a 'neutral', competent intergovernmental organisation, it has been able, through years of effort, to instil the underpinnings of good practices in different areas (investment, taxation, governance, anticorruption, gender, etc.). Feedback from the region highlighted the OECD's role as an independent think tank, with "remarkable ability to navigate the power void and people in power". Taking this to the next stage of conscientious implementation will require even more persistent and dedicated efforts.

The Sida-funded OECD programme is quite multifaceted, as is evident from the Ministerial Declaration's long list of 'strategic objectives'. The OECD's long-term approach to high-level dialogue and consensus-building is increasingly being complemented by working-level technical assistance. The OECD expects this parallel approach to facilitate earlier, more sustainable results. (Other Sida partners in the region are embracing a similar approach, as a 'lesson learned' during the 2010-2015 Strategy period.)

The OECD's intention to adopt a more focused, impact-oriented methodology in future (one of the recommendations of Sida's Midterm Review) will make it easier to plan for and document concrete achievements. Such an approach would be helpful in designing any future Sida support post-2015.

Some recommendations from the field for coming months and years:

The OECD could consider focusing on:

1. Implementation of the proposed new laws on integration of women into the labour market and business in the region
2. Business services development (SMEs & entrepreneurship) to meet specific needs
3. Public-private partnerships (PPPs)
4. Using its convening power more strategically to support key reforms
5. Being visible for the private sector, as well as for the government
6. Follow-up to the Business Integrity project (e.g., update and publish it)

D. Field Mission: The evaluator sought to verify claims of progress and sustainability on various fronts, including concrete evidence. This would have required interviews with a se-

lection of specific decision makers, direct beneficiaries (e.g., SME associations, women's groups) and change agents. During the field mission, however, only the OECD-suggested people in Jordan and Egypt were available.

An OECD 'Change Agent': Interview with Neveen El Tahri

CEO, Delta Finance; OECD-MENA Women's Business Forum

Women in business in Egypt: She sets a good example, having created several businesses, serving on boards (e.g., Egypt Financial Regulatory Board), with a broad range of networks. She is working with women and youth, enjoys mentoring, and is particularly interested in supporting the development of business services and SMEs. She has set up a small fund to support incubators (legal, accounting, auditing, financial analysis, etc.) and accelerators ("where the eventual job creation is"). "Start-ups don't create a lot of jobs."

She participated in a group of OECD, UN Women, Amcham, American University of Cairo, etc., that created a Board Member training course for women, in order to dispel the view among businesses that there were no qualified women to sit on Boards. (This view also persists in developed countries!)

She also noted that the Ministry of Trade and Industry (Dr Ablaa Abdel Latif) had created a unit to facilitate the involvement and integration of women into business and entrepreneurship, including in the villages. The Ministry's decision to appoint a woman to represent it in the Constitution writing group conveyed an important message.

OECD MENA Women's Business Forum: She has been involved since 2007 (the beginning), following a long association with OECD work on investment. She thinks the project's focus on Family Law (along with Constitutional and Labour Law) is treading new territory, and because Family Law is a delicate area, it will be useful to see what emerges, including from a foreign perspective. She lauded the OECD's decision to contract a "brilliant German-Egyptian lady" to oversee the analysis.

"In Egypt, the **timing is right** because the Sisi Government is more receptive to women and women's issues. (Tunisia and Morocco have always been more advanced in these areas.)"

"Generally the **OECD's efforts are well targeted**. Women's issues were cut off for a while during the previous government, when things went backwards and most gains were lost. The Sisi government is more positive about women, and President Sisi's decision to nominate a woman as a key adviser has sent a strong message. The Government has also said women are needed in the labour force. This should underpin the OECD's work on women as economic actors."

Source: Interview in Cairo, January 2015

Annex 6 – Terms of reference

Terms of Reference

A performance assessment of the Swedish development cooperation in the Middle East and North Africa (MENA) region 2010-2014

1. Background

The current regional strategy for development cooperation with the MENA region⁵¹ runs from 2010 to 2015. In the beginning of 2015, the Swedish government is expected to commission a proposal for a new regional strategy for the MENA region from Sida. In order to provide input to the formulation of the new strategy, Sida intends to undertake a performance assessment (evaluation) of the results of the current MENA strategy.

The objectives of the current strategy are: stronger democracy and greater respect for human rights; and sustainable development that improves conditions for peace, stability and freedom in the region. The major areas of cooperation are 1. Democratic Governance and Human Rights, 2) Water and; 3) Economic Integration.

Following the uprisings in the region in 2011, country-specific contributions in Yemen, Tunisia, Egypt, Libya and Syria were added within the sector 'Democratic governance and human rights' only (not in the water and economic integration sector).

The regional approach of the MENA strategy is a main feature of the current strategy, which states that Swedish development cooperation in the region shall include regional as well as sub-regional initiatives, whereas so-called "multi-country" approaches should be avoided.

Over the years the budget for the Mena region has grown substantially. The total budget for the strategy at its inception in 2010 was around 650 MSEK, at the time estimated to be 130

⁵¹ The current Strategy does not specify which countries are included. The previous strategy included: Jordan, Egypt, Lebanon, Morocco, Syria, Saudi Arabia, Algeria, Tunisia, Iraq, Yemen, Iran, Israel, Libya, Qatar, Bahrain, Kuwait, Oman and United Arab Emirates, and West Sahara and West Bank/Gaza.

MSEK per year. However, following the so-called Arab spring in 2011, the Swedish Government on March 31 2011 decided to amend the MENA cooperation strategy in order to support incipient democratic transitions in the region. The amendment entailed a 100 MSEK increase of the annual budget for the years 2011 and 2012, of which 40 MSEK were earmarked for country specific contributions within the sector ‘Democratic governance and human rights’. A mid-term strategy review the same year found the cooperation strategy continuously relevant and recommended that it should be fully implemented, complimented by country specific contributions and an increased budget (to a total of 350 MSEK per year, of which 150 MSEK would be devoted to country specific contributions). The Swedish Government followed the recommendations and made a corresponding budget decision in February 2012, resulting in an annual budget of 350 MSEK a year for the implementation of the MENA strategy. In December the same year, the Swedish Government decided to increase the budget to a total of 500 MSEK per year for the years 2013 and 2014, of which up to 250 MSEK per year were available for country specific contributions within the sector ‘Democratic governance and human rights’.

In 2014, the total budget is 525 MSEK. 250 MSEK are available for country specific contributions in the democracy and human rights sector in Egypt, Yemen, Libya, Tunisia and Syria. Regional initiatives in the water and economic sector respectively together amount to 150 MSEK and the remaining budget of 125 MSEK are devoted to regional initiatives in the democracy and human rights sector.

The total number of contributions (both agreed and concluded projects) funded under the current MENA⁵² portfolio is 131.

The portfolio includes interventions in four sectors/areas;

1. Human rights and democracy – country specific contributions (53)
2. Human rights and democracy – regional contributions (35)
3. Water – regional contributions (18)
4. Economic integration – regional contributions (25)

Support is mainly channelled to international organisations such as Oxfam, International Media Support, Transparency International, International Legal Assistance Consortium, Kvinna till Kvinna, etc., and multilateral organisations such as UNDP and UNICEF. They in turn work with many regional and national civil society organisations. Some regional and national organisations also get direct support from Sida.

⁵² Only contributions with agreements starting after January 2010 are included.

2. Evaluation Purpose and Objective

Purpose

The purpose of the evaluation is to assess the results achieved and lessons learnt from Sida's implementation of the Swedish development cooperation strategy in the MENA region during 2010-2015.

Objectives

The specific objectives are to:

- Based on material provided by Sida, map and analyse the current portfolio of contributions (2010-2014) overall and per sector in relation to focus areas, modalities, partners, geographic distribution, providing an easily accessible overview and a transparent basis for the selection of projects for the results assessment;
- Provide systematic information and learning on what has successfully contributed towards the formulated objectives of the strategy, as well as on what has been less successful;
- Generate new learning on the strengths and challenges of as well as preconditions for the regional approach as a model for development cooperation and whether and how country specific initiatives can support and strengthen an overall regional approach.

Intended users and use

The evaluation will feed into the process of developing the new strategy for the period of 2016-2020. It will be formative with a strong learning element, generate knowledge, identify key lessons learnt and provide recommendations for the future. The primary intended users of the evaluation are Sida and Ministry for Foreign Affairs' staff in their work to develop the new result proposal or to develop their work in the region. Other intended users are partners in development cooperation in the MENA region, other donors and the public.

3. Evaluation questions

Evaluation questions have been formulated based on the three sectors, with certain overlap with regard to overall interest. The sector-specific questions are followed by a few questions aimed at providing an assessment summary.

Sector 1: Democracy and human rights

1. Make an assessment of the results achieved in relation to the sector objective set out in the MENA Regional Strategy 2010-2015. The main objective for the sector is "*greater respect for human rights, especially the freedom of expression and women's rights*". To what extent have the projects/programmes been relevant to and contributed to the sector objective?

2. Is it possible to draw any conclusions about which actors and methods that have been more successful in achieving results? To what extent have Sida partners access to and are able to influence change processes important for the fulfilment of the sector objective? What are the lessons learned? Which are the good and bad experiences? What has worked and what has not worked?

3. Assess the value added of working at regional and country level; When/in which subsector/issues is it an added value to work regionally/nationally? Is it possible to draw any conclusions about which countries/sectors/actors/methods are more suitable for regional/national contributions given the sector objectives stated in the strategy? In order to contribute to the sector objective, what are the pros and cons of working on the regional/country level? Which preconditions are required in order to be successful at regional/national level? Is the chosen approach (i.e. the selection of countries where bilateral support is possible, but also the strong overall regional focus) continuously relevant in relation to the dynamics in the region?

Sector 2: Sustainable use of regional water resources

1. Make an assessment of the results achieved in relation to the sector objective set out in the MENA Regional Strategy 2010-2015. The main objective for the sector is *“More sustainable use of the region’s water resources, clearly taking the effects of climate change into consideration”*. To what extent have the projects/programmes been relevant to and contributed to the sector objective?

2. It is stated in the strategy that *“The objective shall be achieved by supporting transboundary cooperation on common water resources and integrated water resources use”*. What is the assessment of the results achieved and what are the experiences? To what extent have the interventions contributed to regional cooperation/integration? Have regional networks and platforms, such as UNESCWA been strengthened?

3. It is stated that support to transboundary cooperation should be limited primarily to the Jordan River and Euphrates-Tigris where it is considered Sweden could play a special role. Has Sweden been able to play this role? Is this limited perspective still warranted or should other options be considered?

4. Is it possible to draw any conclusions about which actors and methods that have been more successful in achieving results? To what extent have Sida partners access to and are able to influence change processes important for the fulfilment of the sector objective? What are the lessons learned? Which are the good and bad experiences? What has worked and what has not worked?

Sector 3: Regional economic integration

1. Make an assessment of the results achieved in relation to the sector objective set out in the MENA Regional Strategy 2010-2015. The main objective for the sector is *“More regional trade and the development of regional markets”*. To what extent have the projects/programmes been relevant to and contributed to the sector objective?

2. Is it possible to draw any conclusions about which actors and methods that have been more successful in achieving results? What are the lessons learned? Which are the good and bad experiences? What has worked and what has not worked?

3. To what extent have the interventions contributed to regional cooperation/integration and a strengthening of relevant regional structures? Has local/regional capacity been built? Are reforms/changes supported moving in the right direction and likely to be sustained?

Overall strategy implementation assessment summary

1. Summarise the main conclusions from the sector analyses. What are the main results? Is it possible to draw any conclusions about which sectors/actors/methods have been more successful in achieving results?

2. Identify lessons learnt and implications for the coming strategy period as regards aid modalities, partners and level of intervention (country specific/regional).

4. Approach and methodology

The assignment will consist of two parts; a portfolio overview and a results evaluation of a strategic sample of projects. The evaluation will cover the period 2010-2014. Since the strategy covers also 2015, many of the projects are ongoing and final reports and evaluations will not be available. It will therefore not be possible to draw conclusions about their end results. The consultants will therefore have to make a well-grounded assessment of the results achieved so far and the likelihood that results will be sustained or achieved during the agreement period.

The assignment will be carried out in close cooperation with Sida/MENA. The possibility of MENA programme officers accompanying the consultant team during the field visits should be considered.

Start-up meeting at Sida

The consultant team is expected to begin the assignment by participating in a meeting with the Sida/MENA team, where the assignment will be discussed, Sida's expectations clarified and documentation for the portfolio overview and analysis provided. A tender is to be submitted to Sida ahead of the start-up meeting, in which consultants are asked to suggest the number of projects considered reasonable and representative to review, in order to meet the requirements of this ToR. The suggestions by the consultants regarding the number of projects to evaluate can be adjusted in the inception report.

Portfolio overview and analysis

Based on documentation provided by Sida, consultants are expected to present an overview and analysis of the current portfolio of contributions (2010-2014), overall and per sector in relation to budget, length of agreement period, focus areas, modalities, agreement and implementing partners, geographic distribution including whether project is regional or national, and other dimensions that may be discussed at the start-up meeting. The objective of this exercise is to present an easily accessible overview and analysis of the portfolio of con-

tributions implemented under the MENA strategy as a descriptive foundation for the evaluation report, but also, and more importantly, to provide a transparent basis for the selection of projects for the results assessment, as regards both the suggested criteria for selection and the suggested choice, to be presented in the inception report.

The portfolio overview shall also be presented as an annex to the final report, with conclusions from the portfolio overview analysis presented in the final report itself.

Inception report

Drawing on the conclusions from the portfolio overview, consultants shall in the inception report present a description of methodological choices, design of analysis (taking into account the thematic priorities of Swedish development cooperation and the poverty perspective), data collection methods and instruments for data collection and analysis, and a detailed and operational evaluation work plan. The inception report shall include a detailed scope of work, the suggested sampling criteria for case studies (for both the desk study and the field study) and a time schedule reflecting this ToR.

With regard to case studies, the consultants will be requested to study contributions that are both relevant due to being representative of a common type of interventions and hence important for the overall implementation of the strategy, and due to providing examples of issues of particular interest. The consultants shall include contributions from all sectors, and from both regional and country-specific portfolios. The reasoning behind (i.e., the sampling criteria used for) each suggested 'case' (project) shall be explicit and clearly presented in the inception report. In a similar vein, the inception report shall suggest – based on transparent and clear reasoning – which countries to visit for field study, in order to fulfil the assignment.

In addition, consultants are asked to suggest in the inception report a method that will allow them to discuss the extent to which Swedish development cooperation with the Middle East and North Africa has helped create conditions that enable people living in poverty to improve their lives, and to capture relevant aspects of how the three thematic priorities in development cooperation have been advanced through implementation of the MENA strategy: democracy and human rights; the environment and climate; and the promotion of gender equality and the role of women in development.

The inception report and suggested methodology and sample of projects for in-depth studies shall be submitted to Sida for approval no later than November 21 2014. The inception report (including portfolio analysis) shall be written in English and shall not exceed 30 pages, excluding annexes. A meeting to discuss the inception report will be held at Sida.

Results evaluation

The political context in the region plays a key role in the results assessment. A contextual analysis is therefore necessary to provide essential information required to answer the evaluation questions. Against such a background, the consultants will through a desk study of existing documentation (project proposals, annual progress reports, evaluations, etc) pertaining to selected contributions, in combination with field visits and interviews, analyse information about results achieved against the Strategy and the sector objectives during the

period 2010-2014. The evaluation shall respond to the questions posed above (see section 3. Evaluation questions), and shall be made in line with the plan and methodology agreed with Sida, as presented in the inception report. It is expected that approximately 20 contributions are chosen for the results evaluation.

The evaluation should be initiated with a **desk study**, utilising the information in available documentation per chosen project, to formulate preliminary findings against the evaluation questions and to identify the main areas that need confirmation and greater exploration during the field visits. A **desk study report** will transparently present preliminary findings, a plan for the field visits and interview questions, to be discussed with Sida before field visits are embarked upon. The desk study report shall be submitted to Sida for discussion and approval no later than January 12, 2015.

For chosen contributions, the consultants shall also conduct **field visits**, to meet and talk to project staff, other donors, other relevant actors (both within and outside of the implementing organisation), as well as obtaining information on the actual implementation of the project/program. Other key informants are the Sida/Embassy current and former staff in Stockholm, Amman and Cairo as well as relevant partners located outside of the region (e.g. Siwi, SFG, UNESCWA; UNCTAD, ILAC, Swedac and so on).

The consultants are expected to carry out the assignment in a cost efficient manner and are expected to consider telephone interviews with other relevant actors an important complement to material gathered during the field studies.

Sida will inform the relevant stakeholders of the evaluation, its purpose and use. It is, however, the responsibility of the evaluation team to make all practical arrangements for field visits and interviews. The consultants should if feasible (practically possible) report back to the stakeholders on the findings during a field visit.

Draft and final evaluation report

The consultants shall present a draft evaluation report to Sida, written in English. The report shall address all of the above questions, and shall clearly indicate the extent to which its conclusions are firmly based in evidence. The draft report shall be submitted to Sida no later than March 2 2015.

Subsequent to the receipt of the report, Sida shall provide comments and suggestions within two weeks. These comments may be given orally or in written form, at a meeting at Sida. The **final report** shall be presented within ten working days after receiving Sida's comments, unless these are of such a substantial character that more thorough review and gathering of additional material is necessary, in which case Sida may agree to a different time-limit.

The evaluation report shall be no more than 40-45 pages long, excluding annexes. The structure of the report shall facilitate assessments of the evaluation questions. Possible limitation of methods and findings should be discussed in the report. The report should also, as mentioned above, discuss lessons learnt concerning factors contributing to success and lack of success in achieving strategy objectives, the relevance of the theories of change stated in the strategy, as well as new learning on the strengths and challenges of the regional ap-

proach as a model for development cooperation and the added value of country specific initiatives. The report shall be concrete in its conclusions, and an executive summary of main conclusions and major results shall be added to the report.

The consultants shall present the findings of the evaluation at a final seminar held at Sida, Stockholm, in early April 2015.

5. Timeframe and deliverables

An outline of the timeframe is given below:

October 23 2014	Start-up meeting: Assignment discussed and clarified, contract signed and material handed over
November 21 2014	Inception report including portfolio overview and proposed workplan and methodology submitted to Sida for discussion/approval
December 1 2014 (Monday)	Meeting in Stockholm where inception phase report is presented and discussed.
January 12 2015 (Monday)	Desk report submitted to Sida for discussion/approval
January 19 2015 (Monday)	Meeting to discuss desk study report, progress and field study method (could be Skype meeting)
March 2 2014 (Monday)	Draft evaluation report submitted to Sida for discussion/approval
March 16 2014 (Monday)	Meeting in Stockholm where draft evaluation report is presented and discussed. Sida/MENA presents comments on draft.
March 26 2015 (Thursday)	Final report submitted to Sida for approval
Early April 2015	Presentation of evaluation report to Sida, MoFA and other interested parties

All reports shall be written in English and adhere to the OECD/DAC Glossary of Key Terms in Evaluation and Results Based Management as well as the OECD/DAC quality standards for evaluation. Format and outline of the final evaluation report shall follow the guidelines in the Sida Evaluation manual “Looking Back, Moving Forward” – Annex B, format for Sida Evaluation Reports. The complete evaluation manual including annexes is retrievable from Sida’s homepage.⁵³

⁵³ <http://www.sida.se/sida/jsp/sida.jsp?d=118&a=3148&searchWords=looking>

Tender and budget

Sida assesses that the cost of the assignment will be maximum 1,050 MSEK. In the tender, the consultant team shall present a preliminary budget based on the initial methodological choices, suggested team and number of projects to study. The tender shall also contain the CVs of all consultants in the team.

The consultants shall in the tender present a preliminary timeframe that indicates number of days per consultant engaged for the assignment, and reimbursable costs. The assignment will be carried out between September 2014 and January 2015. An additional maximum two days should be reserved for a presentation of the report at a final seminar in January 2015.

The inception report shall include the full budget of the assignment, including reimbursement costs.

Consultancy team

Sida expects the assignment to be carried out by a team of at least two-three consultants whereof one will be the team leader. Gender balance in the team is preferred. Together the team shall represent at least the following key competencies and experiences:

- Extensive experience and knowledge of evaluation and assessment in development cooperation, including experience from organising, leading and reporting on similar assignments;
- Good knowledge about the MENA-region and its present conditions;
- Experience of international development cooperation;
- Relevant thematic knowledge and experience (Democracy/HR, sustainable use of water, regional economic integration/trade);
- Knowledge of cross-cutting themes (democracy and human rights, the environment and climate, the promotion of gender equality and the role of women in development and anti-corruption work);

Excellent knowledge of English (written and spoken), knowledge of French and preferably Arabic



Evaluation of the Swedish development cooperation in the MENA region 2010-2015

Sida commissioned this evaluation of Swedish development cooperation in the MENA (Middle East and North Africa) region (2010-2015) in order to assess the results achieved, lessons learnt and inform future cooperation. The MENA strategy focused on 3 sectors: human rights and democratic governance; sustainable use of regional water resources and, regional economic integration. The evaluation found that significant results were obtained in all 3 sectors and that Sida and their partners were flexible and able to adjust to rapidly changing circumstances. It was recommended that Sida should in future phases continue to support the same sectors and, where relevant, the same partners in order to consolidate and bring about cumulative results

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