



FINAL REPORT

FOR THE EXTERNAL REVIEW OF THE

CARE ÖSTERREICH ADA FRAMEWORK PROGRAMME (CÖAFP)

2010-2012

**„ CLAIMING RIGHTS - PROMOTING PEACE:
EMPOWERMENT OF WOMEN IN CONFLICT AFFECTED AREAS
(BURUNDI, UGANDA AND NEPAL)“**

PROJECT NO. 1980-02/2010

Experts:

Dr. Markus Brunner (BiRD GmbH)
Ing. Martin Hauszer (facilitation.at)

Istanbul/Munich/Graz, December 2012

Table of Contents

1. EXECUTIVE SUMMARY	3
2. INTRODUCTION	5
3. CONTENT OF THE REVIEW	7
3.1. CARE ÖSTERREICH ADA FRAMEWORK PROGRAMME (CÖAFP) 2010 TO 2012	7
3.2. GUIDELINES FOR FRAMEWORK PROGRAMMES CO-FINANCED BY THE ADA	9
4. REVIEW RESULTS	10
4.1. GENERAL OBSERVATIONS AND ASSESSMENTS	10
4.2. ASSESS THE DESIGN AND LOGIC COHERENCE OF PROGRAMME AND PROJECT LEVEL INTERVENTION INCLUDING THE DESIGN OF THE LOGFRAME	12
4.3. ANALYSE TO WHAT EXTENT THE PROGRAMME OBJECTIVES AND RESULTS HAVE BEEN ACHIEVED	17
4.4. ASSESS THE RELEVANCE, IMPACT (BASED ON IN-COUNTRY INTERVENTIONS), EFFECTIVENESS AND EFFICIENCY OF THE PROGRAMME	18
4.5. HIGHLIGHT STRENGTHS AND WEAKNESSES OF THE FP IN TERMS OF PLANNING, IMPLEMENTING AND MONITORING (INTERNAL SYSTEMS)	20
4.6. ASSESS THE ORGANIZATIONAL “PROGRAMME” POTENTIAL BASED ON THE ORGANIZATION’S STRENGTHS, CAPACITIES AND WORLDWIDE STRUCTURE FOR THE FUTURE WORK	22
4.7. ASSESS HOW THE FRAMEWORK PROGRAMME IS INTEGRATED INTO THE ORGANISATION STRUCTURE WITHIN CARE ÖSTERREICH	23
4.8. ASSESS THE ADDED VALUE OF THE PROGRAMME FOR CARE ÖSTERREICH	23
4.9. ASSESS IF AND HOW THE COOPERATION BETWEEN CARE NORWAY AND CARE AUSTRIA CONTRIBUTES TO ENHANCED AND SUSTAINABLE PROGRAMMING IN THE FIELD OF POST-CONFLICT WOMEN’S EMPOWERMENT	24
4.10. ASSESS IF THERE IS A VALUE ADDED IN THE COOPERATION WITH OTHER CARE MEMBERS IN THE FRAMEWORK PROGRAM INTERVENTIONS	25
4.11. ASSESS HOW CARE ÖSTERREICH CAN ENHANCE KNOWLEDGE SHARING OF LESSONS LEARNED INTERNALLY AND EXTERNALLY	25
5. LESSONS LEARNED, RECOMMENDATIONS AND CONCLUSION	27
5.1. LESSONS LEARNED AND RECOMMENDATIONS	27
5.1.1. ADDRESSED TO CARE	27
5.1.2. ADDRESSED TO THE ADA	28
5.2. CONCLUSION	29
6. ANNEXES	30
6.1. ANNEX 1 – TOR	30
6.2. ANNEX 2 – INTERVIEWS AND WORKSHOPS	39
6.3. ANNEX 3 – DOCUMENTS REVIEWED	40

1. Executive Summary

The external review of the CARE Österreich ADA framework programme (CÖAFP) 2010 to 2012 was jointly carried out by the Bureau for Institutional Reform and Democracy (BiRD) GmbH and facilitation.at with a team of two experts from the beginning of September 2012 until the end of November 2012.

The review process included an inception meeting, a comprehensive desk review of relevant documents, individual key informant interviews with CARE Österreich programme staff and CARE programme staff in the three CÖAFP countries (Burundi, Nepal, Uganda), an internal review workshop and a draft review presentation workshop.

The main objective of the review was to draw lessons learned from the planning and implementation of the current FP with a few to providing recommendations for future framework programming.

The scope of the review was limited to issues and questions related to framework programming. Evaluations of constituent individual projects or parts thereof were not within the scope of this review.

With a total volume of close to EUR 3 mio., the CÖAFP is the second largest framework programme (FP) cofinanced by the Austrian Development Agency/ADA (cofinancing of 80 %). Its overall objective is “to contribute to increased effectiveness of women empowerment programmes in conflict and post-conflict situations through a holistic approach to empowerment and evidence based research, learning and best practice”. The specific objective is: “By 2012, 35,000 women affected by conflict in Burundi (5,000), Uganda (15,000) and Nepal (15,000) are able to exercise women’s human rights (around the UN SCR 1325, 1820, 1888 and 1889) by addressing agency/individual, institutional/structural and relational aspects of their empowerment.” The CÖAFP consists of interventions in the three CÖAFP countries, in Austria and on an international level.

Its approach is based on a theory of change which combines individual, structural and relational aspects of women empowerment through a combination of economic support, psychosocial support and networking and advocacy. The three main expected results are structured along these lines, while a fourth is deliberately being left open for additional activities at country level. Additionally, the CÖAFP includes an ambitious research and learning agenda (R&LA) in order to draw “evidence-based conclusions regarding the quality and effectiveness of the approaches and interventions chosen.

It is being implemented with a total of 19 implementing partners in 13 districts or provinces and strategic partners in the three CÖAFP countries and includes a close collaboration with CARE Norway for the project in northern Uganda.

The *overall rating* for the CÖAFP 2010 to 2012 is “highly satisfactory”. The programme itself is assessed to be well targeted, ambitious and very important, due to the choice of the main beneficiaries and the approach taken, i.e. the so-called theory of change and the general approach.

The *design and logic coherence* at programme and project levels is assessed to be very strong. However, this overall very positive rating masks some striking differences in quality – both between various sections in individual documents reviewed (programme documents and progress reports at FP and country levels; mid-term reviews etc.) and between the three countries in which the CÖAFP is being implemented.

The main qualifications at this level refer to a) the Research and Learning Agenda (R&LA) which has a focus on research, but which has been too ambitiously formulated and insufficiently operationalised; b) the relationships with partners which are insufficiently characterised and analysed; and c) the design of the logframes at programme and project level which limits their use for project management and monitoring.

The *achievement of programme objectives* seems, by and large, highly satisfactory, but can only be assessed in aggregate quantitative terms, due to insufficient specification of objectives and results and a subsequent lack of quality indicators.

The CÖAFP is *highly relevant*, indeed, one of its major assets is the operationalisation and implementation of relevant UN Security Council Resolutions. Its *impact* is high in certain areas (advocacy, networking), but can be strengthened by a more thorough application of tools like mid-term reviews. *Efficiency and effectiveness* are again being rated highly satisfactory, with some potential for further improvement, while *sustainability* could be strengthened by a more explicit capacity building strategy for implementing partners and by an early elaboration of exit strategies.

The *strengths* of the CÖAFP are clearly in the areas of planning and actual implementation while the area with the *biggest potential for improvement* is internal monitoring. While the monitoring systems itself is adequate, the lack of targets for appropriate indicators is the main reason why monitoring was largely inconsistent.

CARE's potential to implement such types of programmes is assessed to be very high, due to its staff, its institutional structure, its fundraising capacity and – in the case of the CÖAFP – the effective combination of grassroots-level implementation of activities with networking and advocacy at national and international levels.

The CÖAFP has contributed to further building capacity within CARE Österreich and to position CARE Österreich as a competent partner in women empowerment programmes, apart from assisting to taking the shift from a project-based to a programme-based approach further within the organisation. However, there seem to be some tensions about the added value of the framework programme within CARE Österreich which will need to be adequately addressed in order to maximise its benefits.

The *cooperation between CARE Norway and CARE Österreich* in the Roco-Kwo project in northern Uganda is an excellent example for the many advantages of a cooperation of two CARE donor country offices, among them the pooling of resources within a larger strategic framework, the provision of financial stability over the longer term for such programmes, and the complementary nature of expertise made available. Such cooperations shall be more proactively pursued in future.

Knowledge management in the CÖAFP had a strong focus on research but was insufficiently operationalised throughout the programme. Knowledge management activities will need to be planned and reported more systematically with a focus on conceptualizing learning and allowing the deduction of lessons learned at all levels.

The *main recommendations* are to be more realistic and less ambitious in designing and planning the new framework programme (“less is more”) and to strengthen knowledge management and project cycle management.

2. Introduction

The external review of the CARE Österreich ADA framework programme (CÖAFP)¹ 2010 to 2012 “Claiming rights – promoting peace: Empowerment of women in conflict affected areas (Burundi, Uganda and Nepal)”, co-financed by the Austrian Development Agency (ADA), was contracted by CARE to the Bureau for Institutional Reform and Democracy (BiRD) GmbH at the beginning of September 2012.

The review was jointly carried out by BiRD and facilitation.at with a team of two experts – Dr. Markus Brunner, Director, BiRD, and Mr. Martin Hauszer, Managing Director, facilitation.at – from the beginning of September 2012 to the end of November 2012.

A first observation concerns the timing of the review: for a review to adequately feed into the design of a future framework programme (FP), a review at the programme level needs to be concluded, or at least well underway, by the time the planning for the new FP is in its intensive phase. Even though we were assured by CARE Österreich that review results can still be integrated into the new FP application, we are of the opinion that the review should have been commissioned three to six months earlier.

The review process included:

- An inception meeting with CARE Österreich programme staff in Vienna;
- A comprehensive desk review of FP and related documents provided by CARE Österreich;
- Individual key informant interviews with CARE Österreich programme staff in Vienna;
- Individual key informant interviews via skype and/or telephone with two representatives of country offices and programme staff in each of the three FP countries;
- An interview with the head of the NGO desk of the ADA;
- A review workshop for the participative elaboration of selected key review issues with CARE Österreich staff in Vienna;
- The presentation of the draft review report at a workshop with CARE Österreich staff and a representative of the ADA in Vienna;
- The finalisation of the review report according to comments received at the draft review report presentation workshop and according to written comments by CARE.

The main objective of the review was to draw lessons learned from the planning and implementation of the current FP with a few to providing recommendations for future framework programming.

The specific objectives of the review can basically be grouped in two categories:

- Review questions focussing on the FP; and
- Questions touching upon issues beyond the current FP.

¹ CÖAFP is the abbreviation used by CARE for the framework programme which will also be used in this report.

The review questions focussing on the current FP were:

- Assess the design and logic coherence of programme and project level intervention including the design of the logframe;
- Analyse to what extent the programme objectives and results have been achieved;
- Assess the relevance, impact (based on in-country interventions), effectiveness and efficiency of the programme;
- Highlight strengths and weaknesses of the framework programme in terms of planning, implementing and monitoring (internal systems).

Review questions beyond the current FP included:

- Assess the organizational “programme” potential based on the organization’s strengths, capacities and worldwide structure for the future work;
- Assess how the Framework Programme is integrated into the organization structure within CARE Österreich;
- Assess the added value of the programme for CARE Österreich;
- Assess if and how the cooperation between CARE Norway and CARE Austria contributes to enhanced and sustainable programming in the field of post-conflict Women’s Empowerment;
- Assess if there is a value added in the cooperation with other CARE members in the framework program interventions;
- Assess how CARE Österreich can enhance knowledge sharing of lessons learned internally and externally.

The reviewers would like to thank CARE Österreich for providing all the necessary documents in time at the start of the mission and for its staff for being available for the meetings, interviews and workshops at the agreed dates.

The narrative assessments below include ratings for individual review questions and issues, where appropriate, with the scale ranging from “highly satisfactory” to “not satisfactory”. These ratings and assessments solely reflect the views of the reviewers, but are taking into consideration the views expressed by interview partners in the course of the review.

We would like to point out that the scope of the review is limited to issues and questions related to framework programming and to the FP currently being implemented. Evaluations or assessments of constituent individual projects or parts thereof are not within the scope of this review.

The structure of the review report follows the structure provided in the ToR and remains within the limit of 30 pages. It is clear, though, that review results and assessments have to be condensed when observing these requirements. More detailed information on individual issues can be obtained from the reviewers, if needed.

3. Content of the Review

3.1. CARE Österreich ADA Framework Programme (CÖAFP) 2010 to 2012

The CARE Österreich framework programme “Claiming rights – promoting peace: Empowerment of women in conflict-affected areas (Burundi, Uganda and Nepal)” is being implemented from the beginning of 2010 to the end of 2012. It has a total volume of close to EUR 3 mio., of which 80 % (EUR 2.4 mio.) are being cofinanced by the Austrian Development Agency (ADA).

The *overall objective* is “to contribute to increased effectiveness of women empowerment programmes in conflict and post-conflict situations through a holistic approach to empowerment and evidence based research, learning and best practice”.

The *specific* (or framework programme) *objective* is: “By 2012, 35,000 women affected by conflict in Burundi (5,000), Uganda (15,000) and Nepal (15,000) are able to exercise women’s human rights (around the UN SCR 1325, 1820, 1888 and 1889) by addressing agency/individual, institutional/structural and relational aspects of their empowerment.”

Based on a theory of change, this objective shall be achieved by activities in *four expected result* (ER) *areas* (or “domains of change”):

- ER 1 – Solidarity group approach: “At the end of the programme, 35,000 women are participating in Solidarity Groups and XX % perceive increased self-esteem, solidarity and social cohesion;”
- ER 2 – Psychosocial wellbeing: “Out of the 35,000 women and 10,000 men directly benefitting from psychosocial interventions, at least XX % report increased psychosocial wellbeing;”
- ER 3 – Advocacy and networking around UN SCR 1325 and women’s rights attainment after conflict: “Out of the 35,000 women participating in the solidarity groups, XX % are linked with networks for women’s rights and in each country at least one discriminatory law, identified as relevant within the advocacy strategy on UN SCR 1325 (and 1820), 1888, 1889, will be successfully changed in favor of grassroots-women’s articulated needs;”
- ER 4 – other components: “Each CO is free to add other component(s) which have proven to be necessary for their holistic approach in their given situation and programming preferences; and in compliance with and support to its overall women’s empowerment concept.”

Remarks by the reviewers:

- It was planned to update the missing quantifications, marked in the programme document with “XX”, once baseline data would have been available. However, this quantification exercise was not done.

- It is highly unusual to include a completely open and unquantified result in the programme document and the programme's logframe. The task of a programme document is to summarise and meaningfully aggregate the interventions planned in its various components so that it can be properly managed, monitored and evaluated. This means that any country-specific components will have to be mentioned at the programme document level in order to integrate them into the overall intervention logic.

In addition to the four ER, the CÖAFP includes a research and learning agenda (R&LA) in order to draw “evidence-based conclusions regarding the quality and effectiveness of the approaches and interventions chosen. Continuous research, participatory learning (= reflective practice) and questioning of the used methodologies and interventions leads to a continuous enhancement of the quality of programming and to the deduction of best practices, clarity of do-no-harm and a set of model interventions which can be used for piloting women's empowerment also in other post-conflict settings.” Furthermore, the R&LA states that “each programme intervention will define its context-related learning agenda, which is supported through technical assistance from the gender and the psychosocial expert”.

Remark by the reviewers: The R&LA is not included as a separate result area and only mentioned in the CÖAFP's logframe at the level of the overall objective.

The CÖAFP is being implemented:

- by CARE Österreich and through the country and regional offices of CARE Burundi, CARE Uganda and CARE Nepal;
- with a total of 19 implementing partners in 13 districts or provinces in the three CÖAFP countries Burundi, Uganda and Nepal as well as in Austria and, for some advocacy and networking activities, on the international level;
- with strategic partners in the three CÖAFP countries;
- in cooperation with CARE Norway for the activities in northern Uganda;
- with a total of 117 activities initially planned in the three CÖAFP countries according to the country programme documents plus activities in Austria and internationally and under the R&LA;
- and, according to the progress reports, with a total of 1,681 staff in 2011 at all levels, including community-based volunteers.

The theory of change, upon which the CÖAFP is based, was elaborated at a learning conference during the previous framework programme and has been defined as:

“Women's agency in and after conflict is strengthened through enhanced psychosocial wellbeing and active integration into Solidarity Groups (with a special emphasis on economic empowerment), along with an array of other locally determined psychosocial activities. Women's human rights awareness raising through training, and the linkage of grass-roots women's voices and needs to national and international level advocacy initiatives, enables them over time to negotiate (= relational aspect of empowerment) the structures (legal and cultural aspects) around them and speak out for themselves. Thus sustainable women's empowerment for grass-roots women in post-conflict can be reached through specifically addressing in a holistic way agency, structural and relational aspects and by mainstreaming

the strategic engagement of men. This will, over time, substantially change the gender power-relations (programme hypothesis).”

The CÖAFP is furthermore based on a programme approach (stressing coherence, long-term commitment and lasting impact) and on extensive analysis of the situation regarding women’s rights in the three CÖAFP countries and activities regarding the implementation of relevant UN Security Council Resolutions in Austria and internationally.

3.2. Guidelines for Framework Programmes co-financed by the ADA

In an effort to increase the effectiveness of bilateral programme and project aid disbursed through non-governmental organisations (NGOs), the ADA created the instrument of “Co-financing of Framework Programmes of Austrian Non-Governmental Organisations” in 2005. The current guidelines date from March 2012, whereas the guidelines in place at the time of the submission of the CÖAFP date from May 2009. The version of 2009 will be used for assessing the CÖAFP 2010 to 2012.

These guidelines stipulate that the FP instrument applies to “Austrian organisations that together with local partner organisations carry out self-contained multi-year programmes in developing countries”. They define a FP to consist of “*coherent and interactive programme interventions with a common strategic and development objective*. The Programme objective must be clearly defined, quantitatively and qualitatively measurable and achievable within three years.” (Italics by the reviewers)

The guidelines furthermore state that a FP “is implemented in practice through consistent programme interventions” which may include

- projects with a defined timeframe and thematic and geographical horizon,
- pilot projects and
- programme interventions to strengthen synergistic effects, context and structure-forming interventions, knowledge management and know-how transfer.

Apart from giving positive thematic and structural funding criteria (such as long-term improvement of living conditions; being in line with Millennium Development Goals and the Three-Year Programme of the ADC; self-help and sustainable responses to the basic demands of disadvantaged persons; correspondence to country, regional and thematic focus areas of the ADC) as well as formal funding criteria, the guidelines also state what is NOT considered to be part of a FP:

- A number of projects in a sector that have no connection, exchange or synergistic effects with one another;
- A number of projects in the same region that have no thematic link, exchange or synergistic effects;
- Projects with activities aiming at short-term improvement in the situation but no long-term change in the causes of poverty and corresponding changes in the relevant structures;
- Projects aimed at a local target group (limited number of beneficiaries) and at a (short-term) improvement in their living conditions.

Furthermore, the guidelines contain examples of programme level interventions grouped under the headings of

- Interventions with synergistic effects (e.g. networking of local organizations, coordination with other development partner programmes etc.);
- Context and structure-forming interventions (e.g. influencing regional/national policy frameworks, concerted actions with partners or other donor etc.); and
- Knowledge management and know-how transfer (e.g. development and testing of new methods, systematic learning and exchange etc.).

Conclusion: Overall, the definition of a FP according to the ADA guidelines is very flexible and provides a lot of space for NGOs to concretely define and design their respective FPs. However, there is a clear demand for coherence, interactiveness, sustainability and a common strategic and development objective of individual projects and, last, but not least, for programme level activities.

4. Review Results

4.1. General Observations and Assessments

Overall rating: highly satisfactory, with some qualifications

The overall rating for the CÖAFP 2010 to 2012 is “highly satisfactory”. The programme itself is assessed to be well targeted, ambitious and very important, due to the choice of the main beneficiaries and the approach taken, i.e. the so-called theory of change and the general approach.

In summary, the main strengths of the CÖAFP are in the following areas:

- The choice of the main beneficiaries, i.e. women in post-conflict regions, one of the most vulnerable and marginalized groups of society in the three FP countries;
- The general approach, consisting of an elaborate “theory of change” which itself is the product of a previous FP and which conceptually links the components of individual capacities, cultural norms and legal structures, and power relations through economic support, psychosocial support and advocacy;
- Its high relevance in terms of operationalising international conventions and UN resolutions;
- The linking of awareness raising and lobbying from the grassroots level with the national level in the three FP countries and in Austria as well as in international fora through the CÖAFP and using the international structure of CARE;

- An elaborate and ambitious array of analytical and methodological products to accompany the implementation of the CÖAFP (baseline studies, mid-term reviews, research papers and studies, guidelines, underlying causes of poverty analyses etc.).

We therefore concede that the CÖAFP is – generally and overall – being implemented according to high quality standards.

However, it sometimes appears as if individual components and steps have been designed and implemented in a textbook-like manner – sometimes probably disregarding their practical use in a dynamic and complex implementation environment (see, for example, the baseline studies done, especially the one for northern Uganda). Besides, planning seems to have been too ambitious in some aspects.

We also admit that we faced some challenges in analysing the CÖAFP due to varying degrees of quality of the programme documents and progress reports from section to section and from country to country and due to the fact, as has been discussed at the review workshop with key programme staff of CARE Österreich, that the reports in some areas do not fully capture the CÖAFP’s “project reality” (e.g. regarding the information contained in the progress reports or the effects of the research and learning component).

The main qualifications to the very positive overall rating therefore refer to the following areas:

- Certain elements of the project cycle management (PCM) have quite some space for improvement (e.g. analysis of implementing partners; definition of targets for results with appropriate indicators; operationalisation and planning of activities below the level of the general approach; design of the logframe etc.);
- Internal monitoring and evaluation (M&E) was largely done inconsistently despite an M&E system which seems adequate. This is probably due to the complexity of the CÖAFP, together with staff changes at various levels in the course of its implementation and limited staff having too many different tasks to perform.

Other areas which might require attention from CARE’s FP planners in future include:

- For a framework programme of that size (close to EUR 3 mio. overall, with ADA-cofinancing of EUR 2.4 mio.), the CÖAFP is a relatively complex programme – being implemented in 3 countries and a total of 13 districts and provinces, with an additional research and learning component and with a total of more than 100 planned activities in the three FP countries;
- The research and learning agenda features prominently in the programme description and is a key element at the level of the overall objective, but appears to be designed too ambitiously and is insufficiently operationalised at other levels of the CÖAFP’s logframe.
- Most of the documents reviewed are very strong in the background and analysis sections; indeed, they are, in our view, mostly unnecessarily extensive (for example, the first 19 of a total of 37 text pages of the programme document for the intervention in northern Uganda are devoted to background and analysis). On the other hand, one would expect to find more details and structure in other sections (e.g. types of activities supported and their expected effects; knowledge management activities undertaken and their effects; relationship with implementing partners and field workers, exit strategies etc.).

Based on these observations, which will be elaborated in more detail in the following sections, we have a general impression that the CÖAFP tried to achieve a lot of things within a limited timeframe, possibly too many. Review interviews and the review workshop as well as the documents reviewed give an indication that programme and country office staff was sometimes tested by the complexity of the CÖAFP (and its comparably strict and prescriptive design) and by the variety of tasks they had to perform, leading – in some cases – to situations whereby certain activities were implemented without realising their full potential (here we are specifically referring to the baseline studies and the mid-term reviews).

In conclusion, we feel that “less might sometimes have been more” – meaning that a less ambitious planning and design might have created more space for achieving (even more) quality outputs and learning effects at all levels.

Our recommendations will therefore focus on:

- Improving certain elements of PCM, including improving the contents and structure of programme documents and reports;
- “less is more” – be more realistic (and less ambitious) when designing the new FP and allow enough time for learning processes to take place at all levels, taking into account that effective social change requires both time and well-capacitated agents; but at the same time being more specific in the planning of activities at various so as to have programme documents and logframes which can actually be used as management tools;
- Strengthen knowledge management at all levels, from the field workers of implementing partners to participating country office and CARE international staff, and systematically record knowledge management activities undertaken and their effects and results.

4.2. Assess the design and logic coherence of programme and project level intervention including the design of the logframe

Rating: satisfactory

Overall, the design and logic coherence at programme and project levels is assessed to be very strong. However, this overall very positive rating masks some striking differences in quality – both between various sections in individual documents reviewed (programme documents and progress reports at FP and country levels; mid-term reviews etc.) and between the three countries in which the CÖAFP is being implemented.

- General approach at programme and project levels:

The intervention logic in terms of the general approach of the CÖAFP is indeed its major asset. The strategic linking of women empowerment in the form of economic support, psychosocial support and advocacy is conceptually framed in a “theory of change” which addresses “agency” (the individual capacity to act), “structure” (the cultural and legal structures constituting the socio-political realities of women in post-conflict regions) and “relations” (the power relations through which change is negotiated).

This holistic approach (which also includes the changing of the behaviour of men) is coupled with the equally strategic linking of activities at the grassroots, regional, national and international level. This is achieved through bringing together implementing partners and their field workers, regional and national CARE country offices in the three CÖAFP countries and CARE Österreich and its participation in national fora in Austria and at the international level.

Taken together, this general approach provides for a powerful and very effective package of activities for achieving change at the various levels of intervention.

The CÖAFP is placed in the framework of the UN Security Council (SC) Resolutions 1325 of 2000 (“Women, peace and security”) and 1820 of 2008 (“Violence against women in conflicts”), other UN SC resolutions (SCR) with a similar focus and the EU’s “Comprehensive approach to the EU implementation of the UN SCR 1325 and 1820 on peace, women and security” (2008) and rightly focuses on the operationalisation and implementation of these resolutions and conventions which are sometimes vague in terms of actual implementation modalities.

Even though Uganda has been a hotspot for aid agencies for many years, the focus on northern Uganda and the choice of the other two CÖAFP country interventions – Burundi and Nepal – is perfectly in line with this general approach.

The general approach is replicated in the programme documents at the level of three CÖAFP countries in a consistent manner. Furthermore, as an additional asset, the CÖAFP is embedded in wider women empowerment programmes in all three CÖAFP countries.

- General approach and intervention logic at the programme level:

The intervention logic at the programme level according to the CÖAFP logframe is:

“Continuous research, participatory learning (=reflective practice) and questioning of the used methodologies and interventions leads to a continuous enhancement of the quality of programming and to the deduction of best practices, clarity of do-no-harm and a set of model interventions which can be used for piloting women’s empowerment in other post-conflict settings as well (adopted to the specific environment). The knowledge is fed back into the Programming Cycles.“

This is in line with the overall objective of the CÖAFP:

“To contribute to increased effectiveness of women empowerment programmes in conflict and post-conflict situations through a holistic approach to empowerment and evidence-based research, learning and best practice”

This intervention logic adds another important layer to an already complex general approach – the so-called “research and learning agenda” (R&LA). The R&LA features prominently in the CÖAFP’s programme document and is very ambitiously formulated: among others, it shall lead to a “continuous enhancement of the quality of programming and to the deduction of best practices, ... and a set of model interventions which can be used for piloting women’s empowerment also in other post-conflict settings” (CÖAFP programme document, p. 20).

While this R&LA is adequately replicated and reflected in the programme documents of the three CÖAFP intervention countries, in each case also as a separate expected result (ER) area (ER 4 in Burundi; ER 5 in Nepal; ER 4 in Uganda), it somehow stands apart as a separate, though not fully formalised and operationalised activity at the programme level.

The R&LA at least partly satisfies the ADA's funding criteria for framework programmes (knowledge management and know-how transfer), but has a definite focus on research, apart from being both (too?) ambitiously formulated and insufficiently operationalised, at least at the programme level. This adds to our impression that the CÖAFP tried to achieve too many things within a limited period of time. Admittedly, an impressive array of studies was produced and guidelines were applied in the course of the CÖAFP, and two learning conferences took place which provided fora for exchange.

However, from the interviews and the CÖAFP documents, it is unclear to what extent learning actually took place at the various levels of implementation, especially with effects down to the immediate implementation level – i.e. to implementing partners and field workers. It is also unclear whether the exchange went substantially beyond sharing experiences, i.e. beyond the presentation of one's own experiences, and whether there were limits to generalisation detected because of contextual differences and/or language barriers between the three countries.

In summary, we assess the research agenda to have been performed very well, while the effects of the knowledge management component in terms of providing practical solutions and guidance at various levels of implementation remain largely unspecified.

- Relationships with partners:

We mention in various sections of this report that implementing partners are not sufficiently characterised and analysed in terms of strengths and weaknesses (and subsequent capacity building measures required). Also, the way how they were chosen is not clear – for example, in one instance it was remarked that the respective country office had chosen the implementing partners only shortly before the programme document was submitted, and that therefore an analysis of them could not be included. It seems that implementing partners are, at least in some instances, seen as mere service providers for a programme planned and designed elsewhere. However, for a programme which puts one focus on the implementation of activities at the grassroots-level (in addition to networking and advocacy activities on a national and international level), it is utterly important to adequately analyse partners and – for sustainability reasons – to include those partners at all stages of the programme's design and implementation. After all, it is those partners and their field workers who ultimately have to implement the holistic approach and who shall feed into and benefit from the knowledge management system.

Another aspect which requires attention is the relationship between CARE Österreich and the CARE country offices in the framework programme countries. Within the CÖAFP 2010 to 2012, all three country offices in Burundi, Uganda and Nepal are affiliates of or managed by CARE USA. There seems to have been a close and largely fruitful collaboration between CARE Österreich and those country offices during the CÖAFP, but there is no direct hierarchy between CARE Österreich and the country offices. Thus, the influence of CARE Österreich on their operations seems to be limited. Interestingly, this implementation structure and its benefits and potential weaknesses are not mentioned in the programme document. In our view, though, this might be partly responsible for some of the weaknesses described in this report (in terms of reporting, clarity of planning etc.). Equally, while CARE Österreich disposes of excellent expertise in the area of gender and psychosocial support, this expertise does not seem to be fully

matched in the country offices, most likely due to competing priorities and the variety of other programmes those country offices have to manage.

- Design and logic coherence of the programme logframe:

The CÖAFP's logframe clearly spells out the overall objective (increased effectiveness of women empowerment programmes through learning) and contains the quantified specific objective. Also, the expected results (ER) 1 to 3 largely correspond to the general approach outlined in the narrative section of the programme document.

As a minor remark, we note that the logframe should not have assumptions and risks at the level of the overall objective. However, other issues are more important in terms of guiding implementation and enabling both internal monitoring and external evaluation:

- The objectively verifiable indicators are largely problematic. At the level of the overall objective, the first OVI is quantified, but too vaguely formulated in order to be verifiable, while the other OVIs are relatively in order. At the level of the specific objective, the OVIs are not adequate.
- At the level of the ERs, the OVIs are given and mostly adequate, but not quantified – due to the fact that baseline studies were not yet available at the time of submitting the CÖAFP application. Basically, such an approach can be taken, provided that the logframe is being updated and complemented with quantified OVIs once baseline data are available. Such an updated logframe shall then be used as the basis for progress reporting. According to the review, this has not happened consistently. The only quantification of expected results can be found in the narrative section of the programme document when the number of the immediate target group² of the whole programme is given (35,000 women and 10,000 men).
- ER 4 is an open result area – to be used by country offices based on their respective approach. An open result area at the programme logframe level is per se problematic since it cannot be monitored or evaluated.
- The ambitious R&LA is only mentioned at the level of the overall objective in the CÖAFP's logframe, but not at the other levels.

The main problems of the CÖAFP logframe therefore are:

- The way it was drafted, it can neither guide implementation nor serve as a basis for internal monitoring or external evaluation. It should have been updated once baseline data were available. Moreover, the OVIs are not adequate at each level, apart from not being quantified below the overall objective level.
- It is unclear why the R&LA was not adopted as a separate ER in the CÖAFP logframe which would have been the logical step. Since it is neither operationalised nor has meaningful OVIs, it is virtually impossible for an external review to analyse whether what was planned has been achieved, and to what extent. For a framework programme which puts such a prominent focus on

² In this report, we are using the term „target group” for the “direct beneficiaries” according to the CARE terminology.

knowledge management at the level of the overall objective, its lacking operationalisation is all the more surprising.

- Design and logic coherence of the logframes at project level:

Similar problems were detected with the logframes in the three CÖAFP countries, though in varying degrees:

- Northern Uganda: The number of the target group (135,000 women) is the one of the overall northern Ugandan women empowerment programme, the logframe does not specifically refer to the CÖAFP-component. The indicators are not quantified and have not been updated later; the targets can therefore not be reviewed. The ER 4 regarding programmatic learning is poorly formulated and as such neither a meaningful result nor verifiable. For each expected result area, however, the narrative sections are much more detailed and at least partly quantified. It therefore seems that the logframe was rather added as a bureaucratic requirement than used as a project management tool.
- Nepal: The logframe is largely structured along the CÖAFP's general approach and complemented with an additional ER (access to public and control over private resources). However, instead of one, there are three specific objectives of the intervention, and OVIs are not quantified at all. Again, there are more details in the narrative section of the document, but it is questionable whether such a logframe was actually used by programme managers.
- Burundi: The logframe for Burundi is the only one which has both a quantified specific objective and OVIs which are quantified (with some exceptions in ER 3 and ER 4). Even though some of the OVIs are not very clearly formulated and will therefore have been difficult to measure, this logframe can potentially – with some modifications – serve as a useful project management tool.

Conclusion: There is some room for improvement in the analytical and structured planning of the overall FP and of individual interventions, not least in order to provide for an effective monitoring during implementation. It seems that the logframes were treated as a requirement for accessing ADA-cofinancing, but not as an instrument for project management and monitoring. We basically suggest to start FP planning with the development of logframes in order to establish a clear and concise intervention logic with different results contributing to one specific FP objective, and then to build the narrative sections around this logframe, not the other way around. Specifically regarding the current logframe, if a logframe is deliberately left without quantification at the planning stage, due to non-availability of baseline data at that time, it needs to be revised to contain meaningful and quantified OVIs as soon as possible thereafter. Our major point is that objectives, results and activities as well as indicators need to be defined in a way that they can actually be used by programme and project managers, evaluators and project staff alike to determine whether the intervention is achieving what it is supposed to achieve, or to give an indication of unplanned and/or unintended results.

4.3. Analyse to what extent the programme objectives and results have been achieved

There is no overall rating for this review question, the reason being that the programme's objectives and results have not sufficiently been specified at the start of the programme in terms of quality indicators.

However, what can be assessed is programme progress in terms of funds spent, numbers and types of activities undertaken as well numbers of target group representatives reached, according to the progress reports for 2010 and 2011. Such a purely quantitative assessment gives the following results:

- After a slow start in the first year with only 20 % of available funds spent (partly due to a funding gap at the start of the CÖAFP, partly also due to the fact that implementation of activities requires some lead time), disbursement picked up in the second year to 60 % and thereby was largely according to plan.
- After the first year, a total of 21,397 persons were organized in solidarity groups (women and men; 47.5 % of the target), while the corresponding figure for the second year was at 31,979 (71 % of the target).
- Baseline studies were carried out in all three countries in 2010, which in itself is an achievement.
- Similarly, mid-term reviews were conducted in all three countries in 2011.

Other figures in the progress reports (like the figure of 308 psychosocial care workers trained in 2010) cannot be assessed since there were no targets set. Also, the fact that baseline studies and mid-term reviews were done does not necessarily give an indication whether these exercises brought the intended results. In fact, it seems that some of the baseline studies suffered from conceptual weaknesses and that the mid-term reviews (MTRs), with the exception of the one done in Burundi, were largely seen as a bureaucratic requirement rather than as a chance to jointly assess progress, develop lessons learned and adapt the programmes, if necessary.

To be sure, there were many activities started or undertaken which contribute to achieving the specific and overall objectives. One of the most interesting instruments used in Nepal and Uganda was the “underlying causes of poverty analysis” (UCP; a similar tool was used in Burundi) which turned out to be a powerful set of instruments for awareness raising and the identification of the target group. Furthermore, the progress reports mention many successfully undertaken lobbying and advocacy activities on national and international levels.

4.4. Assess the relevance, impact (based on in-country interventions), effectiveness and efficiency of the programme

Rating: highly satisfactory

The overall rating for this review question is mostly due to the CÖAFP's high relevance and the effectiveness with which it was implemented, based on the two progress reports for 2010 and 2011.

- Relevance:

The CÖAFP is highly relevant in terms of addressing the operationalisation and implementation of the UN SCR 1325 and 1820 (and the more recent SCR 1888 and 1889 on the topic of “women, peace and security”). It also corresponds to (and is referred to in) the ADA's focus paper on “Women, gender and armed conflict” (January 2011). Suffice to note that the CÖAFP's high relevance is further strengthened by CARE's linking of grassroots-based implementation of activities with lobbying and advocacy at the national and international level.

- Impact:

Regarding the impact of the CÖAFP, we'd like to distinguish three levels: the impact at the immediate implementation level, impact in terms of advocacy, and impact on CARE Österreich. The latter issue will be discussed in section 4.7 below.

Impact of the CÖAFP at the immediate implementation level: As mentioned in our offer, the review criteria of the impact of in-country interventions cannot be addressed within the parameters of a review at the level of the framework programme. We had noted that such an assessment would require baseline criteria and data established before and cross-checked during or after the intervention. The desk review has revealed that baseline studies were done in the first FP year, but only the mid-term review (MTR) done for the CÖAFP component in Burundi refers to these data in a systematic manner. In this context, it is interesting to note that the MTR for Burundi was the only one done by an external consultant, while the MTRs for northern Uganda and Nepal were done internally (though with some external facilitation in the case of Nepal). The Burundi MTR shows an overall positive achievement of objectives when comparing MTR-data with baseline data, also detects some unintended results and gives a number of very relevant recommendations. Among others, it notes that CARE needs to develop exit strategies for implementing partners (or, in the words of the MTR – “CARE has to gradually start cutting the umbilical cord that binds it to the community workers and SG [solidarity group] community relays”, page 9). It also rightly mentions that threats to women's rights are beyond the control of CARE Burundi alone and that therefore advocacy activities shall be strengthened. The SWOT analysis performed in the Burundi MTR is very interesting and confirms some of the results of this review. By contrast, the MTR for Nepal seems to have been done by people who were too much involved in the implementation of activities. Similarly, the MTR for Uganda suffers from a lack of critical distance and systematic search for lessons learned. Neither the Nepal nor the Uganda MTR adequately refers to the baseline data gathered earlier. (As a minor remark, it is interesting to note that the Uganda MTR has as a key recommendation the strengthening of

the documentation, learning and knowledge management framework – which is supposed to be part of the overall objective of the CÖAFP.)

Our recommendation to CARE Österreich is to systematically use the instrument of MTRs in future framework programmes and to have them conducted by external experts or with mixed teams of external experts and CARE programme staff in order to maximise the potential benefits of such exercises. Furthermore, CARE might consider separate end-of-project impact evaluations focusing on the grassroots-level of the FP.

In terms of advocacy activities carried out, the impact of the CÖAFP can be rated highly satisfactory. Through the integrated lobbying and advocacy activities, CARE was able to influence the debates at the national level in the three FP countries as well as in Austria, in some cases leading to the adoption of relevant legislation or national action plans, and also at the international level, through CARE's participation in relevant fora.

- Effectiveness and efficiency:

Based on the progress reports, both effectiveness (i.e. “were the right things done?”) and efficiency (i.e. “were things done right?”) can be rated satisfactory to highly satisfactory – with the qualifications that these assessments refer to the programme level only, due to the nature of this review, and that weaknesses in the internal monitoring of the CÖAFP as discussed in other parts of this report limit the extent to which statements can be made.

Regarding effectiveness, we see some room for improvement by more systematically analysing the effects of activities at the immediate implementation level, by a more systematic analysis and selection of implementing partners and by a more systematic use of instruments like MTRs and final evaluations.

In terms of efficiency, we note that PCM can and shall be strengthened at various levels. In this respect, we are also of the opinion that an ADA-cofinanced framework programme can be used more efficiently to finance knowledge management and learning systems.

- Sustainability:

The evaluation criterion of sustainability is not mentioned in the ToR for this review, but will be briefly addressed. Sustainability explicitly only features in two paragraphs in the overall programme document, basically stating that CARE is providing capacity building to local partner organisations and that thereby programme management, networking and leadership skills are strengthened. This is largely what can be expected from a programme focusing on women empowerment through a solidarity group approach.

However, the programme document is silent on how a medium to longer term strategy for either implementing partners or solidarity groups would look like. Probably most importantly, as mentioned in the MTR for Burundi, there do not seem to be exit strategies for implementing partner organisations, thereby questioning whether, and how, an intervention shall be continued once funding through the CÖAFP or through other CARE financing sources will have stopped. This lack of exit strategies contrasts sharply with the rather prescriptive nature of the programme's design and will need to be addressed in a future framework programme.

4.5. Highlight strengths and weaknesses of the FP in terms of planning, implementing and monitoring (internal systems)

There is no overall rating for this review question since the assessments are very different for planning and implementation on the one hand and monitoring on the other hand. Whereas we see the major strengths of the CÖAFP in planning and even more in actual implementation, the major weaknesses are in the area of internal monitoring. However, this summary assessment masks some striking differences:

Planning of the CÖAFP can well be considered excellent in terms of the overall approach and the background and analysis of its various components. The choice of the target group and the intervention areas (the 13 districts in northern Uganda, Burundi and Nepal recently affected by conflicts), the theory of change, the combination of economic and psychosocial support with networking and advocacy at regional, national and international level are well argued and backed by sound analysis and recent implementation experience.

Equally, regarding implementation, the CÖAFP followed an almost textbook-like approach – from the participative situation analysis and identification of target groups via the “underlying causes of poverty” analysis to baseline studies, mid-term reviews, and learning events on to national and international advocacy activities. Coupled with dedicated staff at CARE Österreich with strong technical expertise and sufficient staff in the country and regional offices, this provides for a very sound project implementation environment.

When taking a closer look at the programme documents, however, some weaknesses are revealed at this level:

- CÖAFP programme document: Like many other documents reviewed, the programme document is very strong in the sections dealing with background, analysis and general approach. These sections appear unnecessarily extensive. The proclaimed focus of the CÖAFP is on increasing the effectiveness of women empowerment programmes through a) a holistic approach (which is clearly the case with the combination of the three main elements of, in the terms of CARE, “agency”, “structure” and “relations”) and b) evidence-based research, learning and best practice – hence the research and learning agenda for the identification of best practices and model interventions. All in all, these are very ambitious overall objectives and suggest a dual focus – on the one hand, implementation according to a holistic approach, on the other hand a very strong learning and knowledge management focus. The facts that targets other than the number of the immediate target group were not specified at the start (and not updated later) and that the programme document contains an expected result 4 which is not specified were discussed in the section dealing with the programme logframe. The general impression of other sections of the programme document is that it is well and (too) extensively argued in what it contains. However, it is maybe more interesting to note what it does not contain (and what one would expect it contains): For example, the document is either silent or vague about an analysis of implementing partners and a justification of their choice; the definition of exit strategies or medium- to longer-term strategies with regard to implementing partners and solidarity groups supported through the CÖAFP; a summary of lessons learned; or a description of the relationship and division of tasks between CARE Österreich and the CARE country offices.
- Nepal programme document: This programme document is again very strong in the background and analysis sections and adequately describes the linkages to other programmes and relevant government policies. It contains five result areas (or “domains of change”) that shall be achieved

in the course of the CÖAFP, but neither the overall objective nor the total of 50 different activities in the five result areas are quantified. Equally absent is an analysis of implementing partners, while the lessons learned from past interventions seem useful.

- Uganda programme document: It is also very strong in the background and analysis sections which make up roughly half of the document (excluding annexes). However, it suffers from similar weaknesses like the Nepal programme document: the six implementing and four strategic partners are described, but not analysed in terms of their strengths and weaknesses; the overall objective is not quantified, only the overall number of the target group for the whole northern Uganda women empowerment programme is given (135,000); activities are organized in four expected result areas, but the number of activities under these result areas differs in the document – on page 7 and 8, a total of 32 activities are mentioned, while chapter 6 contains 39 activities; given that CARE has been operating in northern Uganda before, the lessons learned are weak; and, last but not least, the document mentions the cooperation between CARE Norway and CARE Österreich in the framework of the wider northern Uganda women empowerment programme (WEP) in several places, but the exact positioning of the CÖAFP within the WEP is not being described (overall budget and logframe of the WEP and the contribution of the CÖAFP etc.).
- Burundi programme document: The programme document for Burundi is clearly of much higher quality than the other two programme documents. There is a quantified specific objective, and also the expected result areas are well-specified and quantified, with the exception of ER 4 (learning). The four expected results contain a total 35 activities. Like in the other two programme documents, an analysis of implementing partners is missing, and the section on lessons learned could have been stronger.

Monitoring, on the other hand, is the weakest link in the CÖAFP's project cycle management. The monitoring system itself, as outlined in the M&E workplan at programme level, is found to be elaborate and adequate and includes baseline studies, MTRs, the elaboration of an M&E framework focusing on outcome level indicators, training in software, programme-wide data collection, an end-of-programme evaluation and research on indicators for psychosocial wellbeing. According to the progress reports, most of the intended activities under the heading of M&E have been performed. In addition, CARE Österreich remarked at the review workshop that the M&E system includes regular field visits by CARE Österreich, more frequent field visits by the country and regional offices and regular reports on various levels.

It is therefore all the more surprising that the results of these monitoring exercises are not contained in a consistent manner in the progress reports at programme and project levels, and are therefore of limited use to programme managers and external evaluators alike. A few examples shall illustrate this assessment:

- One major problem was discussed earlier – the lack of targets fixed for appropriate indicators, and the lack of updating the logframes and specifying and quantifying the indicators once baseline data were available.
- The programme level progress reports should usually contain aggregated data of the whole programme according to the indicators initially established. Instead, the only aggregated data with reference to initial plans are overall figures of solidarity groups established and target population reached. The major part of the reports is filled with chronological and case-by-case listings of activities done in the three project locations and in Austria and updates to activities under the R&LA.

- The progress reports for Nepal contain some valuable lessons learned during implementation and are largely well structured with giving indicators and corresponding statements as to their achievement. The problem with most of these indicators is, however, that they are very descriptive and, again, that it is unclear which targets were initially or annually set, if any.
- The progress reports for Burundi are largely clear, reflecting on new approaches tested and implemented (among others on the topic of “engaging men”) and recording progress towards targets initially set. The intervention in Burundi again is the positive example among the three CÖAFP countries, even though the information could have been presented in a more analytical manner.
- The progress reports for northern Uganda are more difficult to assess. On the one hand, annual reporting – though harmonized for both CARE Norway and CARE Österreich, which in itself is an achievement – for an ongoing programme of which only a part is being implemented under the CÖAFP, is difficult and will almost certainly lead to inconsistencies. On the other hand, the information presented is indeed inconsistent and sometimes contradictory. For example, while the programme document mentions six local implementing partners, the progress report 2010 mentions seven local partner organizations. Or: the progress report 2010 mentions 15 activity clusters in three expected result areas (or “outcomes”, in the terms of the progress report), instead of the four expected results of the programme document (the fourth one being the learning component). With “governance”, suddenly a new result area – “outcome 4” – appears in the progress report 2011 which was not mentioned before, and result areas and number of activities are again different to the programme document and the progress report 2010.

Such a type of monitoring and progress reporting cannot serve as a sound basis for internal M&E or as useful information for an external evaluation. It does not reveal whether targets were reached or not and cannot provide information on possible reasons for either. We will therefore recommend to substantially improve internal M&E, by reporting progress in a much more consistent manner against set targets. If such information is already available, then the task for programme managers in the country offices and at CARE Österreich is to adequately present it. It is clear, though, that M&E for a complex intervention like the CÖAFP requires sufficient human resources.

4.6. Assess the organizational “programme” potential based on the organization’s strengths, capacities and worldwide structure for the future work

Rating: highly satisfactory

We basically assess CARE’s potential to implement such types of programmes to be very high. CARE disposes of dedicated and well-trained staff at various levels. It furthermore has an institutional structure consisting of regional and country offices in the CÖAFP countries, country offices in donor countries and an international office which allows it to effectively combine grassroots-based implementation of activities with networking and advocacy at national and international levels.

In financial terms, the annualised ADA-contribution to the CÖAFP-budget only accounts for 5 % of the annual CARE Österreich budget (around EUR 16 mio. in 2011; including around EUR 4.6 mio. of donations and other income not tied to specific projects). While project funds received from the EU or

other donors are normally project-based, the relatively high proportion of donations shows that CARE is able to generate funds from a variety of sources which can potentially complement programme-based activities.

4.7. Assess how the framework programme is integrated into the organisation structure within CARE Österreich

The CARE Österreich programme staff is obviously very proud of the CÖAFP which is the second largest framework programme cofinanced by the ADA, and to a large extent this is justified. Especially its expertise (gender, peace and security) is nationally and internationally in demand. The CÖAFP is seen as an opportunity to taking the so-called “P-shift” – the shift from a project-based to a programme-based approach – further within CARE, both in Austria and internationally. This is also necessary in terms of organisational development within CARE international, since, for example, gender expertise is excellently available in CARE Österreich, but still comparably limited in the country offices which often have many other programmes to manage and which are not directly responsible to CARE Österreich.

However, some of the review interviews indicated that the programmatic approach which the ADA-cofinancing requires is not yet fully supported within CARE Österreich. In the course of the review, we indeed received different feedback regarding the programmatic work within CARE Österreich. Programmatic work, on the one hand, is correctly being portrayed as very important. But there were also some statements to the effect that advocacy and knowledge management as part of a programmatic approach are counterproductive for effective fundraising – i.e. that programmatic work cannot be marketed properly – and that advocacy activities are a kind of “luxury”.

Within the parameters of this review, we cannot resolve these tensions. However, we want state that both within the Austrian Development Cooperation (ADC) and on an international level, the trend is clearly pointing towards more programmatic, at least sector-wide approaches. Additionally, we are confident that the more quality outputs and results the CÖAFP is showing, the more such internal resistance will be fading. In the medium to longer term, the tensions between programmatic work and fundraising can only be resolved with a) educating the fund-givers and b) CARE management realising the added value of programmatic work.

4.8. Assess the added value of the programme for CARE Österreich

The added value of the CÖAFP for CARE Österreich clearly is above all in the support of the ADA-cofinancing for programmatic activities like knowledge management, learning and research. This is similar to other NGOs receiving ADA-funds through the instrument of framework programmes, and as such underlines the value of the instrument. As mentioned above, the CÖAFP furthermore supports the shift to a more programmatic approach which CARE internationally fully embarked upon from 2009. In addition, the CÖAFP helped to raise the profile of CARE Österreich in the area of women empowerment and built competencies which are also being appreciated by its partners.

However, in our assessment, the use of a framework programme for undertaking programmatic activities could still be strengthened. It seems that the emphasis during the period 2010 to 2012 was still much more on implementing economic and psychosocial support as well as advocacy activities, including attendant

research, than on more programmatic and knowledge management activities. The budget for the learning component within the CÖAFP accounts for just under 20 % of the overall CÖAFP-budget. It is unclear whether research and learning activities were also included in the budgets for the interventions in Uganda, Burundi and Nepal, possibly under the heading of documentation.

CARE Österreich might consider placing more emphasis on programmatic activities in the future framework programme, earmarking more resources for a better structured and more intensive knowledge management at all levels of the FP.

4.9. Assess if and how the cooperation between CARE Norway and CARE Austria contributes to enhanced and sustainable programming in the field of post-conflict Women's Empowerment

Rating: Highly satisfactory

The cooperation between CARE Norway and CARE Österreich in the Roco-Kwo project in northern Uganda, which later became the northern Uganda women empowerment programme, is an excellent example for the many advantages of a cooperation of two CARE donor country offices, among them:

- It enables the pooling of resources to embark on interventions within a larger strategic framework.
- It provides much needed medium to longer term financial stability (so-called “anchor-funding” in the words of one interview partner) which can ideally – as was the case in this programme – be complemented with shorter term funding from other sources to support individual programme activities.
- It can maximize the technical input for such types of programmes by combining the strengths of various CARE donor country offices (e.g. the experience of CARE Österreich in the area of psychosocial support and gender and the experience of CARE Norway in the area of livelihood) and creates spaces for mutual learning and exchange between CARE donor country offices, also in terms of instruments and tools applied.
- Especially for the CARE Uganda country office, the cooperation turned out to be useful since reporting was largely harmonized, thereby limiting the administrative burden associated with the management of donor funds and freeing resources for its actual implementation.

However, the cooperation was not without challenges: It seems that the CARE Uganda country office was sometimes overwhelmed by the task of harmonizing reporting according to different templates, and it also seems that the quality of the programme document and the progress reports has suffered, as evidenced by the inconsistencies referred to above.

Also, the different programming cycles of NORAD and ADA framework programmes are posing a challenge. While the NORAD framework programme funds channeled through CARE Norway have a 5-year programming cycle, the ADA framework programme funds channeled through CARE Österreich have a 3-year programming cycle. This of course is problematic in terms of timelines for programme design, mid-term reviews and end-of-project evaluations. In an ideal scenario, donor coordination would advance to a stage where harmonization also includes the harmonization of programming cycles.

On a more general level in this respect, it is clear that social change attempted by programmes like the CÖAFP takes more than three years. The reviewers have also noticed the limitations of the ADA's 3-year programming cycle in the framework programme reviews of other Austrian NGOs which receive ADA-cofinancing, and the corresponding administrative efforts (developing a framework programme application which is a process usually stretching over close to a year; implementation of the framework programme with annual reports; conducting mid-term and other reviews; starting the planning for a new framework programme in the third year while implementation is still going on ...). One of the recommendations of this review will therefore be addressed to the ADA and will basically consist in suggesting to the ADA to consider a longer 5-year programming cycle for those NGOs who have performed well and have received a positive review of a previous framework programme.

4.10. Assess if there is a value added in the cooperation with other CARE members in the framework program interventions

The answer to this review question follows directly from the positive experiences of the cooperation between CARE Norway and CARE Österreich in northern Uganda. In times of stable or even shrinking aid budgets, the cooperation of CARE Österreich with other CARE members is an opportunity which shall not be missed. It is furthermore a necessity if the programme approach shall be further strengthened and embedded in longer term country or sectoral strategies which cannot be financed by one donor alone. Also, CARE Österreich became a kind of “knowledge center” for CARE International in matters concerning gender and psychosocial support during and with the CÖAFP.

Given the positive experience of northern Uganda, however, it is a bit surprising to note that this kind of cooperation of two CARE members is being portrayed as such a novelty. Similar to the so-called “P-shift” upon which CARE embarked rather late compared to other organisations, probably due to its history in humanitarian relief work, one would expect that alliances between different CARE members are being sought more proactively and strategically, mediated by CARE International.

4.11. Assess how CARE Österreich can enhance knowledge sharing of lessons learned internally and externally

Knowledge management is a key component of the CÖAFP. It is part of the overall objective and ambitiously formulated in the section on the “research and learning agenda” (R&LA) in the CÖAFP's programme document. Its objectives are the “continuous enhancement of the quality of programming” and “the deduction of best practices, clarity of do-no-harm and a set of model interventions”. The programme document also states that “each programme intervention will define its context-related learning agenda which is supported through technical assistance from the gender and the psychosocial expert”. Further down, the programme document mentions comprehensive studies to be carried out in the three countries in the psychosocial field for delivering easily applicable indicators for psychosocial wellbeing. Other areas of activity for the R&LA are the identification of traditional risk factors and coping mechanisms and a cross-country study on how to sustain emerging female grassroots leadership. Research

was also planned – and done – in the areas of gender analysis and the inclusion of the solidarity group approach into the M&E framework.

As noted in the section dealing with logframes, these activities under the R&LA have interestingly not been operationalised in the logframe. There is neither a separate expected result for the R&LA nor is it included in the expected results 1 to 3. The learning conferences that have taken place (one on psychosocial learning in Uganda in February 2012; the other one on the implementation of the agenda of the UN SCR 1325 in the ADA cooperation countries at the same time also in Uganda, but with different participants) are only mentioned in passing in the programme document (the latter one) or not at all (the first one). However, the detailed budget for the learning component contains provisions for the two learning conferences.

Under the heading of the R&LA, the two progress reports for 2010 and 2011 mention a number of studies that were carried out (on gender analysis; sustaining emerging female grassroots leadership; indicators for psychosocial wellbeing; and others).

However, the review interviews and the review workshop suggest that a lot more has taken place in terms of exchange of experiences, exchange visits and knowledge management. There was, for example, quite some knowledge management and exchange of experiences taking place at various levels, among others between local implementing partners in the course of trainings and targeted capacity building events. The problem for the review is simply that these activities have not been consistently planned and that the lessons learned from these exercises have not been systematically recorded and as such are not adequately reflected in the CÖAFP's reports, neither at programme nor at project level.

Based on these observations, our recommendations for strengthening knowledge management essentially consist of:

- Systematically include all knowledge management activities – and not only research and larger learning events – in the design and planning of the future framework programme. Knowledge management needs to become either a separate expected result area, with clear and attainable objectives, activities and indicators, or be meaningfully integrated in other expected result areas. Furthermore, budgets for knowledge management activities shall be specific enough to also allow progress tracking in financial terms.
- Systematically reflect upon and report about knowledge management activities undertaken, and encourage partners (country and regional offices, implementing partners and field workers) to do likewise. Only properly documented knowledge management activities can give insights as to which activities worked best and produced which results and also show the potential limits to generalization and to the development of model interventions and best practices.
- The focus of an adequate knowledge management system should be on conceptualizing learning throughout all levels of implementation, as was partly done during the CÖAFP already. Furthermore, the experiences made, shared and validated and the lessons learned at various levels also need to be documented in order to preserve them over time, making them a bit more independent of staff changes, and to use them for achieving a higher impact with subsequent programmes. The review has shown that the sections on lessons learned in the various documents and reports differ substantially in terms of quality and quantity, which, again, might be due to the CÖAFP trying to achieve many things at once.

5. Lessons learned, recommendations and conclusion

We have decided not to list all lessons learned as identified in the sections above in a summary manner. Instead, we would like to focus on the most important lessons learned in our view, together with the corresponding recommendations, which shall assist in sustaining the successes of the CÖAFP in a future framework programme and in overcoming some of its weaknesses. For a complete overview of all lessons learned and more background information on how lessons learned and recommendations were arrived at, the relevant sections above should be consulted.

5.1. Lessons Learned and Recommendations

5.1.1. Addressed to CARE:

- **Lesson learned 1:** *The CÖAFP is an important and largely well-managed, but complex intervention which tries to achieve many different results on various levels with a great variety of stakeholders, partners and activities in three framework programme countries, in Austria and on the international level.*

Recommendation: “less is more”

We recommend that the new framework programme shall be slightly more realistic – and less ambitious – in its design and in what it wants to achieve at various levels. It shall take into consideration the limitations posed by staff being in charge of a variety of tasks and projects and by the time it requires to work at the grassroots-level in a participative and thus sustainable manner. Aiming at carrying out fewer activities and, for example, a less ambitious research and learning agenda shall enable a more coherent planning and implementation of those activities which were sufficiently specified in the design phase. Moreover, the principle of focusing on the relevant issues shall also apply to the drafting of programme documents and progress reports

- **Lesson learned 2:** *While the research agenda is ambitious and very well implemented, overall knowledge management is insufficiently operationalised and conceptualized as an integrated activity spanning all levels of implementation and its activities and results are not systematically documented.*

Recommendation: Create a knowledge management system that facilitates continuous learning, reflection and the documentation of its results.

CARE shall strive to integrate all knowledge management activities in the design of the future framework programme, ideally as a separate result area, with clear and attainable objectives, activities and indicators. It shall furthermore systematically report about and document knowledge

management activities. The focus should be on creating space for learning in an activity-driven implementation environment. The ADA's framework programme instrument provides the necessary funding for such types of activities and its impact shall be optimized.

- **Lesson learned 3:** *Project cycle management is weak in certain areas, for example regarding the analysis of partners and the definition of exit strategies, but most importantly in the design of the logframes at programme and project levels, the definition of indicators and the quantification of targets, with the effect that internal monitoring is inconsistent and results-based management difficult.*

Recommendation: Strengthen project cycle management with a focus on applying tools (logframes, indicators, SWOT-analyses etc.) that can facilitate the implementation of a framework programme according to realistically defined, easily measurable and well-documented targets.

While the monitoring system of the CÖAFP is adequate, the programme's objectives, results, indicators and activities need to be sufficiently specified and defined in order to form a meaningful basis for project management, monitoring and evaluation. It is worthwhile to invest time and effort when drafting the programme documents and logframes at programme and country level before the start of the next framework programme, so that progress reporting and monitoring can actually give information on whether intended (and unintended) results were achieved or not, and provide indications of reasons for either.

For the successful implementation of all three major recommendations above, it is mandatory that sufficient human resources are made available at each level, but especially for monitoring and providing continuous project management and oversight at the level of CARE Österreich.

5.1.2. Addressed to the ADA:

- **Lesson learned:** *A three-year programming cycle is in many cases too short for programmes aimed at achieving social change.*

Recommendation: Consider a longer five-year programming cycle for those NGOs who have performed well and have received a positive review of a previous framework programme.

Most interventions within programmes supported by the ADA with the instrument of framework programme require a longer funding cycle than three years. Furthermore, the administrative burden associated with developing a framework programme document is substantial and binds resources which could actually be used for the implementation of programmatic activities. In the view of increased aid effectiveness, a longer programming cycle of five years shall therefore be used for well-performing NGOs.

5.2. Conclusion

The CÖAFP is a highly relevant and important programme which is being implemented according to high quality standards by a very motivated staff. The weaknesses detected shall serve as suggestions on how to make a future framework programme even more effective and to improve efforts aimed at strengthening the rights of women in post-conflict situations.

It is very obvious that a programmatic and holistic approach which addresses the problems faced by women in post-conflict situations with a combination of economic support, psychosocial support and advocacy is a powerful instrument for achieving social change.

However, the review shall also serve as a reminder that

- a) the requirements of project cycle management need to be fully observed in order to maximize the impact of the programme, and
- b) the programme department needs to be adequately supported, both by CARE's management and by staff in the country offices.

6. Annexes

6.1. Annex 1 – ToR

TERMS OF REFERENCES

EXTERNAL REVIEW OF THE NGO FRAMEWORK
PROGRAMME **1980-02/2010: Claiming rights - promoting peace:
Empowerment of women in conflict affected areas
(Burundi, Uganda and Nepal); 2010 – 2012**

1. Introduction

The CARE Österreich ADA Framework Programme (CÖAFP) “*Claiming rights - promoting peace: Empowerment of women in conflict affected areas (Burundi, Uganda and Nepal); 2010 – 2012*” is a three year development programme of CARE Österreich, CARE Nepal, CARE Uganda, CARE Burundi and its implementing partners (total of 19 organisations) and shall be externally reviewed until end of 2012.

The framework programme which is 80 % co-financed by the Austrian Development Agency (ADA) has been running from 1st of January 2010 to 31st of December 2012, and is the second phase of the ADA Framework Program of CARE Österreich.

The CÖAFP: “Claiming Rights – Promoting Peace: Women’s Empowerment in conflict affected countries (2010-2012) Burundi, Uganda and Nepal” consists of four coherent and interactive programme interventions with a common strategic and development objective; and a research & learning component as described below:

The **overall objective** of the framework program is (please compare Annex 1, Program Proposal submitted with Programme Logframe):

- *To contribute to increased effectiveness of Women Empowerment programs in conflict and post conflict situations through a holistic approach to empowerment and evidence based research, learning and best practice*

The **specific** (context related) **objective** is:

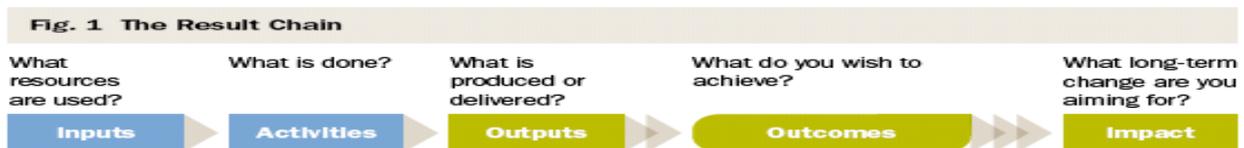
- *By 2012, 35.000 women affected by conflict in Burundi (5000), Uganda (15.000) and Nepal (15.000) are able to exercise women’s human rights (around the UNSCR 1325,*

1820, 1888 and 1889)³ by addressing agency/individual, institutional/structural and relational aspects of their empowerment⁴)

In order to reach this goal, CARE has developed together with the local partner organizations and the CARE program staff at the Learning Conference in Burundi (2009, report pls see in the annex) the following “Theory of Change” (working hypothesis):

- *Women’s agency in and after conflict is strengthened through enhanced psychosocial wellbeing and active integration into Solidarity Groups (with a special emphasis on economic empowerment) along with an array of other locally determined psychosocial activities. Women’s human rights awareness raising through training, and the linkage of grass-roots women’s voices and needs to national and international level advocacy initiatives, enables them over time to negotiate (=relational aspect of empowerment) the structures (legal and cultural aspects) around them and speak out for themselves. Thus sustainable empowerment for grass-roots women in post-conflict situations can be reached through specifically addressing in a holistic way agency, structure and relational aspects and by mainstreaming the strategic engagement of men. This will, over time, substantially change the gender power-relations).*

In line with the Theory of Change mentioned above, the following expected result areas (=“domains of change”) have been agreed on as minimum expected result areas (domains of change) for all the three program interventions (including the “result chains or functional chains” which we identified as necessary steps for reaching positive outcomes and impacts)



ER 1 – Solidarity group approach: (Popular Education Centers in Nepal; Village Savings and loans associations in Uganda and Burundi):

Within ER 1 area women’s mobility, self-esteem, resilience, solidarity and social cohesion will be strengthened through the “Solidarity Group Approach”.

At the end of the program, 35 000 women are participating in Solidarity Groups and XX⁵% perceive increased self-esteem, solidarity and social cohesion.

³ Based on the Fokuspaper of ADA on “Frauen, Gender und bewaffnete Konflikte”, Wien Oktober 2009. (http://www.entwicklung.at/uploads/media/Fokus_Gender_und_Konflikt_Oktober_2009_final_02.PDF)

⁴ PIS look at CAREs Women Empowerment Framework at: <http://pqdl.care.org/gendertoolkit/default.aspx> and <http://gender.care2share.wikispaces.net/>

⁵ context relevant indicators will be defined in the Baseline study and measured at country level

Functional chain: Women are actively enabled to share common space and exchange their experiences in a “safe environment” by participating in program intervention’s activities. This is also the first step towards enhancing psychosocial wellbeing, it creates resilience, solidarity and social cohesion, and women’s mobility is increasing and thus contributes to grass-roots women’s empowerment in post conflict situations on agency and relational level, minimizing negative repercussions of men through their strategic inclusion in the program interventions.

ER 2 – Psychosocial Wellbeing of women affected by the conflict is strengthened and thus a way towards taking up agency is paved.

Within ER 2 area women’s self esteem and sense of social connectedness will be strengthened by tailored psychosocial interventions.

Out of the 35.000 women and 10.000 men directly benefitting from psychosocial interventions, at least XX %⁶ report increased psychosocial wellbeing.

Functional chain:

Based on the needs women’s psychosocial resources are systematically strengthened and risk factors are mitigated through several country specific initiatives on the solidarity group level. Promoted through several activities social responsibility is considered as an inherent value within the groups. Consequently marginalized and vulnerable persons are located and actively integrated into the groups. The broader community is aware of characteristic psychological reactions to hardship conditions which in turn leads to a decrease of the connected stigmatization. Women in emergency situations are assisted by various means: Through applied skills of emotional support within the community and through reliable information on available social services.

ER 3 – Advocacy and networking around UN SCR 1325 and women’s rights attainment after conflict:

Within ER 3 area networks are promoting the implementation of UNSCR 1325 (and 1820) at local, national and international level – and grassroots women’s voices and perspectives are integrated into peace-building, reconciliation, reconstruction efforts and women’s rights campaigns, thus successfully contributing to the creation of an enabling environment for women’s rights attainment.

Out of the 35.000 women participating in the solidarity Groups, XX %⁷ are linked with networks for women’s rights and in each country at least on discriminatory law, identified as relevant within the advocacy strategy on UN SCR 1325 (+1820), 1888, 1889, will be successfully changed in favor of grassroots-women’s articulated needs.

⁶ context relevant indicators are defined through the research *Measuring psychosocial wellbeing and producing indicators*) at country level and were planned to be integrated in the M&E system after the mid term evaluation, but the study is still ongoing due to the prlongued processes of getting research permits.

⁷ S.a., will be defined in the Baseline study and measured at the country level

Functional chain: Grass roots women’s voices, needs and rights are successfully channeled into national level women’s rights networks; and emerging local women’s leadership is continuously supported. A specific advocacy strategy is developed and implemented. They contribute to structural changes in favor of women’s human rights and to the implementation of UN SCR 1325 and 1820. Women’s rights representatives are connected with regional and international forums for the implementation of UN SCR 1325 and 1820. Thus the program interventions are contributing to an enabling environment for the attainment of women’s human rights.

ER 4 –other components:

Each CO was free to add other component(s) which have proven to be necessary for their holistic approach in their given, specific situation and programming preferences; and in compliance with and support to it’s overall Women’s Empowerment concept.

Research and Learning Agenda

With the program interventions contributing to the same defined result areas (domains of change) and applying jointly agreed on methodologies, comparability was to be created in terms of outcome, impact and context related factors, which enable CARE to draw evidence based conclusions regarding the quality and effectiveness of the approaches and interventions chosen. This Program Intervention is called “Learning Component” and managed by CARE Österreich.

The Programme Interventions

Four programme interventions have been formalized to achieve the framework programme objectives mentioned above, thus working in Burundi, Nepal, Uganda and Austria..

Overarching programme elements were budgeted within the “Learning Component” which is managed through Austria.

- Programme intervention 1: Burundi - Claiming Rights - Promoting Peace: Women’s Empowerment in conflict affected areas (KIRUMARA II).
- Programme intervention 2: Nepal - Women’s empowerment for transformation in the Churia area (SAKCHAM II).
- Programme intervention 3: Uganda: Women’s Empowerment for Peace – (WEP II)
- Programme intervention 4: Learning Component - Österreich: “Claiming Rights – Promoting Peace: Women’s empowerment in conflict affected areas (Burundi, Uganda, Nepal) 2010-2012”

2. Objective of the Review

The main objective of the external review is to analyse lessons learnt from framework programming (content) and the processes involved in order to improve programming and processes for framework programmes in the future.

3. The partners

a) CARE Österreich
www.care.at

Since 1986 CARE Österreich has been successfully supporting and implementing development and humanitarian assistance projects/programmes on all continents, particularly in Southern and East Africa and the Great Lakes Regions, South and South East Asia, the Middle East and South/East Europe and the CIS. Up to now CARE Österreich has secured funds for more than 360 projects, implemented in 50 countries, benefiting millions of vulnerable people.

Since 1995 CARE Österreich is effectively managing more than 90 EuropeAid and ECHO grants & service contracts. In 2007 CARE Österreich has managed a total of 53 projects in 22 countries worldwide with annual expenses of more than EUR 11.2 million of which 65 % were funded by the European Commission and 13 % by the Austrian public institutions and 21 % of private fund-raising. CARE Österreich is a valued partner of the European Commission Development Aid EuropeAid and the EC Humanitarian Aid ECHO, the Austrian Development Agency, various UN organizations and other development actors recognized for effective project cycle and contract management as well as high quality assurance.

b) The Austrian Development Agency
www.ada.gv.at

The Austrian Development Agency (ADA) is the Operational Unit of the Austrian Development Cooperation (ADC). It is in charge of implementing all bilateral programmes and projects in ADC's partner countries and administers the budget earmarked for this. Another focus of ADAs operations is education and information in Austria to convey the issue of development cooperation to a broader public.

Austrian Development Cooperation (ADC) pursues its goals of reducing global poverty, ensuring peace and human security and preserving the environment in an international framework. The policies and programme parameters are agreed on with the European Union and in international committees. Two policy pillars of bilateral and multilateral development cooperation are the Millennium Development Goals and the Paris Declaration.

The Austrian Development Agency cooperated with non-governmental organisations (NGOs) and combines official development assistance with numerous civil-society initiatives. This way, government and civil society make a joint contribution to poverty reduction and improving the conditions of life in developing countries.

The framework programme for Austrian NGOs is one of the various co-financing instruments in the collaboration with NGOs. The programmes are based on the NGO's own initiatives and are directed at meeting the actual needs of the target groups in developing countries. Per definition, an ADA framework programme consists of coherent and interactive programme interventions with a common strategic and development objective.

c) The implementing partners

CARE Österreich implements the program in cooperation with CARE Burundi, CARE Nepal and CARE Uganda. Each of the CARE Country offices has a structure of local partner organizations with which the program interventions are implemented & also strategic partner organizations in the field of advocacy.

Burundi: Grassroots-level: TPO; National level: SPPDF

Nepal: Grassroots-level - Rural Women Service Centre (RWSC), Kalika Community Women Development Centre (KCWDC) and Dalit Social Development Centre (DSDC); national level: Shantimalika, Jagaran Nepal, National Forum of Women's Rights Concern (NFOWRC)

Uganda: Grassroots-level: KIWEPI, VISO, WORUDET, FOKAPAWA, DNU; ARLPI; National level: Isis Wicce, UWOPA, UWONET, Raising Voices, CEDOVIP, Ministry of Gender, Labour and Social Development; CECORE

4. Specific objectives of the review:

- a) Assess the design and logic coherence of programme and programme intervention including the design of the logframe
- b) Analyse, to what extent the programme objectives and results have been achieved
- c) Assess the relevance, impact (based on in-country interventions), effectiveness and efficiency of the programme
- d) Highlight strengths and weaknesses of the framework programme in terms of planning, implementing and monitoring (internal systems)
- e) Draw recommendations and lessons learnt for future programming & implementation
- f) Assess the organizational "programme" potential based on the organization's strengths, capacities and worldwide structure for future work
- g) Assess how the Framework Program is integrated into the organization structure within CARE Österreich
- h) Assess the added value of the programme for CARE Österreich in general
 - in regard to quality improvement and management
 - in regard to staff capacity building
 - in regard to the organizational capacity building & learning
 - in terms of sustainability
 - in regard to future internal programming planning
 - in regard to future beneficiaries
 - other ...

5. Additional questions for the review

In Northern Uganda there is close cooperation between CARE Norway (with NORAD funding) and CARE Austria (ADA funding). The Roco Kwo program is part of the broader Northern Uganda Women Empowerment Program and an example for INGO "basket funding" which supports the shift from the project to program approach (p-shift) within CARE. The consultant(s) shall

- i) Assess, if & how the cooperation between CARE Norway and CARE Austria contributes to enhanced & sustainable programming in the field of post-conflict Women's Empowerment

j) Assess, if there is a value added in the cooperation with other CARE members in the framework program interventions

k) Assess, how CARE Österreich can enhance knowledge sharing of Lessons Learned internally and externally

To each question, highlight strengths and weaknesses, lessons learned and suggest areas of improvement for the future

6. Evaluation process and methodology

a) Methodology

The review will be based on the review of available documents and interviews with partners. It is up to the consultant, to suggest the preferred methodology and action plan as part of the bid. In particular, the consultant shall briefly state how s/he will address each if the listed tasks from ‘a’ to ‘k’ in sections 4 and 5 above.

The minimum working steps to be included into the bid consists in:

- Review of the available documentation and reports (compare Annex 1)
- Inception meeting with CARE Österreich staff
- Interviews with key programme-staff such as
 - The responsible overall coordinating person of the content of the Framework Program (Senior Gender Advisor of CARE Österreich), the Psychosocial Technical Advisor (Tonka Eibs/Janine Wurzer), the Advocacy Officer (Angelika Gerstacker) and the financially responsible person (Kathrin Pauschenwein), as well as the desk officers of the program interventions in Vienna.
 - CARE Country Office Program Intervention staff (phone/skype interviews)
 - Programme implementing partners of the program in Burundi/Uganda and Nepal (telephone interview/questionnaire)
- Visit and interviews with the NGO-desk of the Austrian Development Agency
- Interviews (as far as possible per skype & or telephone) with relevant key stakeholders in Burundi/Nepal/Uganda/Austria such as
 - Assistant Program Directors (CARE Burundi, CARE Nepal, CARE Uganda)
 - Program Managers
 - Technical staff
 - Local partner Organizations staff
 - Strategic Partner Organization staff
- Elaboration and submission of Draft report
- Workshop for discussion of draft report with CARE (to work on lessons learned) and ADA
- Final report

b) Bid Format

The bid has to be submitted until July 31st 2012 including a company / consultants profile, experience and references. The bid has to be in EURO, showing all taxes (Mwst/VAT) and suggested travel or other expenses. It has to include a suggestion of the methodology, time

and action plan and if necessary, suggestions and recommendations to the Terms of References.

c) Suggested Time-frame

Action	Responsible	Timing
Submission of bids (electronically)	To barbara.kuehhas@care.at (Senior Gender Advisor)	Until July 19 th
Contract signed and documents handed over	Contract signed between organisation and consultant / company	Until August 24 th
Framework Programme Review (documents, interviews, visits)	Consultant	Until October 15 th
Presentation of draft findings to ADA NGO-desk and organisation to comment on it	Consultant	Until October 31 st
Submission of final review (hard copy and electronic copy) to ADA and organisation	Consultant	Until November 31 st

d) Payment

The consultant shall elaborate a working plan with the number of estimated working days to fulfil the contract of services and the daily fee. Upon preliminary selection of one bid the offer the price will be negotiated between the consultant and CARE Österreich.

d) Support services

CARE Österreich and the Austrian Development Agency will provide support (information/interviews; providing relevant documents, feedback to draft of review, participation at presentation of draft findings).

The interviews will be arranged and supported after agreeing on the action & time plan.

7. The Review Report Format:

The report has to be done in English with a maximum length of 30 pages.

The Review Report should follow the format below:

- a) Title Page
(Name of the programme, name of the review company/consultant, name of the author, date of the review, etc.)
- b) Table of contents
- c) Executive summary
- d) Introduction (Description of the review objectives, the process and the methodologies applied)
- e) Content of the review (short programme description and context to the Austrian Development Agency)
- f) Review results including conclusion and recommendation per section
- g) Overall lessons learnt, conclusion and recommendations for organizational learning and similar future programme interventions
- h) Annexes
(TOR, list of persons interviewed, documents reviewed, sites visited, etc.)

6.2. Annex 2 –Interviews and workshops

Date	Name of interview partner	Position
06.09.2012	Inception Meeting (CAR: B. Kuehhas, review team: M. Hauser)	
26.09.2012	Barbara Kuehhas	CARE Österreich; Program and Policy Advisor/Gender
26.09.2012	Kathrin Pauschenwein	CARE Österreich; Senior Program Coordinator
03.10.2012	Sok-Chea Ung	CARE Österreich; Program Director Development
03.10.2012	Tonka Eibs	CARE Österreich; Policy Advisor - Psychosocial and Accountability
10.10.2012	Andrea Schmid	ADA; Head - NGO Cooperation
11.10.2012	Indu Pant Gmire	CARE Nepal Country Office; Gender, Equity and Social Inclusion Coordinator
11.10.2012	Bandana Khand	CARE Nepal - Bharatpur Regional Field Office; Project Manager
15.10.2012	Generose Nzeyimana	CARE Burundi; Project Coordinator for KIRUMARA II
16.10.2012	John Perry	CARE Uganda Country Office; Program Director/Assistant Country Director
16.10.2012	Selam Hailemichael	CARE Norway; Program Coordinator
18.10.2012	Rose Amulen	CARE Uganda - Gulu Regional Office; Deputy Program Manager
18.10.2012	Ida Ntawundora	CARE Burundi; Women Empowerment Program Coordinator
23.10.2012	Review Workshop (CARE: B. Kuehhas, K. Pauschenwein, S. Ung, A. Gerstacker, Trainee; Review team: M. Hauser, M. Brunner, K. Ebenhöb)	
14.11.2012	Workshop - Presentation of Review Results (CARE: A. Wagner-Hager, Sok-Chea Ung, B. Kuehhas, K. Pauschenwein, J. Wurzer, V. Neuhold-Maurer, R. Trink, T. Eibs, A. Gerstacker; ADA: A. Schmid; Review Team: M. Hauszer, K. Ebenhöb)	

6.3. Annex 3 – Documents reviewed

Framework Programme Documents:

- Framework Programme Application/Programme Document “Claiming rights – promoting peace: women’s empowerment in conflict-affected areas (Burundi, Uganda, Nepal) 2010-2012”
- Framework Programme 2010-2012 – Budget
- Framework Programme Annex 1 – Logframe (dated 2009, but obviously done later)
- Framework Programme 1st Annual Interim Report 2010
- Framework Programme Annual Report II – 2011

Burundi:

- Programme Document KIRUMARA II
- Detailed Budget
- KIRUMARA II – Annual Project Report 2010
- KIRUMARA II – Annual Report 2011
- KIRUMARA II – Baseline Study – April 2010, 2nd Draft
- KIRUMARA II – Project Mid-Term Review Report, September 2011

Nepal:

- Programme Document: Women’s empowerment for transformation in the Churia area – SAKCHAM II, August 2009
- Detailed Budget
- SAKCHAM II – Interim Report 2010
- SAKCHAM II – Annual Report 2011
- SAKCHAM II – Baseline Survey Report, December 2010
- SAKCHAM II – Mid-Term Review Report, March 2012

Uganda:

- Programme Document „Women’s Empowerment for Peace – WEP II“
- Detailed Budget
- ROCO KWO “Transforming Lives” (Women Empowerment for Peace II Initiative) – Annual Program Report 2010
- ROCO KWO “Transforming Lives” – Annual Report to ADA and NORAD 2011
- Baseline Survey for ROCO KWO-Programme, Draft Report, July 2010
- ROCO KWO Mid-Term Review, April 2012

Other documents

- Report of Psychosocial Learning Conference, Uganda – Gulu, 2012
- Report of Learning Conference of Meaningful Participation of Women; Uganda –Kampala, Gulu, 2012
- ADA: NGO Framework Programme Guidelines (from May 2009)