

Evaluation Report of the Project

Linking, Learning, Acting against enforced disappearances (LiLA)

- of Linking Solidarity -

- A program of Aim for Human Rights -

Amsterdam, 25th June 2010

Pippa Groenberg and Theo van Koolwijk



Aware of the extreme seriousness of enforced disappearance, which constitutes a crime and, in certain circumstances defined in international law, a crime against humanity, determined to prevent enforced disappearances and to combat impunity for the crime of enforced disappearance, considering the right of any person not to be subjected to enforced disappearance, the right of victims to justice and to reparation, Affirming the right of any victim to know the truth about the circumstances of an enforced disappearance and the fate of the disappeared person, and the right to freedom to seek, receive and impart information to this end, No one shall be subjected to enforced disappearance, No exceptional circumstances whatsoever, whether a state of war or a threat of war, internal political instability or any other public emergency, may be invoked as a justification for enforced disappearance For the purposes of this Convention, "enforced disappearance" is considered to be the arrest, detention, abduction or any other form of deprivation of liberty by agents of the State or by persons or groups of persons acting with the authorization, support or acquiescence of the State, followed by a refusal to acknowledge the deprivation of liberty or by concealment of the fate or whereabouts of the disappeared person, which place such a person outside the protection of the law. Each State Party shall take the necessary measures to ensure that enforced disappearance constitutes an offence under its criminal law. No one shall be held in secret detention. Without prejudice to other international obligations of the State Party with regard to the deprivation of liberty, each State Party shall, in its legislation: Establish the conditions under which orders of deprivation of liberty may be given; Indicate those authorities authorized to order the deprivation of liberty; Guarantee that any person deprived of liberty shall be held solely in officially recognized and supervised places of deprivation of liberty; Guarantee that any person deprived of liberty shall be authorized to communicate with and be visited by his or her family, counsel or any other person of his or her choice, subject only to the conditions established by law, or, if he or she is a foreigner, to communicate with his or her consular authorities, in accordance with applicable international law; Guarantee access by the competent and legally authorized authorities and institutions to the places ^{where persons are deprived of liberty, if necessary with prior authorization from a judicial authority; Guarantee that any person deprived of liberty is, in the case of a suspected enforced disappearance, since the person deprived of liberty is not able to exercise this right, any persons with a legitimate interest, such as relatives of the person deprived of liberty, their representatives or their}

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Acronyms

AFAD	Asian Federation against Involuntary Disappearances
Aim	Aim for Human Rights
Convention (the)	International Convention for the Protection of all Persons from Enforced Disappearances
CSO	Civil society organisation
EC	European Community
ED	Enforced Disappearances
EU	European Union
FEMED	Fédération Euro Méditerranéenne contre les Disparitions Forcées
	Euro Mediterranean Federation against Enforced Disappearances
HR	Human Rights
HRC	Human Rights Committee of the ICCPR
ICRC	International Committee of the Red Cross
LiLA	Linking, Learning and Action - Project of the program Linking Solidarity, part of Aim for Human Rights. It is the project under evaluation in this report.
LS	Linking Solidarity
NGO	Nongovernmental organisation
PME	Planning, Monitoring and Evaluation
ToT	Training of Trainers
UN	United Nations
UNWGEID	UN Working Group on Enforced or Involuntary Disappearances

Executive Summary

This evaluation focuses on the project Linking, Learning, Acting against enforced disappearances (LiLA). This is a project of the programme Linking Solidarity (LS), which is part of the NGO Aim for Human Rights (Aim).

Linking Solidarity focuses on the phenomenon of enforced disappearances, which counts among the most horrendous violations of human rights. The programme has been in existence since 1995. In 2007 the programme started the EU-funded project Linking, Learning, Acting against enforced disappearances (LiLA) 2007-2009, which was co-funded by the Dutch Ministry of Foreign Affairs (with the funding as provided under the Medefinancieringsstelsel - MFS I) and PSO.

The overall objective of the project *Linking, Learning and Action* (LiLA), is:

Create a sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases.

The specific objective is:

Strengthening the role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases.

LiLA has described seven result areas, and corresponding activities, which should lead to the attainment of these objectives. The logic underlying this project plan, linking the activities to the result and those to the two above mentioned objectives, is clear. The PME system, by means of which the attainment of the results is monitored is well-understood and used by the employees involved in the project. At the same time, this system could be improved upon, linking the monitoring aspects and activities more clearly to the expected results.

Most of the results specified in the project plan are attained to a large extent.

1. Increased and improved use by civil society organisations (CSOs) of the available instruments of the relevant UN mechanisms

Through trainings, the manual and the website, the CSOs have become familiar with the available mechanisms and have increased and improved their use of these mechanisms. The activities of LiLA furthermore empower people affected by ED.

2. Regionally available expertise and support of resource persons that is used by civil society organisations

The activities undertaken by LiLA have added to the availability of regional expertise. National CSOs confirm that they see an added value in the (potential of) regionally available expertise. Available regional expertise is tapped for information. Follow-up could have been better, if funding were available.

3. Established channel of communication and active dialogue between UN mechanisms and civil society

Although it would have been appreciated the communication channel between the UN and CSOs has only been established to a limited extent. This has been partly due to the short notice the UN gives as regards the location and timing of their meetings, and partly due to the fact that LiLA mainly had strong relations with the UNWGEID secretariat, rather than with UNWGEID members. Some meetings were set up, and some CSOs have been able to create an active dialogues with the UN.

4. Documents to be presented to the relevant UN mechanisms are available for and used by civil society organisations.

LiLA has helped organisations increase their capacities to create documents to be presented to relevant UN mechanisms. The project has furthermore made available a reporting form of ED cases and trained people to use these. In some instances, at the request of organizations, the project has provided assistance in designing forms for the registration and documentation of cases.

5. Proposals for codification into domestic law are available and used by civil society organisations

Little action has been taken to codify the (International Convention for the Protection of all Persons from Enforced Disappearances) Convention into domestic law, mostly because it has not yet entered into force. LiLA has provided legal assistance when needed regarding the codification of the crime of ED into domestic law.

6. Manuals that are actively used by civil society organisations

The manual is considered valuable and informative by those who have received it. Due to the fact that it became available later than intended, the actual impact has been limited to date.

7. Interactive resource centre that is actively sought and found by civil society organisations and deals with the requests.

The resource centre has been established, mostly in the form of a website. On the website a wealth of information is available, sought and found. Interviewees would use it more if it could be more interactive.

Regarding the relevance of the project it can be said that the project is considered to be relevant, and has added value to the various target groups. The project responds to priority issues faced by the stakeholders. Many Enforced Disappearances have still not been solved, and more are currently taking place. The project provides necessary legal and organisational support, through trainings, the manual, the website and responses to requests for information. Some people are sceptical about the relevance in lawless countries, or countries where the Convention has not been ratified.

Sustainability has been ensured by certain mechanisms, such as the resource centre, the manual, trained trainers and generally, the knowledge which has been disseminated. The supporting force that LS provides cannot be ensured sustainably. Sustainability is assumed, but there is, as yet, no specific evidence available that demonstrates concrete sustainability or leverage.

Other findings relate to communication, expertise and obstacles and constraints. Communication, relationship and stakeholder management and outreach were insufficiently incorporated into the project management and weak at times. Expertise of LiLA was adequate, although LiLA is deemed to be insufficiently open to mutual learning. The main obstacle is the fact that the UN Convention is not yet in force, as a result of which the UN Committee has not yet been formed either.

Overall conclusion

Overall, it can be concluded that:

The role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases is

strengthened to an extent (specific objective). A sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases, was not created to the extent as was intended (overall objective).

Overall recommendation

The main recommendation is for the project to continue its work, albeit with slight adjustments. Please refer to page 38 to find the complete list of recommendations.

Foreword

Warner Strategy & Fundraising conducted this evaluation with great pleasure. The evaluation consisted of a variety of techniques, including desk research and in-depth interviews. The evaluation had to be finished in a limited amount of time, starting at the beginning of May, with a finishing date on the 28th of June.

In this time, we researched the background information and conducted nineteen interviews. Half of the interviews were conducted on-site in Johannesburg and Paris, the other half via Skype. The interviews generated a wealth of information. The evaluation remains a qualitative evaluation and must be read and used as such.

The evaluation team wants to convey its gratitude to all those that have contributed to this evaluation. We thank everyone for their time and openness and we thank the team of Linking Solidarity and the board of directors of Aim for Human Rights for their trust. We wish all involved much success in the future and we hope that the conclusions and recommendations will contribute to further strengthening the struggle against Enforced Disappearances. We especially wish Linking Solidarity to have a bright future.

Amsterdam, June 25th, 2010

Pippa Groenenberg and Theo van Koolwijk

Introduction

This evaluation focuses on the project Linking, Learning, Acting against enforced disappearances (LiLA). This is a project of the programme Linking Solidarity (LS), which is part of the NGO Aim for Human Rights (Aim). It is important to make this distinction, as we will not be assessing the entirety of the Linking Solidarity programme. Many partners and other interviewees were not entirely clear on the difference between the various entities. As a result of this, toward the end of the evaluation report, we sometimes use LiLA and LS intermixed, when this is appropriate.

Linking Solidarity focuses on the phenomenon of enforced disappearances, which counts among the most horrendous violations of human rights. The programme has been in existence since 1995. In 2007 the programme started the EU-funded project Linking, Learning, Acting against enforced disappearances (LiLA) 2007-2009, which was co-funded by the Dutch Ministry of Foreign Affairs (with the funding as provided under the Medefinancieringsstelsel - MFS I) and PSO.

The objective of the LiLA project is *'strengthening the role and position of civil society organizations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases'*.

The LiLA project falls within the broader scope of the programme Linking Solidarity, having a wider objective, namely *'to support the struggle of family members of the disappeared to eradicate the phenomenon of enforced disappearances'*.

In 2008 a midterm-review of the Linking Solidarity Programme was carried out, which evaluated the effectiveness of the strategy and the activities implemented by the LiLA project during the first 1,5 years (2007-mid 2008) of implementation. This current evaluation is an end of project evaluation of the LiLA project, which will be used as input for the development of the next strategic plan. In this evaluation, we have been asked to look at the relevance, outcome and sustainability of the project LiLA, as well as at its PME process.

In the interim reports to the EU, reporting was done on the execution of activities, not on the attainment of results. In this evaluation, we have focused on the attainment of the expected results, for which we use the execution of activities as reported on, and the underlying logic in the logframe as a basis.

Methods

We have implemented the evaluation along four complementary and interconnected lines:

- Kick-off meeting in Utrecht with the evaluation team and Marjan Stoffers of Linking Solidarity
- Review of documentation (current results on the basis of compiled data, compared with the proposed results and proposed monitoring and quality management, previous assessments and follow-up of these, data and tools for stakeholder engagement, description of existing tools, etc.)
- Retrieving information through interviews with the staff and selected stakeholders, through face to face interviews and via Skype.
- Presentation of the draft findings and recommendations to the staff and manager of the Linking Solidarity team and the director of Aim for human rights.

On the basis of the Terms of Reference, we formulated the main evaluation questions, regarding the issues that LiLA indicated to be of importance in the evaluation: relevance, outcomes, and sustainability of the project, as well as the Planning, Monitoring and Evaluation (PME) process of the project (see Annex A).

To assess the relevance, outcomes, sustainability and the PME system, a variety of approaches were employed. An analysis of the project on the basis of the available documentation was done. On the basis of this documentation, as well as using the questions as can be found in Annex A, the evaluators drew up questionnaires to be used for interviews. The questionnaires were presented to the staff of LiLA for feedback and additions, before finalizing them. Interviews were conducted with LiLA project staff and with stakeholders in the project, both via Skype and in two site visits to Paris and South Africa. LiLA staff provided the evaluators with an extended list of people to be interviewed, from which a selection could be made. The evaluators aimed, and succeeded in speaking to people from a great variety of backgrounds (victims, HR experts, CSOs working on ED) and a wide variety of locations (South-Africa, Europe, Asia, Middle East and South-America). The eventual choice of interviewees by Skype was slightly limited by the narrow response received to the (repeated) requests to set up meetings. Interview reports were relayed to LiLA project staff, to increase learning possibilities. We intended the evaluation to have an integrated approach, including the staff of the LiLA project actively, as well as



the stakeholders. In this way both the staff and the stakeholders are most likely to actively learn from the evaluation, even while it is being conducted.

Findings

The Project Plan

Problem tackled

The project focuses on the issue of Enforced Disappearances (ED). The main problem that the project aims to tackle is that '*rights are violated by the practice of disappearance*'. An 'Enforced Disappearance' is a special kind of Human Rights violation: a (quasi-) governmental institution abducts or arrests a person, followed by a denial of the act and without giving notice of the whereabouts of the person involved, which leads to the situation of the person being placed outside of the protection of the law. The LiLA project focuses on the role and problems of civil society, relatives of victims and CSOs working against ED, in relation to the UN mechanisms.

Many Human Rights have been encoded in UN instruments (conventions and covenants) that are binding for the states that have ratified the conventions.

When the project was initiated, there were various UN mechanisms working on the issue of disappearances, such as the UN Working Group on Enforced or Involuntary Disappearances (UNWGEID), the UN Declaration against enforced disappearances and the complaints mechanism of the Human Rights Committee of the ICCPR (HRC). Yet, at that moment there were no legally binding mechanisms in force to combat enforced disappearances.

During the period that the project was being planned, the lobby to attain a legally binding document at UN level resulted in the adoption of the International Convention for the Protection of all Persons from Enforced Disappearances, on the 20th of December 2006. This Convention will enter into force thirty days after the twentieth country has ratified the Convention. Currently, there are 18 ratifications, meaning that the Convention has not yet entered into force.

Within months after the Convention will enter into force, the new UN Committee on Enforced Disappearances has to be formed. The Committee on Enforced Disappearances will execute the monitoring and complaints procedures of the Convention, including examining reports submitted by states that have ratified the Convention, examining shadow reports submitted by CSOs, seeking and finding disappeared persons after submission of their case by relatives or CSOs, receiving individual and state complaints,

carrying out country visits, and informing the UN bodies such as General Assembly or the HRC, about the existence of a widespread and systematic practice of disappearance in the territory of a State Party.

The fact that the Convention has not yet entered into force, has affected the possibilities for LiLA to realise its codification into domestic law. Also, the fact that the new Committee is not yet installed, has prevented the project from making use of this potentially strong body.

LiLA furthermore focuses on the role and problems of civil society in relation to the UN mechanisms. The project sees a widely recognised potential role of civil society, but is also aware that civil society in many instances faces many restraints in executing its role.

LiLA indicates that there is a need to bridge the gap between the victims of enforced disappearances and the relevant UN mechanisms dealing with the issue.

The need to bridge the gap is the more important in situations in which disappearances recently occurred or are still occurring (such as in situations of internal conflict or severe repression), because such situations result in a weakened NGO and CSO response to human rights violations. External support is essential for those organisations.

Target groups

In the project grant contract, LiLA has identified a number of target groups:

CSOs:

- Associations of family members of disappeared
- Local NGOs and individual human rights defenders

UN:

- Members of UN bodies

In the grant contract, LiLA describes the choice for these target groups: The association of family members approached Aim for Human Rights, of which LiLA is a project, for support. The relationship has organically grown in the course of time. Local NGOs and individual HR defenders will benefit from the training, as they will receive the necessary legal training. The UN mechanisms reach a higher visibility and obtain useful information from countries which at present are underrepresented. This would allow them to carry out their mandate in the most effective way with constant feedback from civil society.

Location

The activities will take place in the five strategic regions:

- Eastern Europe and Caucasus
- Sub-Sahara Africa
- Asia
- Mediterranean region
- Middle East

Description of the Project Plan

LiLA indicates that:

"Relatives of disappeared persons are at the forefront of the struggle against enforced disappearances. Therefore the programme Linking Solidarity, through its preceding phases, has increasingly adapted to the very specific needs of this particular target group. Relatives of disappeared evolved from being victims to being survivors. Activism against the practice of disappearance or the impunity of the perpetrators is for the families of disappeared persons the only way to make any sense out of the injustice done to the disappeared loved one but also to the pain that is inflicted to them."

"The loss of their relative can only gain any meaning if the struggle for conserving the memory of the disappeared and for reminding the world of the sufferings caused by disappearances is successful. Activism is therefore a means to overcome the traumas of the families of the disappeared."

The relevance of this vision was reiterated during the evaluation. The people interviewed indicated this assumption to be true indeed. Taking action, for example to conserve the memory or fight against impunity, empowers those who remain behind, according to interviews.

The Internal Logic and the Logframe

The overall objective, as described in the EU logframe as well as the grant contract with the European Community (EC)¹, of the project *Linking, Learning and Action (LiLA)*, is:

Create a sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases.

The specific objective is:

Strengthening the role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases.

In this contract, furthermore, seven estimated results are described. These are:

1. Increased and improved use by civil society organisations (CSOs) of the available instruments of the relevant UN mechanisms
2. Regionally available expertise and support of resource persons that is used by civil society organisations
3. Established channel of communication and active dialogue between UN mechanisms and civil society
4. Documents to be presented to the relevant UN mechanisms are available for and used by civil society organisations
5. Proposals for codification into domestic law are available and used by civil society organisations
6. Manuals that are actively used by civil society organisations
7. Interactive resource centre that is actively sought and found by civil society organisations and deals with the requests.

In the project plan, the activities that LiLA planned are also described (see Annex B). These same results can be found in the underlying EU logframe. In the logframe, one activity described in the project plan, has been added later, following discussions with the

¹ Both from Addendum no 2 to grant contract No DDH/2006/119-820 – the contract between Aim for Human Rights and the EC, for the project “Learning, Linking, Acting against enforced disappearances.” Version: August 2009

EC: 'development of a legal monitoring tool to measure the implementation of the International Convention for the Protection of All Persons from Enforced Disappearances'.

Table 1			
Activities	Intended results	Specific objective	Overall objective
Regional seminars on UN mechanisms and involvement of civil society.	2. Regionally available expertise and support of resource persons that is used by civil society organisations	Strengthening the role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases.	Create a sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases.
Selection and training of local Resource Persons	1. Increased and improved use by civil society organisation of the available instruments of the relevant UN mechanisms		
Local specific workshops	1. Increased and improved use by civil society organisation of the available instruments of the relevant UN mechanisms		
Manuals	6. Manuals that are actively used by civil society organisations		
Interactive resource centre on enforced disappearances	7. Interactive resource centre that is actively sought and found by civil society organisations and deals with the requests		
Assistance to dialogue between representatives of the UN mechanisms and civil society organisations	3. Established channel of communication and active dialogue between UN mechanisms and civil society 4. Documents to be presented to the relevant UN mechanisms are available for and used by civil society organisations		
<i>Development of a Legal monitoring tool to measure the implementation of the International Convention for the Protection of All Persons from Enforced Disappearances (missing in the logframe)</i>	5. Proposals for codification into domestic law are available and used by civil society organisations		

In table 1, the evaluators have indicated which activity would be linked to which result. This estimation was discussed with and approved by the LS manager.

Analysis of the logical framework

The internal logic of the project plan is generally clear. The activities which the project aims to perform are generally linearly related to the results envisaged. The results have a clear relation to, and logically lead to the attainment of the specific and overall objective. From our analysis, and confirmed in the various interviews, it becomes clear that the logic

behind the strategy is clear to the organisations and that they agree that this strategy, if followed correctly, can indeed lead to the intended objectives.

One point of critique regarding the wording of the objectives: although the intention can be understood, these are not phrased as targeted objectives, but as change processes. An objective would be for example: 'A strong position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases'.

The interviewees indicate that they assume one of the main activities to be undertaken by the staff of Linking Solidarity is to be creating links between various organisations working on the issue of Enforced Disappearances – linking solidarity. This is not one of the explicit goals of the LiLA project. Although this is not mentioned as such, it can be understood to be implicitly indicated in both the specific and overall objective.

Most interviewees do not know LiLA per se, but only know LS. Additionally, many are not sure what the difference between LS and Aim is. Most interviewees consequently expect one of the intended results to be the creation of networks, which they estimate to be invaluable.

The Planning, Monitoring and Evaluation process

Description of monitoring documents

Various documents related to the PME process were made available to the researchers. The first one, the EU logframe is directly related to the intended results described. For every one of the seven estimated results, a number of objectively verifiable indicators of achievement as well as sources and means of verification are described in the monitoring framework. Furthermore, certain assumptions are described which are important for the success of the project. The same has been done for both the specific and the overall objective.

Two monitoring protocols were available. These are protocols of the entire Linking Solidarity programme for the period 2007-2010 under which LiLA falls.

The first one, the 'Matrix of Indicators Annual Plan 2007, 2008, 2009 *Aim for Human Rights* Programme 3: Linking Solidarity', is an annual detailed matrix of indicators (hereafter: *Matrix*), specifying outputs and outcomes, indicators, benchmarks and results.

The other one is the multiannual and thus more general table (hereafter: *general logframe*) of the progress of the Linking Solidarity program. These two documents² were used to monitor progress and results of the project and as input for the yearly interim reports to the EU.

The EU logframe was not used as such in any further reporting or monitoring, although this is considered to be the most coherent framework.

Analysis of the monitoring mechanism

The *EU logframe* is a clear and coherent logframe, in which activities, results and objectives can be directly related. The *Matrix* by itself is a comprehensible document, from which it is easily deducible what the status of the project is. The multiannual *general logframe* is not as clear, as outputs and outcomes are separated from each other – on different pages, rather than in one row of a table in which it becomes clear what output should lead to which outcome. In spite of this, the framework is rather easily understandable. Employees find both documents useful monitoring instruments. As said, the link between these two documents and the *EU logframe* is not a one to one link, due to conflicting donor demands. This can be confusing, as the relation to the seven intended results of the project description is not clarified. Yet, it is possible to deduce the progress on the LiLA project from the two documents aimed at the overall LS project (*Matrix* and *general logframe*).

In the interim reports to the EU, reporting was done on the execution of activities, not on the attainment of results, although the format invites organizations to reflect on results as well.

In this evaluation, we have focused on the attainment of the expected results, for which we use the execution of activities and the underlying logic in the logframe as a basis.

The project was initiated and planned on the basis of the expressed needs of the target groups. The project was responsive to additional questions of the target groups, to for example provide trainings, give information and share knowledge. Interviewees indicated though, that at the beginning of trainings not always a specific needs assessment was done among the trainees.

Proper baseline data on the size and nature of the problem and indicators for overall progress are missing. According to Aim for Human Rights, this is due to the highly varied

² Please refer to Annex C for an example of these documents.

nature of the problem and stakeholders, in combination with the nature of the problem (the fact that States are involved in the creation of ED and their reluctance to part with information about the offense).

Members of the target groups were not involved in the PME process of LiLA. They were asked to give feedback/evaluate activities in which they participated. Several were also involved in the planning of activities and the selection of participants. Some were involved in the midterm review.

Assessment of Results

Below we describe, on the basis of the intended results, to what extent the project LiLA has achieved its results, as described in the EU Project Plan. On the basis of the interim reports to the EU we indicate to what extent the outputs and outcomes have been realized. The information from the interviews is provided as further input on the various expected results.

Expected result no 1: Increased and improved use by civil society organisations of the available instruments of the relevant UN mechanisms

Many instruments of relevant UN mechanisms are available, regarding Enforced Disappearances directly, as well as regarding closely related issues, such as torture.

As yet, these were insufficiently used by CSOs in their struggle for justice for a variety of reasons. These include: CSOs are not aware of the concept of ED, they are not aware of the existence of the instruments, they feel that the UN mechanisms may not aid them in their struggle, or the UN seems to be very distant and overpowering.

The LiLA project conducted various trainings to increase and improve the use by civil society organization of these instruments. Not all of these trainings have taken place in the exact manner as foreseen at the beginning of the project. Instead, LiLA reacted flexibly to the demand by stakeholders. Eventually, the intended number of trainings were conducted, as can be observed from the update of the latest report to the UE. These will be discussed in more detail in the discussion of result no.2.

The manual as well as the interactive resource centre will also directly add to the use by CSO of the available instruments. These are discussed below, under result no 6 & 7. Results 3 & 4 are also related to this, albeit not as directly as 2, 6 and 7.

The CSOs use the available instruments much more as a result of the various activities engaged in by LiLA. Several interviewees said:

"I would never have been aware of the existence of the crime of enforced disappearances had it not been for Linking Solidarity."

Some trainings were not given as foreseen. LiLA was for example not able to organise a training in the Caucasus, due to the fact that the governments did not allow access. A similar problem occurred with a training asked by the Euro Mediterranean Federation against Enforced Disappearances (Fédération Euro Méditerranéenne contre les Disparitions Forcées – FEMED), in Algeria, in which trainers were not given a visa. A training that was foreseen for the Asian Federation against Involuntary Disappearances (AFAD), was not done, because sufficient expertise was already available. Instead, local trainings were given, to for example Sri Lankan national organisations.

The interviewees indicate that as a result of the trainings they have become more knowledgeable regarding the topic of Enforced Disappearances and the instruments available. They have increased their capacities of dealing with disappearances: documenting, applying to appropriate authorities, people and organizations, doing research, archiving and reporting to the UN. LS provided and provides excellent legal knowledge and tools to the stakeholders and is very well able to convey the knowledge and tools of the target group in their trainings and through the manual. The stakeholders all indicate that the trainings have provided them with an abundance of knowledge regarding the Convention and other legal mechanisms that the stakeholders can use in their daily work/life. Several interviewees indicate that the term Enforced Disappearances is starting to become known to the general public.

This has contributed to the work of the target group in a variety of ways, ranging from: the target group now is aware of the fact that the concept 'Enforced Disappearance' exists, (some interviewees indicate that they would not have been able to do their work at all without the contribution of LS) to the target group being able to improve their work, be more effective, better able to use the necessary jargon, understanding the implications, being able to campaign for ratification and so on.

One interviewee spoke about a woman who rediscovered the strength as well as further means to again demand information about her lost relative with the police, as a result of a training. After many years of fighting for such information, she had given up hope, but the training reinstated hope in her.

Importantly the stakeholders feel empowered as a result of the trainings for a variety of reasons: awareness of the fact that there are others, in other countries and even other continents who experience the same difficulties, increased knowledge, of both the contents and availability of mechanisms.

The targeted CSOs use these capacities in a great variety of ways: to document cases, report cases to the UNWGEID, to advocate to have ED taken up in the new constitution (Zimbabwe), to create awareness, to reapply for information and to not give up hope.

Conclusion:

Through trainings, the manual and the website, the CSOs have become familiar with the available mechanisms and have increased and improved their use of these mechanisms. The activities of LiLA furthermore empower people affected by ED.

Expected result no 2: Regionally available expertise and support of resource persons that is used by civil society organisations

More regionally available expertise was needed because CSOs were lacking in expertise in such areas as: they were marginally or not aware of the concept of ED, they were not aware of, or do not know how to use the existing instruments, may not know where to find relevant information, or who to contact for advocacy purposes. A regionally available expert facilitates such information exchange more than a distant partner, due to a physical and psychological closeness. Support of these resource persons is valuable to ensure their effectiveness.

LiLA added to this regionally available expertise by offering regional and local trainings as well as Trainings of Trainers (ToTs). According to the updated EU report, in general the intended trainings were given. The Matrix furthermore indicates that more trainings were given than foreseen, in response to a demand by local organisations for such trainings. The trainings generally brought together a great variety people, such as family members, CSOs, government representatives, representatives of the International Committee of the Red Cross (ICRC).

Interviewees indicate that, in much the same way as with result no 1, they have become more knowledgeable regarding the topic of Enforced Disappearances and the instruments available. They have increased their capacities of dealing with disappearances. Additionally, some stakeholders point out that as a result of the ToT workshop, they have increased their abilities as trainers in general.

Networks

Although not part of the activities or intended results, many interviewees indicated networks of organizations are important in making available regional expertise. For example in the case of the Euro-Mediterranean network FEMED, the local/national organisations see FEMED as a regional centre of expertise, which can be used and is used by civil society organisations. Interviewees from organisations from across the Euro-Mediterranean region indicate that for support they may turn to FEMED. LS has been instrumental in the creation of this same FEMED, by providing valuable support regarding the organizational and institutional development of their organization. Various interviewees indicated: "Without the support of LS, there would have been no FEMED".

In Africa no organised network has been created. In the mid-term review it was mentioned that networks would not (yet) work in the African context. Now, the interviewees indicated that they would see a great added value in having an international African network, in which they could find such regional expertise and resource persons. This change in attitude may well have been a result of the work of LiLA, showing the added value of linking with others and creating networks. In spite of meeting one another at trainings, people have not been able to create a network, and hardly even stay in touch – unless they were co-organisers of the training. Two causes are named most often. One is that not all participants are aware of having received contact lists. The second one is that there was insufficient follow-up to the trainings. This would have been a good way to increase the interaction and consequently the use people made of regionally available expertise.

The LiLA employees indicate that this insufficient follow-up was mostly a problem of lack of capacity and of funding for such activities. Whenever the follow-up was sufficiently done, as was for example the case in Peru and Sri Lanka, the funding came from PSO and was explicitly made available for the purpose of funding such follow-up activities. Even then, constraints concerning capacity remained a problem, as was also already indicated in the mid-term review. The means to do this were not available within the LiLA project.

Conclusion:

The activities undertaken by LiLA have added to the availability of regional expertise. National CSOs confirm that they see an added value in the (potential of) regionally available expertise. Available regional expertise is tapped for information. Follow-up could have been better, if more funding and capacity had been available.

Expected result no 3: Established channel of communication and active dialogue between UN mechanisms and civil society

At the onset of the project, there was little communication and dialogue between UN mechanisms and civil society. Although the UN indicated that they were very close to the CSOs, CSOs felt that the UN was a very distant, impenetrable organisation. CSOs were hesitant in contacting the UN, were not aware of ways to do this, thought the process would be difficult and time-consuming, and some CSOs felt that the involvement of the UN would not make a difference.

In addition to familiarizing CSOs through trainings and information dissemination with the UN mechanisms, LiLA aimed to bring relevant UN representatives together in meetings with the CSOs working on ED. LiLA wanted to create these meetings in the periphery of meetings of the relevant UN mechanisms, which would happen anyway. To do this, strong and structural relations were built with the UNWGEID secretariat. The UN was willing to set up such meetings and meet with the CSOs. Gradually LiLA has been able to build relations with UNWGEID members (further to the relations with the secretariat). This has increased the effectiveness of the relationship. Furthermore, a development outside of the sphere of influence of LiLA has positively influenced the relationship with the UNWGEID. The new chair of the UNWGEID takes a strong personal interest in the matter, which eases communication both with LiLA as well as for the family members and CSOs.

The UN has often indicated the location and time of these meetings only a few weeks in advance. In those cases, the timing was too short for LiLA to generally be able to still organise to fly in CSO representatives. As a result, LiLA was only able to organise a few actual meetings, such as in Peru, Zimbabwe, and Namibia where participants of training workshops were in contact with the UNWGEID.

LiLA has also made available a form to report cases to the UNWGEID (see result 4).

Various interviewees indicate that they have been able to create an active dialogue with the UN. Furthermore, more cases are reported to the UNWGEID, although LiLA does not know the quantity of reporting. Interviewees have indicated that they do report cases to the UNWGEID.

Conclusion:

Although it would have been appreciated, the communication channel between the UN and CSOs has only been established to a limited extent. This has been mainly due to the short

notice the UN gives as regards the location and timing of their meetings and partly due to the fact that LiLA only had strong relations with the UNWGEID secretariat, rather than with UNWGEID members. Some meetings were set up, and some CSOs have been able to create an active dialogue with the UN.

Expected result no 4: Documents to be presented to the relevant UN mechanisms are available for and used by civil society organisations

In the EU logframe, LiLA indicates that documents which can be presented to the relevant UN mechanisms include individual complaints, letters for prompt intervention in cases of reprisals, letter for request of provisional measures, etc.

LiLA has made available a document by means of which one can report cases to the UNWGEID (*Form to Submit a Communication on a Victim of an Enforced or Involuntary Disappearance*). In trainings people are trained in filling out such reports and are shown that it is not difficult, nor will take much time. A few interviewees indicated that as a result, they have started reporting cases to the UNWGEID. The document is available on the website www.ediec.org as well.

LiLA's work on creating an active dialogue between UN and CSOs would logically also lead to an active use by civil society of the available documents. This result was achieved to a limited extent.

Many interviewees did indicate that they had been taught in trainings how to, for example, create proper documentation which could be used in a court of law or to report to the UN. One interviewee also mentioned that he had been taught how to create an affidavit. As said, some interviewees indicated that they have reported cases. LiLA does not unfortunately have complete information regarding the number of reported cases.

Interviewees indicate that, especially, increasing knowledge on properly documenting cases has been useful, as well as reporting cases. Even in cases where they may not now be able to use the documented cases, they hope to be able to use these cases in the future -in case a better government is instated, or if/when an international court will be established. Also, a Special Rapporteur may use the reported cases as pressure on a country. There is no Special Rapporteur on ED, but there are Special Rapporteurs on related topics such as torture.

Conclusion:

LiLA has helped organisations increase their capacities to create documents to be presented to relevant UN mechanisms. The project has furthermore made available a reporting form of ED cases and trained people to use these.

Expected result no 5: Proposals for codification into domestic law are available and used by civil society organisations

The International Convention against Enforced Disappearance has not come into force yet, because too few countries have yet ratified the Convention. Twenty ratifications are needed. To date, there are 83 signatories and 18 ratifications. For the 18 countries that have ratified the Convention, it enters into force on the thirtieth day after the ratification.

LiLA has to date taken limited action to increase codification into domestic law, because the Convention has not yet entered into force. LiLA did start to work, in cooperation with partners, on a legal monitoring tool to measure the implementation of the International Convention for the Protection of All Persons from Enforced Disappearances, in domestic law. LiLA gave legal advice, when asked, regarding the legal aspects of the crime Enforced Disappearances. One example is an advice for Burundi, which has signed, but not ratified the Convention. In this advice, for instance, the result of not criminalizing Enforced Disappearances in the Penal Code is described. LiLA has also provided advice to organisations working on domestic law in the Philippines, Nepal and Iraq. In the Netherlands LiLA worked with the relevant ministry on this topic, and in Germany, LiLA, together with German organisations reacted to the reservations to the Convention.

Conclusion:

Limited action has been taken to codify the Convention into domestic law, mostly because it has not yet entered into force. LiLA has provided legal assistance when needed regarding the codification of the crime of ED into domestic law.

Expected result no 6: Manuals that are actively used by civil society organisations

LiLA produced a manual, in which the various intended manuals were combined, because none of the manuals could logically be separated from the other manuals, entitled "Using

Law against Enforced Disappearances”, in Arabic, English, Russian, Spanish and French. It describes different perspectives to the issue of Enforced Disappearances³:

1. As a problem causing suffering to many victims
2. As a crime for which the persons found guilty have to be tried and punished; and
3. As a situation in which the State has a direct responsibility in violating rights of persons.

The manual is available in printed form as well as on the website. On the website, the manual is available in its entirety. Parts of the manual have been placed on the website where relevant. The manual was printed in 2010, whereas it was supposed to have been available in 2009. In the mid-term review, it was already recommended that the completion of the manual should be a priority. LS indicates it had underestimated the time needed to produce such a manual. For the production of the manual, target groups were asked for input. LiLA has started distributing the manuals to target groups. Many printed manuals are therefore not yet distributed.

The manuals have consequently not yet been used much by civil society organisations. Organisations that have received the manual so far have reacted enthusiastically. One of the partners of LiLA has translated the text into Bahasa, because of the relevance of the content of the manual for families of the disappeared in Indonesia. LiLA is looking into possibilities of having it printed in Bahasa in the same layout as the other manuals. Interviewees indicate that it is a highly valuable resource, which caters to the needs of a great variety of groups and is easily understandable for everyone. It divulges a wealth of information regarding the legal aspects of Enforced Disappearances, in a manner which can easily be understood. The division of perspectives is much appreciated by stakeholders, as it clarifies the various aspects of the topics and increases the user-friendliness of the manual.

The late availability of the manual has reduced the impact to date.

Conclusion:

The manual is considered valuable and informative by those who have received it. Due to the fact that it became available later than intended, the actual impact has been limited to date.

³ *Using Law Against Enforced Disappearances*, Practical Guide for Relatives of Disappeared Persons and NGOs.

Expected result no 7: Interactive resource centre that is actively sought and found by civil society organisations and deals with the requests.

LiLA has created an interactive resource centre, the Enforced Disappearances Information Exchange Center (EDIEC) of which the website is the most easily accessible. The website is supported by a team of which contact details can be found on the website. The urls leading to the website are: www.ediec.org / www.enforceddisappearances.org.

The website provides a diverse array of information, regarding for example legal concepts (e.g. the Convention, national remedies, regional remedies, UN mechanisms) and psychological and social support (finding the victim, psychosocial support, who can help). Furthermore, news regarding Enforced Disappearances can be found. In a library, documents can be searched for.

There is limited possibility of interacting with others, although in specific workspaces (e.g. of a training and the tool development) email addresses have been provided of other members of the workspace. Also documents are made available for participants to comment upon. When one of the evaluators registered for the website, an automatic email reply was sent indicating that normally within one working day the registration would take effect, after approval by the administrator. More than a week and additional emails were necessary to get the registration approved. The average number of questions asked to or through the website per week has remained stable (intended was an increase of 25%).

The site is visited more than 50 times a day (increase in average number of visits per day is more than intended). On average, seven resources and messages are added on a weekly basis⁴. The number of collaborators is half of what was intended (5 instead of 10).

LiLA cannot easily research who finds the site. They can only see IP addresses. Yet, all interviewees are aware that the website exists, although some are not sure which website is which: Aim for human rights/Linking Solidarity/EDIEC. Many of them use the website to gain information if needed. Information searched is mostly factual information regarding for example the Convention or legal mechanisms, and information regarding other initiatives by other organizations working on ED.

⁴ When the researches checked the website in mid-June 2010, the latest news item had been added on the 27th of April 2010. Before that, news items were added on a very regular basis. LiLA indicated that this was a result of the recent difficult funding situation of Aim for Human Rights, as a result of which available capacity for the website was suddenly reduced.

The interviewees show a greatly varied appreciation of the website.

One person said that he visits the website often and enjoys it. He gets a lot of information from it. Another person said that the last time she visited the website was last August. She would see more value in it if it would be more interactive. A facebook page would be a good added value and create valuable interaction.

Although most interviewees are aware of the website and use it to find information, many indicate it could be more interactive. Interviewees indicate that a facility in which interaction with other stakeholders would be possible, such as a chat box, would be appreciated. Several interviewees say that it should be easier to place documents on the website. One interviewee has sent documents for the website, which were never placed. Another interviewee would like to be able to place documents on the site directly, to increase ease of interaction. According to one interviewee, it often happens that it is not possible to download documents, which then have to be separately requested from LS.

The website is nonetheless used by all interviewees to gather information in preparation of events, lobby activities, or to see what other organisations are doing.

Conclusion:

The resource centre has been established, mostly in the form of a website. On the website a wealth of information is available, sought and found. Interviewees would use it more if it could be more interactive.

Relevance of the Project

The project can be considered relevant when the inherent logic of the project plan works, if it has an added value for the target groups, if it responds to issues that are still valid, and if it responds to the needs of the target groups.

A part of this, related to the project plan, has been assessed above. The remainder has been assessed on the basis of the nineteen interviews that we have conducted over the past two months. As the interviewees were not generally aware of the difference between LiLA, LS and *Aim*, we refer here below to LS, rather than to LiLA.

According to the interviewees, the outputs of the Linking Solidarity project respond to priority issues faced by the stakeholders. Many Enforced Disappearances have still not been solved, and more are currently taking place. The project provides necessary legal and organisational expertise, through trainings, the manual, the website and responses to

requests for information. Many interviewees would not have known (of) the term Enforced Disappearance, without LS. The trainings and the knowledge that there are others experiencing the same problems empowers. The regional networks provide support and expertise. Interviewees believe it is useful for them to be aware of the existence of the Convention, to understand the definition of ED and to be aware of the legal mechanisms available to them, both nationally and internationally.

Some interviewees have indicated that in countries which may be considered 'lawless', it may be useless to learn about the legal mechanisms which can be employed to counter the occurrence of enforced disappearances. Others disagree, for various reasons. It can still be useful to know about the potential legal mechanisms, even if it is only for the future. Even when it is not possible to act on the disappearance currently, knowing about your rights still empowers. Furthermore, knowing how to document disappearances correctly, increases the likelihood to be able to prosecute the perpetrators in the future. Additionally, organizations are hoping to be able to claim certain aspects of the Convention regardless, as a part of the international body of law, for example when a country is party to the statute of Rome. Furthermore, organizations are hoping that ad hoc tribunals may be set up, for which the collected information and knowledge will be useful.

Most interviewees indicate that the objectives as formulated for the LiLA project are relevant for them. The UN mechanisms are generally deemed to be important in the fight against ED. Consequently the position and role of CSOs vis-a-vis UN mechanisms, is relevant. This, combined with the fact that already people are reporting cases to the UNWGEID, shows that a system of monitoring and reporting that would increase the effectiveness of the organisations, is relevant. To add to that, one interviewee said that shadow reports to the UN regarding ED could be very effective in prevention of further cases of ED- again reinforcing the value of a system of monitoring via the UN. Spreading awareness of the crime, among citizens as well as civil servants, institutions and CSOs, also acts as a preventative mechanism.

Interviewees believe that the activities of the project respond to a part of their needs and is responsive to their specific context. Many indicate that, because of the focus of Linking Solidarity, it can only provide them with certain aspects of their needs- mostly focused on knowledge sharing, providing information and the creation of networks. Some interviewees have said that LS does not always do a needs assessment at the onset of interacting with an organization, as a result of which not all aspects of the interaction are relevant. LS indicated that it is their policy to always do a needs assessment. It may have happened, in

trainings organised together with partners, that the partner did not consult every individual participant beforehand. LS indicates that it also caters to latent needs. It is in the nature of the work, in which LS provides trainings regarding issues that trainees do not yet know anything about, that the trainees often do not indicate such issues in a needs assessment. These issues can be of great value, as many trainees indicate after the trainings.

An interviewee gave an example: For a two day training, no needs assessment was done at the start. One day was spent on the Convention. In the country of the trainees, the convention had not yet been ratified and the trainees felt that other aspects of the training were more important. The trainees would have preferred spending less time on the Convention and more time on aspects of the training, which were immediately applicable to their daily situation.

Some interviewees indicate that the funding provided by LS for the organization of follow-up trainings given by the trained organizations themselves, as well as for building other capacities of the organizations, has been important. Please note these activities were not included in LiLA, but concerned activities funded by Aim for Human Rights out of other sources⁵.

Most interviewees say that Linking Solidarity is unique. They know of no other organisation focussing solely on Enforced Disappearances. Other organisations may pay some attention to it, but none have such a focus. This is seen as an added value as the attention does not get diluted by other pressing humanitarian issues.

Regarding the physical location of LiLA, interviewees are divided. Some indicate that with the modern means of communication, location is not important. Others say that a location close to either UN, EU or for example the African Commission on Human and Peoples' Rights, would be more effective. Yet others indicate that the location in Europe is good, but that it would be effective to have satellite employees situated locally, e.g. working a few days per week for LiLA and a few for another local organisation (e.g. working on ED).

Lastly, an interviewee indicated that due to this project, civil society in general was strengthened.

Conclusion: The project is considered to be relevant, and has added value to the various target groups. The project responds to priority issues faced by the stakeholders. Many

⁵ This funding for trainings by trainees was provided by PSO.

Enforced Disappearances have still not been solved, and more are currently taking place. The project provides necessary legal and organisational support, through trainings, the manual, the website and responses to requests for information. Some people are sceptical about the relevance in lawless countries, or countries where the Convention has not been ratified.

Sustainability of the Project

The project results are sustainable if results are likely to be continued even after the involvement of LS has stopped. To assess this, we have looked at multiplier effects, evidence of replication, lasting benefits of the project, actions taken to secure continuation of the activities instigated after the project has finished and whether any new partners or mechanisms emerged that can further the case of people who have disappeared.

Various multiplier effects can be identified. Trainings of trainers can lead to more people being trained indirectly. The ToTs are examples of replication of the project. The knowledge conveyed in trainings and through the manual can be easily transmitted further through contact with the trainees, and through reading the (clear and informative) manual. The website contains a large amount of information, which can easily be accessed and used by other organisations or family members. Beyond the immediate results of the project, stakeholders have indicated that the strengthening of the civil society organizations will eventually lead to a stronger civil society in general. Some stakeholders have been able to create a network as a result of trainings. Information and knowledge exchange can happen as a result of this.

One of the most evident lasting benefits is the increased knowledge of project participants. This is supplemented by the fact that tools have been made available to participants. Additionally, the manual, when distributed sufficiently widely, can also be said to be one of the lasting benefits of the project. For years to come, people will be able to enhance their knowledge as a result of the manual.

The website will also continue to provide information to those who are interested. Yet, sooner or later, the information will become outdated, if there is no active supply of information and updates provided by LS. The interactive aspect of the website, posting news and updates from national organisations, will be lost without LiLA's involvement.

Due to the involvement of LS, the FEMED has been created, which will continue to have an impact on the national organisations in the region, as long as they can find funding.

One aspect that many interviewees indicate which is not sustainable, is the experienced support to continue fighting. If LS no longer exists, this vital aspect is missed.

Conclusion: Mechanisms are in place to ensure sustainability of most outcomes. The driving force that LS provides cannot be ensured sustainably. Sustainability is assumed, but there is, as yet, no specific evidence available that demonstrates concrete sustainability or leverage.

Additional findings

In the course of the evaluation we encountered a variety of aspects of the project, which affect the effectiveness of the project. These are described here below.

Communication

The communication by LS is appreciated differently by various stakeholders. In general, stakeholders indicate that preceding an event the communication with LS is very good. Following an event, communication to a great extent is lacking or even non-existent, although some interviewees indicate that communication was consistently good. Some interviewees indicated that they sent several emails to various staff members, without ever getting a reply. Furthermore, in a number of instances, agreed-upon follow up on an activity never happened. Workshop brochures or conference booklets (e.g. for the Pretoria conference) were not always received. Follow-up trainings were not provided. Additionally, information provided by stakeholders about their activities, intended for the website, was never published on the website. Many stakeholders described the communication by LS as 'ad hoc' and 'intermittent'. LS indicates it is a problem of understaffing.

Conclusion: Communication, relationship and stakeholder management and outreach were insufficiently incorporated into the project planning and management and weak at times.

Expertise

Interviewees indicate that staff members of LS are experts regarding the legal aspects of the work. The stakeholders indicate that LS is unique in this. Furthermore, some stakeholders indicate that LS understands the local situation, as well as the situation of family members and NGOs working on the issue very well. This 'contextual' expertise is valued by interviewees. Additionally, interviewees were positive about the expertise as regards the facilitation of trainings.

Interviewees were critical of the use made by LS of the expertise of the CSOs. They indicate that LS hardly uses their expertise. Some have indicated that LS does not appear to believe, alike other Western NGOs, that the local NGOs can have an added value to LS. Knowledge sharing, they indicate, is a one-way road from LS to them.

Conclusion: Expertise of LiLA was adequate, although LiLA is deemed to be insufficiently open to mutual learning

Obstacles and constraints

In the course of the evaluation some obstacles and constraints were identified. The main one is the fact that the UN Convention is not yet in force, due to an insufficient number of ratifications. As a result, the UN Committee has not yet been formed either.

In Africa, one of the constraints seen by the stakeholders is the fact that no regional network has been established. In the midterm review, it was indicated that this was not (yet) feasible. Interviewees now indicated that they would have highly valued this. All stakeholders interviewed (not only in Africa) see a major added value for national organisations to be in a network with other national organisations.

Attainment of Specific objective and Overall objective

The seven result areas combined would lead to attaining the specific objective as well as the overall objective. For many result areas the activities have been executed, as was described in the reports to the EU. Some results have not been achieved, most notably the availability of documents for codification into domestic law. The project is considered to be relevant by interviewees. Mechanisms are in place to ensure the sustainability of the project. As a result, on the basis of the partial attainment of the seven expected results, the felt relevance and partial sustainability, it can be concluded that:

- 1) The role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases is strengthened to an extent.
- 2) A sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases, was not created to the extent as was intended.

Conclusions

1. The UN Convention is not yet in force, due to an insufficient number of ratifications. As a result, the UN Committee has not yet been formed either. As a consequence the original strategy of the project was adapted.
2. The PME system worked well for the project. Staff was able to use it, to see progress and for monitoring purposes. Due to various demands of funding agencies, it may at times have been confusing. Baseline data were not available.
3. The internal logic of the project plan was clear and consistent. Target groups considered the logic to be relevant for their situation.
4. Through trainings, the manual and the website, the CSOs have become familiar with the available mechanisms and have increased and improved their use of these mechanisms.
5. The various activities of LiLA empower people affected by ED.
6. The activities undertaken by LiLA have added to the availability of regional expertise. National CSOs confirm that they see an added value in the (potential of) regionally available expertise. Available regional expertise is tapped for information.
7. Although it would have been appreciated, the communication channel between the UN and CSOs has only been established to a limited extent. This has been mainly due to the short notice the UN gives as regards the location and timing of their meetings and partly due to the fact that LiLA only gradually built strong relations with the UNWGEID members alongside the strong relations with the secretariat. Some meetings were set up, and some CSOs have been able to create an active dialogue with the UN.
8. LiLA has helped organisations increase their capacities to create documents to be presented to relevant UN mechanisms. The project has furthermore made available a reporting form of ED cases and trained people to use these.
9. Limited action has been taken to codify the Convention into domestic law, mostly because it has not yet entered into force. LiLA has provided legal assistance when needed regarding the codification of the crime of ED into domestic law.

10. The manual is considered valuable and informative by those who have received it. Due to the fact that it became available later than intended, the actual impact has been limited to date.
11. The resource centre has been established, mostly in the form of a website. On the website a wealth of information is available, sought and found. Interviewees would use it more if it could be more interactive.
12. The execution of the project is considered to be sufficiently effective. Most of the expected results were attained, albeit at times delayed. One was not attained, due to external forces (the fact that the Convention is not yet in force). The website is considered to be insufficiently interactive.
13. The project is considered to be sufficiently relevant, and has an added value for the various target groups. The project responds to priority issues faced by the stakeholders. Many Enforced Disappearances have still not been solved, and more are currently taking place. The project provides necessary legal and organisational support, through trainings, the manual, the website and responses to requests for information. Some people are sceptical about the relevance in lawless countries, or countries where the Convention has not been ratified, but most people see the value also in such situations.
14. Mechanisms are in place to ensure sustainability of most outcomes. The vital driving force that LS provides cannot be ensured sustainably. Sustainability is assumed, but there is, as yet, no specific evidence available that demonstrates concrete sustainability or leverage of the project.
15. Communication, relationship and stakeholder management and outreach were insufficiently incorporated into the project planning and management and weak at times.
16. Expertise of LiLA was adequate, although insufficiently open to mutual learning
17. Interviewees indicate that staff members of LS are experts regarding the legal aspects of the work. The stakeholders indicate that LS is unique in this. Furthermore, some stakeholders indicate that LS understands the local situation, as well as the situation of family members and NGOs working on the issue very well. This 'contextual' expertise is valued by interviewees. Additionally, interviewees were positive about the expertise as regards the facilitation of trainings.

Overall conclusion:

The role and position of civil society organisations in their relation with the UN mechanisms relevant to the protection from disappearances or the clarification of cases is strengthened.

A sustainable interrelated system of monitoring and reporting that increases the effectiveness of the relation between civil society organizations and the UN mechanisms relevant to the protection from disappearances or the clarification of cases, was not created to the extent as was intended, due to causes beyond control of the executors of the project.

Recommendations

1. Continue! The added value is felt by CSOs.
2. The PME system can be improved upon. Baseline data must be made explicit to be able to assess actual progress in the next project period(s). Data such as the number of organisations reached and the availability of knowledge could be used. If baseline data are not readily available, a data analysis could be done. The –on the basis of the recommendations of the mid-term review- developed format by LS for a country specific context and stakeholder analysis in future can provide the necessary input: needs of CSOs, field of operation, information providers, types of information provided - and needed.
3. Carry on training people regarding Enforced Disappearances, as well as creating awareness on the topic. There is still a lot of scope and necessity to enhance the availability of this knowledge in the field (among CSOs and the general public). It is also important to continue raising awareness and expertise, also, or even especially, in countries which are not likely to ratify the Convention. Continue distributing the Manual. Monitor its use as well as its wider influence and impact.
4. The Convention must enter into force. As one of the driving forces behind the International Coalition against Enforced Disappearances, LS, together with the other founding organizations is deeply involved with the lobby on the ratification of the Convention. These are important and valuable actions, which could be continued.
5. Continue and diversify efforts to establish communication between UN and CSOs. Direct contact with UNWGEID members is a good start – this could be further enhanced.
6. LiLA could develop country-specific strategies. This is especially the case for lobby activities.
7. LiLA could improve its communication. It would be advisable that it is incorporated in the planning, strategy and management. Communication must be truly interactive and reciprocal. It would be desirable if follow-up is done consistently. Stakeholder and relationship management could get a higher priority in the project.

8. The attitude of LiLA could be yet more appreciative of the knowledge available among target groups.
9. Monitoring can be improved. It should become a continuous process which is considered to be an essential aspect of the project, and sought after by every single one of the employees. Much of the monitoring input will have to be provided by the target groups in the field. Improved and increased communication will be essential in gathering such information.
10. The website could become more interactive with increased options for interaction between visitors of the website.
11. Research whether CSOs are interested in creating a global overarching network, which can focus on issues in which clout is needed, such as lobby and advocacy.
12. Continue as a supporting force for CSOs working on this, and providing hope and empowerment for CSOs to continue fighting this fight.

Annexes

Annex A: Aspects of Offer of Services

Key questions on relevance of the project

- What is the strategic position and envisaged added value of the program?
- What is the quality of the project proposal and underlying log frame?
- To what extent does the project respond to priority issues and are the original objectives still valid?
- Is the project staff planning and using the most appropriate strategies to achieve their results?
- Do stakeholders believe that the activities of the project are responding to their needs and context?
- Have the needs of the target group been properly identified?
- What are the relevance, potential and limitations of the project for other actors in developing countries?
- To what extent were the activities relevant to the needs of the target group?
- What has been the added value of the activities for the target groups?
- Which capacities of the target group have been strengthened / improved in terms of human resources/organizational capacities/institutional capacities?

Key questions on the outcome of the project

- Have the intended outcomes, as defined in the project plan, been achieved (effectiveness)?
- How has the target group made use of the outputs of the project?
- How has this contributed to the work of the target group?
- What results have been achieved by the target group?
- What outcomes have the outputs resulted in?
- Where these results expected or unexpected (from the perspective of the target group)?
- To what extent were the (un)expected results determined by (un)expected developments in the external context?
- What progress (facts, perceptions and expectations) has been made on project goals and objectives?
- What obstacles, constraints, failures and gaps can be identified?
- What unforeseen positive developments have occurred?
- What are the lessons learned and experiences in the program?

Key questions on sustainability

- To what extent did LiLA contribute to the capability of the target group to attend to the legal needs of the families by using legal instruments and UN mechanisms?
- Which capacities of the target group have been strengthened / improved in terms of human resources/organizational capacities/institutional capacities?
- What multiplier effects can be identified?
- What are the lasting benefits of the program? What benefits will only last through LiLA involvement?
- Is there evidence of replication or scaling-up?
- Which actions have or are being taken to secure continuation of the activities instigated by the program after the program has finished?
- Have any new partners, actors or mechanisms emerged, acquired or developed that can further the case of people who have disappeared?

Key questions on the PME-process

- How effective was the PME of the LiLA project?
- Was a needs assessment done before the project was initiated?
- To what extent has the target group been included in the PME of the LiLA project?
- Were baseline data available?
- Was a log frame created? If so, what is the quality of the log frame? If not, what other monitoring system was employed?

Annex B: Activities employed in the LiLA project

Regional seminars on UN mechanisms and involvement of civil society.

The regional seminars provide the target groups with useful information to autonomously and fully avail the target groups of UN mechanisms dealing with enforced disappearances.

The seminars were to take place in various regions in Europe, Asia, Africa and Latin America. They were to focus on:

- The UNWGEID and its functioning
- The HRC, its case law and its functioning.
- The new Committee
- The committee on the Rights of the Child, Special Representative of the Secretary General on HR Defenders and the International Criminal Court (ICC)

Selection and training of local Resource Persons

LiLA aimed to realise a system of resource persons in each region that would be capable of assisting the associations of family members in dealing with issues concerning the UN mechanisms. This is aimed at increasing the sustainability and real ownership of the project.

Per strategic region, two resources persons were to participate. These would be selected by associations of family members and local NGOs, and would have a history in working on the issue of disappearances and would be deemed capable of advising other organisations regarding dealings with UN mechanisms.

Local specific workshops

The goal of the workshops is to increase specific capacity of individual organisations concerning their dealings with the different UN mechanisms charged with protection from enforced disappearances, and to provide on the job training by the resource persons who will realise the step from theory gained during the regional seminar to practice for the own organisation.

Workshops are going to be done regarding:

- UNWGEID
- HRC
- New Committee
- Committee on the Rights of the Child, Special Representative of the Secretary General on HR Defenders and the ICC
- Workshop on a Domestic Legal Framework on Enforced or Involuntary Disappearances

Manuals

The goal of creating the manual is to make sure that all information that organisations need to deal effectively with the UN mechanisms charged with the protection from enforced disappearances, is available widely and easily.

They will made in hard copy, on CD ROM and internet, in various languages.

The content of the manual would be:

- UNWGEID
- HRC
- The new Committee

Interactive resource centre on enforced disappearances

The described goal of the resource centre is “to improve the existing centre where all persons and organisations can find and deposit information and assistance regarding the UN mechanisms that deal with issues of enforced disappearances”.

The centre will be made available in an interactive manner by using internet.

Assistance to dialogue between representatives of the UN mechanisms and civil society organisations



The goal is to improve communication and exchange between the UN mechanisms and civil society and make the UN bodies more concrete and accessible. This may happen in any location where there are meetings of UN bodies, and participants from the civil society side will mainly be family members associations, if necessary assisted by a legal expert.

The communication will be improved through a variety of activities. Envisaged is face to face communication, for example with the UNWGEID, and (of specific importance) dialogue of civil society organisations with the new Committee on Disappearances. For most victims, the UN is an abstract entity of which it is hard to imagine the practical use. Resources for visits will be made available

Development of a Legal monitoring tool to measure the implementation of the International Convention for the Protection of All Persons from Enforced Disappearances

The goal is to have better protection against enforced disappearances by the effective use of an internationally binding instrument and its monitoring mechanism.

A meeting will be facilitated to create such a tool, at the office of Aim for Human Rights. Participants will be representatives of family member organisations, local NGOs focussing on ED, international NGOs, experts on specific legal aspects of the convention, and experts in the development of such tools.

Organisations working on ED are the envisaged users of the tool. Including them will ensure that the tool caters to their needs.

Annex C: Examples of the monitoring documents

An example of the **EU logframe** build up is:

Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
1. Increased and improved use by civil society organisation of the available instruments of the relevant UN mechanisms	Number and quality of the content (reports, complaints, statements, etc.) produced by civil society organisations	Annual reports and other documents of civil society organisations Evaluation reports of activities and evaluation group	(one of the assumption:) Security situation in the strategic regions allows to work freely in the field and to avoid reprisals against the targets.

The **Matrix** is more detailed than the logframe, and is written for the entire project Linking Solidarity. LiLA is a part of the LS programme. The Matrix describes three purposes, of which the second one is: Capacity Enhancement. The first topic in this is 'Linking, Learning, Acting'. This topic describes certain activities:

- The legal Training Programme 2009 is available and has been implemented
- The Manual on use of international mechanisms on enforced disappearances has been distributed and updated in line with the feedback received.
- The online Enforced Disappearances Information and Exchange Center has been expanded and is kept up-to-date.

The second topic is 'Strengthening of organizations'. In this topic twelve activities are formulated. Eleven of these are roughly similar:

- Based on the expressed needs of FEMED tailor-made expert-advice or other support (facilitation of training, exchange, workshops, etc) has been provided. (In the eleven activities, the organisation varies, but the rest remains the same.)

The twelfth activity described is:

- Assistance to dialogue between international mechanisms and victims organisations has been provided.

For each of these activities a variety aspects are indicated:

Activities/output	Indicators	Benchmarks	Results 2009	Results/outcomes	Indicators	Benchmarks	Results 2009
Based on the expressed needs of FEMED tailor-made expert-advice or other support (facilitation	Number of advises given and	4	4	FEMED has become more vested in the region	The network has gained operational strength	yes	yes
					Growth in membership	50%	600%

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of training, exchange, workshops, etc) has been provided	activities supports				Members have identified the added value of FEMED	yes	Yes
					Sufficient funds raised for 2010	Yes	80%of annual plan with serious prospect of the remaining 20%

An example of the **General logframe**:

	Input/output/Outcome	Indicators	Benchmarks 2010	Status end 2009	Verification
	Output				
Capacity Enhancement	In focal countries and regions tailor made advice and other types of support have been provided	% of focal countries and regions reached	In 80% of focal countries and regions family member organisations and their civil society allies have gained skills and knowledge	70%	Mid-term review 2008 Evaluation 2010 Annual reports
	Outcome				
	In focal countries and regions organisations attend to the interests and priority needs of family members of the disappeared	% of focal countries and regions reached where activities take place	In 80% of the focal countries and regions activities take place	70%	Annual reports Evaluation 2010