

‘Stakeholder’ Categorization and Power Dimensions within Evaluation Reports

*A qualitative case study examining the Swedish International
Development Cooperation Agency through an intersectional analysis*



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Abstract

Participation in the field of development is a highly debated subject, aiming to involve different ‘stakeholders’ in various processes of cooperation. Currently, existing studies on power dimensions within development evaluations are insufficient and considerable reflection on issues of unequal influence is lacking. This thesis will attempt to fill the knowledge gap in current research by studying dimensions of power through analysing development program evaluation reports. The research question guiding this thesis is “How are power dimensions between ‘stakeholder’ groups considered in evaluation reports?”. The research question is addressed by a case study using evaluation reports from The Swedish International Development Cooperation Agency (SIDA). An intersectional framework is employed to highlight aspects such as gender, age, class, ethnicity and dis/ability in relation to the influence of and participation by the ‘stakeholders’ categorised within the evaluation reports. The findings suggest that power dimensions, such as influence and participation have been considered in all evaluation reports to various extents, while categorisations of ‘stakeholders’ are rather diffuse resulting in inadequate measures of development interventions.

Key words: Stakeholder Analysis, Intersectionality, Participatory Evaluation, SIDA, Development Cooperation

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Table of Contents

1. Introduction	4
1.1 Specific Aims and Research question	4
1.2 Relevance	5
1.3 Thesis Outline	6
2. Setting the Scene	7
2.1 Participation in Development.....	7
2.2 The Swedish International Development Cooperation Agency’s History	8
2.3 Power within Participatory Evaluations	9
3. Theoretical Framework	11
4. Methodology	13
4.1 Research Design	13
4.2 Research Method.....	14
4.3 Empirical Material.....	15
4.4 Delimitations	16
5. Data Analysis	17
5.1 Summary of Evaluation Reports	17
5.2 ‘Stakeholder’ Categories	19
5.3 Power Relations and Participation	28
5.4 Summary of Findings	33
6. Conclusion.....	35
7. References	37
Appendix 1: List of ‘stakeholders’	41
Appendix 2: Summary and List of ‘stakeholders’	43
Appendix 3: List of interviewed ‘stakeholders’	44

List of Abbreviations

ASSA-Zeitgeist	Albanian NGO concerned with the Roma people
ECAT	Albanian NGO concerned with waste management
DARD	Department of Agriculture and Rural Development
FONERWA	Rwanda Fund for Environment
MARD	Ministry of Agriculture and Rural Development
MINIRENA	Ministry of Natural Resources
MRDP	Mountain Rural Development Program
NGO	Non-governmental organisation
NREP	Natural Resources and Environment Programme
UNEP	United Nations Environment Programme
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
REMA	Rwanda Environment Management Authority
SIDA	Swedish International Development Cooperation
ToR	Terms of Reference

1. Introduction

SIDA's main objective for promoting international development cooperation is "To create preconditions for better living conditions for people living in poverty and under oppression" (SIDA, 2017; SIDA, 2019a). To achieve this objective, SIDA in line with the Swedish parliament, should include the perspective of the poor as a fundamental basis for all decisions makings (SIDA, 2017). Regardless of such regulations, the agencies of development cooperation have been criticised to disregard power relations within aid programs, and ultimately exclude the perspectives of the poor (Cooke & Kothari, 2001: p. 14; Chouinard & Cousins, 2014; Chouinard & Milley, 2015; Cornwall, 2008; Williams, 2004). Within the field of international aid, there are various interventions performed by agents of development cooperation. Not only programs targeting improved rural access to water, but also poverty alleviation projects as well as projects aiming for increased gender equality. With regard to pursuing the objective of including the perspectives of the poor, evaluations of development programs are performed to assess if the target interventions reached the intended goals and target groups.

Attempting to fill the gap of existing knowledge, this study aims to analyse how 'stakeholders' have been categorised within the evaluation reports and how power relations and other dimensions are considered. Are the perspectives of the poor justly addressed and recognised in line with the Swedish regulation for SIDA's funding in development interventions? Applying an intersectional approach, the study wishes to disclose multi-dimensional issues and aspects in evaluation reports, which are influenced by the participation of various 'stakeholders'. In this chapter, we will further introduce the specific aims and research question, while arguing for the importance of study.

1.1 Specific Aims and Research Question

This study aims to contribute with new insights and perspectives on power dimensions in evaluation reports, examining how categorisations of 'stakeholder' groups are characterised and how discourse(s) of both power and 'stakeholder' are discussed. First, a study of how a categorisation of 'stakeholders' in the selected evaluation reports will be conducted, namely what characterisations are made and how the groups are divided. Second, the analysis will continue to

study the chosen evaluation reports, searching for whether the author(s) have mentioned and/or discussed issues and dimensions of power. Out of the several dimensions of power, two aspects will be studied throughout the analysis. The first dimension is the ability all ‘stakeholders’ have to influence various processes and interventions of the evaluated program. The second dimension that will be analysed is the ability for ‘stakeholders’ to participate in the interventions performed and decision makings in the program/project evaluated. Ultimately, studying categorizations of ‘stakeholder’ groups may indicate if power issues and relations have been considered by the evaluators.

Attempting to answer the stated aim, the research question guiding this study is;

“How are power dimensions between ‘stakeholder’ groups considered in evaluation reports?”

First and foremost, a brief presentation of how the concept of ‘stakeholder’ is perceived is necessary both for the sake of transparency but also for the reader’s understanding. It is acknowledged that the concept, arguably, is politically loaded and encompass various definitions (Brandon & Fukunga, 2014; Taut, 2008; Cornwall, 2008; Cullen et al., 2011, Mosse, 2001: p. 2; Greene, 1987; Williams, 2008). This is further discussed in section 2.1. Accordingly, the concept will be within the apostrophes when discussed throughout this thesis, acknowledging the political nature of the concept.

1.2 Relevance

It is of great importance to study power dimensions within evaluation reports together with the categorization of ‘stakeholder’, as certain individuals or groups of people may be included or excluded from the program depending on the type of categorization and level of influence. Examining what characterisations of groups have been made which the selected evaluation reports provide, may result in some ‘stakeholder’ groups not being able to influence or participate equally compared to others, the intended program goals not achieved, or evaluation results biased. Hence, it may be difficult to realise whether a specific aid program leads to the desired outputs for all groups or for merely specific groups such as those with e.g. strong influence or belonging to a

certain social class. Therefore, an analysis of power dimensions will disclose the different ‘stakeholders’ ability to participate or their level of influence. Given SIDA’s main objective of including the perspectives of the poor, there must be equal opportunity to participate for all actors. Therefore, reassuring that all views and interests are represented and taken into consideration when e.g. designing programs interventions is important. Studying such power dimensions within evaluation reports, how these have been considered and to what extent, is thus of great importance as it may reveal if and how the development cooperation has taken such perspectives into account.

1.3 Thesis Outline

This section will present the structure of the thesis, introducing the main focus of each section. First, the ‘Setting the scene’ part will mainly be based on a summary of previous research in the field of participatory development while highlighting issues of power. SIDA’s history of evaluations is also summarised in this section, building on two reports as well as the Handbook of Evaluation and the Annual Report of 2017 published by SIDA (Sida’s Evaluation Group, 2018: Sida’s Evaluation Unit, 2018). This section will be followed by a discussion concerning the theoretical framework, intersectionality, why it is appropriate for the focus of this study and how it will facilitate the analysis.

The theoretical framework is followed by a section on methodology. Here, a discussion on the chosen research design, method and empirical material together with the delimitations will take place. In the section on empirical material, a thorough discussion on what type of data that will be studied is made. In the section data analysis, seven selected evaluation reports published by SIDA will be analysed. First, a summary of the reports will be presented, followed by the analysis of ‘stakeholder’ categorisations within the evaluations, the third section in the data analysis will finish with an analysis of how participation and power dimensions is in all reports. This section will then conclude in a summary of the findings. Finally, the study will end by presenting conclusions from the analysis in order to provide an answer to the research question. A discussion of how this study may contribute to filling the gap of existing research previously discussed in section 2 will also occur together with suggestions for further inquiry.

2. Setting the scene

This section aims to present linkages between participation in evaluation reports, the wide categories of ‘stakeholders’ and power within evaluations, based on previously surveyed scholarly articles in the field of participatory development. Additional literature in this section is articles and publications issued by SIDA.

2.1 Participation in the field of Development

Emerging in the late 1970s, participation hit the development mainstream, aiming towards making development programs inclusive as well as more effective and better suited for the intended purposes. This effort was thought to be enabled via the involvement of various ‘stakeholders’ and beneficiaries, together with the promotion of social justice, empowerment and democratization (Cornwall, 2008; Cullen et al., 2011; Greene, 1987; Chouinard & Cousins, 2014). Increasing the participation of ‘marginalized people’ in decision making processes was also a main idea that emerged during this period (Cooke & Kothari, 2001: p. 5).

Simultaneously, the concept of ‘stakeholder’ became more prominent and increasingly used in the field of development cooperation. No longer solely viewed as sources of data, ‘stakeholders’ were now welcomed to participate in development programs and evaluations, collaborating in the processes (Cullen et al., 2011) However, the notion of ‘stakeholder’ have come to include multiple definitions, where existing empirical studies on the consequences of or reasons to the inclusion of such actors and groups are currently insufficient (Cullen et al., 2011).

2.2 The Swedish International Development Cooperation Agency’s History of Evaluations

Institutionalised in the 1970s, evaluations have been a standard activity of aid agencies ever since (Carlsson et al., 1999: p. 1; Forss et al., 2010: p. 11). Similarly, the publication of evaluation reports at SIDA was initiated in during the same period and has so far drastically increased. Publishing numerous evaluation reports each year, development evaluations assess programs of various

nature, e.g. some targeting the empowerment of ‘marginalised’ people while other programs aim to facilitate rural communities access to water. Generally, the common denominator in all evaluation reports is that different groups of ‘stakeholders’ are presented.

In a report assessing the usefulness of SIDA's evaluations, Carlsson et al (1999) discuss the benefits of evaluations for different groups of ‘stakeholders’ as well as the participation of such actors and how SIDA view participatory evaluations. The report builds on assessments of 30 cases from Swedish development cooperation performed by SIDA. According to SIDA standards, participation in evaluation can both be viewed as a means and end in itself. The latter is promoted by SIDA as a foundation of the idea of development cooperation as partnerships, where the dimension of participation is an end or right in itself (Carlsson et al., 1999: p. 16). Regarding participation in evaluation as an end refers to a strategy of empowerment where existing power relations can be questioned, but also viewed as a “stakeholders right” in respect to the ‘stakeholders’ being put at risk in an evaluation - as their lives can be affected in different ways (Carlsson et al., 1999: p. 16).

The definition of participation used by SIDA is influenced by the notion of influence rather than simply participating in the process, and specifies the concept as “[...] the process whereby people - especially poor women and men - can influence political life, policy formulation, determination of development directions and the choice of development investments and interventions which affect them” (Carlsson et al., 1999: p. 16). The findings of the study performed in 1999 proved SIDA's evaluation process to need change (Carlsson et al., 1999: p. 5). The authors also discussed unequal influence in decision makings, where various actors commonly experience that SIDA always “has the last word” (Carlsson et al., 1999: p. 23-24). Moreover, it was realised that the evaluation findings rarely, if ever, reach the intended users (Carlsson et al., 1999: p. 37).

Considering that the report was published in 1999, substantial changes of the evaluation process may have occurred since. In the search for similar studies performed by SIDA, an annual report of evaluation at SIDA together with SIDA's Evaluation Handbook published in 2018 were found (Sida's Evaluation Group, 2018: Sida's Evaluation Unit, 2018). Surveying these publications, the material implied that focus have shifted towards a more result-based approach focusing on the

utility of the program/project rather than inclusiveness. Currently, the agency's main focus is that Swedish development cooperation should be permeated by the perspective of people living in poverty as well as the rights perspectives, which need to be considered in the evaluations design and within the process of the evaluation (Sida's Evaluation Group, 2018). However, depending on the focus and intended use of the evaluation these perspectives may lack emphasis (Sida's Evaluation Group, 2018).

2.3 Power within Participatory Evaluations

With the inclusion of different 'stakeholders' in evaluation processes, dimensions of power are inevitably present with actors acquiring different levels of influence over decision makings and other processes (Carlsson et al., 1999; Sida's Evaluation Group, 2018; Sida's Evaluation Unit, 2018; Forss et al., 2010). Previously surveyed literature has claimed that there generally has been too little focus on power issues such as hierarchies in relations between 'stakeholders', especially concerning the nature of participatory evaluations where issues of power never are far away (Cooke & Kothari, 2001: p. 14; Chouinard & Cousins, 2014; Chouinard & Milley, 2015; Williams, 2004). Critics have even argued that participation embodies an unjustified exercise of power (Cooke and Kothari, 2001: p. 4).

As noted in previous articles published by SIDA (Carlsson et al., 1999; Sida's Evaluation Group, 2018; Sida's Evaluation Unit, 2018; Forss et al., 2010) evaluations are situated in contexts imbued with different interests of various 'stakeholders', which try to pursue and legitimize their own interests. Furthermore, in the Handbook of Evaluation (Sida's Evaluation Group, 2018) suggestions for considering questions that address the perspectives of the poor to include in evaluations is highly individual and to be determined by the evaluator him/herself. The annual report for 2017 (Sida's Evaluation Unit, 2018) presented that only a few evaluation reports mention or discuss poor people's perspectives directly. The lack of emphasis on such perspectives and issues is most likely due to the lack of specific introduction in the terms of reference (ToR) of the evaluation (Sida's Evaluation Unit, 2018). For clarification, each program/project have a ToR which provides guidelines of what focus and objectives the program/project has presented, what interventions that have been performed and ultimately what goal was intended to be achieved. If

something is not clearly stated in the ToR, e.g. focus on female empowerment, such aspects are most often not included, or if included, only emphasised to a limited extent.

Kothari (2001: p. 141) argues that participation in development recognize the influence some have over others (Kothari, 2001: p. 142). Specifically, this influence refers to the ability to participate in decision makings and expressing interests and needs, while knowledge of such groups with limited influence is regarded as insignificant (Kothari, 2001: p. 142). Furthermore, Kothari (2001: p. 142) argues that participation fails to recognize the complex nature of power, risking to encourage a reassertion of power by both individuals and groups as well as particular bodies of knowledge.

3. Theoretical Framework

Studying the dimensions of power within the categorisations of ‘stakeholder’ groups, a framework concerned with issues of power is most ideal to apply. Thus, the theoretical framework applied for this study is intersectionality. As the concept of power contains multiple, varying definitions there is a need to further define how power will be regarded in the context of this thesis. Here, power will refer to the different ‘stakeholders’ ability to influence decisions/processes and level of participation within development interventions in the programs and projects evaluated, which is further deliberated in the data analysis (see section 5).

In the early twenty-first century, the use of the term intersectionality increased prominently among scholars, policy advocates, practitioners as well as activists (Hill Collins and Bilge, 2016: p. 1). Intersectionality is regarded as an approach of understanding and analysing the complexity in the world, people and human experiences. As an analytical tool, the theoretical framework creates the ability for people to access the complexity of themselves and the world (Hill Collins and Bilge, 2016: p. 2). Using an intersectional framework, important aspects such as ethnicity, class, gender, sexuality, dis/ability, nation, religion etc., are examined together with power relations and how these are intertwined and mutually constructing (Hill Collins and Bilge, 2016: p. 7). Growing inequality together with possible explanations of how social divisions position people differently in the world can be understood from an intersectional framework (Hill Collins and Bilge, 2016: p. 15). Additionally, intersectionality as a theoretical framework is a form of critical inquiry which can be used to study a broad range of social phenomena as well as a tool for the empowerment of people (Hill Collins and Bilge, 2016: p. 33 & 37).

Together with Hill Collins and Bilge’s definition of intersectionality, this thesis will also draw upon the definition of intersectionality formulated by Olofsson, Zinn, Griffin, Girtili Nygren, Cebula and Hannah Moffat (2014). Here, the approach refer to the perspective as a multi-dimensional approach that is applied when class, gender, ethnicity and other power relations are examined - which are dependent on time and place - how these are sustained and (re)created through social relations and systems, and how such power relations affect and define the daily lives of people (Olofsson et al., 2014: p. 418).

Focusing the framework on both Hill Collin and Bilge's (2016) emphasis on complexity and intersectionality as a critical inquiry as well as the aspect of multidimensionality, the effect on people's daily lives and social relations and systems (re)inforcing power relations stressed by Olofsson et al., (2014), will establish a solid foundation for the analysis.

Moreover, applying an intersectional framework will supplement the analysis of 'stakeholder' categorizations as well as of the power dimensions within the evaluation reports as the framework is concerned with the construction of power relations due to intersections of e.g. ethnicity, class, gender and religion etc. Additionally, the critical nature of intersectionality as an analytical tool will be further complimented by the content analysis, which will constitute the research method and further elaborated in the forthcoming section. Aspects such as gender, age, class, ethnicity and dis/ability will be specifically emphasised in the data analysis.

4. Methodology

4.1 Research Design

This purely desk-based thesis will employ a qualitative case study design, exploring one single case; SIDA. Case studies allows for an in-depth, thorough analysis of a complex issue, such as power dimensions within evaluation reports (Flyvbjerg, 2007: p. 390; Bryman, 2012: p. 69; de Vaus, 2001: p. 220). Case studies can be applied for both explanatory and descriptive as well as exploratory research. This thesis takes the form of an exploratory study as it aims to explore the studied phenomenon in a new light namely from an intersectional perspective. It is exploratory in the sense that the findings will aim to generate new insights for further research to pursue. The main motivator is that in existing studies there appears to be a lack of contemporary research covering studies of power dimensions within the field of participatory evaluations. Also, a single case study approach was selected as it is highly suiting for exploratory research (Gomm et al., 2000: p. 4).

According to Yin (2003: p. 1) a case study is the preferred design when studying questions posed as “how” and “why” but also when a current phenomenon within real-life context is the focus of study. Furthermore, another reason for using a single case study is the aim to highlight the phenomenon of power dimensions within SIDA’s evaluation reports, contributing to expanding knowledge and understanding in this field of inquiry as well as potentially building theory (Yin, 2003: p. 1 & 40; Lincoln & Guba, 2000: p. 36). Moreover, the case study provides concrete, context-dependent knowledge (Flyvbjerg, 2007: p. 392), which this study aims to produce by studying a single case in-depth within a specific context.

Despite the advantages of using a single case study design as presented above, there are some potential issues with employing this type of research approach. For instance, it is frequently argued that a case study cannot be used for generalizing the findings (Flyvbjerg, 2007: p. 393; Lincoln & Guba, 2000: p. 36-37; Yin, 2003: p. 10-11). Nevertheless, acknowledging the potential risk of not being able to generalize the results of this thesis, as often is desired, this will not be regarded as an issue. The idea is to produce findings which are context-specific and concrete, rather than

contributing with general information of how evaluation reports commonly consider power dimensions within ‘stakeholder’ categorizations. Aiming to provide generalizable findings which can be employed in other contexts will thus not be appropriate for this inquiry.

4.2 Research Method

Building on the single case study design, the research method will take the form of a qualitative content analysis, studying evaluation reports from SIDA collected from a keyword search (further discussed in section 4.3). This implies that the gathered data will be systematically analysed from the perspective of intersectionality (Halperin & Heath, 2012: p. 318). More concretely, an analysis will be undertaken of what groups of ‘stakeholders’ are presented in the data, how these are divided into categories, what potential power relations are considered and how dimensions of power, in the form of influence and participation by the presented categories of actors, have been discussed throughout each report. The thesis qualitative form of content analysis is concerned with interpreting and “uncovering meanings, motives, and purposes in textual content” (Halperin & Heath, 2012: p. 310), which it aims to discover by analysing how power dimensions in evaluations between ‘stakeholder’ groups are considered in the evaluation reports.

Moreover, content analysis can reveal the perceptions and attitudes of e.g. the authors of reports (Halperin & Heath, 2012: p. 318) which is also in line with the aim of this thesis – realising how the evaluators consider power in the form of influence and participation by ‘stakeholders’. As the aim of the analysis is specifically to analyse evaluation reports, these types of documents will be examined through the content analysis method. The evaluation reports analysed will be non-numerical data, in the form of words with the goal to identify concepts that emerge from the data (Halperin & Heath, 2012: p. 327) such as ‘stakeholder’ categories. While qualitative content analysis often involves identifying themes that emerge from the data (ibid: p. 327) this essay will instead structure the analysis according to the reports respectively discussed, providing a clear structure of how each report is analysed from the questions posed. However, in the discussion of summary of findings (section 5.4) more general themes will emerge.

The content analysis will be performed with the lens of intersectionality, studying if aspects shaping power dimensions such as gender, ethnicity, age and dis/ability are considered in the collected data. Thus, applying intersectionality together with the method of content analysis, evaluation reports can be analysed to uncover meanings, motives, and purposes for how ‘stakeholders’ have the ability influence and participate in development interventions.

4.3 Empirical Material

The empirical data collected consist of seven evaluation reports published on SIDA's website, retrieved from a keyword search made in the agency's publications search engine (SIDA, 2019b). The final keyword search was performed 22/04-2019¹. All evaluation reports have different objectives, ranging from improving environmental measures, promoting gender equality within participatory poverty reduction strategies to evaluating challenge funds. A summary of the selected reports can be found in chapter 5.1. The reports will be structured according to the numeric division presented in the summary of evaluation reports (section 5.1), throughout the entire analysis in order to remain coherency. Moreover, the reports widely range in length of page numbers, from 28 pages to 192 pages. Other differences of the reports are also that they are published in different years, ranging from 2002 to 2018. With no intention to make a temporal delimitation, all analysed evaluation reports happen to be published in the last two decades. In the section below, a discussion of the delimitations employed together with a more extensive deliberation of why and how the empirical data was collected will be made.

4.4 Delimitations

In order to sufficiently survey the field of research in an efficient manner while narrowing down the study of interest, delimitations are essential. For this thesis, several delimitations have been made. First of all, one delimitation was the choice to solely analyse evaluation reports, rather than policy documents and the actual aid programs itself. This choice was made due to the participatory nature of evaluations, where power exists in all dimensions, making an analysis and use of a power framework possible (Chouinard & Cousins, 2014; Chouinard & Milley, 2015; Williams, 2004).

¹ Currently, an additional evaluation published 14/05-2019 can be found in the keyword search.

In addition, as evaluation reports are the focus of this study, publications such as tool-boxes, working papers and information sheets was deemed inappropriate for the intended aim of the study, thus not included.

The second delimitation that was made decided what evaluation reports to include in the analysis. Currently, SIDA has over 3000 (3423) published reports on their website, whereas 2590 are in English and the rest in other languages such as Swedish, Spanish, French, Portuguese, Russian, Bosnian and Bengali (SIDA, 2019b)². Due to the author's limited ability of other languages and the risk of important information getting lost in translation, only reports in English and Swedish will be included. Employing this delimitation, 3195 reports were available (SIDA, 2019b). Nevertheless, considering the time-frame to complete the study, it deemed unfeasible to survey them all. Thus, there was a need for further delimiting the scope of study.

The third delimitation employed was a quantitative keyword search where the concept of 'stakeholder' was the keyword used when searching for and selecting the evaluation reports. The keyword search generated eleven evaluation reports, nine in English and two in Spanish. Following the delimitation of language, the nine evaluation reports in English were selected to constitute the analysis of this study. However, out of nine found reports, only seven will be collected for the data analysis. The two remaining reports were not included in the analysis due to various reasons, but mainly due to lack of relevance to the focus of study. One report evaluated SIDA's funding to a Georgian think tank, failing to mention 'stakeholders' within the actual evaluation. However, in the description of the report 'stakeholder' was mentioned, hence it appeared in the keyword search. The other report was mainly concerned with several NGOs perception of SIDA's aid, where the 'stakeholders' referred to were solely NGOs. Thus, failing to include several categories of 'stakeholders' and beneficiaries as well as dimensions of power reflecting relations of unequal power.

² According to the date the publication search was last visited, 27/05-2019.

5. Data Analysis

This section will analyse the seven evaluation reports generated from the keyword search. First, a short summary of the seven reports will take place, followed by an in-depth analysis thematically divided into ‘stakeholder’ categories (section 5.2) and participation and power relations (section 5.3). The former section will analyse what categorisations of ‘stakeholder’ groups have been made within the evaluations. The latter is focused on participation by these characterised groups and power relations of the subjected groups. Finally, a summary of the findings will take place (section 5.4). The analysis will aim to present linkages between the presented categories, while highlighting dimensions of power which here refer to the influence over and participation in the processes and interventions of the evaluated program/project. Aspects typically considered within intersectionality such as gender, class, age, ethnicity and dis/ability will also be highlighted throughout the analysis.

5.1 Summary of Evaluation Reports

The evaluation reports that will be analysed are the following;

(Report 1) ‘Sharra Waste Dump Site, Albania-Feasibility Study and Urgent Rehabilitation Measure’ (Billing et al., 2003), which is an evaluation of an environment project in Albania on the Sharra dumpsite. The overall aim was to “carry out a feasibility study to identify and catalyse the urgently required environmental measures” (Billing et al., 2003);

(Report 2) ‘Evaluation of Sida’s Global Challenge Funds Lessons From a Decade Long Journey’ (IPE Triple Line, 2018). The evaluation was undertaken with the aim to learn lessons from the design and implementation of ten global Challenge Funds aided by SIDA in Bangladesh and Kenya. Challenge Funds is an instrument used to finance entrepreneurs and innovators that wish to contribute to economic, environmental and social sustainability in low income countries (IPE Triple Line, 2018). One of the main objectives of the evaluation was the focus on gender equality (IPE Triple Line, 2018)

(Report 3) 'Mountain Rural Development, Vietnam: Integration of biodiversity aspects in development cooperation – a case study', (Berlekom, 2004). This evaluation report assesses a case study performed in northern Vietnam. Issues of biodiversity were analysed to provide recommendations and suggestions on methods for biodiversity mainstreaming within projects and programs of Natural Resources Management (Berlekom, 2004).

(Report 4) 'Honduras Executive Summary: Evaluation and monitoring of Poverty Reduction Strategies – 2003', (Cuesta et al., 2004). The ultimate aim of this evaluated program was to bring economic, social, political and institutional efforts together with available international financial aid in a participatory process of poverty reduction (Cuesta et al., 2004).

(Report 5) 'Donorship, Ownership and Partnership: Issues Arising from Four Sida Studies of Donor-Recipient Relations', (Edgren, 2003). This assessment evaluated four major evaluation studies which covered ownership aspects in various approaches to aid in a variety of partner countries. Effects on ownership of aid relationships, 'stakeholder' participation and multiple donor situations, among other modalities, are examined in respect to the four studies (Edgren, 2003).

(Report 6) 'Mainstreaming Gender Equality: Sida's support for the promotion of gender equality in partner countries – Country Report Bangladesh', (Mikkelsen et al., 2002). This evaluation is based on the Bangladesh Country Strategy report, with the main focus on the promotion of gender equality within four interventions. The objectives of the evaluation were to assess the mainstreaming strategy by SIDA in country strategy processes, to assess the strategic and/or practical changes of the promotion of gender equality, that interventions have or may contribute to, and provide input to a profound understanding of the concrete meanings of concepts in interventions aided by SIDA. These concepts refer to gender equality, empowerment of women, 'stakeholder' participation etc., (Mikkelsen et al., 2002).

(Report 7) 'Completion Evaluation of Sida Support to Environment and Climate Change Component of NREP', (Danielsson et al., 2016). The findings, conclusions and

recommendations of the assessment of the Environment and Climate Change component of the Natural Resources and Environment Programme (NREP) in Rwanda between the period of January to June 2016, is discussed in this report. SIDA supported two sub-programs by investing in capacity for efficient and effective execution of ecosystem rehabilitation as well as interventions that addressed the deterioration of ecosystem health. Issues affecting gender and youth are also addressed (Danielsson et al., 2016).

5.2 ‘Stakeholder’ Categories

This section will survey the different categorisations of ‘stakeholders’ within the seven evaluations while discussing the potential challenges/risks of how the categorisations are formulated, from an intersectional perspective.

(Report 1) In the evaluation performed by Billing et al., (2003) a list of key ‘stakeholders’ is comprised. The actors included are the Ministry of Environment, Municipality of Tirana, Dumpsite Operating Company, Ministry of Territorial Planning and Tourism, ECAT, ASSA-Zeitgeist, the Italian Development Corporation, local experts and other local ‘stakeholders’, UNOPS, and SIDA local representation (Billing et al., 2003). A list of consulted ‘stakeholders’ can be found in Appendix 1. Interestingly, who these local ‘stakeholders’ are is not further characterized or discussed. Moreover, social aspects of the project were not considered during the project design, resulting in the Roma people that live and work on the dumpsite were neglected throughout the implementation of the program (Billing et al., 2003). This was considered as a key omission by SIDA, as the Roma people’s living and working conditions could be greatly improved contributing to enhanced safety and environmental measures (Billing et al., 2003).

Without further deliberation on the categories of ‘stakeholders’, one assumption to be made is that the ‘stakeholder’ groups and specifically the “local stakeholders” appear to be an extensive group lacking reference to what actors that are involved. In addition, a discussion on what interests and level of ability to influence and/or participate in the project the group has is lacking. How can we be sure that all of the local ‘stakeholders’ voices are equally heard in decision makings? Furthermore, it is also worth noting that the Roma people are left out of the categorisations of

‘stakeholders’. Arguably, not including this group have increased the attention of issues relating to the neglect of them and their living conditions on the dumpsite. Ultimately, benefiting the most exposed persons by focusing specifically on this group while other ‘stakeholder’ groups such as local actors are more disadvantaged as their varying interests are overlooked.

(Report 2) In the evaluation of global Challenge Funds it is recognised that the groups of ‘stakeholders’ differ for each fund but can be categorized at three different levels dependant on their engagement with a Challenge Fund (IPE Triple Line, 2018). The three categorisations are; *external stakeholders*, which are indirectly involved in either the fund activities or interested in the results of the fund; *connected stakeholders*, which are directly involved in the implementation of the fund; *core stakeholders*, which are both directly involved in the fund, design and strategic management (IPE Triple Line, 2018). Furthermore, two user groups are identified; *primary intended users* which refer to SIDA staff, fund managers and other donors of the fund, and; *secondary intended users* which constitute of other donors and the broader development community (IPE Triple Line, 2018). Moreover, the evaluators have listed several relevant ‘stakeholders’ from without the three previously presented categorisations. The list also indicates the level of value/interest in the fund, level of influence and rationale. Relating the categories of ‘stakeholders’ to the framework intersectionality, the below presented table compile four important aspects highly relevant for this thesis and the power each ‘stakeholder’ group acquire.

Table 6.1: Key Relevant Stakeholders

Stakeholder	Level of value/ interest in the fund	Level of influence in the fund	Rationale	Evaluation user group (as stated in TOR)
Core Stakeholders: Directly involved in fund design and strategic management				Primary Intended Users
Sida Programme Managers	4	4	Responsible for oversight of fund for Sida, including fund design and strategic management	
Sida Heads of Depts./ Units	4	4	Provide overall direction for fund design and strategic management, from Sida's perspective; accountable for the fund to Sida.	
Sida Staff in Embassies³⁰	4	4		
Embassy staff	2	2	Provide some comments on grant applications and some liaison with other donors and FMs.	
Other donors of the fund	4	4	Provide direction for fund design and strategic management; accountable for the fund.	
Fund Manager	4	4	Day to day strategic and operational management of the fund.	
Connected Stakeholders: Directly engaged/ involved in fund implementation				Secondary Intended Users
Fund management partners: e.g. research institutions, professional mentors, business coaches etc.	3	2	Involved in specific elements of fund implementation, with oversight from the Fund Manager.	

(IPE Triple Line, 2018)

Stakeholder	Level of value/ interest in the fund	Level of influence in the fund	Rationale	Evaluation user group (as stated in TOR)
Grantees: NGOs (international/ national), businesses, social enterprises, community based organisations etc.	4	2	Direct recipients of the fund activities.	
Beneficiaries: e.g. Women, men, youth, children, marginalised groups etc ³¹	4	1	Ultimate beneficiaries/end users of the fund.	
External Stakeholders: Indirectly involved in fund activities, or interested in the outcomes of the fund				
Government representatives: e.g. national, local	2	1 - 2	May be engaged in fund activities in fund design and/or implementation; outcomes of fund likely to influence local/ country level strategies.	
Non-governmental stakeholders: e.g. Chambers of commerce, private sector bodies, trade associations, banks, IFIs	2	1 - 2	May be engaged in fund activities, in fund design and/or implementation; outcomes of fund likely to influence their work.	
Other donors working in the same sectors	2	2	Interested in the challenge fund (CF) mechanism and its effectiveness in delivering development cooperation.	
Broader development community/ interested players/ thought leaders	2	1	Interested in the CF mechanism and innovation.	

Stakeholder	Level of value/ interest in the fund	Level of influence in the fund	Rationale	Evaluation user group (as stated in TOR)
Key	Level of value/interest		Level of influence	
4	Essential		Significant control	
3	Necessary		Strong influence	
2	Desirable		Moderate influence	
1	Non-essential		Limited influence	

(IPE Triple Line, 2018)

Using numeric indicators of the degree of interest/value and influence signifies the level of influence and thus power the different groups of actors obtain - something that will be further analysed in section 5.3. Interestingly, the group of beneficiaries appears to be ‘lumped together’, consisting of women, men, youth, children and marginalised groups, etc. These have the least influence over decisions regarding the fund, while being the targets for all interventions and outcomes of the program and interventions and ultimately affected the most. Clustering all these different groups of people into one category, poses the risk of homogenizing a broad range of different interests and other aspects such as class, gender, and age etc., treating the group as having similar, or the same, opinions and objectives. Further defining how this group was selected and what women, men, youth, children and marginalised groups the categorisation refers to is of importance, as it otherwise may be difficult to assess whether the interventions made were beneficial for the intended beneficiaries and reached the targets.

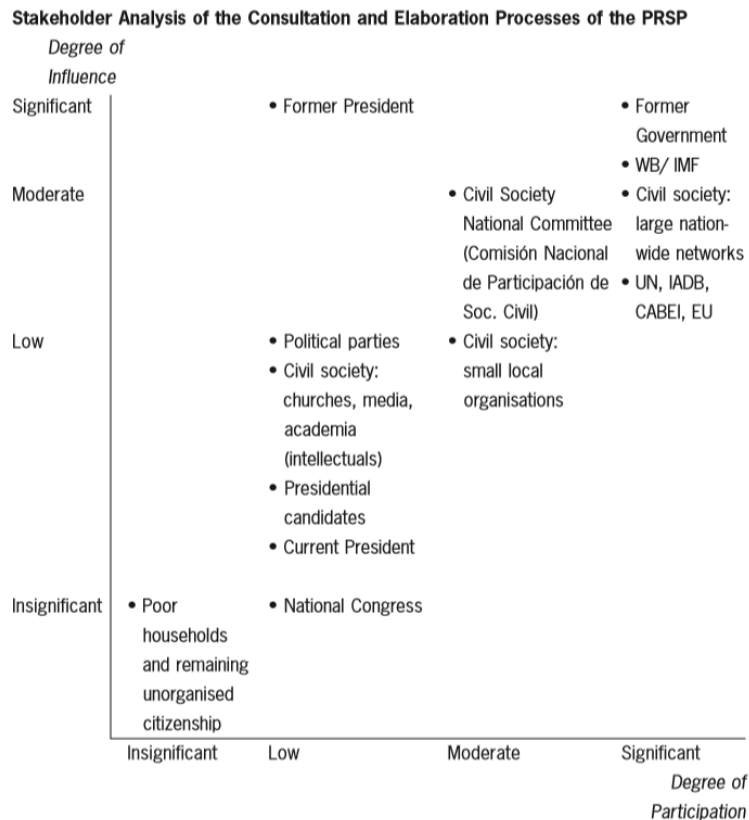
(Report 3) ‘Stakeholders’ in relation to the Mountain Rural Development Program (MRDP), are similarly divided into different categories as the first two evaluation reports discussed. Additionally, a ‘stakeholder’ analysis is presented in this evaluation report, posing questions such as; “who are concerned and/or affected”; “what are their roles and responsibilities”; “knowledge and information of the various stakeholders”; “areas of conflicts” (Berlekom, 2004). Here, five different general categories are presented; “people in villages and local communities”, “staff within the DARD/MARD”, “government agencies and functions outside DARD/MARD”, “business and services”, and “other projects, programmes and donors” (Berlekom, 2004).

The first category includes different wealth-ranking groups, women, men and different ethnic groups. The second group refer to the commune-district-province-ministry level and different departments and subject matters, e.g. forest protection, forest development, state forest enterprises, extension etc., within the DARD/MARD. The third group consist of commune/district/province people’s committees and other government agencies. Middle-men and government companies constitute the fourth group, while group number five do not have any explicit reference to what other projects, programmes and donors are included (Berlekom, 2004). A table further into the evaluation report more explicitly distinguishes main ‘stakeholders’ that are directly affected by various biodiversity issues. The following are included in the tables; district supply companies of

seeds, other suppliers, households, extension staff at all levels, farmer's interest groups and extension clubs, training centres, forest authorities, villages and communes, buyers and traders (very diverse), local tree nurseries, markets, province research stations. For a complete list see Appendix 2. However, Berlekom (2004) acknowledges the difficulty and complexity of identifying 'stakeholders' to participate in the planning process of a diverse program with various activities. Thus, suggestions for future projects and programs targeting biodiversity advise that relevant 'stakeholders' need to be identified (Berlekom, 2004).

Despite the evaluator highlighting the difficulty of identifying 'stakeholders' to participate, wider categories of actors may hinder proper measures to be implemented in the evaluation process, e.g. when analysing if the intended beneficiaries have been aided. Evidently, the categories in this report are quite broad regardless of the attempts of further narrowing the 'stakeholders'. Furthermore, wide categories aggravate the possibility to analyse potential inequalities of influence between 'stakeholders', as one group itself may include various age, ethnicity, gender and dis/ability. For instance, like the group "people in villages and local communities" where both women, men, different ethnic groups and wealth-ranking groups are included. The possibility of this single group occupying various inequalities is high as there are sub-groups within it. Signifying between wealth-ranking groups, various ethnic groups as well as men and women are of importance if the perspectives of "the poor" is to be included. Judging by the categories, there are possible diversities in capital, gender, age and ethnicity, aspects not fully accounted for by the evaluator.

(Report 4) In the evaluation report on the Poverty Reduction Strategies performed in Honduras a ‘stakeholder’ analysis was performed by the evaluation team (Cuesta et al., 2004). Below the analysis is formulated in the form of a graph.



(Cuesta et al., 2004)

Noticeably, there are different categories of ‘stakeholders’ presented in this graph, together with the degree of influence and participation within the processes of the poverty reduction strategies (Cuesta et al., 2004). Similar to the previously analysed evaluation reports, there are no explicit characteristics for certain groups but rather wide attributes, as in this case apply for the civil society groups, the poor households and those with remaining unorganized citizenship (Cuesta et al., 2004). The remaining groups moderately indicate which actors intended are participating, e.g. former president, politicians and ministers in the national congress and political parties.

Conclusively, what is apparent is that the evaluators have, through the ‘stakeholder’ analysis, considered dimensions of power in the form of degree of influence and participation of the different actors. While taking into account such aspects, the wide categories of ‘stakeholder’ groups may

influence the degree of influence and participation to provide misleading results as the group categorised as e.g. “poor households and remaining unorganised citizenship” maintain a variety of persons - both women, men, elderly and youth. Thus, further explanations of how this group is characterised would be useful to ensure equal influence and participation in the program.

(Report 5) Although building the evaluation on four SIDA studies performed in 2002, Edgrens (2003) evaluation do not explicitly discuss categories of ‘stakeholders’. However, the author identifies a few groups of ‘stakeholders’ in one of the four reports, namely, government agencies, contractors, civil society and beneficiaries (Edgren, 2003). While not specifying any of these ‘stakeholder’ groups, it is acknowledged that the beneficiaries most often are the weakest of all actors (Edgren, 2003). Nevertheless, the author provides various interesting inputs on the topic of participation and power, which will be analysed in section 5.3.

Noticeably, these categories of ‘stakeholders’ are quite extensive and may include a variety of sub-groups and persons. As argued in the previous discussions of report (1) to (4), categories of ‘stakeholders’ in this report by Edgren (2003) is in need of revising and further defining what actors these groups refer to. Is it only women, or both men and women? As the report is focused on ownership, a clear reference to what ‘stakeholders’ the evaluation treat is highly relevant. In addition, clear categories also allow for an analysis of issues such as unequal influence, or level of ownership.

(Report 6) The evaluation ‘Mainstreaming Gender Equality: Sida’s support for the promotion of gender equality in partner countries, Country Report Bangladesh’, performed by Mikkelsen et al., (2003) undertook a ‘stakeholder’ mapping during each intervention. The authors distinguish between primary, secondary and key ‘stakeholders’ as well as beneficiaries (Mikkelsen et al., 2003). Dividing the categories of ‘stakeholders’ is made the following; “primary stakeholders are those who will be directly or ultimately affected by the intervention, either positively or negatively; secondary stakeholders are intermediaries such as implementing organisations, or other individuals, persons, groups or institutions involved in an intervention (including funders); key stakeholders are those of the primary and secondary stakeholders who can significantly affect or influence an intervention either positively or negatively” (Mikkelsen et al., 2003). NGOs are an

example of a secondary ‘stakeholder’, while primary ‘stakeholders’ are the women, children and men as well as “poor people” participating in the program as beneficiaries (Mikkelsen et al., 2003). In addition to this formulation, the four interventions for which the evaluation report also builds the assessment on, have more defined categories of beneficiaries and stakeholders. The categorisations constitute of female illiterates ranging between the ages 11 to 45 in Bangladesh, so-called “neo literate” persons, 351 000 urban working children which are perceived to be “hard to reach”, for which girls are primarily targeted (Mikkelsen et al., 2003). Other ‘stakeholders’ are Bangladeshi lawyers, journalists, social development workers and young development workers (Mikkelsen et al., 2003).

In this evaluation report, the categorisations of ‘stakeholders’ and beneficiaries are more evident and clearly defined. Dividing the groups into primary, secondary and key ‘stakeholders’ acknowledging that interventions may affect these persons both positively and negatively as well as highlighting the degree of influence and effect some actors have, indicate that the evaluators have considered some dimensions of power when categorising the ‘stakeholders’. By specifically mention what persons the beneficiaries refer to will facilitate measuring the results of the interventions, but also reassuring that women and girls gain more influence in society if illiteracy rates decrease for this group. Regarding power relations between the three divided ‘stakeholder’ groups, further deliberation on how these may affect and influence each other would have been necessary.

(Report 7) Finally, like the majority of the other evaluations, Danielsson et al (2016) discuss several ‘stakeholders’ and beneficiaries in the evaluation report on ‘Completion Evaluation of Sida Support to Environment and Climate Change Component of NREP’. The main ‘stakeholders’ are the following; management and department staff of REMA, officials of MINIRENA, the national police of Rwanda, Ministry of Education, Ministry of Local Governments, facilitators and interns working directly in the districts (Danielsson et al., 2016). In addition, beneficiaries, UNDP, UNEP, UNICEF and FONERWA as well as other ‘stakeholders’ are included (Danielsson et al., 2016). For a more detailed overview of the ‘stakeholders’ included, see Appendix 3. Similar to the evaluation carried out by Mikkelsen et al., (2003), the evaluators discuss on what terms the beneficiaries were selected. Selected from 127 schools, 30 different districts with 60 interns, around

90 district officials, three “green” villages with approximately 200 beneficiaries together with 10 cooperatives, 25 larger environmental studies and smaller activities - the total amount of participating beneficiaries was immense (Danielsson et al., 2016).

While presenting areas for selection of the beneficiaries, a clearer division between what women, men, youth and poor were included is lacking. Noticeably, the scope of participating beneficiaries is quite extensive, making a clear categorisation of ‘stakeholders’ and beneficiaries necessary. Like the previously analysed evaluation reports, categorising the groups of ‘stakeholders’ more explicit is required as it facilitate both appropriate measures for interventions, an analysis of unequal influence and participation, and the ability to assure that the intended target group is reached. Within a group so immense, certain interests and levels may easily be drowned by stronger voices, e.g. if men generally have more influence than women in society, or due to varying levels of income and class within the same group.

5.3 Participation and Power Relations

In order to realise if, and how, power dimensions are considered in evaluation reports, this section will build on the analysis of the ‘stakeholder’ categorisations presented. Power dimensions refer to the form of participation and influence by the various ‘stakeholders’, groups that evidently may be diversely categorised. The term also refers to relations between and within the categories of actors presented. These two aspects will be further analysed in this section. Emphasis will be on actors such as the beneficiaries and ‘the poor’ with low levels of influence, which will be compared to the ‘stakeholders’ with higher levels of influence, making an analysis of power relations possible.

(Report 1) Acknowledged in the evaluation performed by Billing et al., (2003), the Roma people were not included in any ‘stakeholder’ category. While argued that this exclusion may contribute to further highlighting the issues and risks the Roma people are exposed to, one can also argue for reinforcing a power relation where this group is subordinate with limited or no influence and participation. From an intersectional view, the Roma people are a globally exposed, disadvantaged, ethnic minority, coming from generally lower classes lacking the equal ability to exercise economic, social and political rights (UNHCR, 1997). Not only sustaining the power relation

between the Roma people and the most influential ‘stakeholder’ UNEP, the exclusion further contributes to greater issues such as the group being deprived from their occupation, as the ability to work on the dumpsite is limited both during and after the project. With little, or rather no, participation in the interventions of the program, the most exposed people have no influence over activities affecting their daily lives. Noticeably, the framework of intersectionality enables to highlight injustices and power relations not explicitly considered in this evaluation report by the evaluators.

(Report 2) The findings in this evaluation report pointed towards several omissions regarding the lack of perspectives of poor people and beneficiaries (IPE Triple Line, 2018). The evaluators argued that a neglect of these perspectives not only aggravate potential challenges both businesses and civil society organisations may face, but also how the results of the interventions might be measured. Thus, requiring new cross-cutting, multidimensional tools which focus mutually on the interventions effects on both women and men (IPE Triple Line, 2018).

Regarding the question of how power dimensions is considered within the evaluation report, the table presents numeric indicators of the level of interest/value, influence and rational together with the ‘stakeholder’ group. Arguably, this indicate that a consideration of power dimensions is made. Nevertheless, it appeared that the group of beneficiaries was ‘lumped together’ with no clear divisions between women, men, marginalised groups, youth and children. Failing to acknowledge that there are diversities and potentially power relations between these sub-groups may result in flawed results of interventions. Also, if the group of beneficiaries is regarded as being homogenous while disregarding differences in aspects such as class, gender, age and dis/ability, this categorisation may also contribute to only serving the interests of the most powerful. Moreover, addressing the need for a new cross-cutting, multidimensional measure in evaluations, intersectionality as a tool for critical inquiry and empowerment may be a potential suggestion. Not only would an intersectional tool contribute to a greater understanding of power relations within evaluations, but also enforce more equality by enabling opportunities for empowerment of the actors with least influence and lowest participation.

(Report 3) Applying a ‘stakeholder’ analysis asking questions regarding “who are concerned and/or affected”; “what are their roles and responsibilities”; “knowledge and information of the various stakeholders”; “areas of conflicts” (Berlekom, 2004) can be seen as efficient to categorise ‘stakeholders’ into different groups while highlighting the ability these groups have to participate in and influence interventions and use of resources. Arguably, this report can be considered as a good example of a transparent division between ‘stakeholder’ groups where women and girls are the focus of interventions. However, worth noting was the conclusion made in the previous section (5.2) that the categories of ‘stakeholders’ are quite extensive and fails to underscore the diversity within the category “people in villages and local communities” between the women, men, wealth-ranking groups and different ethnic groups who constitute this category.

Employing a ‘stakeholder’ analysis asking the questions posed in the previous paragraph do imply how power dimensions have been taken into consideration and also to what extent. Nonetheless, a further emphasis on the differences between actors within the same category is necessary. Not only would differences in aspects such as gender, class and ethnicity become apparent, but more righteous measures and equal influence may result in such emphasis, ultimately empower the least powerful. Thus, the extent for which power dimensions are taken into consideration is limited to the mainly the ‘stakeholder’ analysis. Moreover, the level of how the different ‘stakeholders’ participate would also indicate how power relations between groups are structured.

(Report 4) The evaluation performed by Cuesta et al., (2004) highlight some issues with unequal participation and influence from predominantly the ‘poor’, manifested in particular by the sentence “Unsurprisingly, unorganised citizens — particularly, the poor — were not included directly in consultation meetings.” (Cuesta et al., 2004). Similar to the previously discussed evaluation, a ‘stakeholder’ analysis considering the level of influence and participation was undertaken, revealing that there are differences between groups of ‘stakeholders’ considering the degree of participation and influence presented in the graph (Cuesta et al., 2004).

Evidently, the evaluators strongly emphasise the low level of participation among the ‘poor’ while realising the different degrees of ‘stakeholder’ influence between groups. Power dimensions in the form of participation and influence is clearly considered in this evaluation report, where issues of

low participation and influence by the 'poor' is stressed. Here, these two aspects of power indicate unequal relations between the group with least power and groups with higher influence and participation. Nevertheless, there is a lack of clearly defined categories of 'stakeholders', e.g. 'the poor' is characterised as one homogenous group. Failing to acknowledge that women, men and youth all belong to this group, it can be argued that there is a need for a multidimensional perspective in the 'stakeholder' analysis. Do the 'poor' refer to all sub-groups or only some? Without further clarification of this 'stakeholder' group, it can be deemed impossible to realise whether the aid interventions have reached the most deprived.

Applying a multidimensional perspective, such as intersectionality, in the 'stakeholder' analysis would enable aspects such as gender, age, class and ethnicity etc., to be evaluated and considered when dividing and analysing the categories of 'stakeholders'. Ultimately, this would possibly highlight interests from all actors while empowering the least powerful 'stakeholders' creating opportunities for further participation and influence. In addition, more adequate measures targeting the needs and interests of the least influential 'stakeholders' could be formulated.

(Report 5) While Edgren's (2003) evaluation report did not explicitly discuss any categories of 'stakeholders', power dimensions were highlighted. The evaluator stressed the need for a 'stakeholder' analysis that accounts for all major 'stakeholders'. Moreover, the findings suggested that poverty reduction projects aimed to directly benefit the poor, often disregard local power structures. Hence, it is suggested that including beneficiary participation in development cooperation projects may facilitate to direct the program towards their interests and needs (Edgren, 2003).

While the evaluator does recognise that there are unequal power relations within evaluations of development projects, further emphasis on the issues related to the beneficiaries could be made. If clear categorisations of the 'stakeholders' were made, measures assessing how local power structures can be regarded and incorporated in further projects alleviating poverty could be taken. Also, the impact of interventions affecting beneficiaries would also be further highlighted - realising whether the intended goals have been reached and assigned to the target group. Moreover, a clearer categorisation and consideration to power dimensions would demonstrate if the

perspectives of the poor are included. However, acknowledging the issue of disregarding local power structures is of importance as it intentionally can inform other funding partners such as SIDA where an emphasis on power is needed for further development interventions. Nonetheless, regarding the question of how power dimensions are considered, Edgren (2003) acknowledge in his findings that there is a need for more inclusive beneficiary participation together with 'stakeholder' analyses and focus on local power structures.

(Report 6) In the sixth evaluation report, the findings suggested that the promotion of gender equality and empowerment of women require further strengthening (Mikkelsen et al., 2003). Moreover, in some cases the primary 'stakeholders', the ones directly or ultimately affected by the intervention either positively or negatively, were not included in the decision making processes (Mikkelsen et al., 2003). Also, the evaluators found that the 'stakeholders' responsible for the program design account for most influence in all decisions, pointing to incomplete implementation of efforts targeting women and youth (Mikkelsen et al., 2003).

While issues of unequal power relations are reflected in the evaluations findings, the 'stakeholder' categories remain rather complex and wide. Regarding the exclusion of key 'stakeholders' in some cases, it is necessary to consider if all sub-groups i.e. women, men, children and poor people, are excluded. Wide categorisations of 'stakeholders' with several sub-groups of persons of different age, gender, class etc. aggravates the ability to properly measure the level of participation and influence, as additional aspects are needed to be considered for equal participation. Especially since no comment has been made, considering the issue of grouping such a heterogenous, large group with different interests and objectives into one single category. If the perspectives of the poor are to be equally included, new categories of 'stakeholders' are required, concretely characterising and dividing 'stakeholders' into groups. Ultimately, there is a certain degree of consideration to power dimensions by the evaluators acknowledging unequal influence and participation by certain 'stakeholders'. However, further emphasis on narrowing down and further defining the groups of actors is deemed necessary to realise inequalities and the interests of the beneficiaries. How power dimensions are considered is thus insufficient.

(Report 7) Finally, the findings derived highlight that the evaluators have taken cross-cutting issues such as aspects concerning gender and the youth into consideration while assessing the interventions, evaluating if such aspects have been targeted by the development activities (Danielsson et al., 2016). Considerably, the evaluators noted that a gender plan and poverty reduction plan, which were supposed to be elaborated, did not develop at all. An examination of the gender balance of staff at REMA was also made by the evaluators, which presented an almost equal division between women 47% and men 53% (Danielsson et al., 2016). Furthermore, the evaluators conclude that no information breaking down the evidence on gender or youth have been produced (Danielsson et al., 2016).

Clearly, power dimensions such as gender equality, poverty reduction and age are taken into consideration by the evaluators. This consideration is particularly significant by the gender balance examination by REMA staff, which was not part of the evaluation objectives but do emphasise the views on the importance of gender equality by the evaluation team. While REMA staff can be considered having quite high levels of power, it was an interesting note and reveals the evaluators mind-set. However, despite this obvious interest for gender aspects, to further make power dimensions between ‘stakeholder’ groups visible there is a need for improved categorisations. As previously noted, the scope of participating beneficiaries is extremely extensive which may limit the possibility of taking all perspectives into account despite efforts to make power dimensions visible.

5.4 Summary of Findings

Conclusively, all seven evaluation reports have provided various categorisations of ‘stakeholders’, several dissimilar while some similar that are found in a majority of the reports e.g. beneficiary which is included in four of the seven reports (IPE Triple Line, 2018; Edgren, 2003; Mikkelsen et al., 2003; Danielsson et al., 2016). Noticeably, most of these categories are often quite broad and may include both women, men, different ethnic groups and youth. The perception of ‘stakeholders’ groups being ‘lumped together’ according to the categorisations raises the question of why such a categorisation have occurred. Issues relating to the difficulty and complexity to identify ‘stakeholders’ to participate might be one possible answer to this question. However, other

suggestions may be that both time and money is restrained which may hinder a proper identification of relevant 'stakeholder' groups and eventually disregard the perspectives of the poor. One solution could be further use of 'stakeholder' analyses where groups of actors, their influence and level of participation are measured, exemplified in two of the reports (Berlekom, 2003; Cuesta et al., 2004). Not only could this facilitate further distinctions between 'stakeholder' groups but also highlight power relations in the form of participation and influence between these groups.

Furthermore, the wide categories containing several sub-groups or limited definitions of participants may overlook issues of power. Local aspects such as power structures and differences in gender, ethnicity, class, age, dis/ability etc. are important to recognize when implementing the interventions. Not only for assuring that the intended objectives reach the intended target group(s) but also as SIDA aims to achieve an inclusion of the perspectives of the poor in all decision makings. Clearly pointing out what persons are included in the category 'poor people' and how they have been selected may further the aim of making everyone's voice equally heard. As highlighted through the analysis, the potential issues of not clearly categorising groups of 'stakeholders' and neglecting issues of power may lead to inadequate measures assessing the results of the program, unequal ability to influence and participate, treating groups as homogenous with the same, or similar, interests and abilities to affect, and disregarding the perspectives of the poor. Ultimately, disregarding these aspects may negatively affect the daily lives of the most exposed, limiting the ability to participate on equal grounds, restrict the opportunity to be empowered and finally reinforce, or sustain, existing power relations within the system of development cooperation. The latter poses a risk to having successful development cooperation and further neglecting the perspectives of the poor rather than create opportunities for improved living situations.

6. Conclusion

This study has aimed to provide insights on how power dimensions between ‘stakeholder’ groups have been considered in evaluation reports published by SIDA. Addressing the research question *“How are power dimensions between ‘stakeholder’ groups considered in evaluation reports?”*, one conclusion is that some evaluation reports consider power dimensions as level of influence and degree of participation between presented categories of ‘stakeholders’. How power dimensions have been considered is manifested both in the ‘stakeholder’ analyses but also discussed in the findings of several evaluation reports. For instance, stressing the need for a cross-cutting multidimensional tool addressing the complexity of both identifying ‘stakeholders’ as well as incorporating e.g. gender aspects into interventions. Issues concerning a lack of beneficiary participation, overlooking local power structures as well as the difficulty of identifying ‘stakeholders’ have been emphasised and present how power dimensions are considered. In conclusion, there are diverse ways of how power dimensions have been taken into consideration in the selected evaluation reports.

In relation to previous studies, this thesis has contributed to the existing field of research by exploring participatory evaluations from an intersectional perspective, acknowledging the nature of power which is unequally distributed in terms of influence and participation among the least powerful. It has also reinforced that the notion of ‘stakeholder’ definitions is diverse with little consensus. The fact that there are several diverse categories defining ‘stakeholders’ is not necessarily undesirable. Rather, additional categorisations may clarify and increase the realisation that there are varying interests within existing groups e.g. ‘the poor’ consisting of women, men, youth and ethnic groups. Formulating new categories considering the diverse aspects of gender and age etc. may promote more equal opportunities for all actors to engage on equal premises, acknowledging local power structures and ultimately making everyone’s voice heard.

Building on the findings in this thesis, suggestions for further inquiry is to more immensely target the perspectives of the poor in development programs. A more thorough study focusing on how SIDA influence the design of development programs to include the perspectives of the poor would

be interesting. Not only as it would examine if and how the agency promotes its main objective to include the perspectives of the poor, but also further highlight power dynamics and relations between 'stakeholders' in the process of designing the activities intended to benefit the most marginalised. A larger scope focusing on the actual aid program itself would then be necessary and could potentially allow for generalisations to be made regarding the pursuit of including the perspectives of the poor. Development cooperation should benefit the most exposed, living under poor conditions rather than reinforcing influence amongst the most powerful actors.

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Appendix 1: List of ‘stakeholders’ (Billing et al., 2004)

Stakeholders met in Tirana

Name of person	Organization	Role in the Project	Date and time of meeting
Robert Hall	First Secretary Swedish Embassy (Development) in Rome. Section of Cooperation with Albania	Not specific role	20/10/2003 17.00
Sabina Kasumovic	UNOPS	Procurement of goods under Project	21/10/2003 09.30
Pellumb Abeshi	Secretary General Ministry of Environment	Not specific role	21/10/2003 11.00
Agron Deliu	Institute of Environmental Studies	Local Expert (Air quality measurements)	21/10/2003 17.00
Vali Bizhga	Deputy Major of Tirana	Not specific role	22/10/2003 11.00
Eliona Popi	Director of Directory of Cleaning and Greening. Municipality of Tirana	Not specific role (She is appointed director on 01/2003)	22/10/2003 11.00
Andris Statolis	ASSA Zeitgeist	Not specific role. ASSA is working with Roma scavengers in the Sharra under another project financed by SIDA)	22/10/2003 17.00
Eva Cali	Expert. Directory of Clean and Green Municipality of Tirana	MoT representative in project	29/10/2003 09.00
Lejla Loshi	Sharra dump site, Chief of sector	Contact point MoT - dump site operating company	06/11/2003 11.00
Marjeta Mima	Director ECAT Tirana	Coordinator/facilitator for meetings organized under Project and contractor for local expert involved in the Project	23/10/2003 09.30
Silvano Tabbo	Director. Development Cooperation Office Italian Embassy in Tirana	Not specific role	23/10/2003 10.30
Eriola Muka	Expert. Sector of Sharra dumpsite. Municipality of Tirana	Not specific role in the Project. She appointed in the Sector on January 2003	23/10/2003 12.30
Vladimir Bezhani	Chief of Public Services Sector. Directory of Housing and Public Services Ministry of Territory Adjustment and Tourism	Not specific role	23/10/2003 16.30
Ylli Cabiri	Director. Human Development Resources Organization	Not specific role	23/10/2003 17.30
Besnik Baraj	Deputy Minister Ministry of Environment	Local expert for water quality measurement from Tirana University (before appointed in the MOE)	Joint meeting 24/10/2003 08.30
Narin Panariti	Director Directory for Environmental Policy, MoE	Not specific role	- " -
Mirela Kamberi	Director of Directory for Pollution Prevention, MoE	Not specific role	- " -

Stakeholders interviewed by telephone

Name of person	Organization	Role in the Project	Date of telephone interview
Pasi Rinne	UNEP	Senior Policy Adviser, Head of UNEP Balkans Unit	16/10/2003 + 05/11/2003
Mikko Halonen	UNEP (now mostly working for Finnish company)	Project Manager, UNEP Balkans Unit	14/10/2003
Dennis Bruhn	Previously UNEP, now independent consultant Atkins Denmark A/S	Project Director	17/10/2003 + 31/10/2003
John Bennett	UNEP Consultant, Bennett and Associates	Expert Institutional and legal aspects	15/10/2003 + 17/10/2003
Ewald Spitaler	UNEP Consultant, TB Spitaler	Technical Expert	22/10/2003 + 27/10/2003
Tatjana Hema	National Environmental Agency, (NEA) / Ministry of Environment (Currently in UNMAP, Athens)	Head of NEA, Deputy Minister for Environment Key initiator of project	15/10/2003 + 07/11/2003

(Billing et al., 2004).

Appendix 2: Summary and List of ‘stakeholders’ (Berlekom, 2004)

Table 5. MRDP and biodiversity: summary of key issues, stakeholders, policy issues and relevance

Issues	Main stake holders	Policy issues	Relevance and degree of recognition within MRDP	Monitoring
<ul style="list-style-type: none"> Which level of biodiversity (BD) is primarily affected <p>1. Decline of agrobiodiversity through promoting high yielding varieties; e.g. annual crops (rice, maize), livestock, fish</p> <p>Affected BD levels: Genetic and species</p>	<ul style="list-style-type: none"> District supply companies of seeds Other suppliers Households Extension staff at all levels Farmer’s interest groups and extension clubs Training centres 	<ul style="list-style-type: none"> Access to seeds (quality control and who can sell) Present agricultural policy (and extension messages) are basically commodity-oriented Strong focus on improved maize and rice – extension messages are mainly suited for low- and midland areas and not for uplands. 	<ul style="list-style-type: none"> Very relevant There is strong support within all levels of the programme for introducing and disseminating higher yielding varieties (of crops, fish and livestock) – and declining agro-bio-diversity is not a widely recognised issue 	<ul style="list-style-type: none"> General trends in use of introduced vs traditional maize and rice varieties is included within present village-level monitoring Monitoring trends in level of MRDP-support (expenditures) to more intensive agriculture and subsidised agricultural in-puts.
<p>2. Community-based forest management and NTFP-utilisation</p> <p>BD levels: Species, ecosystems and functions</p>	<ul style="list-style-type: none"> Forest authorities (e.g. State Forest Enterprises and Forest Protection Departments) at different levels Villages and communes Households Buyers and traders (very diverse) 	<ul style="list-style-type: none"> User-rights and benefit-sharing mechanisms within villages, between villages and between communities and forest authorities Technical regulations for forest management Land allocation and tenure (Bio-piracy) 	<ul style="list-style-type: none"> Very relevant Most issues are considered within on-going work, trials and studies Bio-piracy has not been seen as an issue. Strong link of MRDP-work to on-going discussions with the 5 million ha programme and the development of the Forest Sector Support Programme 	<ul style="list-style-type: none"> In-depth studies (on e.g. NTFPs) Wildlife, NTFPs and timber trees are covered within present village monitoring Documentation of field trials

Issues	Main stake holders	Policy issues	Relevance and degree of recognition within MRDP	Monitoring
<p>3. Fruit and forest trees for household plantation (home & forest gardens)</p> <p>BD levels: Genetic, species, eco-systems, functions</p>	<ul style="list-style-type: none"> Households Local tree nurseries (often households that received training and support) Extension staff/forest staff (at forest authorities) Buyers and markets 	<ul style="list-style-type: none"> Ownership of trees where households received seedlings through the programme is not completely clear Regulations for harvesting Regulations for management and use of forest land Choice and variety of tree species promoted 	<ul style="list-style-type: none"> Very relevant Ownership and regulations are now being addressed in some on-going studies Most of work in the provinces has concentrated on promoting tree planting (providing training, seedlings etc) – less attention to the broader “incentive framework” (i.e. role of harvesting and management regulations) 	<ul style="list-style-type: none"> Included in village level monitoring Topical in-depth studies Some documentation of home garden models
<p>4. Larger reforestation and/or watershed protection plantations</p> <p>BD levels: Genetic, species, eco-systems, functions</p>	<ul style="list-style-type: none"> Forest authorities (State Forest Enterprise, Forest Protection, Forest development) Villages and communes Policy-level within MARD 	<ul style="list-style-type: none"> User rights of villages/communes to the plantations Allocation to households vs community allocation Focus on natural regeneration and enrichment planting vs plantations 	<ul style="list-style-type: none"> Very relevant Increased attention in MRDP on working with various trails and models for community-based forest management Increased attention on role and importance of natural regeneration (see above). Decreasing support from MRDP over time to this 	<ul style="list-style-type: none"> Documentation of support to forestry sector Trends and changes in land use is included in village-level monitoring
<p>5. Trials and models on upland agriculture</p>	<ul style="list-style-type: none"> Extension staff at district and province level Province research stations 	<ul style="list-style-type: none"> Choice and type of trials, regarding e.g. focus, suitability in remote areas, biodiversity aspects 	<ul style="list-style-type: none"> Relevant Biodiversity aspects have generally not been considered during selection, design and content of models 	<ul style="list-style-type: none"> Documentation of models and trials

Appendix 3: List of interviewed ‘stakeholders’ (Danielsson et al., 2016)

Name	Position	Organization	Date
Theobald Mashinga	National Programme Officer	Swedish Embassy – DC NPO	January 9, 13 Febr. 17, 23
Elizabeth Montgomery	Senior Programme Manager	Swedish Embassy – DC NPO	January 13 February 23
Godfrey Muligo	Director of Administration and Finance	REMA Dept of Administration and Finance	January 10, 13 February 22
Gisele Umuhumuza	Research Officer, Sida project Coordinator	REMA Dept of Research, Environment Planning and Development	Jan. 10 - 13 Febr. 9 - 24
Innocent Musabymana	Planning Officer	MINIRENA SPIU	January 11
Janvier Ntalindwa	Program Analyst	UNDP (former NPO at EoS for NREP)	January 11
Emmanuel Karinda	Chief Superintendent	Rwanda National Police, The Vehicle Testing Centre	February 7
Claudine Mukagahima	Environment, Hygiene & Nutrition	Ministry of Education	February 8
Faustin Munyazikwiye	Director	REMA Climate Change & International Obligations Unit	February 6
Coletha Uwineza Ruhamya	Director General	REMA	February 7
Rachael Tushabe	Director	REMA Environmental Education and Mainstreaming Unit	February 7
Jean Luc Rukwaya	Environmental Education officer	REMA Environmental Education and Mainstreaming Unit	February 7
Djuma Nsanzimana	Environmental Education & Sensitization officer	REMA Environmental Education and Mainstreaming Unit	February 7
Remy Norbert Duhuze	Director	REMA Environment Regulations and Pollution Control Unit	February 7
Marie Laetitia Busokeye	Director	Research, Environmental planning and Project Development Unit	February 7
Alphonsine Mtabama	SPIU Coordinator	REMA Single Project Implementation Unit (SPIU)	February 16

Janet Umugwaneza	PEI Officer	REMA Single Project Implementation Unit (SPIU)	February 16
Charles Sindayigaya	Ecosystem	REMA Single Project Implementation Unit (SPIU)	February 16
Patrick Nsabimana	Forestation	REMA Single Project Implementation Unit (SPIU)	February 16
Joseph Mugabo	SPIU Accountant	REMA Single Project Implementation Unit (SPIU)	February 16
Clarisse Kawera	Communication & Public Relations officer	REMA DG office	February 24
Juliet Kabera	Environmental Audit and Monitoring Officer	REMA Dept of Environment Regulations and Pollution Control	February 24
Egide Nkuranga	Chairman of Executive Committee	Association of Environmental Practitioners	February 20
Charles Mugabo	Advisor to Exec Committee	Association of Environmental Practitioners	February 20
Crispin Kabeja	Ex. Environmental Intern	MINALOC	February 8
Ferdinand Musabyimana	Ex. Environmental Intern	SC MC Ltd	February 8
Henriette Niragire	Ex. Environmental Intern	-	February 8
Remy Bimenyimana	Ex. Environmental Intern	-	February 8
Jean Baptiste Ntirenganya	Ex. Environmental Intern	Rulindo District	February 8
Bernadine Bavuge	Ex. Environmental Intern	Gatsibo District	February 8
Theophile Dusengimana	Ex. Environmental Intern	Huye District	February 8
Fred Bititi	Ex. Environmental Intern	Kirehe District	February 8
Theobald Rwamukwaya	Ex. Environmental Intern	REMA / LAFREC project	February 8
Perpetue Umuhoza	Ex. Environmental Intern	Gasabo District	February 8
Francois Xavier Munyanziza	Teacher, Head of the Environmental Club	GS Gahanga I, Kicukiro	February 10
Kampire Priscille	Head Teacher	GS Stella Maris, Gisenyi, Rubavu	February 13
Muhayimana Philbert	Teacher, Head of Environmental Club	GS Stella Maris, Gisenyi, Rubavu	February 13
Laurent	Head Teacher	GS St Catherine Kanogo	February 14

Maniragaba		Ngororero	
Theoneste Musengimana	Teacher in Geography	GS St Catherine Kanogo Ngororero	February 14
Jean Baptiste Ntirenganya	Head Teacher	GS St Bernadin, Kitazigurwa Rwamagana	February 15
Emmanuel Tuyishimire	Teacher in Math & Science	GS St Bernadin, Kitazigurwa Rwamagana	February 15
Jean Sauverny	Teacher in Biology/Chemistry	GS St Bernadin, Kitazigurwa Rwamagana	February 15
Jean Claude Tuyisenge	Head Teacher	GS Muzizi, Kayonza	February 15
Kalinganire	Geography Teacher/ Environment Club Teacher	GS Muzizi, Kayonza	February 15
(Head teacher went to a meeting with the Minister of Local Gvt)	Had Q&A with several teachers	GS Saint Etienne, Muhanga	February 16
Janvierè Mukamwezi	Head Teacher	GS Kinyinya, Gasabo	February 17
Marie Georgette Nikure	Deputy Head Teacher	GS Kinyinya, Gasabo	February 17
Aloys Munyarukiko	District Environmental Officer	Ngororero District	February 17
Jean Paul Musenge	District Environmental Officer	Kayonza District	February 17
Ndayisaba Aimable	Sector Executive Secretary	Green Village in Muyebe in Muhanga District, Southern Province	February 9
Amos Manirafasha	District Engineer	Green Village in Muyebe in Muhanga District, Southern Province	February 9
25 village people	Muyebe Villagers	Green Village in Muyebe in Muhanga District, Southern Province	February 9
Dr Eric Ruzindaza	Vice Mayor Economic Affairs	Green Village in Rweru in Bugesera District, Eastern Province	February 10
Moses Murokore	REMA SPIU Field Environmentalist	Green Village in Rweru in Bugesera District, Eastern Province	February 10
25 village people	Rweru Villagers	Green Village in Rweru in Bugesera District, Eastern Province	February 10

Hyacinthe Ngwijabagabo	District Environmental Officer	Green Village in Gashaki in Musanze District, Northern Province	February 13
20 village people	Gashaki Villagers	Green Village in Gashaki in Musanze District, Northern Province	February 13
Jean de Dieu Mfitumukiza	REMA SPIU Field Environmentalist	Musanze District, Gashaki	February 13
Thomas Musabyimana	Chairman	Cooperative Bandedereho Ndaro in Ngororero District	February 14
Theoneste Nzavugankize	Vice Chairman	Cooperative Bandedereho Ndaro in Ngororero District	February 14
Attendance at the draft final report validation workshop			
Theobald Mashinga	National Programme Officer	Swedish Embassy – DC NPO	March 15 th
Elizabeth Montgomery	Senior Programme Manager	Swedish Embassy – DC NPO	March 15 th
Coletha Uwineza Ruhamy	Director General	REMA DG	March 15 th
Godfrey Muligo	Director of Administration and Finance	REMA DAF	March 15 th
Alphonsine Mtabama	SPIU Coordinator	REMA Single Project Implementation Unit (SPIU)	March 15 th
Gisele Umuhumuza	Research Officer, Sida project Coordinator	REMA DREPD	March 15 th
Janvier Ntalindwa	Program Analyst	UNDP (former NPO at EoS for NREP)	March 15 th
Claudine Mukagahima	Environment, Hygiene & Nutrition	Ministry of Education	March 15 th
Yves Bernard Ngingire	Director General, Planning and M&E	Ministry of Local Government	March 15 th
Leif Danielsson	Evaluation Team Leader	FCG/SIPU International	March 15 th
Denis Rugege	Evaluation Team Member	FCG/SIPU International	March 15 th
Richard Ngendahayo	Evaluation Team Member	FCG/SIPU International	March 15 th

(Danielsson et al., 2016).